

A.10. (C.H.682.) 1928.III.1.	
1. Annual report of the Health Organisation for 1927.	1-30.
C.H.717. 1928.III.6.	
2. Health organisation. Report of the permanent commission on standardisation on Sera, serological reactions and Biological products.	31-34.
<i>^ Frankfurt - on - Main, April 25<sup>th</sup> to 28<sup>th</sup>, 1928.</i>	
C.254.M.79. 1928.III.8.	
3. Health Committee. Twelfth session held at Geneva from April 30th to May 5th, 1928.	35-97.
C.H.737. 1928.III.11.	
4. Health organisation. Report on the conference of health experts on infant welfare, held in London on July 4 <sup>th</sup> & 5 <sup>th</sup> .	98-100.
C.H.739. 1928.III.12.	
5. Health organisation. Commission on small-pox and vaccination. Report on the session held at Geneva from August 22nd to 25th, 1928.	102-107.
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6. The work of the Health organisation. Report of the second committee to the assembly.	108-109.
C.555.M.(C.H.769-1-) 1928.III.16.	
7. Health organisation. Health committee. Report to the council on the work of the Thirteenth session of the committee.	110-132.
C.555(a).M.175(a). 1928.III.	
8. Health organisation. Health committee. Report to the council on the work of the thirteenth session of the committee.	133.
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9. Traffic in women and children. Report of the fifth committee to the assembly.	134.
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10. Russian, Armenian, Assyrian, Assyro-chaldean and Turkish refugees. Report of the fifth - committee to the Assembly.	135-136.
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11. Traffic in women and children. Summary of - Annual reports for 1926, prepared by the - Secretariat.	137-148.
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12. Advisory commission for the protection and welfare of children and young people. Child welfare committee Fourth session, March 19th, 1928. <i>The Cinema.</i>	149-164.
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13. Advisory commission for the protection and welfare of children and young people. Protection of Blind Children.	165-175.
C.T.F.E.365. 1928.IV.5.	
14. Advisory commission for the protection and welfare of children and young people. Traffic in women and children committee. Seventh session. Report of the Jewish - association for the protection of girls and women.	177-180.

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15. Advisory commission for the protection and welfare of children and young people. Traffic in women and children committee. Suppression of the circulation of and traffic in Obscene publications. Summary of reports received from Governments. 181-184.
- C.T.F.E.370. 1928.IV.7.  
16. Traffic in women and children committee. Seventh session. Report by Madame Avril De Sainte-Croix, delegate of the international women's association. 185-190.
- C.T.F.E.371.1928.IV.8.  
17. Advisory commission for the protection and welfare of children and young people. Traffic in women and children committee. Report of the international federation of the "Amies De la Jeune Fille" for 1927. 191.
- C.P.E.149. 1928.IV.9.  
18. Advisory commission for the protection and welfare of children and young people. - Child welfare committee, fourth session. Report on the work of the child welfare committee on the Cinemetograph question. 192-198.
- C.P.E.150. 1928.IV.10.  
19. Advisory commission for the protection and welfare on children and young people. Child welfare committee, fourth session, 19th Mar 28. Report by the international labour office on family allowances in relation to the - physical and moral well-being of children. 200-212.
- C.T.F.E.375.1928.IV.11.  
20. Traffic in women and children committee. Report for the year 1927 of the association catholique internationale Des Oeuvres De protection De La Jeune Fille. 214.
- C.154.(C.T.F.E.397) 1928.IV.13.  
21. Advisory commission for the protection and welfare of children and young people. Traffic in women and children committee. Report of the Seventh Session. March 17th, 1928. 215-219.
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22. Advisory commission for the protection and welfare of children and young people. Traffic in women and children committee. Report of the Seventh session. March 17th, 1928. 221.
- C.185.(C.P.E.177-1-) 1928.IV.14.  
23. Advisory commission for the protection and welfare of children and young people. Child welfare committee. Report on the work of the Fourth Session. (march, 1928.) 222-225.
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24. Advisory commission for the protection and welfare of children and young people. Traffic in women and children committee. Minutes of the Seventh session. From March 22th, to 17th, 1928. 226-299.

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C.184.M.59. 1928.IV. Erratum to English text.	
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C.195.M.63. 1928.IV.16.	
26. Advisory commission for the protection and welfare of children and young people. Child welfare committee. Minutes of the Fourth session. March 19th, to 24th, 1928.	301-370.
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27. Child welfare. Rapporteur's report adopted by the council on June 4th, 1928. Report of the child welfare committee to the council.	371-375.
C.199. 1928.IV.18.	
28. Traffic in women and children. Rapporteur's report adopted by the council on June 5th, 1928. Report to the council of the Traffic in - women and children committee.	377-382.
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29. Child welfare. Report of the fifth committee to the Assembly.	383.
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30. Advisory commission for the protection and welfare of children and young people. Child welfare committee. The age of marriage and age of consent.	384-399.
C.213.E.134.Revised. 1928.IV.21.	
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Geneva, January 27th, 1928.

LEAGUE OF NATIONS

ANNUAL REPORT

OF THE

HEALTH ORGANISATION

for 1927

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FOREWORD

The present report, covering the work of the Health Organisation of the League of Nations during 1927, is the third of a series prepared by the Health Section to give effect to a resolution adopted by the Health Committee in April 1925. The first report of the series, which described the work of the Health Organisation in 1925 (Document C.H.442), also referred briefly to the origin, course and development of the various enquiries and investigations which are dealt with in the present report.

Publications of the League of Nations  
III. HEALTH  
1928. III. 1

LIST OF THE CHIEF MEETINGS, ETC., WHICH HAVE TAKEN PLACE DURING 1927.

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1. Second Session of the Advisory Council of the Eastern Bureau at Singapore, January 6th, 7th, 8th and 10th.
  2. Smallpox and Vaccination Commission, Berlin, January 13th and 14th.
  3. Conference of Health Experts on Infant Welfare, Paris, January 17th to 20th.
  4. First International Course in Public Health, held at the Institute of Hygiene, Faculty of Medicine, University of Paris, January 17th to March 5th.
  5. Ninth Session of the Health Committee, Geneva, February 14th to 18th.
  6. Session of the Malaria Commission, Geneva, February 14th to 18th.
  7. Interchange of Public Health Officers in Great Britain, February 21st to April 5th.
  8. First Session of the Commission of Expert Statisticians, set up to consider the preparatory work in connection with the Revision of the International List of Causes of Death, Geneva, March 14th to 17th.
  9. First Session of the Joint Commission for the Study of the Relationship between Public Health Services and Health Insurance Organisations, Geneva, April 11th and 12th.
  10. International Rabies Conference, at the Pasteur Institute, Paris, April 25th to 30th.
  11. Session of the Malaria Commission, Paris, April 20th to 28th.
  12. Tenth (Extraordinary) Session of the Health Committee, Paris, April 26th and 27th.
  13. Conference of Health Experts on Infant Welfare, Montevideo, June 7th to 11th.
  14. Interchange of Public Health Officers in Germany, September 19th to November 2nd.
  - Final Conference of participants in German Interchange, Geneva, November 3rd.
  15. Sub-Commission of Statisticians (of the Cancer Commission), Geneva, September 20th to 22nd.
  16. Conference of Health Experts on Infant Welfare, Vienna, September 26th to 28th.
  17. Conference on the occasion of the Opening of the New Schools of Public Health at Budapest and Zagreb; Session of the Commission on Education in Hygiene and Preventive Medicine, Budapest, September 29th and 30th and October 1st, and Zagreb, October 3rd and 4th.
  18. Conference of Epidemiologists, to consider the methods of collecting, transmitting and publishing current epidemiological intelligence, Geneva, October 25th and 26th.
  19. Malaria Commission, Geneva, October 26th to 28th.
  20. Eleventh Session of the Health Committee, Geneva, October 28th to November 4th.
  21. Cancer Commission (met during the session of the Health Committee), Geneva, October 28th to November 4th.
  22. Far Eastern Commission (met during the session of the Health Committee), Geneva, October 28th to November 4th.
  23. Smallpox and Vaccination Commission (met during the session of the Health Committee), Geneva, October 28th to November 4th.
  24. Second International Course in Public Health, London, November 3rd to December 15th.
  25. Session of the Expert Commission on Plague, Calcutta, December 5th to 9th.
  26. Session of the Expert Commission on Sleeping-Sickness and Tuberculosis in Equatorial Africa, London, December 15th and 16th.
  27. Third Session of the Advisory Council of the Eastern Bureau at Singapore, Delhi, December 26th to 29th.
-

## Chapter I.

### MEMBERS OF THE HEALTH COMMITTEE.

The mandate of the members of the Permanent Health Committee elected in 1923 having expired at the end of 1926, twenty-four members were elected or re-elected for a period of three years commencing on January 1st, 1927.

#### *President:*

Dr. Th. MADSEN, Director of the State Serum Institute, Copenhagen.

#### *Vice-Presidents:*

(*ex officio*) M. O. VELGHE, Secretary-General of the Ministry of the Interior and of Health, Brussels; President of the Comité permanent de l'Office international d'hygiène publique.

(elected for 1927) Professor B. NOCHT, Rector of the University and Director of the Institute of Tropical Diseases, Hamburg.

(elected for 1927) Dr. M. TSURUMI, Representative of the Public Health Service of Japan, Paris.

#### *Members:*

Dr. G. ARAOZ ALFARO, President of the National Health Department, Buenos Ayres.

Professor LÉON BERNARD, Director of the Institute of Hygiene of the Faculty of Medicine in Paris; Technical Health Adviser at the Ministry of Health.

Sir George BUCHANAN, Senior Medical Officer, Ministry of Health, London.

Professor J. CANTACUZÈNE, Professor of Bacteriology and Director of the Institute of Experimental Medicine, Bucharest.

Dr. H. CARRIÈRE, Director of the Swiss Federal Public Health Service, Berne.

Dr. Carlos CHAGAS, Director of the Oswaldo Cruz Institute, Rio de Janeiro.

Dr. Witold CHODZKO, former Polish Minister of Health; Director of the State School of Hygiene, Warsaw.

Surgeon-General H. S. CUMMING, Chief of the United States Public Health Service, Washington.

Dr. J. H. L. CUMPSTON, Director-General of the Commonwealth Department of Health, Melbourne (expert adviser).

Colonel J. D. GRAHAM, Public Health Commissioner with the Government of India, Delhi.

Dr. C. HAMEL, President of the Reichsgesundheitsamt, Berlin.

Dr. Alice HAMILTON, Professor of Industrial Hygiene at Harvard University, Cambridge (Mass.) (expert adviser).

Dr. N. M. J. JITTA, President of the Public Health Council of the Netherlands, The Hague.

Professor Ricardo JORGE, Director-General of Public Health, Lisbon.

Dr. A. LUTRARIO, former Director-General of Public Health, Ministry of the Interior, Rome.

Professor Donato OTTOLENGHI, Professor of Hygiene at the Royal University of Bologna.

Professor Gustavo PITTALUGA, Professor of Parasitology in the Faculty of Medicine at Madrid.

Dr. L. RAYNAUD, Inspector-General of the Public Health Service of Algeria, Algiers.

Dr. C.-E. A. WINSLOW, Professor at the School of Public Health of Yale University, New Haven (Conn.) (expert adviser).

A fourth expert adviser of Japanese nationality is still to be nominated.

#### *Secretary of the Committee:*

Dr. L. RAJCHMAN, Medical Director.

### ADVISORY COUNCIL OF THE EASTERN BUREAU AT SINGAPORE

(Session of December 1927).

#### *Chairman:*

Colonel J. D. GRAHAM (Member of the Health Committee).

#### *Vice-Chairman:*

Dr. J. J. VAN LONKHUYZEN, Chief of Medical Service (Burgerlijke Geneeskundige Dienst), Weltevreden (Netherlands East Indies).

*Delegates:*

- Dr. A. H. BALDWIN, Acting Director, Australian Institute of Tropical Medicine.  
Dr. J. F. E. BRIDGER, Director of Medical and Sanitary Services, Colombo.  
Dr. Peregrino DA COSTA, Macao.  
Surgeon C. R. ESKEY (Observer), United States Public Health Service; Chief Quarantine Officer for the Philippine Islands, Manila.  
Dr. P. HERMANT, Principal Medical Officer attached to the Public Relief Department, Vinh, Annam.  
Dr. A. L. HOOPS, Principal Civil Medical Officer of the Straits Settlements, Singapore.  
Dr. E. JOURDRAN, Director of the Public Health Services, Hanoi, Tonkin.  
Dr. KIRIBAYACHI, Formosa.  
Dr. S. NISHIKI, Medical Officer of the General Government, Korea.  
Dr. R. TAKANO, Japan.  
Dr. VALLABHA, Siam.  
Dr. A. R. WELLINGTON, Chief Health Officer, Kuala Lumpur, Federated Malay States.  
Dr. Ch. WINCKEL, Inspector, Public Health Service of the Netherlands East Indies, West Java Division, Weltevreden.  
Dr. WU LIEN-TEH, Director of the North Manchurian Plague Prevention Service, Harbin.

*Secretary of the Advisory Council:*

Dr. R. GAUTIER, Director of the Eastern Bureau at Singapore.

*Also attended:*

Dr. Th. MADSEN, President of the Health Committee.  
Professor K. SHIGA, Dean of the Imperial Faculty of Medicine, Keijo.

COMMITTEE OF HEALTH EXPERTS ON INFANT WELFARE.

*Chairman:*

Dame Janet CAMPBELL, Senior Medical Officer, British Ministry of Health, London.

*Members:*

Dr. T. CLARK, United States Public Health Service, Paris.  
Professor A. COLLETT, Ministry of Social Affairs, Oslo.  
Professor R. DEBRÉ, Associate Professor at the Faculty of Medicine, Paris.  
Professor C. GINI, President of the Central Statistical Institute of Italy, Rome.  
Professor E. GORTER, Director of the Child Clinic at The Hague.  
Professor C. PIRQUET, Director of the University Child Clinic, Vienna.  
Professor F. ROTT, State Institute for the Campaign against Infant Mortality, Charlottenburg, Berlin.

*Corresponding Members and Experts:*

Professor G. ARAOZ ALFARO, member of the Health Committee.  
Dr. J. B. BARRETO, Chief Assistant to the Director of the Federal Public Health Service of Brazil, Rio de Janeiro.  
Dr. Velasco BLANCO, Deputy Director of the Federal Service of Hygiene, Bolivia.  
Dr. Fernandez FIGUEIRA, Director-General of the National Department of Public Health, Rio de Janeiro.  
Professor A. GUBETICH, Director of the National Department of Health and of Public Welfare, Asuncion, Paraguay.  
Professor Luis Calvo MACKENNA, Vice-President of the National Society for Child Welfare; Medical Director of the Orphanage of Santiago, Chile.  
Professor Luis MORQUIO, Professor of Pediatrics at the University of Montevideo, Uruguay.  
Professor Alberto ZWANCK, Professor of Hygiene at the Faculty of Medicine, Buenos Ayres.

JOINT COMMISSION OF EXPERTS FOR THE STUDY OF THE RELATIONSHIP BETWEEN PUBLIC HEALTH SERVICES AND HEALTH INSURANCE ORGANISATIONS

Members nominated by the Health Committee of the League of Nations:

*Chairman:*

Sir George NEWMAN, Chief Medical Officer at the British Ministry of Health, London.

*Members:*

Dr. E. BELLENCONTRE, President of the Association générale des Médecins de France, Paris.  
Dr. A. FORAMITTI, Deputy Director of the Federal Public Health Service of Austria, Vienna.  
Dr. C. HAMEL, member of the Health Committee.  
Professor T. KITASHIMA, Chairman of the Council of the Japanese Medical Association.  
Dr. J. KUHN, Editor-in-Chief of the "Ugeskrift for Læger", Hellerup, near Copenhagen.

Members nominated by the Governing Body of the International Labour Office:

Dr. A. GRIESER, Director in the Ministry of Labour, Berlin.

M. A. JAUNIAUX, Senator, Secretary-General of the Union nationale des Fédérations de mutualités socialistes, Brussels.

M. L. OLIVIER, member of the Executive Committee of the Fédération nationale de la mutualité, Paris.

M. K. OSIOWSKI, Director of the Central Union of Health Insurance Funds, Warsaw.

Mr. E. POTTS, Honorary Secretary of the National Association of Insurance Committees, Durham, Great Britain.

Dr. L. WINTER, former Minister for Social Welfare; Vice-President of the Central Union of Health Insurance Funds, Prague.

#### CANCER COMMISSION.

*Chairman:*

Sir George BUCHANAN, member of the Health Committee.

*Members:*

Professor Léon BERNARD, member of the Health Committee.

Dr. H. CARRIÈRE, member of the Health Committee.

Dr. N. M. JITTA, member of the Health Committee.

Dr. A. LUTRARIO, member of the Health Committee.

#### SUB-COMMITTEE OF STATISTICIANS.

*Chairman:*

Professor M. GREENWOOD, Medical Officer (Medical Statistics), Ministry of Health; Professor of Epidemiology and Vital Statistics, London School of Hygiene, University of London.

*Members:*

Dr. H. T. DEELMAN, Professor of Pathological Anatomy, University of Groningen (Netherlands).

Dr. Janet E. LANE-CLAYPON, Investigation Officer of the Ministry of Health Department Committee on Cancer, London.

Professor H. W. METHORST, Director of the Central Bureau of Statistics of the Netherlands, The Hague.

Professor A. NICEFORO, Professor of Statistics and Demography, University of Naples.

Professor E. PITTARD, Professor of Anthropology, University of Geneva.

Professor G. ROUSSY, Professor of Pathological Anatomy at the Faculty of Medicine of the University of Paris.

#### SMALLPOX AND VACCINATION COMMISSION.

*Chairman:*

Professor Ricardo JORGE, member of the Health Committee.

*Members:*

Sir George BUCHANAN, member of the Health Committee.

Dr. H. CARRIÈRE, member of the Health Committee.

Dr. N. M. J. JITTA, member of the Health Committee.

Dr. Th. MADSEN, President of the Health Committee.

*Corresponding Members and Experts:*

Dr. F. R. BLAXALL, Government Lymph Establishment, London.

Professor GILDEMEISTER, of the Reichsgesundheitsamt, Berlin.

Professor H. A. GINS, Robert Koch Institute, Berlin.

Professor H. Mervyn GORDON, St. Bartholomew's Hospital and College, London.

Professor E. GROTH, of the Landesimpfanstalt, Munich.

Dr. C. GUÉRIN, Director of the Pasteur Institute, Lille.

Professor C. LEVADITI, Pasteur Institute, Paris.

Professor E. PASCHEN, Staatliche Impfanstalt, Hamburg.

Professor G. SOBERNHEIM, Director of the Health Institute of the University, Berne.



#### COMMISSION OF EXPERT STATISTICIANS.

*Chairman:*

Dr. H. WESTERGAARD, Professor of Statistics at the University of Copenhagen.

*Members:*

Dr. Haven EMERSON, Professor of Public Health Administration, Columbia University, New York.

Professor C. GINI, President of the Central Statistical Institute of Italy, Rome.

M. M. HUBER, Director of the Statistique générale de la France, Paris.

Dr. E. ROESLE, Director of Medical Statistics, Reichsgesundheitsamt, Berlin.

Mr. S. P. VIVIAN, Registrar-General of England and Wales, London.

#### COMMISSION OF EXPERTS FOR THE STUDY OF TUBERCULOSIS AND SLEEPING-SICKNESS IN EQUATORIAL AFRICA.

*Chairman:*

Dr. A. BALFOUR, Director of the School of Hygiene and Tropical Medicine, London.

*Members:*

Dr. A. G. BAGSHAWE, Director of the Bureau of Hygiene and Tropical Diseases, London.

Professor E. VAN CAMPENHOUT, Director of the Health Service of the Colonial Office, Brussels.

Professor G. MARTIN, Principal Medical Officer of the Second Class, Colonial Forces;

late Chief of the Mission charged with the Study of Sleeping-Sickness in Equatorial Africa, Paris.

#### INTERNATIONAL SLEEPING-SICKNESS COMMISSION.

*Chairman:*

Dr. H. Lyndhurst DUKE, Head of the Laboratory at Entebbe, Uganda.

*Members:*

Dr. L. VAN HOOFF, Head of the Laboratory at Léopoldville, Belgian Congo.

Professor F. K. KLEINE, of the Robert Koch Institute, Berlin.

Dr. G. LAVIER, Associate Professor at the Faculty of Medicine, Paris.

Major M. PERUZZI, Lecturer on Pathological Anatomy at the University of Florence.

Dr. M. M. PRATES, Head of the Bacteriological Laboratory at Lourenço Marquez, Portuguese East Africa.

#### MALARIA COMMISSION.

*Chairman:*

Dr. A. LUTRARIO, member of the Health Committee.

*Members:*

Professor J. CANTACUZÈNE, member of the Health Committee.

Professor C. CHAGAS, member of the Health Committee.

Professor B. NOCHT, Vice-President of the Health Committee.

Professor D. OTTOLENGHI, member of the Health Committee.

Professor G. PITTALUGA, member of the Health Committee.

Dr. L. RAYNAUD, member of the Health Committee.

*Corresponding Members and Experts:*

Dr. L. ANIGSTEIN, State Institute of Hygiene, Warsaw.

Dr. M. A. BARBER, Special Expert of the United States Public Health Service, Greenwood, Mississippi.

Dr. M. F. BOYD, International Health Division of the Rockefeller Foundation, Edenton, N.C.

Professor E. BRUMPT, of the Faculty of Medicine at the University of Paris.

Dr. DE BUEN, Inspector of the Central Malaria Commission, Madrid.

Professor M. CIUCA, of the Faculty of Medicine at the University of Jassy, Roumania.

Lt.-Col. S. R. CHRISTOPHERS, Central Research Institute, Kasauli, India.

Colonel S. P. JAMES, Ministry of Health, London.

Dr. A. LABRANCA, of the Public Health Service, Rome.

Professor E. MARCHOUX, Pasteur Institute, Paris.

Professor E. MARCINOWSKY, Director of the Institute of Tropical Medicine, Moscow.

Dr. K. MARKOFF, Inspector of Malaria attached to the Public Health Service of Bulgaria.

Dr. A. MISSIROLI, Director of the Experimental Station for Anti-Malaria Work, Rome.

Dr. C. MOUTOUSSIS, Director of the State Hygienic Laboratory, Athens.

Professor K. SCHILLING, of the Robert Koch Institute for Infectious Diseases, Berlin.  
Dr. A. SFARCIC, Director of the Anti-Malaria Station at Trogir, Kingdom of the Serbs, Croats and Slovenes.  
Professor N. H. SWELLENGREBEL, of the Institute of Tropical Medicine, Amsterdam.  
Dr. C. M. WENYON, Director of the Wellcome Scientific Research Bureau, London.

COMMISSION ON STANDARDISATION OF SERA, SEROLOGICAL REACTIONS  
AND BIOLOGICAL PRODUCTS.

*Chairman:*

Dr. Th. MADSEN, President of the Health Committee.

*Members:*

Professor A. CALMETTE, Assistant Director of the Pasteur Institute, Paris.  
Professor H. H. DALE, Director of the Bio-Chemical and Pharmacological Departments of the National Institute of Medical Research, London.  
Professor W. KOLLE, Director of the Institute of Experimental Therapy, Frankfort-on-Main.  
Dr. G. W. MCCOY, Director of the Hygienic Laboratory of the United States Public Health Service, Washington.

COMMISSION ON EDUCATION IN HYGIENE AND PREVENTIVE MEDICINE

*Chairman:*

Professor Léon BERNARD, member of the Health Committee.

*Members:*

Professor CANTACUZÈNE, member of the Health Committee.  
Dr. CHODZKO, member of the Health Committee.  
Dr. C. HAMEL, member of the Health Committee.  
Professor Ricardo JORGE, member of the Health Committee.  
Dr. Th. MADSEN, President of the Health Committee.  
Professor D. OTTOLENGHI, member of the Health Committee.  
Professor PITTALUGA, member of the Health Committee.

*Corresponding Members and Experts:*

Dr. A. BALFOUR, Director of the School of Hygiene and Tropical Medicine, London.  
Dr. A. GROTHJAHN, Professor of Social Hygiene at the University of Berlin.  
Sir George NEWMAN, Chief Medical Officer, Ministry of Health, London.  
Dr. A. STAMPAR, Director of the Health Service, Ministry of Public Health, Kingdom of the Serbs, Croats and Slovenes.  
Professor W. H. WELCH, Director of the School of Public Health, Johns Hopkins University, Baltimore.

EXPERT COMMISSION ON PLAGUE.

Lt.-Col. W. H. C. FORSTER, Director of Public Health, Lahore, Punjab.  
Dr. F. H. GUÉRIN, Director of the Public Health Services, Cholon, Indo-China.  
Dr. Fabian HIRST, Public Health Department, Colombo.  
Lt.-Col. F. P. MACKIE, Bombay Bacteriological Laboratory, Parel, Bombay.  
Dr. S. M. NIKANOROV, Department of Bacteriology at the University, Saratov, U.S.S.R.  
Dr. L. OTTEN, Director of the Public Health Services, Batavia, Java, Netherlands East Indies.  
Dr. WU LIEN-TEH, Director of the North Manchurian Plague Prevention Service, Harbin.  
A Japanese expert.

OPIUM COMMISSION.

*Chairman:*

Dr. CARRIÈRE, member of the Health Committee.

*Members:*

Dr. CHODZKO, member of the Health Committee.  
Professor Ricardo JORGE, member of the Health Committee.  
Professor NOCHT, Vice-President of the Health Committee.  
M. VELGHE, Vice-President of the Health Committee.

*Expert:*

Professor E. VON KNAFFL-LENZ, Professor at the Faculty of Medicine of the University of Vienna.

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## SESSIONS OF THE HEALTH COMMITTEE IN 1927.

3. During 1927, three sessions of the Health Committee were held, two at Geneva (ninth and eleventh sessions, February 14th to 18th and October 28th to November 3rd) and one at Paris (tenth extraordinary) session, April 26th and 27th). The ninth session was the first meeting of the new Health Committee, as the three-year appointments of the former Committee expired on December 31st, 1926. During the ninth session, the new Committee was organised, and recommended to the Council of the League of Nations the appointment of four assessors:

Dr. Jean CANTACUZÈNE, Professor of Bacteriology and Director of the Institute of Experimental Medicine at Bucarest, Roumania.

Dr. Bernhard NOCHT, Rector and Professor of the University and Director of the Institute of Tropical Hygiene and Medicine at Hamburg, Germany.

Dr. Donato OTTOLENGHI, Professor of Hygiene at the University of Bologna, Italy.

Dr. Gustavo PITTALUGA, Professor of Parasitology at the University of Madrid, Spain.

These appointments were confirmed by the Council during its March (forty-fourth) session.

During its February session, the Health Committee also recommended to the Council that expert assessors should be invited to take part in its work in an advisory capacity, and the Council, in March, approved the following nominations:

Dr. J. H. L. CUMPSTON, Director-General of the Commonwealth Department of Health, Melbourne, Australia.

Dr. Alice HAMILTON, Professor of Industrial Hygiene at Harvard University, Cambridge, Mass., U.S.A.

Professor C.-E. A. WINSLOW, President of the American Association of Public Health and Professor of Biology and Bacteriology at Yale University, New Haven, Conn., U.S.A.

The Council also approved of the recommendation that the Health Committee should submit subsequently the name of an expert assessor from Japan.

4. During its ninth session the Health Committee elected Professor MADSEN President. Professor NOCHT and Doctor TSURUMI were elected Vice-Presidents for the year 1927. M. VELGHE, President of the Permanent Committee of the Office international d'hygiène publique, is also *ex officio* Vice-President of the Health Committee of the League of Nations. The President, Vice-Presidents and Medical Director constitute the bureau of the Health Committee, to which the latter delegates certain of its powers in the intervals between sessions.

The Health Committee, in accordance with its usual practice, submitted reports on its three sessions to the Council of the League of Nations. These reports were presented to the Council by the Japanese representative, who is the Rapporteur on Health, and were approved by the Council.

5. The work of the Health Committee was also reviewed by the Second Committee of the Assembly, which received reports on the work of the Health Organisation contained in documents A. 13 and A. 13 (a). 1927.

6. The Fourth Committee of the Assembly reviewed and approved the budget of the Health Organisation for 1928.

BUDGET OF THE HEALTH ORGANISATION.

	Estimates			Actual Expenditure 1926
	1928	1927	1926	
	Swiss Francs			
<b>I. SECRETARIAT.</b>				
1. Salaries of the Health Section . . . . .	348,463	324,865	289,915	277,781
<i>Deduct: Reductions in salaries due to lower cost of living . . . . . 7,454</i>				
2. Salaries of temporary staff, chargeable to Rockefeller Foundation Grants I and II	187,451	178,555	161,333	133,106
<i>Deduct: Reductions in salaries due to lower cost of living . . . . . 4,871</i>				
3. Travelling and removal expenses . . . . .	63,000	50,000	55,000	64,155
4. General printing and documentation . . . . .	2,800	2,000	3,500	2,770
5. Cables, telegrams and telephones . . . . .	9,675	8,885	10,000	9,407
6. Miscellaneous petty expenses and unforeseen contingencies . . . . .	2,000	2,000	2,500	1,784
<b>II. EPIDEMIOLOGICAL AND PUBLIC HEALTH INTELLIGENCE.</b>				
1. Special reports, enquiries and collective and individual studies of public health statistics . . . . .	100,000	117,250	167,250	133,184
<i>Expenses chargeable to Rockefeller Grant II</i>	144,116	90,769	91,772	101,216
<i>Expenses chargeable to Rockefeller Grant III</i>	—	82,215	82,965	80,835
2. Publications . . . . .	45,000	60,000	60,000	48,586
3. Sanitary notifications and epidemiological enquiries . . . . .	60,000	60,000	60,000	23,344
4. Contribution to the Singapore Bureau . . . . .	15,000	—	—	—
<b>III. HEALTH COMMITTEE, TECHNICAL SUB-COMMITTEES AND CONFERENCES.</b>				
1. Sessions of Health Committee and Technical Sub-Committees:				
(a) Daily allowances and travelling expenses, etc. . . . .	65,000	75,000	90,000	63,016
(b) Printing and publication for the Committees . . . . .	31,700	31,700		
2. Conferences and technical missions . . . . .	100,000	100,000	100,000	77,917
<b>IV. INTERCHANGE OF PUBLIC HEALTH PERSONNEL.</b>				
1. Expenses in connection with a system of liaison between the various national public health services . . . . .	150,000	150,000	150,000	95,933
2. Collective, specialised and individual interchanges. Expenses chargeable to Rockefeller Grant I . . . . .	186,563	186,622	331,656	341,208
Total Expenditure of the International Health Organisation . . . . .	1,518,768	1,534,861	1,655,891	1,453,843

SUMMARY OF APPROPRIATIONS-IN-AID.

Rockefeller Foundation Grants . . . . .	518,260	538,161	667,726	656,365
I. For Interchanges of Public Health Personnel: \$50,000 = . . . . .	259,130	259,130	388,695	380,841
II. For Epidemiological Intelligence Service and Study of Demographic and Public Health Statistics: \$50,000 = . . . . .	259,130	{ 170,196 108,835	{ 170,196 108,835	{ 168,864 106,660

BUDGET OF THE EASTERN BUREAU AT SINGAPORE FOR THE YEAR 1928.  
(As approved by the Advisory Council in January 1927.)

		Straits Settlements	Currency
		Monthly	Yearly
<i>Staff Salaries.</i>			
Director . . . . .	Salary . . . . .	\$1,000.00	
	Allowance 20 % . . . . .	200.00	
Deputy Director . . . . .	Salary . . . . .	650.00	
	Allowance 20 % . . . . .	130.00	
Statistician . . . . .	Salary . . . . .	500.00	
	Allowance 20 % . . . . .	100.00	
Financial Clerk Grade I . . . . .	Salary . . . . .	245.00	
(200—15a—260)	Allowance 15 % . . . . .	36.75	
Correspondence Clerk Grade I . . . . .	Salary . . . . .	215.00	
(200—15a—260)	Allowance 15 % . . . . .	32.25	
French-speaking Stenotypist . . . . .	Salary . . . . .	185.00	
	Allowance 15 % . . . . .	27.75	
Two Clerks Grade II . . . . .	Salary at \$130 each . . . . .	260.00	
	Allowance 15 % . . . . .	39.00	
Two Clerks Grade II . . . . .	Salary at \$120 each . . . . .	240.00	
	Allowance 15 % . . . . .	36.00	
Two Peons . . . . .	Salary at \$20 each . . . . .	40.00	
	Allowance 15 % . . . . .	6.00	
Liftman, overtime allowance . . . . .	. . . . .	4.00	
		<u>\$3,946.75</u>	
			\$47,361.00
<i>Cables and Postage.</i>			
Cables . . . . .			\$18,580.00
Postage . . . . .			420.00
			<u>\$19,000.00</u>
<i>Printing, Stationery and Equipment.</i>			
Printing . . . . .			\$1,500.00
Stationery . . . . .			650.00
Weekly Fasciculus . . . . .			2,950.00
Half-yearly Bulletin . . . . .			1,000.00
Periodicals . . . . .			520.00
Equipment . . . . .			180.00
Books of reference . . . . .			200.00
			<u>\$7,000.00</u>
<i>Rent, Electricity and Telephone.</i>			
Rent . . . . .			\$3,000.00
Electricity . . . . .			54.00
Telephone . . . . .			166.00
			<u>\$3,220.00</u>
Travelling Expenses of Director for Co-ordination of Research . . . . .			\$2,000.00
<i>Miscellaneous.</i>			
Medical attendance to staff . . . . .			\$200.00
Audit fee . . . . .			300.00
Miscellaneous . . . . .			1,000.00
Leave pay and passages . . . . .			1,500.00
			<u>\$3,000.00</u>
SUMMARY.			
1. Staff salaries . . . . .		\$47,361.00	
2. Cables and postage . . . . .		19,000.00	
3. Printing, stationery, etc. . . . .		7,000.00	
4. Rent, electricity, etc. . . . .		3,220.00	
5. Travelling expenses of Director for co-ordination of research . . . . .		2,000.00	
6. Miscellaneous . . . . .		3,000.00	
		<u>\$81,581.00</u>	

## DECISIONS OF THE COUNCIL ON THE WORK OF THE HEALTH COMMITTEE.

7. In commenting on the work of the ninth session of the Health Committee, Viscount ISHII, Rapporteur on Health, called the attention of his colleagues on the Council to the new joint commission that was to be set up by the Governing Body of the International Labour Office and by the Health Committee of the League to study the possibilities of co-operation between the public health administrations and the health insurance organisations in the field of preventive medicine (described in Chapter III of this report).

Attention was also called to the articles of agreement presented by the Health Committee to the Permanent Committee of the Office international d'hygiène publique in regard to epidemiological intelligence and consultations as to the agenda of the two Committees (see page 13), as well as to the use of the Eastern Bureau of the Health Organisation at Singapore for certain tasks imposed on the Permanent Committee of the Office international d'hygiène publique by the terms of the Paris Sanitary Convention of 1926.

Reference was made to the action taken by the International Health Division of the Rockefeller Foundation in prolonging the agreement already in force in regard to epidemiological intelligence and public health statistics for a period of seven years, dating from January 1928.

The Rapporteur emphasised the increasing scope of the work of the Health Organisation, which was illustrated by the organisation of interchanges of public health personnel in Germany and India, and by the facilities afforded by the system of individual missions, which enabled Japanese and Western scientists, as well as experts from other countries, to interchange experience and ideas on health matters.

Attention was also directed to the plans for establishing technical relations with various countries of Latin America.

The Council of the League adopted a resolution approving the resolutions and recommendations contained in the report on the work of the ninth session of the Health Committee, as well as the proposals and observations included in Viscount Ishii's report.

8. The work of the tenth (extraordinary) session of the Health Committee was limited to the formal adoption of agreements between it and the Permanent Committee of the Office international d'hygiène publique in regard to epidemiological intelligence, consultation as to the agenda of the two Committees (see page 13), the use of the Eastern Bureau at Singapore for purposes of the new Sanitary Convention, and to the work of two important commissions, namely, the Joint Commission of Experts for the Study of the Relationship between Public Health Services and Health Insurance Organisations, and the Commission of Expert Statisticians set up to deal with the preparatory work in connection with the revision of the International List of Causes of Death. On the proposal of its Rapporteur, the Council approved the work of this session.

9. In reporting on the eleventh session of the Health Committee, the Rapporteur pointed out that the work of the Health Organisation was more and more tending to establish technical co-operation between the health administrations in every continent and the League, as well as among those administrations themselves. He cited as examples the establishment of a carefully prepared programme of technical co-operation in health matters with the Latin-American countries at the suggestion of the Governments concerned, the present work and the plans for further technical co-operation with Pacific and Far-Eastern countries, and the joint study of sleeping-sickness fostered by the Health Organisation among the interested health administrations. The Rapporteur, after referring briefly to the work of the various commissions of the Health Committee, secured the Council's approval of a resolution on the proposals for co-operation with certain Latin-American countries as well as of the general work of the eleventh session.

## DECISIONS OF THE ASSEMBLY.

10. The eighth session of the Assembly approved the work of the Health Organisation since its seventh ordinary session in two resolutions, the first (A.87(1).1927.III) dealing with the possibilities of technical co-operation with public health and medical authorities of Latin-American countries, the second (A.86.1927.III) with the general programme of work. In the latter, special attention was paid to the Eastern Bureau at Singapore, the completion of agreements with the Office international d'hygiène publique, the work of the commissions, the various special enquiries and technical investigations, and the scheme for the study of health problems in the Pacific area. This resolution reads as follows:

“ The Assembly:

“ Having taken note of the report (documents A.9.1927.III and A.13 & A.13(a) (Extract No. 1)) dealing with the work of the Health Organisation of the League during the year 1926, expresses its gratification at the continued development of its international activities;

" Notes with satisfaction the growth and increasing usefulness of the work of the Epidemiological Intelligence Bureau at Singapore, due in large measure to the sympathetic co-operation of all Eastern Administrations, in whose interest it was primarily created;

" Notes with satisfaction the terms of the Agreement concluded between the League of Nations and the Permanent Committee of the Office international d'hygiène publique, whereby the services of the Singapore Bureau will be made available in the discharge, on behalf of the Office, of certain of the obligations imposed by the International Sanitary Convention of Paris 1926 and also the further agreement recently concluded with the object of increasing the mutual co-operation in other directions between the Health Organisation and the Office international d'hygiène publique;

" Expresses its appreciation of the work accomplished by the Malaria Commission, the Sleeping-Sickness Commission, and the International Rabies Conference, and of the progress made in the investigations now being carried out with regard to infant mortality and health insurance.

" Further, the Assembly, noting the recommendations which have been made by the International Pacific Health Conference held in Melbourne in December 1926 in relation to the work which might be undertaken by the Health Organisation for the study of health problems in the Pacific area, expresses its hope that the possibilities of action in this sense will receive full and early consideration by the Health Committee:

" The Assembly records its unqualified approval and appreciation of the services rendered to international public health by the Health Committee and its expert Commissions".

11. Two reports were presented to the eighth ordinary session of the Assembly by the Second Committee. The first (document A.69.1927.III), prepared by Sir Ramaswami AYYAR (India), noted that "the reports presented to this Assembly concerning the work of the Health Organisation of the League furnish a record of progress that is gratifying". Special mention was made of the International Sleeping-Sickness Commission, which had recently finished its work. Attention was called to the organisation of international health courses, an interesting development of the system of interchanges of public health personnel, designed to provide opportunities for advanced instruction and to promote liaison between the participating health administrations. The Rapporteur spoke of the general report of the Malaria Commission and of the malaria courses organised by the Health Organisation at the Faculty of Medicine, Paris, the London School of Hygiene and Tropical Medicine, and at the Institute of Maritime and Tropical Medicine, Hamburg. The International Rabies Conference held at the Pasteur Institute, Paris, in April 1927 was cited as an excellent illustration of the manner in which a technical organisation of the League might secure international co-operation in dealing with scientific problems. Reference was also made to the health insurance and infant mortality enquiries and to the study of health conditions in the Pacific.

12. The second report of the Second Committee to the Assembly (document A.68.1927.III) referred to the results of the mission carried out in certain Latin-American countries by the President and Medical Director of the Health Committee.

The Rapporteur, Professor Luis Calvo MACKENNA (Chile) pointed out that infant mortality was a matter of great importance to several Latin-American countries and for that reason the Montevideo Conference and the resolutions adopted by that Conference, providing for the extension of the infant mortality studies of the Health Organisation to Brazil, Bolivia, Chile, Paraguay and Uruguay, were bound to bring about closer co-operation between the Health Administrations of those countries and the Health Organisation.

The report also dealt with various proposals by Governments of Latin-American countries for making use of the facilities offered by the Health Organisation for the international co-ordination of health work, such as the proposal by the Argentine Government for the establishment at Buenos Ayres under the auspices of the League of an international health centre for infant welfare; the suggestion that a school for the training of health experts for the Latin-American countries should be organised under the auspices of the League at Rio de Janeiro, use being made of the extensive facilities which already exist; the proposal of the Brazilian Public Health Service that an International Leprosy Research Centre should be established under the auspices of the League; and the recommendation that the work of the Health Organisation on the sero-diagnosis of syphilis, on health insurance and public health administration and on nutrition, should be extended to those Latin-American countries most directly interested. The Rapporteur pointed out that "the Assembly now has an opportunity to create a living image of the League of Nations in the very heart of Latin-American countries and to establish tangible and definite bonds with the League and its Health Committee" (document A.68.1927.III).

#### CO-ORDINATION OF THE WORK OF THE HEALTH COMMITTEE AND OF THE PERMANENT COMMITTEE OF THE OFFICE INTERNATIONAL D'HYGIÈNE PUBLIQUE.

13. During its ninth session, attended by the Director of the Office, the Health Committee decided to propose to the Permanent Committee of the Office an arrangement whereby the work of the two committees might be co-ordinated. A resolution setting forth the terms of the arrangement was adopted and forwarded to the Permanent Committee (document C.107.M.38.1927.III, Resolution IV, page 95).

This resolution was considered by the Permanent Committee of the Office at its April 1927 session. Certain modifications were introduced and the amended text was forwarded to the Health Committee at its tenth (extraordinary) session in a letter from the President of the Permanent Committee. The Health Committee thereupon adopted the agreement, which reads as follows (document C.225.1927.III, Resolution 3(3)):

- (3) *Note on the Methods proposed in order to co-ordinate the Work of the Health Committee of the League of Nations and the Permanent Committee of the Office internationale d'hygiène publique.*

" I. All questions relating to the exercise of the duties entrusted to the Office internationale d'hygiène publique by Article 5 of its Statutes annexed to the Rome Arrangement of December 9th, 1907, as well as by the International Sanitary Convention of June 21st, 1926 (subject to any agreements which may be concluded in virtue of Article 7 of the said Convention), are within the sole competence of the Permanent Committee of the Office.

" In particular, the Office will prepare such international agreements as relate to the subjects dealt with by the international sanitary conventions, and similarly it will suggest, under the terms of Article 5 of its Statutes, any modifications which should be made in these conventions.

" II. The right of initiative for bringing up questions for insertion on the agenda of either Committee belongs equally to every member of the Committee in question.

" Any question raised in a Committee by one of its members shall be made the subject of a preliminary discussion in that Committee in order that it may be taken into consideration and the methods appropriate to dealing with it examined.

" III. Subject to what has been said above, the agenda of the work of each session shall be settled by its President after consultation with the President of the other Committee.

" IV. In accordance with arrangements previously concluded, the Committee of the Office internationale d'hygiène publique acting as Advisory Committee of the Health Organisation of the League of Nations will continue, in that capacity, to receive information on the work of the Health Committee of the League of Nations.

" The Committee of the Office internationale d'hygiène publique will regularly furnish the Health Committee of the League of Nations with information on its work.

" The medical Director of the League of Nations and the Director of the Office internationale will make arrangements in consultation regarding the publication in the organs of their respective organisations of such information and documents as are likely to be of interest to the public health administrations."

(The agreement was subsequently approved by the Council during its forty-fifth session).

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## Chapter II.

### ‘EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

14. The Health Section continued to collect and publish during the year current returns from the various countries. The *Weekly Record* has appeared regularly every Friday afternoon since April 1926, containing all information received at Geneva in the course of the week on the incidence of plague, cholera, yellow fever, typhus and smallpox and, as occasion demands, other epidemiological information of special importance, such as facts concerning the influenza epidemic late in 1926 and early in 1927, and the relapsing fever epidemic in Anglo-Egyptian Sudan last winter.

In view of requests received from various health administrations, telegraphic returns on influenza incidence were collected and published in sixteen special issues of the *Weekly Record* between January 11th and April 1st. In addition, condensed statements were sent by telegraph and cable to a number of administrations, including Australia and the United States of America. Such statements were also broadcast by the powerful wireless station at Nauen, Germany, through the courtesy of and by arrangement with the Transocean Wireless Company. The Health Committee, during its ninth session, conveyed its thanks to this company for the valuable service rendered in the transmission of these reports on influenza.

Various Public Health Administrations which might be expected to be particularly interested were asked to pronounce upon the value and form of the *Weekly Record*. Replies were received from Algeria, Australia, Belgium, Bulgaria, Denmark, Estonia, Finland, France, Germany, Greece, Lithuania and Spain, only one suggesting any modification in the form, and all agreeing on the value of the reports. A note from the German Advisory Health Office (Reichsgesundheitsamt) pointed out that the real significance of the returns could only be appreciated by comparisons with returns for several preceding weeks. If space did not permit of this being done, it was suggested that the total number of cases since the beginning of each year should be published for each disease.

An increase in the number of telegraphic reports received has added to the value of the *Weekly Record*. The Public Health Administration of Greece notifies telegraphically the occurrence of cases of plague and typhus fever. The President of the Maritime, Sanitary and Quarantine Council at Alexandria has sent regular telegraphic returns in regard to health conditions among the pilgrims during the Hedjaz pilgrimage, and has also submitted regularly early information on the cholera outbreak at Iraq and along the Persian Gulf. Information on plague in Syria is also sent telegraphically, and cables describing the plague situation in the Argentine Republic are received regularly from the President of the National Health Department. The Medical Service of the French Colonial Ministry sends regular and prompt information concerning the progress of yellow fever in Senegal and other French Colonies, copies of telegrams received in Paris being transmitted immediately to Geneva, so that cases of yellow fever in that area are notified to Geneva within three or four days of their occurrence.

15. The *Monthly Epidemiological Report*, which appears on the fifteenth of each month, was considerably revised in June. The information which was formerly given separately for each country is now arranged by diseases, which makes possible a rapid survey of the situation of each disease, and reduces the report by approximately thirty printed pages.

Moreover, no mention is now made in the "General Review" of diseases of little importance during particular months. This change enables greater attention to be paid to diseases which are of special current interest and leaves more space for diagrams.

16. The *Annual Epidemiological Report* for 1926, which appeared in October 1927, has been revised on the same lines as the *Monthly Report*. As usual, the data were sent for review to the various health administrations.

### EPIDEMIOLOGICAL INTELLIGENCE CONFERENCE.

17. A conference in regard to methods of collecting, transmitting and publishing epidemiological intelligence on an international scale was held in Geneva on October 25th and 26th. The following participated:

Dr. Taliaferro CLARK, United States Public Health Service (Paris).

Colonel S. P. JAMES, Medical Officer at the British Ministry of Health, London.

Dr. Charles Leslie PARK, Representative of the Australian Commonwealth Department of Health at Australia House, London.

Major THOMSON, President of the Sanitary, Maritime and Quarantine Council at Alexandria, who was detained at the last moment, was later consulted on the questions considered at the Conference. The agenda of the Conference was as follows:

1. The form of presentation of the periodical epidemiological publications.
2. The question of an international telegraphic code to serve all international needs in so far as epidemiological intelligence is concerned.
3. Miscellaneous questions relating to the collection and transmission of epidemiological intelligence.

The Conference made a number of recommendations to the Health Committee on these subjects.

(a) The recent revision of the *Monthly Epidemiological Report* was approved, and it was recommended that the practice of giving a summary of the epidemiological situation in regard to diseases of special interest at the time of issue, both in tables and text, should be continued.

(b) The Conference made recommendations as to the form of presentation of material in the *Weekly Record* tending to further simplification, and suggested that this report, which should be considered as the central organ of epidemiological intelligence for all countries, should continue to publish all the relevant material of interest to Public Health Administrations.

(c) In view of the divergence in the periods covered by the reports issued from the various epidemiological information centres, the Health Section was requested to collect information with a view to the eventual co-ordination of these periods.

(d) The Conference considered that it would be desirable to enlarge the scope of the AA Code now used by the Eastern Bureau at Singapore so that it might be utilised for the telegraphic correspondence of regional bureaux and of the different Public Health Administrations in all parts of the world. The Health Section has since acted on this recommendation by asking the administrations concerned for their suggestions.

(e) It was also recommended that the Health Organisation should study the advantages and disadvantages of broadcasting epidemiological intelligence in code or in clear. It will be recalled that the Advisory Council of the Eastern Bureau at Singapore recommended the use of wireless messages in clear in order that the weekly epidemiological report of the Bureau might be of use to a larger circle of listeners.

(f) Finally, the Conference recommended that the Health Committee should consider the advisability of making a detailed study of cases of smallpox occurring in several European countries, in view of the present apparently low prevalence of the disease.

The Health Committee, during the eleventh session, acted upon this recommendation by the adoption of a resolution requesting the Medical Director to invite different sanitary administrations to furnish information on the incidence and character of smallpox in their several countries.

#### EASTERN BUREAU OF THE HEALTH ORGANISATION AT SINGAPORE.

(see map on following page.)

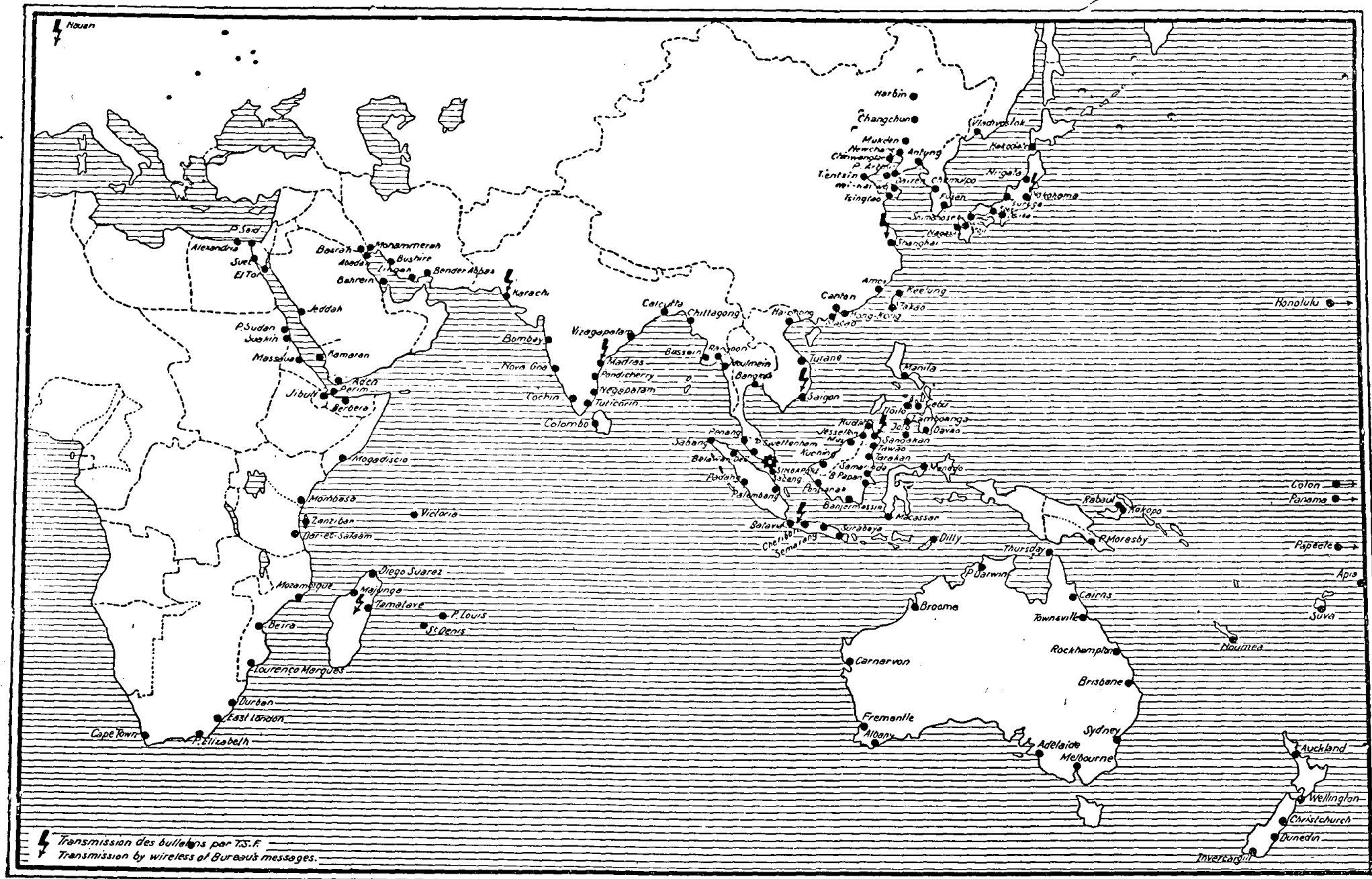
18. The epidemiological work of the Bureau continued to expand during 1927, the number of ports with which it was in weekly telegraphic communication increasing from 123 to 140 during the year. The following are the ports added (in chronological order):

Tientsin, Tsingtao, Chinwangtao,  
Bassein and Moulmein,  
Panama and Colon,  
Canton (municipality) and Canton (port),  
Pondicherry,  
Diego-Suarez, Miri, Bahrein, Abadan, Legaspi,  
Davao, Takao, Apia.

Efforts are being made to secure information from Swatow, an important port of emigration. In March the port of Vladivostok ceased to communicate with the Bureau.

The Director of the Bureau considers that a point has been reached where the efficiency of the service would not be materially increased by the addition of a few more ports to the list of those in regular telegraphic communication. The ports of China, of course, form a notable exception to this statement.

19. Attempts are being made with increasing success to collect and transmit epidemiological intelligence in regard to whole countries as well as their ports, in order to increase still further the value of the Bureau's epidemiological messages. Telegraphic notification of cases of cholera in Siam was started during the year. The Chief Health Officer of the Federated Malay States notified the Eastern Bureau of all cases of cholera, plague, smallpox, diphtheria and cerebro-spinal meningitis immediately on the receipt of such information from any part of his territory. The Department of Public Health of Egypt has agreed to notify the Bureau by cable of all cases of cholera, as well as of unusual outbreaks of plague or other epidemic diseases.



Map showing Ports in communication with the Eastern Bureau of the Health Organisation at Singapore.

During the epidemic of influenza in Europe, efforts were made by the Bureau to secure information from countries in the Eastern area. Japan, Korea and Northern China only were affected, and the Health Administrations of those countries sent telegraphic communications to Singapore containing all available information on the occurrence and spread of the disease.

The new epidemiological sub-centre at Melbourne, described elsewhere in this report sent regular cables to the Bureau describing the health conditions in the Austral-Pacific archipelagoes. These communications referred generally to isolated cases or local outbreaks of measles and German measles, dysentery, Vincent's angina and chickenpox.

Certain of the information which was of interest to the Netherlands East Indies was immediately transmitted by cable to that public health administration.

20. The Eastern Bureau also receives a considerable and increasing amount of epidemiological information by post. Most of these returns are made weekly, but some of them refer to ten-daily, others to monthly, periods. Some of this information is of the greatest importance, as, for instance, the weekly report from Jeddah on the health conditions prevailing in that port and in the Moslem Holy Cities. Special mention must also be made of the returns concerning the ports of China (obtained from hospitals and other sources), which are sent to the Bureau by the National Epidemic Prevention Bureau in Peking.

Weekly and monthly meteorological data are sent to the Bureau by the directors of the observatories at Colombo and at Zi-ka-wei (China) and reproduced in the *Weekly Fasciculus*.

21. The transmission of the weekly bulletin by wireless was considerably improved and amplified during the year. The policy was adopted of having the message in code broadcast by the powerful stations, leaving to the stations of lesser range the task of transmitting the message in clear for shipping at sea. The increasing facilities for wireless have also resulted in a considerable economy in the cost of cables.

On October 1st the wireless station at Antananarivo began to rebroadcast the coded bulletin picked up from the powerful station at Saigon, which enabled the Bureau to dispense with the weekly cables formerly sent to Djibouti, Port Louis (Mauritius), Lourenço Marquez and Pretoria. The Bureau was also enabled to dispense with the weekly cable to St. Denis (Reunion) and the wireless message from the station on that island.

Arrangements are now pending for a further rebroadcast of the weekly bulletin from the station at Mogadiscio (Italian Somaliland).

Wireless liaison was established with the Persian Gulf, which enabled the Bureau to dispense with the weekly cable to Bushire. This was effected by replacing the broadcast of the bulletin from Bombay by the same broadcast message from Karachi, as the former could not be picked up in the Persian Gulf.

The weekly bulletin prepared at Singapore is transmitted by cable to Geneva and retransmitted every Saturday by the Nauen station (thanks to the kind intervention of the transocean G.M.B.H. Company in Berlin) for the benefit of European and certain extra-European Health Administrations.

In conformity with the resolution of the Advisory Council, the Malabar station has begun the broadcasting of a résumé of the weekly bulletin in clear. This message is picked up by the stations at Madras and Karachi, which repeat it for the benefit of shipping within their range.

The Bureau was informed during the year that the Japanese Government had offered to have a Japanese station repeat the summary of the weekly bulletin in clear at its own expense. This generous offer has been accepted.

#### TRANSMISSION OF EPIDEMIOLOGICAL INTELLIGENCE FROM SINGAPORE BY CABLE.

22. Early in 1927 the Bureau was obliged to communicate with twenty-one of its correspondents by means of cables. At the end of November (the last information available for this report) this figure had been reduced to fifteen on account of the increasing number and efficiency of the wireless broadcasts. Inasmuch as two new ports (Tientsin and Canton) were added to those receiving the regular weekly message, the actual reduction in the number of ports receiving the weekly cable was eight.

Since June 2nd, the weekly cables which the Bureau formerly sent to Mogadiscio, Djibouti, Asmara and Berbera have been sent as a single message to Adén, where they are retransmitted to their final destination. An economy of from 30 per cent to 50 per cent has also been effected by a new system of preparing the coded message to Geneva, while the plan of having Geneva, instead of Singapore, send the weekly cable to Alexandria has also resulted in a considerable saving.

The Director of the Eastern Bureau at Singapore foresees the time when, under ordinary conditions, the expenditure on cables will be only a minor item of the budget, weekly cables being reduced to those sent to Saigon, Bandoeng, Geneva and China, the broadcast message being retransmitted by other stations and picked up by the various administrations. Atmospheric disturbances and epidemic conditions will of course necessitate abnormal expenditure on cables from time to time.

The Advisory Council, at its session held from December 26th to 29th, 1927, noted with satisfaction<sup>1</sup> " . . . the steady advance in the perfecting of the Bureau's organisation for disseminating epidemiological intelligence as rapidly as possible, with a steady decrease in expenditure under that heading " (Resolution II); and also, " . . . the progress made in wireless transmission and the economies which have been effected largely through the generosity of the Governments of French Indo-China, Netherlands East Indies, British India, North Borneo, Shanghai, Reunion, Madagascar and Japan, and would suggest that the various countries in the Eastern area now receiving epidemiological information be asked to assess the value of this information and more especially of that contained in the résumé in clear to the various shipping companies now picking it up " (Resolution V).

#### PUBLICATIONS OF THE EASTERN BUREAU.

23. The Bureau publishes in its *Weekly Fasciculus* all epidemiological information received, as well as certain meteorological data. A new table has been introduced giving the number of healthy and infected rats caught and examined in various ports.

Certain short reports on subjects of current interest have also been published in the *Fasciculus*, such as the epidemic of influenza in Japan, the plague outbreak in outer Mongolia, and the epidemic of cerebro-spinal meningitis which occurred in the Portuguese East Indies.

The Bureau also publishes a half-yearly bulletin, mainly statistical. The two numbers for 1926 had appeared when this report went to press.

#### INFORMATION IN REGARD TO INFECTED SHIPS.

24. Thirty-five Far-Eastern Health Administrations have agreed to notify the Eastern Bureau of the arrival of infected ships at their ports. In most cases such notifications are transmitted by cable. During the first eleven months of the year the number of ships notified as having infectious disease on board was 162, and the disease was, in 67 cases, smallpox, in 28 chickenpox in 25 cholera, in 21 measles or German measles, in 6 influenza, in 6 cerebro-spinal meningitis, in 4 plague and in 1 case each typhus, scarlet fever, mumps and pneumonia. This information is at once transmitted to the administrations concerned.

The Director of the Health Service of the Panama Canal Zone has agreed to notify the Bureau of any infected west-bound ship leaving Panama.

The Government of India has agreed to notify the Bureau of any cases of plague or cholera occurring on pilgrim ships calling at Kamaran.

The President of the Sanitary, Maritime and Quarantine Council at Alexandria sends the Bureau a weekly cable in regard to the health conditions at El Tor. Thus the Bureau has in its possession all relevant information in regard to the Hedjaz pilgrimage. This year the disbandment of pilgrims coincided with an outbreak of smallpox in Jeddah. As a result, eighteen pilgrim ships were notified to the Eastern Bureau as being infected with smallpox on their arrival at various ports between July and September.

The Advisory Council at its Session in December 1927, " . . . after reviewing the work accomplished in 1927 in connection with the development of intelligence regarding infected shipping, (recorded) the general note of appreciation of this service, its great value to many administrations and again (urged) on all administrations which are not now reporting telegraphically the need for their assistance and co-operation in this, one of the most important duties of the Bureau " (Resolution III).

#### OTHER WORK OF THE EASTERN BUREAU.

25. The Eastern Bureau also acts as a co-ordinating centre for certain research problems of particular interest to Far-Eastern Health Administrations.

The possibility that vaccination against cholera and dysentery by mouth may be an effective method of prevention is one of the most important of these problems. The Bureau's work on this question during 1927 consisted first in acting as a centre for the collection and interchange of publications dealing with oral vaccination, and two lists of references to medical literature containing 80 titles were compiled and distributed to the laboratories and workers concerned. Secondly, the Bureau was enabled to arrange for

<sup>1</sup> These resolutions, as well as those which will be found in the next few pages, were adopted at the last session of the Advisory Council and have not yet been approved by the Health Committee.

the testing of this method of vaccination by the Pasteur Institute at Saigon, the Pasteur Institute at Bangkok and the city of Bangkok, as well as in the interior of Siam. An important contribution on this subject by Lieut.-Colonel A. J. H. Russell, C.B.E., of the Indian Medical Service and Director of Public Health, Madras Presidency ("Cholera Bivivaccin and Anti-Cholera Vaccine: a Comparative Field Test") was published at Geneva during the year.

The Advisory Council, at its last session held at Delhi from December 26th to 29th, 1927, adopted the following resolution in regard to this work:

"The Advisory Council, having reviewed the efforts made by the Eastern Bureau to co-ordinate international research work on oral vaccination, and having heard and adopted the report of the Sub-Committee, is of opinion that this work should be continued during 1928 and that further efforts be made to reach a decision as to the relative value of this method of protection and that by inoculation" (Resolution VI, Part 1).

#### STUDIES OF PLAGUE.

26. The Bureau is also concerned with studies of plague and the Plague Commission of the Health Committee met with the Plague Commission of the Far Eastern Association of Tropical Medicine at Calcutta during December.

During the first session, held at Singapore, the Advisory Council of the Eastern Bureau adopted a resolution recommending the setting up of an expert commission for the study of certain problems relating to the transmission and prevention of plague.

The Health Committee acted on this recommendation and appointed a commission, whose membership is given with the Health Committee list.

Dr. Wu Lien Teh, Chief of the Plague Prevention Service of North Manchuria, made certain proposals for the study of plague, which were submitted to the Plague Commission at its December sitting. His proposals, in brief, were as follows:

1. An intensive study of tarabagan plague in the endemic centres of Transbaikalia and Manchuria should be made;
2. An investigation of the disease in the endemic regions of Central Asia should be carried out.

These proposals, considerably amplified and detailed, were put before a small group of experts in Paris on the occasion of the International Rabies Conference. The experts agreed that a mission to Central Asia to investigate plague in wild rodents would be most useful, and they defined the purposes of this study. In addition, the experts made a list of the problems which, in their opinion, would be suitable for study on an international scale.

The Plague Commission, sitting at Calcutta from December 5th to 9th, 1927, considered these proposals, and submitted their opinion<sup>1</sup> to the Advisory Council during its session at Delhi in December 1927, which passed the following resolution:

"The Advisory Council, having considered the stages leading up to the joint meeting of the Far Eastern Association of Tropical Medicine (Plague Section) and the League of Nations Expert Plague Committee in Calcutta on December 5th to 9th, having reviewed the discussion of this meeting and its recommendations, and having heard the report of the Sub-Committee, resolves:

- " 1. That the report of the Sub-Committee be adopted;
- " 2. That the priority programme of plague research be circulated by the Bureau to all Health Administrations interested with the suggestion that they be invited to frame their plague research programme in conformity with the recommendations and notify the lines of such research programme to the Eastern Bureau.
- " 3. That the findings of the Sub-Committee and the programme of research be communicated to the Health Committee for such action as they consider desirable" (Resolution VI, Part 2).

#### GENERAL DUTIES OF THE EASTERN BUREAU.

27. By degrees the Eastern Bureau at Singapore is assuming, as far as the East is concerned, the work done at Geneva by the Health Section.

Its personnel organised and will conduct the interchange of public health officers in India, which began on January 2nd, 1928.

It is engaged in establishing in the East a system of liaison intended to promote co-operation among the Health Administrations within its sphere of action.

<sup>1</sup> For the resolutions adopted by the Plague Commission, see Annex I.

It is gradually undertaking the organisation of the international work of selecting and solving the public health problems of the East, and, in that area, is carrying out the programme which has been established by the Health Organisation of the League.

SESSIONS OF THE ADVISORY COUNCIL OF THE EASTERN BUREAU AT SINGAPORE.

28. Owing to the fact that the 1926 session of the Advisory Council was postponed until January 1927, two sessions were held during the year, the first at Singapore from January 6th to 10th, and the second at Delhi from December 26th to 29th.

The following is a list of those who attended the first session:

- Col. J. D. GRAHAM, C.I.E., I.M.S., representing India (in the Chair);
- Dr. J. F. E. BRIDGER, representing Ceylon;
- Dr. S. C. YIN, representing China;
- Dr. S. NISHIKI, representing Chosen;
- Dr. A. K. COSGRAVE, representing the Federated Malay States;
- Dr. K. ANAZAWA, representing Formosa;
- Dr. F. H. GUÉRIN, representing French Indo-China;
- Dr. T. B. ADDISON, representing Hong-Kong;
- Dr. M. KATSUMATA, representing Japan;
- Lt.-Col. A. N. LEITAO, representing Macao;
- Dr. C. R. ESKEY (Observer), representing Philippine Islands;
- Dr. Ira AYER, representing Siam;
- Dr. A. L. HOOPS, representing Straits Settlements;
- Dr. L. OTTEN, representing Netherlands East Indies.

And the following attended the session at Delhi:

- Col. J. D. GRAHAM, C.I.E., I.M.S., India.
- Dr. BALDWIN, Australia.
- Dr. BRIDGER, Ceylon.
- Dr. HERMANT, Indo-China.
- Dr. HOOPS, Straits Settlements.
- Dr. JOURDRAN, Madagascar, etc.
- Dr. KIRIBAYACHI, Formosa.
- Dr. NISHIKI, Korea.
- Dr. Peregrino DA COSTA, Macao.
- Dr. TAKANO, Japan.
- Dr. WELLINGTON, Federated Malay States.
- Dr. WU LIEN TEH, China.
- Dr. VALLABHA, Siam.
- Dr. WINCKEL, Netherlands East Indies.
- Dr. ESKEY (Observer), Philippines.

Also attended:

- Dr. MADSEN.
- Professor SHIGA (Research Commission).

After fully discussing the Director's annual report, the future development of the Bureau, the suggestions of the Permanent Committee of the Office internationale d'hygiène publique, forwarded by the Health Committee of the League, and adopting budgetary estimates for 1927 and 1928, the Advisory Council expressed its views in a series of resolutions which are summarised in the following paragraphs<sup>1</sup>:

The Director's report was approved with slight modifications and the Advisory Council paid a tribute to Doctor Brooke, one-time director, for his energy, personal devotion and successful work.

The Council noted with satisfaction the steady improvement in the system of wireless dissemination of epidemiological intelligence, and expressed the view that the development of telegraphic information regarding infected ships was a matter of the first importance, urging the administrations to co-operate fully in this respect.

It was decided, in view of the success met with in the wireless transmission of intelligence, to try the experiment of broadcasting a résumé of the weekly bulletin in clear.

With regard to the future financial support of the Bureau, the Advisory Council expressed the view that its financial liabilities should be borne permanently by the Health Budget of the League, without prejudice to such subventions as might be made by any countries desirous of so doing. In expressing this view, the Advisory Council agreed that such subventions should be welcomed and encouraged.

With regard to the international co-ordination of research, the Advisory Council considered that the Bureau might act as an agent for the exchange of all publications on subjects in which such co-ordination is being attempted, and recommended the setting up of an Expert Commission on Plague, which has already been described.

The Advisory Council also dealt with the suggestion from the Permanent Committee of the Office internationale d'hygiène publique in regard to the use of the Bureau for the purposes of the new Sanitary Convention, a subject which is dealt with fully in subsequent pages.

<sup>1</sup> See Annual Report for 1926 of the Eastern Bureau of the Health Organisation, and Minutes of the Advisory Council meetings held in Singapore, January 6th to 10th, 1927.

At its third session, held in Delhi from December 26th to 29th, 1927, the Advisory Council considered and approved the report of the Director concerning the work of the Eastern Bureau during 1927. It also considered and adopted the budget estimates for 1929.

With regard to the epidemiological intelligence work of the Bureau, it recommends that the Health Administrations should supply more detailed information regarding the place of capture and discovery of plague-infected rats, such information being of practical and epidemiological importance. It also recommended that the Bureau should undertake to collect information concerning the practical utility of such quarantine stations as exist in the Bureau's sphere of activity.

Finally, the Advisory Council considered and adopted rules and regulations regarding its procedure and its constitution.<sup>1</sup>

The full text of the resolutions adopted regarding these matters is as follows:

#### I.

"The Advisory Council approves the report of the Director of the Eastern Bureau for 1927, subject to the modifications recorded in the Minutes. In accordance with the suggestions contained in the report, it recommends that the Director take steps to obtain from the Health Administrations more accurate information on the places of capture of plague-infected rats, this information being of great interest both from the epidemiological and quarantine points of view."

#### IV.

"The Advisory Council, having considered the report of the Finance Sub-Committee and approved of it, recommends that the budget proposition statement for 1929 be fixed meantime at Str.\$90,510 and that the Health Committee of the League be asked to approve of this and take cognisance of the fact that a moderate allowance (\$300 per month) has been made for the increase of expenditure necessary when the Bureau commences to function in 'conventional' matters on behalf of the Office international.

"The Council, in approving the Sub-Committee's report, would point out that the accounts deal with the period ending November 30th and they empower the members of the Finance Sub-Committee who are participating in the interchange to scrutinise in India the completed accounts for the financial year ending December 31st, 1927, when ready and to record their opinion in regard to this direct to Singapore for communication to Geneva in due course."

#### VII.

"The Advisory Council is of opinion that a suitable line of work for the Eastern Bureau to undertake is the assembly of detailed information regarding the quarantine stations of the East and their value in the light of modern ideas of isolation and disinfection and of the 1926 Sanitary Convention."

#### VIII.

"The Advisory Council, having considered Item 6 of the Agenda dealing with the Constitution and Bye-laws of the Advisory Council, and having considered the Report of the Sub-Committee appointed in this connection, resolves as follows:

"(1) That the report of the Sub-Committee be adopted in the Appendix.

"(2) That a copy of it, together with a copy of this resolution, be forwarded to the Health Committee as a formal reply to their proposals regarding the constitution of the Advisory Council."

#### AGREEMENT WITH THE PERMANENT COMMITTEE OF THE OFFICE INTERNATIONAL D'HYGIÈNE PUBLIQUE IN REGARD TO THE USE OF THE SINGAPORE BUREAU FOR THE PURPOSES OF THE INTERNATIONAL SANITARY CONVENTION OF PARIS 1926.

29. The International Sanitary Convention adopted by the International Sanitary Conference which met in Paris in May and June 1926 empowers the Office international d'hygiène publique to negotiate an arrangement with the Health Organisation of the League of Nations, whereby the Epidemiological Intelligence Service of the League, including its Eastern Bureau at Singapore, may assist in carrying out the obligations imposed on the Office by the Convention.

In view of the authority conferred upon it by the Convention, the Permanent Committee of the Office international d'hygiène publique, during its October 1926 session, drew up a list of suggestions as to the manner in which the Eastern Bureau at Singapore might carry out in the Far-Eastern area some of the duties entrusted to the Office by the Convention. These suggestions were intended to elicit the views of the Advisory Council on the countries to be included within the sphere of action of the Singapore Bureau, and defined the duties of the Office in the Far East as regards those articles of the Convention which the Office might entrust to the Eastern Bureau (see document C.107.M.38.1927.III, p. 81).

<sup>1</sup> See Annex II.



At the request of the Permanent Committee, the Director of the Office communicated these suggestions to the Medical Director of the Health Organisation of the League, who, on the authorisation of the Bureau of the Health Committee, first submitted them to Viscount Ishii, Rapporteur in the Council of the League on the work of the Health Organisation.

The Council approved the procedure recommended by Viscount Ishii, which was to ask the Health Committee to request its Advisory Council at Singapore to examine the technical suggestions submitted by the Permanent Committee of the Office international d'hygiène publique on the work which might be entrusted to the Singapore Bureau with regard to the new Sanitary Convention. The Health Committee was also asked by the Council to consider, at its next session, the suggestions of the Advisory Council and to submit to the Council a report on this subject.

The Advisory Council expressed its views on these suggestions during its session held in Singapore from January 6th to 10th, 1927 (document C.107.M.38.1927.III, pages 79-81).

The report of the Advisory Council was considered by the Health Committee during its ninth session, and it was decided that the Eastern Bureau of the Health Organisation at Singapore was in a position to perform the task that might be imposed on it by virtue of Article 7 of the International Sanitary Convention. The Committee adopted a resolution to this effect, which was transmitted to the Council of the League and forwarded by the Council to the Permanent Committee of the Office international d'hygiène publique. The resolution provides that the Singapore Bureau, in conformity with the suggestions of the Office international, may be charged with the duties entrusted to the Office by Articles 1, 2, 3, 6, 9, 12, 14, 16, 21, 28, 50 and 57 of the Convention, the duty of the Bureau to be limited to the reception, centralisation and dissemination of the information in question. The Health Committee further decided to address letters to all Governments participating in the work of the Singapore Bureau, asking them if they are willing to furnish the notifications and information described in the above-mentioned articles by means of the Singapore Bureau.

30. The Health Committee, during its tenth (extraordinary) session, held in Paris, received and adopted the text of an agreement with the Permanent Committee of the Office international d'hygiène publique, which reads as follows (see document C.225,1927.III.3):

#### I. *General Arrangement.*

In execution of Article 7 of the International Sanitary Convention of June 21st, 1926, which reads as follows:

“ In order to facilitate the accomplishment of the task entrusted to it by the present Convention, the Office international d'hygiène publique, because of the value of the information which is furnished by the Service of Epidemiological Intelligence of the League of Nations, including its Eastern Bureau of Singapore and other similar bureaux as well as by the Pan-American Sanitary Bureau, is authorised to negotiate necessary arrangements with the Health Committee of the League of Nations as well as with the Pan-American Sanitary Bureau and other similar organisations ”;

the Permanent Committee of the Office and the Health Committee of the League of Nations have agreed on the following arrangements:

I. Governments may effect the notifications and communications provided for by the Convention and intended for the Office international d'hygiène publique by means of one of the regional bureaux of the Health Organisation of the League of Nations, subject to a special agreement being made between the Office international d'hygiène publique and the League of Nations for each particular bureau.

II. Governments which adopt the above procedure will be termed Governments associated with the regional bureaux. Regional bureaux will undertake the transmission of information addressed to them in conformity with rules which will be fixed in the particular agreement which relates to each bureau.

III. The Office international d'hygiène publique will determine the official communications, according to the requirements of the case, which should be sent to Governments signatory to the Convention. These communications will be published in the name of the Office on the first page of the *Weekly Record* and the periodical bulletins of the Epidemiological Intelligence Service of the League of Nations.

#### 2. *The Eastern Bureau of the Health Organisation at Singapore.*

The Permanent Committee of the Office international d'hygiène publique and the Health Committee of the League of Nations have agreed upon the conclusion of the following arrangements:

I. The Eastern Bureau of the Health Organisation at Singapore will act as a Regional Bureau under the condition provided for by the General Agreement which has been concluded in virtue of Article 7 of the International Sanitary Convention of June 21st, 1926.

II. The Singapore Bureau will effect the transmission of information addressed to it in accordance with the following regulations:

It will forward:

The information described in Articles 1, 2, 4 and 6 (third paragraph) simultaneously to the sanitary administrations of the participating countries and to the Office international d'hygiène publique.

The information described in Articles 12 and 16 to the Governments of the participating countries and to the Office.

The notifications described in Articles 1 and 2 and in the third paragraph of Article 6, as well as the information described in Articles 12 and 16, shall be forwarded as soon as received, and by telegram.

The information described in Article 4 shall be the subject of a weekly telegraphic communication.

The information described in the second paragraph of Article 6 shall be the subject of a monthly communication, which may be added to one of the communications provided for above.

When the text of reports or communications supplied under the above articles, by reason of their detail or from other causes, do not require to be telegraphed *in extenso* to the Office international d'hygiène publique, they will be forwarded to the Office without delay by post. In the absence of indications to the contrary from the Governments concerned, any such reports or communications may at the same time be reproduced, *in extenso* or in abstract, in the weekly published Bulletin (" fascicule ") of the Singapore Bureau and communicated by this means or otherwise to the sanitary administrations of the participating countries.

Information which relates to Articles 9, 14, 28, 50 and 57 addressed to the Singapore Bureau shall be forwarded to the Office international d'hygiène publique by post as soon as possible after it is received.

The Singapore Bureau shall also forward to the principal health authorities and to the Governments of the participating countries communications sent to them by the Office international d'hygiène publique in fulfilment of its duties under the Convention.

III. The Governments associated with the Singapore Bureau will be those that have adhered to the present agreement. The list of Governments associated with the Bureau will be communicated to the Office international d'hygiène publique and published in the Bulletin of the Singapore Bureau.

The resolutions of the tenth (extraordinary) session of the Health Committee were approved by the Council during its session held in June 1927. In referring to the agreement reached by the Health Committee with the Permanent Committee of the Office international d'hygiène publique, Viscount Ishii used the following terms (document C.258.1927.III):

" The Council will be glad to learn that the two Committees have reached a complete agreement, the text of which is reproduced in the report of the Health Committee, and which that Committee is now presenting for approval.

" The Council, I feel confident, will gladly accept this recommendation, which will enable the machinery of the Health Organisation to be used effectively for the prevention of diseases coming within the scope of the International Sanitary Conventions."

31. On the recommendation of the Health Committee, a letter was sent to all the Public Health Administrations in relationship with the Singapore Bureau, asking them if they would be prepared to furnish the notifications and information described in Articles 1, 2, 3, 6, 9, 12, 14, 16, 21, 28, 50 and 57 of the new International Sanitary Convention by means of the Eastern Bureau at Singapore. To date replies have been received from twenty-three administrations<sup>1</sup>, indicating general acceptance of the use of the Bureau as the medium by which the information and notifications provided for by all or certain of the above-mentioned articles of the new International Sanitary Convention will be furnished. A full list of the Governments utilising the Bureau under the agreement with the Office international will be given in the Report for 1928, together with indications as to the mode of transmission of the information required by the several articles of the Convention.

#### CONSTITUTION OF THE ADVISORY COUNCIL OF THE EASTERN BUREAU AT SINGAPORE.

32. The Chairman of the Advisory Council addressed a letter to the Medical Director of the Health Organisation at Geneva (document C.107.M.38.1927.III, p. 92), stating that it was the general opinion of the members of the Advisory Council that the Health Committee should be asked to express an opinion in regard to the future constitution of the Advisory Council. It will be recalled that this Council has so far consisted of representatives of the Health Administrations which have been sufficiently interested in the work of the Bureau to provide for representation at their own expense. This subject was considered by the Health Committee during the ninth session, and the following resolution was adopted (document C.51.1927.III, Resolution IX, Part V):

" *Constitution of the Advisory Council.*

" The Advisory Council having asked the Health Committee for advice in regard to its constitution, the Health Committee declares that the constitution of the Advisory Council should conform to the provisions of Article 10 of the Rules of Procedure of the Health Committee, which determines the constitution and the procedure of its technical commissions.

" The Committee is of the opinion that all the autonomous Public Health Administrations in the present area of the Eastern Bureau's activity should be represented by one or more

<sup>1</sup> Following is a list of the countries which have replied:

Australia	Hong-Kong	Madagascar	Shanghai
British Somaliland	India	Mauritius	Siam
China	Iraq	Mozambique	South Africa
Federated Malay States	Kenya	New Zealand	Straits Settlements
Fiji	Kwantung	North Borneo	Tanganyika
French Somaliland	Macao	Philippines	

delegates at periodical conferences called to discuss the work of the Singapore Bureau, but that the Advisory Council of the Eastern Bureau should be constituted of representatives of the following countries:

Australia,	Dutch East Indies,
China,	French Indo-China,
Straits Settlements or other	Japan,
British Colony,	Siam.
India,	

“ The Committee considers that the expenses occasioned by the sessions of this Advisory Council should be paid from the budget of the Health Organisation on the basis of one delegate from each country, and suggests that the advice of the President and the members of the Advisory Council should be secured on this point and on its draft Rules of Procedure before presenting a definite recommendation on this subject to the Council of the League of Nations. ”

This resolution was referred to the Advisory Council and word has been received that the Advisory Council, during its December session, decided to recommend to the Health Committee that the future constitution of the Advisory Council should be as provided for in the resolution appearing above, but with two delegates from the Public Health Administration of Japan and one observer from the Public Health Service of the Philippine Islands (see page 37).

#### THE INTERNATIONAL PACIFIC HEALTH CONFERENCE AND THE AUSTRAL-PACIFIC SUB-CENTRE.

33. An International Pacific Health Conference was called by the Public Health Administration of Australia, and met at Melbourne, December 15th to 22nd, 1926, with the following countries represented:

Australia,	New Guinea,
Federated Malay States,	Papua,
Fiji,	Philippine Islands,
French Indo-China,	Samoa,
Great Britain,	Solomon Islands.
Japan,	

The Conference decided that, for the better prevention of the spread of epidemic diseases and for the improvement of public health measures generally, it was desirable to establish a special system of intelligence between the Health Administrations of islands in the Pacific situated south of the Equator and between longitude 140° E. and 140° W. The Conference decided that the special system would supplement but not replace the work now being effectively carried out by the Eastern Bureau at Singapore<sup>1</sup>.

This area is to be known as the Austral-Pacific regional zone and includes the following territories:

Australia,	New Zealand,
Cook Islands,	Papua,
Fiji,	Solomon Islands,
Gilbert and Ellice Islands,	Tahiti Group,
New Caledonia,	Tonga,
New Guinea,	Western and Eastern Samoa.
New Hebrides,	

The Conference accepted the offer of the Commonwealth Government to make the arrangements for the organisation of the service through its Health Department. Melbourne was therefore selected as the seat of the new service, which will act as a receiving and transmitting station for epidemiological intelligence of interest to the Health Administrations in the area.

Resolutions were adopted defining the duties of the service, and providing for co-operation in the matter of quarantine. A programme of research was also adopted, and recommendations were made to the Governments concerned in this regard. The League of Nations Health Organisation, including the Committee of the Office international d'hygiène publique, were invited by the Conference:

“ To give all practicable assistance to epidemiological and preventive work in the Austral-Pacific Zone, and, in particular, to consider the possibility:

“ (1) Of initiating or promoting schemes of co-ordinated research in the Austral-Pacific Zone,

“ (2) Of taking such steps as are necessary to consult the Governments concerned as to the practical form of such schemes; and

“ (3) Of securing, so far as is practicable, the co-operation and assistance of other international health organisations for this purpose.” (Extract from Resolution 22.)

<sup>1</sup> Report of the International Pacific Health Conference, Melbourne, December 15th to 22nd, Commonwealth of Australia, 1926.

During its ninth session the Health Committee adopted a resolution on the work of the Eastern Bureau of the Health Organisation in which the following mention is made of the proposal<sup>1</sup> to establish this new service in the Austral-Pacific Zone<sup>1</sup>.

"The Committee learns with satisfaction that, in the event of the Governments represented at the Sanitary Conference of the Pacific Islands, held at Melbourne in December 1926, deciding to constitute an epidemiological intelligence sub-centre for the Austral-Pacific Zone, the Melbourne centre would appreciate the advantages of establishing close relations with the Singapore Bureau and would communicate through that Bureau all the notifications and information with which the Convention is concerned which the centre may receive. Indeed, in the opinion of the Committee, there would be every advantage in following this procedure, which, while providing for the development of a service of epidemiological intelligence for local needs, would make use of the machinery of the Eastern Bureau of the Health Organisation of the League of Nations."

Reference to the Annual Report of the Director of the Eastern Bureau shows that, since March 28th, 1927, that Bureau has been in receipt of regular cables from the Austral-Pacific Centre at Melbourne in regard to health conditions in the Austral-Pacific archipelagoes.<sup>2</sup>

34. Resolution 22 of the International Pacific Health Conference was submitted to the eighth ordinary session of the Assembly, which took the following action<sup>2</sup>:

"The Assembly, noting the recommendations which have been made by the International Pacific Health Conference held in Melbourne in December 1926 in relation to the work which might be undertaken by the Health Organisation for the study of health problems in the Pacific area, expresses its hope that the possibilities of action in this sense will receive full and early consideration by the Health Committee."

This resolution was forwarded by the Council to the Health Committee, which decided<sup>3</sup>:

" . . . that a survey of the health conditions in Papua, New Guinea, the New Hebrides, New Caledonia, the Solomon Islands and Fiji would yield results of international interest and importance; [Expressed] its appreciation of the offer made by the Commonwealth Government to make available the services of one of its officers, specially experienced in the health problems of this particular area, for the purpose of assisting in such an initial survey; and [Requested] the Medical Director to study the possibility of making the necessary arrangements for carrying out such a survey at an early date."

The Rapporteur on Health, in proposing that this resolution should be approved by the Council of the League during its December session (document C.580.1927.III) said:

" . . . the Council will doubtless approve the Health Committee's proposals to comply with the request of the Australian Government, taking the view that this investigation constitutes a new advance in international technical co-operation under the auspices of the League."

Arrangements for this enquiry are therefore in course of preparation.

#### PREPARATORY WORK IN CONNECTION WITH THE IMPENDING REVISION OF THE INTERNATIONAL LIST OF CAUSES OF DEATH.

35. Reference was made in the two preceding numbers of the Annual Report of the Health Organisation (1925 and 1926) to the action of the Health Committee in regard to the preparatory work undertaken in view of the impending revision of the International List of Causes of Death.

The Commission of Expert Statisticians appointed by the Health Committee during its eighth session met at Geneva on March 14th, 15th, 16th and 17th to study the documents forwarded to the Health Section by the Governments which had complied with its request, and to consider the preparatory work necessary in view of the contemplated revision of the International List in 1929. The following attended:

- Dr. H. WESTERGAARD, Professor of Statistics at the University of Copenhagen (Chairman);
- Dr. Haven EMERSON, Professor of Public Health Administration, Columbia University, New York.
- Dr. W. H. DAVIS, Chief Statistician for Vital Statistics, Bureau of the Census, Washington, D.C.
- Professor Corrado GINI, President of the Central Statistical Institute of Italy, Rome.
- M. Michel HUBER, Director of the Statistique Générale de la France, Paris.
- Dr. E. ROESLE, Director of Medical Statistics, Reichsgesundheitsamt, Berlin;
- Mr. S. P. VIVIAN, Registrar-General of England and Wales, London.
- Dr. T. H. G. STEVENSON, Technical Advisor to the Registrar-General, London.

<sup>1</sup> Extract from Resolution IX of the report on the work of the ninth session of the Health Committee (document C.107.M.38.1927.III, page 97).

<sup>2</sup> Extract from document A.86.1927.III.

<sup>3</sup> Document C.533.1927.III, Resolution H. I.

In addition, two members of the Conference of Delegates from the three Scandinavian countries were delegated by their administrations to present to the Commission of Experts the list which had been adopted by that Conference. They were:

Dr. H. J. HANSEN, Director of the Department of Medical Statistics, Danish State Board of Health, Copenhagen.

Dr. H. N. GRAM, Director of the Norwegian Public Health Service, Oslo.

Mr. J. W. NIXON, of the International Labour Office, also attended the session.

Documents were submitted to the Commission, embodying the views of Governments, statistical offices and experts in regard to the revision of the existing list.

After study of the documents and consideration of the various proposals, the Commission expressed its views in a series of resolutions (document C.H. 576), of which the following is an abstract:

The Commission believed that many countries, while realising the inadequacy of the abridged international list, were not in a position to adopt the detailed list of 205 titles, and therefore prepared and recommended a provisional list of ninety titles for consideration by the various Governments. It was suggested that proposals for the inclusion of additional details in the International List might be made in the form of subdivisions of the ninety titles rather than as new titles.

The Commission also proposed a provisional list of twenty-seven titles which it considered might be useful for the purpose of provincial and other local classification.

In regard to the expansion of the list of ninety titles for the use of those countries requiring further subdivision, the Commission suggested that agreement could be secured most readily by a Conference of the competent authorities from the countries intending to use such a detailed list. The Commission also expressed the view that each country should publish a complete list of the terms which it intends to use under each title, and several examples of such subdivisions were supplied for the information of the various Governments.

The Commission was struck by the need for international uniformity in regard to lists of terms describing sickness, and suggested that information be collected as to any such lists now in use in the various countries, and of any statistical data collected under any nomenclature of diseases.

In the view of the Commission, the authorities of the various Governments competent in this respect should be asked if they are prepared to co-operate in this study, and if so if they would agree to communicate all relevant documents to the Health Committee. The Commission considered that such authorities should be asked whether they would be ready to examine this question with the aid of national committees on which would be represented medical, statistical and administrative opinion.

The Commission thought that the work of any such committees might be co-ordinated through its agency with a view to the ultimate preparation of an international list of terms describing sickness, which would as far as possible be comparable with the titles of the International List of Causes of Death. The work of making a preliminary study of the documents obtained from the national administrations or otherwise available was entrusted to the Health Section.

The Commission also considered the proposals of certain Governments in regard to the need for improvement in the classification of causes of still-births, and expressed the view that report forms should be used indicating the professional or lay character of the attendance and the cause of death so far as determinable according to a classification to be agreed upon and included among those of the detailed International List of Causes of Death.

The Commission appointed a sub-commission to consider the replies of the various Governments concerning the definition of still-births proposed by the Health Committee with a view to obtaining the greatest degree of uniformity practicable after reference to the respective Governments.

Proposals of certain of its members in regard to schedules for obtaining information on infant deaths, and the desirability of securing international agreement on the tabulation of infant deaths and still-births were considered by the Commission which decided that the introduction of a general standard death certificate must precede the solution of these two problems.

36. The report of the Commission was received by the Health Committee during its tenth (extraordinary) session, and the Committee decided that, as the work of this Commission was already covered by previous resolutions, it should be asked to continue its work and prepare further reports for subsequent consideration.

After the Council of the League had recorded its approval of the work of the tenth session of the Health Committee, a copy of the Commission's report was addressed by the Secretary-General to all Governments, with the request that it be referred to the departments of the Governments concerned. Letters were also addressed by the Medical Director to the chiefs of statistical bureaux and others specially interested, asking for their co-operation, and directing special attention to the Commission's resolution on lists describing causes of sickness.

The Director of Health of Spain has written that the resolutions of the Commission are being studied by the Statistical Offices, whose observations will be forwarded in due course.

In Poland, a special conference was convened by the Chief of the Statistical Office in Warsaw to consider the revision of the International List of Causes of Death and an international nomenclature of diseases.

In Czechoslovakia, a national committee of expert statisticians has been formed to co-operate with the Expert Commission set up by the Health Organisation. This national commission has approved the list of ninety titles, subject to certain reservations with regard to individual terms used.

In Greece, a national committee has been formed to study the preparation of a list of diseases.

In China, the National Epidemic Prevention Bureau at Peking is collecting all available information relating to morbidity statistics in China.

In Austria and in Hungary, the creation of national committees is being considered.

The Government of the Irish Free State has drawn the attention of the responsible department to the report of the Expert Commission, and has submitted detailed and abridged lists of causes of death (document C.H./Expert Stat./14) showing the subdivision of certain titles which, together with the undivided titles of the list of ninety, would meet the requirements of the Irish Free State.

In Estonia, a special committee has been appointed to prepare the final resolutions concerning the proposed list of ninety titles, and the same committee (representatives of the Central Health Administration and Central Statistical Office) has been instructed to study the possibility of establishing uniform morbidity statistics in co-operation with the Health Organisation's Expert Commission.

The Director of the Federal Public Health Service of Switzerland has informed the Health Organisation of the League that the Federal Statistical Office offers no objections to the provisional list of ninety titles. The question of uniform morbidity statistics is now being studied with the help of the Federal Bureau of Social Insurance.

In the Netherlands, the question of uniform morbidity statistics is being studied by a special statistical commission of the "Gezondheidsraad", which has collected a number of lists of diseases at present in use in hospitals, sickness insurance societies, school hygiene services, railway administrations and in the army.

The Director of Statistics in the "Reichsgesundheitsamt", Berlin, has presented a memorandum dealing with the present stage of morbidity statistics and containing proposals for establishing certain lists of diseases (document C.H./Expert Stat./17).

The observations from the competent British departments on the recommendations of the Commission of Expert Statisticians have been forwarded in the form of a memorandum dealing with each subject. Representatives of these departments will be convened at a later date with a view to any further communication which may be necessary on future points of detail. The memorandum states that the departments of the United Kingdom which are concerned would be prepared to participate in preparation for a revision of the International List, based on the principle of adopting approximately ninety rubrics of the kind suggested in the resolution. In the view of these departments, the preparation of a shorter list as proposed would be useful for the purposes indicated and should be undertaken. It is further considered that those countries which desire to use a still longer list might meet for the purpose of securing agreement on the further subdivisions of the ninety titles before the next conference for the revision of the International List is called, in order that any common agreement might be presented to that Conference.

In regard to international uniformity of classification of still-births by causes, the memorandum points out that the difficulty of obtaining reliable statements of the causes of still-births would render any tabulation of doubtful value. The British departments would support the discussion of a subsidiary tabulation of infantile deaths by greater detail of age than is possible in the main tabulation, with a view to the establishment of a standard list of causes and age-groups. The British departments concerned recommend that the form of a standard death certificate suitable for international adoption should be added to the agenda of the next conference. The memorandum also recommends that each country should include in its published statistics a clear statement of the system which is employed in that country in dealing with joint causes of death. The departments concerned would also favour the tabulation by age in quinquennial groups to obviate the present lack of comparability occasioned by the present use of varying decennial age-groups.

The Government Statistician of the New Zealand Census and Statistics Office considers that the present list of 205 titles is not too detailed, and his office would probably in any case continue to issue its statistics in the same full detail as to causes as at present. He goes on to point out certain aspects in which, in his view, the list of ninety titles is not entirely satisfactory. Sympathy is expressed with the view that still-births should be classified in the manner suggested by the Commission, and the matter has been placed before the Registrar-General with a view to seeing whether an amendment to the New Zealand law on the subject is feasible. In regard to the proposals of the Expert Commission concerning a standard death certificate, the classification of joint causes of death, tabulation by age and sex, and the preparation of a list of causes of sickness, full sympathy is expressed, and the experience of his department on the last point is described in detail.

In a letter received from the Department of Health of the Commonwealth of Australia, the Director-General points out that no full list of terms describing sickness are in use in Australia. The Federal Health Council, a body consisting of the professional heads of the State Health Departments, acts in effect as a national committee for the purposes of morbidity statistics.

In addition to these replies of Governments, a large amount of information has been submitted and collected in regard to lists of causes of sickness and morbidity data gathered under varying systems. When a sufficient amount of this material has been received and digested, it will be placed before the Expert Commission of Statisticians in the form of a preliminary report. It is hoped that representatives of the Expert Commission will meet during 1928 the delegates of the Special Commission appointed by the International Institute of Statistics and that they will jointly examine the documents to be prepared for the next International Conference.

OTHER WORK OF THE SERVICE OF EPIDEMIOLOGICAL INTELLIGENCE  
AND PUBLIC HEALTH STATISTICS.

37. A list of the publications of the Health Organisation during 1927 will be found at the end of this report.

HANDBOOKS OF VITAL STATISTICS.

The preparation of handbooks on the statistical practice and material of various countries, which was entrusted to Professor Major GREENWOOD (assisted by Major EDGE), was begun in 1927, and the following volumes have appeared during the year:

- Official Vital Statistics of the Republic of Czechoslovakia.*
- Official Vital Statistics of the French Republic.*
- Official Vital Statistics of the Kingdom of Hungary.*

The Italian handbook is in the press.

The *Official Vital Statistics of Switzerland*, prepared by Dr. Marcel NAY, Director of the Federal Bureau of Statistics, will appear shortly.

A handbook on the vital statistics of New Zealand, prepared by the Census and Statistical Bureau at Wellington, has been received and will be published early in 1928.

Professor Major GREENWOOD hopes to prepare during the first six months of 1928 handbooks on the vital statistics of Scotland, Ireland and Canada, as well as to submit jointly with Dr. ROESLE a statistical handbook on Germany.

It is hoped to publish in 1928 the handbook on the vital statistics of the United States of America, which Mr. Edgar SYDENSTRICKER is preparing.

The series will be completed by handbooks on Japan and Russia, which the competent experts have been asked to prepare for their respective countries.

PUBLIC HEALTH SURVEYS.

During 1927, the series of surveys of the organisations and administrations of the public health services of various countries was continued by the publication of *The Public Health Services in Norway*, by Dr. A. W. GRAM, Director of the Public Health Services of Oslo.

“INTERNATIONAL HEALTH YEAR-BOOK.”

The third volume of the *International Health Year-Book*, relating to 1926 and containing reports on the progress of public health organisation and administration in 27 countries, is just being published. This volume also contains chapters on the work of the Office international d'hygiène publique, the League of Red Cross Societies, the International Health Division of the Rockefeller Foundation and the Health Organisation of the League of Nations.

The following countries have contributed:

Argentine	Greece	Roumania
Austria	Hungary	Salvador
Belgium	Ireland	Serbs, Croats and Slovenes
Czechoslovakia	Japan	(Kingdom of the)
Denmark	Latvia	Spain
England and Wales	Lithuania	Sweden
Estonia	Luxemburg	Union of Socialist Soviet
Finland	Netherlands	Republics
France	Norway	United States of America
Germany	Poland	

## Chapter III.

### MEASURES TAKEN TO GIVE EFFECT TO ASSEMBLY RESOLUTIONS.

#### THE INFANT MORTALITY ENQUIRY.

38. In the Annual Report for 1926, the early history of the infant mortality enquiry was given. Proposed originally by the Government of the Netherlands to the Sixth Assembly, it was adopted by that Assembly and communicated by the Council to the Health Committee. That Committee requested the Medical Director to invite a limited number of experts to suggest the lines which the Health Organisation might most usefully follow in making the necessary international enquiries. In conformity with this decision, a Conference of Health Experts on Infant Welfare met at Geneva on September 27th, 28th and 29th, 1926, and drew up a programme which included an item recommending the study of infant mortality in selected districts of a number of countries. The Health Committee approved this recommendation and asked the experts to select the districts and conduct the enquiries.

39. The second session of the Conference of Health Experts on Infant Welfare was held in Paris from January 17th to 20th, 1927. The experts met to consider the results of preliminary enquiries which had been carried out in the different countries, and to define the purposes and methods of the enquiry. A series of resolutions was adopted (document C.H. 534), of which the following is an abstract.

It was decided that, in selecting the districts where the enquiries were to be carried on, care should be taken to ensure comparability as between the districts of the same kind; that is, urban or rural districts should be comparable with one another in respect to population and birth rates, and the comparability of districts in the different countries should also be kept in mind. In the final selection of the districts, the Conference urged the necessity of giving due consideration to the available facilities for investigation.

It was emphasised by the experts that the main purpose of the enquiry was to secure precise information in regard to the exact causes of infant deaths, and the enquiries should therefore relate mainly to medical and public health questions. Specialists in diseases of children should be entrusted with the clinical part of the enquiry and information should be collected from general practitioners, hospitals, public health nurses, midwives and other appropriate sources.

In as many cases as possible the diagnosis should be confirmed by autopsy.

The experts agreed to furnish a general description of each district selected, including, among other items, information regarding natural, meteorological and demographic conditions.

It was decided to use a uniform enquiry card in all countries, and one was prepared and adopted, containing questions necessary to obtain the appropriate medical, social and public health data.

It was decided to explore the possibility of including in the enquiries the collection of information in regard to all live births. As a result of this recommendation, the enquiry in one of the districts (Germany) has been enlarged to include all births as well as all deaths.

Dead births were to be included in all the districts, and the Conference adopted the definition of dead birth recommended to Governments by the Health Committee.

The Conference drew up a nomenclature of the causes of death in infants in order to ensure comparability.

An explanatory note for the investigators was prepared, giving practical directions for the investigation of each case, for the enquiry in each district refers, not to infants which have died during the last year, but to those which die during the twelve months the enquiry is being carried on. For this reason the term "living" has been applied to the enquiry.

The Conference also prepared an explanatory note on the uniform card to be used in making each investigation.



During the Conference, 29 districts were chosen for the enquiry, as follows:

Country	Nature of the District	Name of the District	Population	Total deaths under 1 year of age	Total number of still-births	Births per 1,000 inhabitants	Deaths under 1 year of age per 100 births
Austria	urban (1926)	Districts VI, VII, VIII and X of Vienna	168,000	77	34	7.5	5.5
			142,000	292	87	17.3	12.0
" "	rural (1925)	Schärding and Engelhartszell Gmunden	29,088	143	33	17.75	19.5
			37,877	73	31	19.5	9.9
England	urban (1925)	Sunderland	166,000	483	173	24.8	11.8
			199,300	187		17.1	5.5
" "	rural (1925)	Staffordshire (4 boroughs)	71,768	93	(38 for 3 boroughs)	18.6	6.2
			134,460	108	24	16.9	4.7
France	urban	Plaisance	83,000	135 (a)	114 (a)		
			16,000	24 (b)	15 (b)	13 (i)	low percentage
" "	rural	Pays de Bray	106,746 (1921)	316 (c)	119 (c)	24 (f)	13.5 (f)
			107,622 (1921)	310 (c)	117 (c)	33 (f)	11.6 (f)
" "	urban	Loches et Chinon		77 (d)	31 (d)	18.5	low percentage
			167,000	240	89	18.1	8.1
Germany	(1926)	Cassel	172,000	217	113	16.78	7.82
			163,648	235	105	20.3	6.8
" "	rural	Lippe	115,000	373	88	23.0	14.6
			115,000	373	88	23.0	14.6
Italy (1925)	urban	The 40 districts and Rioni, as well as the suburbs of Rome	705,301	1,527	1,015		Between 3 and 20 in the different districts.
			705,301	1,527	1,015		Between 3 and 20 in the different districts.
Netherlands	urban (1924)	Leyden	68,316	59	40	21.9	3.94
			55,010	49	33	20.8	4.28
" "	urban	Dordrecht	30,425	42	14	22.5	6.13
			30,425	42	14	22.5	6.13
" "	rural (1924)	Breda	57,110	119	20	25.1	8.3
			57,110	119	20	25.1	8.3
Norway	urban (1924)	Emmen	44,623	113	51	39.8	6.3
			44,623	113	51	39.8	6.3
" "	urban (1925)	Hoensbroek	46,573	209	44	40.2	11.2
			46,573	209	44	40.2	11.2
" "	urban (1925)	Oslo (West)	76,574	26	20	7.9	4.5
			76,574	26	20	7.9	4.5
" "	rural (1925)	Oslo (East)	180,020	95	71	11.6	4.6
			180,020	95	71	11.6	4.6
" "	rural	Hedmark	149,419	172	71	23.5	4.8
			149,419	172	71	23.5	4.8

(a) Average for 1921-22; (b) average for 1920-26; (c) average for 1920-25; (d) average for 1923-25 plus six months of 1926; (f) for 1920-21; (i) These low figures are explained by the fact that a great many confinements take place in Paris maternity homes and that, in consequence, the births are not registered.

40. The third Conference of Health Experts on Infant Welfare was held in Vienna in September 1927, to consider the progress and the continuation of the enquiry, and to study documents collected on methods of immunising children against certain infectious diseases.

Certain tentative conclusions were seen by the experts to have emerged from the enquiries, but the fact was emphasised that any judgments formed on the basis of the incomplete material available must be accepted with reserve. The enquiries had brought into prominence the importance of prematurity and dead birth as factors in infant mortality. This was the case in nearly all the districts, but particularly so in those in which suitable facilities for midwifery did not exist, and where maternity welfare agencies were not organised.

Preliminary results of the enquiry indicated that, where illegitimate children were the subjects of equally satisfactory welfare measures, they did not suffer any higher mortality than legitimate children. Extremely marked divergencies were found in some districts between the causes of death as certified to the civil authorities and the actual cause of death as determined by the enquiry. A list of such instances was cited in the report.

In view of the fact that in some districts it was impossible in a comparatively large number of cases to reconstruct a diagnosis, it was decided to exclude from the final report all doubtful diagnoses, the same criteria being used in all districts for such exclusion.

The Conference found that the lack of a standard list of causes of dead birth rendered difficult any comparisons between the districts of the different countries, and therefore prepared a provisional list, limited to the purpose of the enquiry.

The Conference also laid down certain principles to guide its members in the preparation of the final report. It was decided that in each case an attempt should be made to determine what measures might or should have been applied to prevent the infant's death. It was recognised that

the basic principles underlying the prevention of infant deaths were everywhere known. The duty of the Conference was to determine the order in which such measures should be applied and the importance of each in relation to the peculiarities of each district. It was decided to consider the possibility of classifying the districts according to the stage of development which each had reached as far as the prevention of infant mortality is concerned, for the purpose of simplifying the application of preventive measures on the basis of the final conclusions drawn. The Conference was of the opinion that the use of such a system of classification might facilitate the application of the results of the enquiry to the general prevention of infant mortality.

In order to give practical effect to the results of the enquiries on infant mortality, the Conference suggested that these should be called to the attention of the various organisations concerned with the protection of infant life, and particularly to the health insurance organisations, as well as the Joint Commission on Public Health Administration and Health Insurance of the Health Committee.

In regard to preventive immunisation against diphtheria, scarlet fever, measles and whooping-cough, the Conference considered a number of reports received from experts in different countries, and asked certain of its members to prepare general reports according to a plan elaborated during the Conference. The Conference decided to study the subject of rickets in view of recent work of interest in connection with its occurrence and prevention, and this subject will be inserted on the agenda of the next session.

The epidemic of infantile paralysis existing at that time in various parts of Europe was made the occasion of a resolution by the Conference, which suggested that the Health Committee might have a statement prepared and distributed outlining the exact state of medical knowledge in regard to the disease. In addition, the Conference was of the opinion that the Health Organisation might usefully collect information as to each case by getting into touch with the competent authorities. Finally, the Conference considered that the Health Committee might usefully study and report on the various methods used in the specific prevention and treatment of the disease.

Steps were taken by the Health Organisation, subsequent to the eleventh session of the Health Committee, to give effect to this resolution, and the reports called for will be prepared before the next seasonal wave of infantile paralysis may be expected to appear.

#### EXTENSION OF THE INFANT MORTALITY ENQUIRY TO CERTAIN COUNTRIES OF LATIN AMERICA.

41. During its eighth session, the Health Committee invited experts in Latin-American countries to participate in the studies proposed by the Conference of Health Experts on Infant Welfare. Accordingly, Professor Araoz ALFARO and Dr. Velasco BLANCO (Argentine), Professor FIGUEIRA (Brazil), Dr. Calvo MACKENNA (Chile), Dr. GUBETICH (Paraguay), and Professor MORQUIO (Uruguay) have been kept informed of the work being done in Europe.

As the next step in the proposed extension of this enquiry to Latin-American countries, the experts mentioned above were invited to attend a conference at Montevideo, to which the Government of Uruguay offered the most generous hospitality. The Conference was presided over by Dr. Th. MADSEN, President of the Health Committee of the League of Nations, and the Medical Director of the Health Organisation assumed charge of the technical secretariat. Professor FIGUEIRA, who could not attend, was replaced by Dr. J. B. BARRETO, Chief Assistant to the Director of the Federal Public Health Service and Lecturer at the Faculty of Medicine, Rio de Janeiro.

The first part of the Conference was given over to a summary by the various members of the preliminary studies that had been undertaken in their respective countries with the object of selecting areas suitable for the enquiry. The study of infant mortality in Uruguay showed that the medical causes were not yet known with sufficient exactitude in any large proportion of the cases.

The preliminary enquiry in the Argentine-Republic had revealed noteworthy differences between infant mortality in the different provinces, showing the need for the proposed enquiry.

In Chile the preliminary report showed the existence of comparatively high infant mortality rates.

The report on Bolivia led to the conclusion that the proposed enquiry would not be useful in view of the insufficiency of demographic statistics.

In Brazil, a number of districts had already been selected on the basis of the exhaustive preliminary study made by the Federal Health Service.

The preliminary enquiry in Paraguay, for the purpose of selecting suitable districts, would take longer than elsewhere in view of the lack of precise statistical data and the limited number of physicians in that State.

After a detailed study of the uniform enquiry card and the other material prepared by the Conference of Health Experts in Infant Welfare in Europe, it was decided to adopt the methods and plans being used in the European districts with such added explanatory material as varying local conditions might necessitate.

The Conference decided to undertake the complete enquiry in selected districts of the Argentine, Brazil, Chile and Uruguay, and to study the results of preliminary enquiries undertaken in Bolivia and Paraguay at a subsequent session.

Districts were then selected as follows :

*Argentine*: Two urban districts in Buenos Ayres; a department in the province of Buenos Ayres; the urban district of Tucuman; the rural districts of Monteros and Famaillé in the province of Tucuman.

*Brazil*: Urban, suburban and rural districts (one each) in the Federal District (Rio de Janeiro) and districts to be selected in agreement with the Health Authorities in the States of Bahia and São Paulo.

*Chile*: Two urban districts in Santiago; one rural district, San Bernardo.

*Uruguay*: Four urban districts (Montevideo) and one rural district (Canelones).

In order to ensure the necessary co-ordination with the European enquiry, the Conference invited the Health Section to send to Latin America the member of its staff who was in charge of the technical secretariat of the Infant Mortality Enquiry in Europe.

The Governments of the countries concerned were requested by the Conference to give their fullest support to the enquiry, including the grant of the necessary means, and confidence was expressed that the Health Organisation would recommend to the Assembly to grant for this enquiry in Latin America similar financial support to that which had been given the enquiry in Europe.

Finally, the Conference expressed its conviction that the proposed enquiry would serve as a basis for practical measures having for their object the improved development of the population, a problem of fundamental importance for Latin America.

The Latin-American experts may be convened again during the first half of 1928 to consider the results then obtained and the possibility of improving the method of enquiry.

The Report of the Conference at Montevideo was approved by the Council and the Assembly.

A member of the Health Section is now in Latin America assisting in the co-ordination of the enquiry with the similar investigations in Europe, and the programme is being carried out in the Argentine, Brazil, Chile and Uruguay.

#### PROPOSALS OF GOVERNMENTS.

42. The President and the Medical Director of the Health Committee were delegated by that Committee, with the approval of the Council, to attend the Montevideo Conference already referred to. During this Conference and their subsequent visits to the Argentine Republic and Brazil, they examined, jointly with the public authorities, the Directors of the National Public Health Services and the Latin-American members of the Health Committee, how far the work now being carried on by the Health Committee would meet the requirements of these administrations and what part of the work of the Health Organisation would be of special interest to those countries.

It was clear from these discussions that the experience acquired by the Health Organisation in various fields, such as epidemiological intelligence, public health statistics, serological standardisation, the work of the Malaria Commission, public health training, etc., might usefully be placed at the disposal of the technical services concerned.

It was also clear that there were other problems which possess a special importance to certain Latin-American countries. For instance, it was plain from the discussion with the Public Health Authorities concerned that investigations on the contagiousness and the epidemiology of leprosy would be of very great importance, as this problem affects not only the countries of Latin America but many countries in other parts of the world.

Several suggestions were made by the public health authorities for linking up in a tangible way the constructive efforts being made by Health Administrations in Latin America with the work of the Health Organisation of the League. For instance, the Health Administration of the Argentine Republic is anxious to establish at Buenos Ayres a centre for training the medical and health personnel required for the infant welfare services and the campaign against infant mortality. This centre would be a logical development of the Health Organisation's current enquiry into the causes of infant mortality, and could be opened to physicians from all the Latin-American countries.

The suggestion of Professor Araoz ALFARO, member of the Health Committee and President of the National Health Services, that, in the organisation and operation of the centre for training personnel for the infant welfare work, the efforts of his department might be linked up with the work of the Health Organisation of the League, met with the fullest sympathy from the Government of the Argentine Republic.

Professor Carlos CHAGAS, a member of the Health Committee from the beginning and Director of the Oswaldo Cruz Institute at Rio de Janeiro, and Dr. Clementino FRAGA, Director of the Brazilian Federal Public Health Service, suggested that international research work on leprosy should be undertaken under the auspices of the League. This question has already been studied by the Health Committee, and there is no doubt of its international importance. A prominent Brazilian, M. Guilherme GUINLE (who has already endowed his country with a magnificent institute for the control of social diseases and is establishing another for the study of cancer), would be prepared to contribute 50,000 Swiss francs a year towards the maintenance of such a leprosy research centre.

The experience acquired by the Health Committee in the organisation of international courses for advanced public health training which were held during 1927 in Paris and London made a great impression on the Health Administrations and members of the Health Committee in the countries visited. Conditions are particularly favourable for the promotion of this kind of training at Rio de Janeiro. Indeed, advanced courses of public health training have been carried on for some time at the Medical Research Institute, one of the foremost institutions of medical research in the world, started by the efforts of the late Professor Oswaldo CRUZ, and now under the direction of Professor Carlos CHAGAS.

The Federal Government of Brazil showed great interest in the future development, under the League's auspices, of public health work at Rio de Janeiro in these two fields.

It was strongly felt by the various Health Administrations that the benefit of the Health Organisation's experience should be made available to Latin America on a number of subjects. This co-operation might take various forms, as, for instance, in investigation of plague foci in the Argentine, in serological standardisation (for example, at the Institutes of Hygiene at São Paulo, Montevideo and Buenos Ayres), and in control measures against malaria (in particular at Santa Cruz, in the Federal District of Rio de Janeiro).

An important form of co-operation might be effected between the Joint Commission of the Health Committee, now studying Public Health Administration and Health Insurance in Europe, and the Health Administration of Uruguay, which is at present contemplating extensive reforms. The experience of the Joint Commission would be of real utility in this process of reorganisation, and the Government of Uruguay is prepared to delegate prominent experts to follow the Commission's work in Europe.

These proposals for co-operation were forwarded by the Council, at its September session, to the delegates of the Eighth Assembly.

The Assembly, after discussion in the Second Committee and report by Professor Luis Calvo MACKENNA (Chile), Rapporteur, adopted the resolution which follows (document A.87(1).1927.III):

“ The Assembly:

“ (1) Having taken note of the report of the President of the Health Committee on the possibilities of technical co-operation with public health and medical authorities in Latin-American countries, and also of the report on the work of the Conference of Health Experts on Infant Welfare held at Montevideo;

“ (2) Notes with satisfaction that the activities of the Health Organisation of the League of Nations have extended to several countries of Latin America and that fruitful co-operation may be anticipated as the result of the Health Committee's mission;

“ (3) Welcomes the practical suggestions for continued co-operation which have been made by the health authorities and experts of Argentina, Brazil and Uruguay;

“ (4) Considers that the realisation of these suggestions would result in creating links between the health work of the League and the activities of national health administrations in these countries and would represent a good method of developing the work of the League's technical organisations in Latin America;

“ (5) Requests the Council after having obtained the Health Committee's advice on these different suggestions for co-operation with Latin-American countries, to consider how they may be put into practice.

During its eleventh session the Health Committee considered these proposals and the report of its President and Medical Director on their visit to Latin America. The following resolution was adopted (document C.533.1927.III, Resolution G.):

“ The Health Committee:

“ Having considered with the greatest interest the report submitted by its President and the Medical Director on the mission which they have accomplished in Latin America:

“ Expresses its satisfaction at the welcome which was given to its delegates and at the collaboration between various South American countries and the Health Organisation of the League of Nations which has resulted;

“ Approves the programme prepared to give effect to that collaboration, and considers, in particular, that the technical collaboration with the countries of Latin America would be given an enduring basis by means of arrangements such as have been suggested by the Brazilian and Argentinian authorities in regard to the study of leprosy, the problem of infant welfare and the organisation of international post-graduate instruction in hygiene;

“ Is prepared to discuss with Professor ARAOZ ALFARO and Professor Carlos CHAGAS the details necessary to put the arrangements provided for in these proposals into practice;

“ Meanwhile, requests the Council of the League of Nations to be good enough to seek a method of concluding such arrangements with the countries concerned as to enable the schools and the study centres established in Argentine and Brazil to be placed under the auspices of the League of Nations;

“ Notes with satisfaction that the Government of Uruguay is ready to collaborate closely with the Joint Commission of Experts for the Study of the Relationship between Public Health Services and Health Insurance Organisations, and in particular that the President of the National Health Council of Uruguay is prepared to come to Europe in order to keep in touch with the work of that Commission.”

In reporting on the work of the eleventh session, M. Adatci (document C.580.1927.III) recalled to the Council the suggestions put forward by the Health Administrations of Argentine, Brazil and Uruguay for technical co-operation with the League. He said:

" My colleagues will no doubt wish to join me in expressing the Council's great satisfaction at the establishment of a well-thought-out programme of technical co-operation in health matters with the Latin-American countries, at the suggestion of the Governments themselves.

" I would ask the Council to adopt the following resolution:

*Resolution I.*

" The Council requests the Secretary-General to consider, in consultation with the Governments of the Argentine Republic and the United States of Brazil, a method of arranging for the schools and centres of study, which are to be established in the Argentine and Brazil, to be placed under the auspices of the League of Nations."

M. Adatci also referred to the willingness of the Government of Uruguay to assist the Joint Commission studying public health administration and health insurance by appointing the President of the National Health Council to follow its work.

The Council adopted M. Adatci's report.

ENQUIRY INTO THE RELATIONSHIP BETWEEN THE PUBLIC HEALTH SERVICES AND HEALTH INSURANCE ORGANISATIONS.

43. This enquiry originated in the resolution of the Sixth Assembly on the proposal of the Czechoslovak delegation. After a period of preliminary study and collection of documents the Health Committee during its ninth session adopted the following resolution (document C.107. M.38.1927.III, p. 94, Resolution III):

" The Health Committee:

" (1) Decides to set up a Commission of Experts to consider the most effective methods of collaboration between Health Insurance Organisations and the Public Health Services, half of the members of such Commission to represent the Public Health Services, the remaining half to represent Health Insurance Organisations;

" (2) Considers that the members of the Commission representing the Public Health Services should be selected by the Health Organisation, which is the normal agency of collaboration between such services, and invites its Bureau to make these nominations. The members of the Commission representing Health Insurance Organisations should be selected by the Governing Body of the International Labour Office, which acts on their behalf;

" (3) Decides that the scope of work of the Commission shall relate to a study of the possibilities of collaboration between the Public Health Services and the services of the Health Insurance Organisations;

" (4) Proposes that the Commission of Experts shall be constituted and convened at as early a date as possible;

" (5) Suggests that the Commission of Experts should take no definite decisions before the conclusion of the International Labour Conference to be held in Geneva during May and June 1927, as the subject of health insurance will be considered by that Conference;

" (6) Proposes a joint secretariat for the Commission of Experts composed of members of the Health Section of the Secretariat of the League of Nations and members of the Social Insurance Services of the International Labour Office, headed on the one hand by the Medical Director of the Health Organisation and on the other by the Chief of the Division of Research of the International Labour Office."

On the approval of this resolution by the Council during its March session, the following experts were invited to form a commission, the six representatives of Public Health Administrations being named by the Health Committee; the six representing Health Insurance Organisations were appointed by the Governing Body of the International Labour Office.

Sir George NEWMAN, Chief Medical Officer, British Ministry of Health (*Chairman*).  
Dr. E. BELLECONTRE, President of the Association générale des Médecins de France.  
Dr. C. HAMEL, President of the Reichsgesundheitsamt.  
Dr. A. FORAMITTI, Deputy Director of the Federal Public Health Service of Austria.  
Professor KITASHIMA, Chairman of the Council of the Japanese Medical Association.  
Dr. J. KUHN, Editor-in Chief of the Ugeskrift for Laeger (Denmark)

Dr. A. GRIESER, Director in the Ministry of Labour (Germany).  
M. A. JAUNIAUX, Senator, Secretary-General of the Union nationale des fédérations de mutualités socialistes (Belgium).  
M. L. OLIVIER, member of the Executive Committee of the Fédération nationale de la mutualité (France).  
M. K. OSIOWSKI, Director of the Central Union of Health Insurance Funds (Poland).  
Mr. E. POTTS, Honorary Secretary of the National Association of Insurance Committees (Great Britain).  
Dr. L. WINTER, former Minister for Social Welfare, Vice-President of the Central Union of Health Insurance Funds (Czechoslovakia).

The first session was held at Geneva on April 11th and 12th, 1927. The Chairman of the Commission described the general principles of preventive medicine with particular reference to

two of its aspects, public health and health insurance (document C.H.584), drawing attention to a memorandum describing the history of the proposal and the terms of reference of the Joint Commission (document C.H. 579).

An exchange of views followed on the work of the Commission and on the situation in each country represented. The Joint Commission then expressed its views in five resolutions, of which the following is an abstract (document C.H.590).

It was decided that further co-operation and co-ordination is desirable between public health and social insurance in regard to preventive medicine.

The Commission considered that it would be desirable to make appropriate surveys of certain aspects of both services in selected countries, such surveys to be supervised by the members of the Commission working in pairs, and carried out by competent investigators. Such surveys were not to be concerned with details of the different methods but rather with the general principles and the results.

The following Sub-Commissions were set up for the study of the subjects indicated:

1. Education of the Insured in Hygiene: Dr. C. HAMEL, M. L. OLIVIER.
2. Protection of Maternity, Infancy and the Child of Pre-school age: Dr. A. FORAMITTI, Dr. L. WINTER.
3. Prevention of Tuberculosis: Dr. C. HAMEL, Professor KITASHIMA, M. A. JAUNIAUX, M. OSIOWSKI.
4. Prevention of Venereal Diseases: Dr. E. BELLENCONTRE, Dr. GRIESER.
5. Protection of the Child of School Age: Dr. KUHN, Mr. E. POTTS.

44. Since that session the Secretariat has been engaged in organising the surveys. Special attention has been paid to the Sub-Commission on the Prevention of Tuberculosis because of the extensive relationships established in this field between Public Health Administrations and Health Insurance Organisations. Such surveys are now being carried on (in connection with tuberculosis) in Cologne, Dresden, Munich and a rural area in Germany, in Belgium, Denmark and in Vienna. Reports on these surveys will be considered by the Sub-Commission on the Prevention of Tuberculosis during 1928, and the Joint Commission is expected to meet during the latter part of that year.

A volume on the Preventive Aspects of Social Insurance in Germany was prepared for the Commission by Professor A. GROTJAHN, of the Institute of Hygiene, University of Berlin, and Dr. F. GOLDMANN, Research Member of the principal Health Office of the Municipality of Berlin, and will be published by the International Labour Office early in 1928. A similar report on England was prepared by Doctor G. F. McCLEARY, of the British Ministry of Health and distributed to the members of the Joint Commission.

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## Chapter IV.

### SYSTEM OF LIAISON WITH THE HEALTH ADMINISTRATIONS OF THE DIFFERENT COUNTRIES.

45. During 1927, the system of liaison with the Health Administrations of the different countries by means of interchanges and individual missions of public health personnel was developed in the direction of the organisation of international courses of advanced training in public health and hygiene. Two such courses were held, the first in Paris, the second in London.

The course in Paris began at the Institute of Hygiene, Faculty of Medicine, University of Paris, on January 17th, 1927. It was under the direction of Professor Leon BERNARD, Director of the Institute and member of the Health Committee of the League of Nations. The lecturers consisted of the staff of the Institute, prominent French public health officers and scientists, and a number of public health officers and medical men from other countries, including Austria, Belgium, Denmark, England, Germany, the Netherlands, Japan and the United States of America (the list is given on pages 67 and 68 of document C.107.M.38.1927.III). The course was attended by 26 health officers belonging to fifteen different administrations.<sup>1</sup>

Thirteen of these twenty-six health officers attended the course at the expense of the Health Organisation of the League, five attended at the cost of their respective Health Administrations, and eight attended at their own expense.

The programme of the lectures was subdivided as follows:

1. General Epidemiology.
2. New Specific Methods of Immunisation against Infectious Diseases.
3. General Sanitation.
4. Biochemistry.
5. Biometry.
6. Social Hygiene.
7. Industrial Hygiene.
8. Public Health Administration.

During this part of the course, lectures were delivered in the morning, and in the afternoon discussions (seminars) or visits to public health institutions were arranged in the proportion of about four to one. The lecturers were present at the seminars, which were in charge of a member of the staff of the Institute of Hygiene, and consisted of an informal review of the subject dealt with in the morning. The experience and qualifications of the participants made these seminars one of the most valuable and interesting features of the course (for detailed description of this course, see Annex 4 of document C.H.632 [1]).

The second part of the course consisted of individual study tours in two or three countries selected by the Health Administrations of the countries to which the health officers belonged. Twenty participants took advantage of this practical or applied part of the course. Attention was limited to special problems of immediate interest to the health officer concerned because of its relations to his official work. For instance, the participant from Bulgaria gave special attention to the epidemiology and prevention of social diseases, and visited Belgium, the Netherlands and Switzerland, where he was able to carry out a very complete study, including visits to laboratories, dispensaries, open-air schools and the important ports of the first two countries which possess interesting health organisations. The participant from Estonia who was specially interested in school hygiene and the campaign against alcoholism and tuberculosis visited Holland, Denmark and Norway. The two Greek health officers visited France, Belgium, Germany, the Kingdom of the Serbs, Croats and Slovenes and Switzerland. One of them was particularly interested in infant welfare and tuberculosis work, the other in industrial hygiene, social welfare and water-supply problems. One of the participants from Hungary visited Poland, Sweden and Norway, paying special attention to the measures applied to the prevention of infant mortality. The other visited Great Britain and the Kingdom of the Serbs, Croats and Slovenes to study the prevention of infectious diseases. The participants from Lithuania, Paraguay and Czechoslovakia were especially interested in the solution of problems of infant mortality, and suitable visits for this study were arranged. One of the Paraguayan participants visited the Institute of Tropical Medicine in Germany, and also devoted some time to the study of port health practice at Doel in Belgium. The health officer from Poland studied rural health organisation and health insurance work in Austria, Denmark and the Kingdom of the Serbs, Croats and Slovenes. Most of the participants also devoted a part of the time allotted to them for individual visits to a study of the epidemiology and prevention of tuberculosis and venereal diseases.

46. This new development of the system of interchanges was given such a warm welcome by Health Administrations and the participants that a second was organised in London before the end of the year. In view of the experience acquired during the organisation and conduct of the Paris course, an endeavour was made to combine the theoretical and applied parts of the course by arranging for lectures in the morning and visits to public health institutions and organisations in the afternoon, alternating with seminars. The course lasted from November 3rd to December 15th.

<sup>1</sup> Bulgaria  
Czechoslovakia  
China  
Estonia  
France  
Greece

Hungary  
Latvia  
Lithuania  
Paraguay  
Poland  
Roumania

Kingdom of the Serbs, Croats  
and Slovenes  
Spain  
Union of Socialist Soviet  
Republics

The programme was arranged by the Society of Medical Officers of Health in consultation with the British Ministry of Health and the Health Section. The lectures were delivered mainly by distinguished British public health officials and professors, but twelve lecturers from other countries also participated.

The programme was divided into the following general subdivisions:

- (a) Historical Development and Organisation of Public Health in England.
- (b) Immunology in relation to Public Health.
- (c) General Problems of Epidemiology and Biometry.
- (d) The Education, Training and Duties of the Public Health Officer and his Staff.
- (e) Problems of Food and Milk Control.
- (f) Control of Infectious Diseases.
- (g) Public Health Organisation and Administration, Urban and Rural.
- (h) Miscellaneous Public Health Problems.

The programme did not include lectures on certain subjects which could best be covered by visits to institutions and local demonstrations, as at the Medical Research Council, the Metropolitan Water Board, and the Asylums Board. A full list of the lecturers and the subjects appears in document C.H. 632<sup>1</sup>, pages 9 and 10.

An interesting feature of this course was the value of the lectures delivered by the participants themselves, who, after a few weeks, were more able to appreciate the subjects which would appeal to their associates and had greater understanding of the best method of presentation than any lecturer who had not had the opportunity of previous association with the group. This practice will probably be made a permanent feature of any international public health courses which may be organised in the future.

The participants numbered nineteen from fourteen administrations<sup>1</sup>, one attending at the expense of his administration, another at his own. In addition, a number of public health officers in London at the time attended various lectures, notice of which was given in the Medical Press.

The course was brought to a close by a final Conference at the British Ministry of Health, attended by Sir George NEWMAN, Chief Medical Officer, and members of his staff. Technical aspects of the work of the Health Organisation of the League were explained to the participants at this Conference.

The participants at the Paris and London courses were asked to forward reports on the courses after their return to their homes. A number of valuable reports have already been received from the participants in the Paris course.

47. In addition to the two international public health courses, two regular interchanges of public health officers were held in 1927, the first in Great Britain, the second in Germany.

#### INTERCHANGE IN GREAT BRITAIN.

Twelve public health officers from Health Administrations of ten countries<sup>2</sup> participated, the Assistant Director of the Health Bureau at Bucharest and a second health officer from Czechoslovakia taking part in the interchange at the expense of their respective Health Administrations.

The first week of the interchange was devoted to a study of the work of the British Ministry of Health. Thereafter a more specialised programme of practical work was followed. The health officers participating were divided into groups of two and attached to the Health Departments of the following towns and districts:

- Two large ports: Liverpool and Glasgow.
- Two important industrial centres: Birmingham and Bradford.
- A residential suburb of London: Hornsey.
- Certain health districts in Berkshire, consisting of rural areas and small towns.

In assigning districts to the participants, special attention was paid to the work and interests of each, but all aspects of public health were studied in each district. Particular attention was paid to school and industrial hygiene, maternal and infant welfare work, prevention of tuberculosis and venereal diseases, and problems of sanitary engineering, such as water supplies, sewage disposal and housing. In addition, the participants were given an opportunity of observing the working of the Health Insurance Act, and the work of other health and welfare organisations operating in the districts.

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<sup>1</sup> Brazil	Hungary	Kingdom of the Serbs, Croats
Czechoslovakia	Iceland	and Slovenes
France	Irish Free State	Sweden
Germany	Netherlands	Switzerland
Great Britain (Kenya,	Norway	United States of America
Northern Ireland and Scotland)		
<sup>2</sup> Belgium	Italy	Kingdom of the Serbs, Croats
China	Lithuania	and Slovenes
Czechoslovakia	Poland	Sweden
Germany	Roumania	



Owing to the small size of the groups, the participating health officers had an opportunity of studying the work of a local health department under normal conditions, and particular attention was paid to the daily routine of these departments.

The group reassembled for the final week of the interchange in London, where a programme had been prepared to enable the participants to study meat inspection, and the work and organisation of the Health Department of the Port of London. Visits, lectures and demonstrations were arranged at institutes of medical research, of eugenics, of industrial psychology and of tropical medicine. Visits were also paid to army and navy medical colleges.

The final meeting in England was held at the British Ministry of Health, after which the participants travelled to Geneva for a conference on April 4th and 5th, at which reports were read by all, and the work of the Health Organisation of the League was explained.

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#### INTERCHANGE IN GERMANY

The interchange in Germany began at Berlin on September 19th. Twenty-five health officers from twenty-one Health Administrations participated<sup>1</sup>.

The President of the Health Committee attended the opening of the interchange at the Ministry of the Interior, Berlin.

A preliminary period was spent in that city, studying the Federal Public Health Services of Germany, and the Health Department and other welfare institutions of Prussia. Afterwards visits were made to several large towns, a mining area, certain watering-places and representative urban areas and small towns.

Very great care had been devoted to the preparation of the programme of this tour by the Health Administrations of the Reich, the States of Prussia, Saxony and Bavaria, and of the city of Hamburg. The intention was to give the participants an opportunity of grasping the German public health programme as a whole, but it was realised that, in visiting the different areas, it would be difficult to avoid needless repetition, and for this reason it was decided to select and concentrate on some one public health activity in each district visited. This plan worked admirably, and was supplemented by the preparation and distribution of eighty condensed pamphlets describing points of particular interest in the different areas visited, and providing synopses of the lectures presented.

Two conferences were held on the completion of the tour, the first in Munich, the second in Geneva. A number of German public health officers were invited to attend the final Conference at Geneva, where reports were read by the participants, who had derived great profit from the interchange because of their experience in public health, the majority of them holding important positions in their Health Administrations.

#### INDIVIDUAL MISSIONS.

48. A number of individual missions begun in 1926 were completed on various dates in 1927. For example, the four Japanese medical officers invited to study specified subjects in Western countries under the auspices of the Health Organisation of the League, in accordance with the arrangements made with Japanese health and medical authorities for closer co-operation, completed their studies and returned to their posts.

Dr. Tetsuichi HARA, Chief of the Department of Applied Science of the Imperial Institute for Nutrition, Lecturer at the Nutrition School, Tokyo, completed his European study of vitamins, paying particular attention to the presence and activity of vitamins A, B, and D in bile, irradiated and non-irradiated, deprived of sterol and in ergo-sterol. Three months of his mission was spent in Professor E. MELLANBY's laboratory at the University of Sheffield. He subsequently visited a number of institutes and laboratories in Glasgow, Liverpool and London, as well as in Germany, Denmark, Austria, Sweden, France and the United States of America.

Dr. Zenjuro INOUE, of the Bacteriological Department of the Government Institute for Infectious Diseases at Tokyo, worked for seven months with Professor BESREDKA at the Pasteur Institute of Paris. He was engaged in a study of problems relating to vaccination by the mouth. He likewise visited the Institute of Tropical Diseases at Hamburg, the Bacteriological Service of the Reichsgesundheitsamt and the State Institute of Hygiene at Berlin, and the bacteriological laboratories of the two universities at Prague. A part of his mission was spent at the Strasburg Institute of Hygiene, working with Dr. BOHRER.

Dr. Tomosani IZAWA, Professor of Bacteriology at Kejo University and at the Kitasato Institute, Tokyo, was concerned with problems relating to the prevention of venereal diseases. He studied this subject in various institutes at Breslau, Berlin, Hamburg, Bremen, Copenhagen, London, Amsterdam, Rotterdam, The Hague, Brussels, Antwerp and Paris. His return journey to Japan took him across the United States of America, where he continued his studies.

Dr. Kyoye KURODA, Inspector of Infectious Diseases in the Health Department of the Ministry of the Interior, was anxious to study the preventive work of health insurance organisations, and the relations

<sup>1</sup> Argentine  
Austria  
Belgium  
Bulgaria  
Czechoslovakia  
Denmark  
Estonia  
France

Great Britain  
Hungary  
Italy  
Japan  
Latvia  
The Netherlands  
Norway  
Poland

Kingdom of the Serbs, Croats  
and Slovenes  
Sweden  
Switzerland  
Union of Socialist Soviet  
Republics  
United States of America

of the latter with the various Health Administrations. He first studied in Geneva at the Health Section and the Insurance Services of the International Labour Office, and later at Berne, Basle, Vienna, Budapest, Prague, Warsaw, Berlin, Cologne, Munich, Dresden, Copenhagen and London.

Professor Egerton GREY, of England, studied at the Imperial Institute of Nutrition, Tokyo, under the auspices of the Health Organisation, the quality and quantity of available food supplies in Japan. He was engaged for nearly a whole year on this task. His report has been received and will be published.

Professor SAIKI, Director of the Imperial Institute for Nutrition, Tokyo, who came to Europe under the auspices of the Health Organisation, was invited to lecture at the Universities of Berlin, Copenhagen, Hamburg, Stockholm, at the Gesellschaft für Kinderheilkunde, Vienna, as well as at various university centres in Great Britain. At the invitation of the Rockefeller Foundation, he visited the United States of America, giving lectures at Stanford University, California, and at New York. Proceeding to Brazil, he gave a series of lectures before the Academy of Medicine. He also lectured at Montevideo, Buenos Aires and Santiago de Chile. In Chile he was consulted by the Chief of the State in regard to research in nutrition, and arrangements were made for one of Professor Saiki's assistants to spend two years in Chile in order to organise a Nutrition Institute.

Professor Saiki is preparing a report on his tour for the Health Organisation.

As a part of the programme for liaison with the Far East, Dr. WU LIEN TEH, Director of the North Manchurian Plague Prevention Service, spent three months in Europe, visiting the principal university centres and medical research institutes. He also studied the organisation of the Public Health Services of Great Britain, France and Switzerland, studying the last in some detail. He attended the informal Conference of plague experts held at the Pasteur Institute, Paris, during the International Rabies Conference.

An arrangement was made with the Governments of Brazil and Japan whereby an exchange of parasitologists was effected. Under this arrangement, Professor Akira FUJINAMI, of the Kioto Imperial Institute, was given facilities by the Health Organisation to study parasitic disease among Japanese immigrants and labourers in São Paulo, Bahia and the Southern States of Brazil. He was able to present a valuable report on this subject to the Medical Faculties of São Paulo and Bahia and to the Academy of Medicine at Rio de Janeiro.

Dr. L. ANIGSTEIN, of the State Institute of Hygiene at Warsaw, a corresponding member of the Malaria Commission, spent a month at the Anti-Malaria Institute at Trogir, where he studied the artificial infection of anopheles and their breeding in the laboratory. Numerous requests for living infected mosquitoes are being received at the Institute of Hygiene, Warsaw, from medical practitioners who desire to treat patients suffering from general paralysis by artificial infection with malaria.

Three Latin-American public health officers came to Europe in connection with the enquiry of infant mortality which is to be extended to Latin-American countries. After a period of study in Paris and Geneva, they attended the Vienna Conference of Health Experts on Infant Welfare and learnt at first hand the methods and principles of the enquiries.

Professor Luis Calvo MACKENNA, one of the three, is Vice-President of the National Society for Child Welfare and Medical Director of the Orphanage of Santiago de Chile, Chile.

Dr. J. B. BARRETO, another member of the group, is Assistant Director-General of the Department of Public Health and Lecturer at the Faculty of Medicine of Rio de Janeiro (Brazil).

Dr. DE PAULA SOUZA, the third member, is Director of the State Institute of Health at São Paulo and Professor of Health in the Medical Faculty of that city.

After attending the Vienna Conference, Dr. Calvo MACKENNA and Dr. J. B. BARRETO visited districts in France, Germany and the Netherlands where infant mortality is high, the latter also studying anti-malaria work in Italy.

Dr. DE PAULA SOUZA attended the Conferences on Public Health Education in Budapest and Zagreb, studied public health work in the Kingdom of the Serbs, Croats and Slovenes, Germany, France and England, and participated in the International Public Health Course at London.

In addition to the participation of these Latin-American public health officers on individual missions, a number of medical and health officers from Latin-American countries participated in the various collective study tours arranged by the Health Organisation on the nomination of their respective Health Administrations.

#### PROGRAMME OF INTERCHANGES FOR 1928.

49. The programme of interchanges for 1928 is as follows:

• *Interchange in India* for Public Health Officers from the Health Administrations of Far-Eastern Countries.

This began on January 2nd, with 15 participants from Health Administrations. After leaving Delhi, the group will proceed to Punjab, United Provinces of Agra and Oudh, Bengal, Assam, Madras and Bombay. The programme includes such subjects as organisation of medical services in India, visits to medical institutes, control of epidemic diseases, rural sanitation, public health measures at fairs, medical research work, diseases which are special to India, etc.

A full account of this interchange will appear in the Annual Report for 1928.

*Interchange for the Study of Problems of Rural Hygiene.* — This interchange will first study the solution of rural health problems in certain countries of Western Europe and will then proceed to selected areas in some of the East-Central European countries. Two types of problems will be considered —

first, sanitary, such as water supply, milk supplies, sewage disposal and housing; and, second, administrative, including method of organising and administering public health and medical services in rural districts. It is expected that the interchange will be held in May and June.

*Interchange in Italy.* — This interchange, which will probably be held in September, will begin in Rome with a study of the National Health Service and the public health and welfare organisations and institutions in that city. The participants will then visit other cities and rural districts in the provinces to study public health activities which have been exceptionally well developed, such as malaria and tuberculosis control, housing, urban sanitation, etc.

If credits permit, a third international health course of advanced training may be organised at the Zagreb Institute and School of Public Health. Lectures will be given by the staff of the school on the development of the programme of social hygiene in the Kingdom of the Serbs, Croats and Slovenes. Experts from other countries will be invited to lecture on a few special subjects, such as epidemiology, biometry, sanitary engineering problems in rural districts, etc. The course of lectures will be followed by visits to interesting health institutions in the Kingdom of the Serbs, Croats and Slovenes.

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## Chapter V.

### WORK OF THE COMMISSIONS.

#### THE MALARIA COMMISSION.

50. In previous reports reference has been made to the requests for advice on the control of malaria made to the Health Committee, and to the resulting visits of the Malaria Commission to European countries where malaria is a problem, as well as to Syria and Palestine.

During its first two sessions in 1927, the Commission prepared a general report based on its studies in various countries, from a draft submitted by one of its members.

This report (document C.H./Malaria/73), a volume of 100 pages, is dedicated to the memory of the late Dr. Norman V. LOTHIAN, Secretary of the Commission, the late Dr. Samuel T. DARLING, corresponding member of the Commission and member of the International Health Division of the Rockefeller Foundation, and the late Mlle. A. BESSON, of the Health Section, who lost their lives during one of the study tours of the Commission (Beit-Mery, Lebanon, May 21st, 1925).

The report is divided into three sections, the first giving a résumé of the views of the Commission as regards anti-malarial measures suitable for application in Europe. The second section is concerned with various methods for the study of malaria, and the third is devoted to its prevention and control. The frontispiece is a map of Europe, on which are outlined in red the various study tours carried on by the Commission.

The first section of the report is of particular interest, as it gives a general review of the opinion of the Malaria Commission based on its wide experience.

The following are the conclusions reached by the Commission and published in the first section:

“ In Europe, having regard to the present state of knowledge, the correct anti-malarial practice is an endeavour to reduce the incidence and severity of the disease. Measures designed to accomplish more than that (particularly measures aiming at ‘eradication’) are not a wise proposition and can be justified only in very exceptional circumstances.

“ It is not always necessary to deal with malaria by a method arising directly out of the knowledge that the disease is transmitted by mosquitoes.

“ In every country, and very largely in every area, there must be preliminary examination to ascertain what method is best suited to the local conditions. At present, it cannot be said that for malaria control there is a method of choice superior to all others.

“ When the method which has been decided upon has been begun, study of the local conditions and circumstances must be continued uninterruptedly, but its amount and character are unavoidably limited to what the available staff has been trained to do. In any case, it is essential to arrange for a system of ascertaining at frequent intervals the amount and character of malaria.

“ For the reasons stated, the Commission is not in favour of utilising all available methods of control in the same locality at the same time. They consider it preferable to employ only one or two methods which, with the means available, can be brought above the standard called, ‘minimal effective degree of perfection’.

“ Subject to certain defined limitations, there should be considerable freedom of choice as regards the particular methods of malaria control to be adopted. The Commission deprecates the adoption of measures in one country on the ground that they have been successful in another, where perhaps, circumstances and conditions are quite different.

“ The Commission defines what it understands by the terms ‘direct’ and ‘indirect’ measures, and suggests that in every malarious locality certain direct methods, called ‘primary measures’, which have to do with malaria-infected individuals and the interior of the houses in which they live, are indispensable.

“ The Commission considers the treatment of malaria-infected persons to be one of the most important measures even from the point of view of prevention. It considers that, in rural areas and localities under primitive conditions, the State must make arrangements for the treatment of patients according to the means available, and that at least an arrangement for the gratuitous supply and distribution of quinine in such areas is indispensable. In organised communities in which the sanitary authorities consider it expedient, the Commission considers that satisfactory diagnosis as well as treatment should be arranged for, and recommends that, wherever possible, private medical practitioners already established in the locality, and having undergone a special training with this end in view, should be appointed to undertake the work.

“ The Commission describes an arrangement by which a private medical practitioner is appointed and paid by the State as ‘part-time special malaria officer’, with the specific duty of discovering and treating cases and carriers and of carrying out the other ‘primary measures’ recommended.

" The good results of early diagnosis and efficient treatment are more apparent in the reduction of the severity of the disease than in the reduction of its incidence. The execution of the measures must reach a certain rather high degree of efficiency (' minimal effective degree of perfection ') before its effects on incidence will become appreciable.

" The Commission, realising that doctors who practise in European countries where malaria occurs no less than those who practise in the Tropics should know how to diagnose and to treat malaria, suggests to the authorities responsible for the organisation of medical education in the different European countries that, when this subject is not already included in the curriculum of candidates for a medical qualification, specific arrangements for its inclusion should be made.

" The Commission strongly recommends that, in addition to making the best arrangements possible for the discovery and effective treatment of cases and carriers, an active and energetic endeavour should be made, wherever possible, to induce householders, especially housewives, to make the killing of adult mosquitoes found within the house a part of the daily cleaning task. The Commission is convinced that that measure, if it could be effectively carried out, would have very remarkable results.

" Of all indirect methods of reducing malaria, the Commission attaches most importance to general schemes of bonification which aim at improving the economic and social condition of the people and their general well-being and standard of life.

" The stabilisation of the population, following on its settlement on the land, may not only improve its economic conditions but may also influence favourably its educational standard — and consequently its sanitary conditions — by making school attendance more general and more regular.

" The Commission points out that the anti-malarial factor in general schemes of bonification is the change in the conditions of life of the inhabitants. The actual measures employed are only a means to that end and hardly one of them, taken separately, can be utilised as a useful anti-malarial or anti-mosquito measure. The most useful sphere of the hygienist and malariologist in connection with bonification schemes is defined in the text.

" An example is given which shows that bonification as defined in this section may be effective without expert measures based on modern knowledge. It illustrates the importance of the auxiliary factors in the epidemiology of malaria. "

In the second section, the report describes the study of artificial infection of mosquitoes and man, illustrating the subject by descriptions of two or three of the laboratories and observational stations visited by members of the Commission during their European tours.

A brief account is given of the arrangements which have been made in England for the continuous supply of mosquitoes for inducing a pure infection of benign tertian malaria in patients who require to be treated by this means (general paralysis). This work provides a unique opportunity of studying the clinical and parasitological features of malaria contracted in the natural way, as well as the circumstances governing the infection of mosquitoes and the factors which influence in mosquitoes the persistence of the infective virus (document C.H./Malaria/57[1]).

The report goes on to describe the necessity for observation stations, and cites the station at Amsterdam as an example, describing its organisation, operation and methods.

Considerable space is devoted to the methods of measuring the prevalence of malaria in man and mosquitoes, under the headings: 1. Declaration of Malarious Zones; 2. Use of Mortality Statistics; 3. "Sampling" (spleen and parasite rates); 4. Notification of Cases; 5. Discovery of Patients by House-to-House Visits; 6. Measurement of Malaria in Mosquitoes.

The third section of the report, dealing with the prevention and control of malaria, includes chapters on organisation, anti-malarial methods (treatment, including prophylactic use of quinine), measures against mosquitoes, "bonification" as an anti-malarial measure, housing and propaganda and popular instruction. The conclusions drawn in these chapters are illustrated by reference to visits of the members of the Commission to various countries.

51. During 1927, two members of the Malaria Commission, Colonel S. P. JAMES and Professor N. H. SWELLENGREBEL, paid a short visit to the United States of America to study the results of the anti-malarial campaign in the Southern States, of particular interest to the Commission because it appeared to involve a relatively small expenditure.

The programme of study was prepared by Surgeon-General Hugh S. CUMMING and his associates in the United States Public Health Service, in co-operation with the International Health Division of the Rockefeller Foundation.

After a preliminary visit to Washington, D.C., to study the programme prepared, the two members proceeded to Baltimore, where they had an opportunity of examining the research work being carried on at the Johns Hopkins University. From Baltimore they went to districts in the following States: Mississippi, Alabama, South Carolina, Virginia and New York, studying the anti-malarial campaign in rural and urban districts, as well as the laboratory and drainage work. Their visit lasted from June 20th to July 10th.

Their report to the Commission will be examined in detail at a full session of the Commission in 1928, to which will be invited all corresponding members as well as colleagues from the United States who have been invited to attend as corresponding members (Resolution A.(I)., document C.533.1927.III, Report on the Work of the Eleventh Session of the Health Committee).

As the report on this study of anti-malarial measures in the United States of America has not yet been adopted by the Commission, it is not possible to give a résumé of the conclusions drawn. In general, it may be said that the authors decided that the application of the methods used in the United States would not be advisable in Europe, since conditions in the districts which they visited were too different from those of Southern Europe, particularly as regards the prevalence of the disease, the economic

conditions of the population and the function assigned by public opinion to the State and local health departments. Moreover, the habits of the anophelines which transmit malaria in the United States appear to differ materially from those playing the same rôle in Europe.

The two members of the Commission appreciated fully, however, the advantages inherent in the system of county health units, by means of which an organisation is provided capable of applying measures directed against all health hazards, and realised that this system contained guiding principles that should be adopted by all countries which have still to organise their medical relief and rural hygiene services.

52. As the result of an invitation addressed to the Health Organisation by the League of Nations Commissioner for the Establishment of Bulgarian Refugees, Professor N. H. SWELLENGREBEL, member of the Malaria Commission, accompanied by a member of the Health Section, visited Bulgaria in April to study and report on the measures to be taken to organise the campaign against malaria amongst those refugees, many of whom were settled in malarious districts, often without sufficient, if indeed any, medical assistance. The province of Burgas, which has the largest number of refugees, was considered to be in greatest need of relief.

The first step was to provide sufferers from malaria with treatment to enable them to carry on their agricultural work. It was recommended that steps should also be taken immediately to organise measures for the destruction of larvæ.

The service for the relief of sufferers from malaria was organised and began its work in June in the province of Burgas. It consists of twenty-three health officers (fourteen doctors and nine assistants), engaged chiefly in the treatment of malaria in seventy-seven villages divided into twenty-one sectors, two of them in the province of Petritch. These health officers also apply measures for the destruction of larvæ under the direction of two experts and their assistants from the Burgas Malaria Institute. A revisit to the district during October revealed the beneficial results of these measures, which had enabled the refugees to do their summer ploughing, and the campaign was therefore intensified during the ensuing malaria season.

The province of Petritch stands second in the importance of its malaria problem. An expert representative of the International Health Division of the Rockefeller Foundation visited that province, as a result of which the Rockefeller Foundation agreed to assist in the organisation of anti-malarial measures there as part of the general programme of rural hygiene.

On the recommendation of the Malaria Commission, the Health Committee, during its eleventh session, adopted the following resolution (document C.533.1927.III, (Resolution A.(ii)).

“ The Health Committee,

“ Having taken note of the measures proposed by the Malaria Commission at the instance of Professor Swellengrebel, who was charged with a special mission, on behalf of the League of Nations Commissioner for the Establishment of Bulgarian Refugees, for the organisation of an effective campaign against malaria in the Burgas region, considers that these measures are already yielding results, and suggests that they should be continued:

“ Recognises in agreement with Professor Swellengrebel that the prevention of malaria in this region is only a part of the health problem of the refugees, that the disappearance of this disease is dependent on other factors, and consequently expresses the hope that the public health and medical services will be developed, not only in the Burgas district, but also in other districts inhabited by refugees, and, in particular, in the second area selected by the Commissioner of the Commission.

“ The Health Committee appreciates greatly the collaboration that the International Health Division of the Rockefeller Foundation is, in principle, prepared to give to the extension of anti-malarial measures in the second district suggested by the Commissioner of the League of Nations for the Establishment of Bulgarian Refugees, these measures forming part of a general public health programme.

“ The Health Committee shares the views of the Malaria Commission as to the very great advantages offered by this opportunity of co-ordinating the work to be carried out in accordance with this programme with the work already being done in the Burgas district. For the purpose of such co-ordination, the Health Committee decides to utilise the services of the Malaria Commission as well as the technical assistance of the Health Section.”

Steps are being taken by the Health Organisation of the League and the International Health Division of the Rockefeller Foundation to carry out the work outlined in this resolution.

#### TEACHING OF MALARIOLOGY: MALARIA COURSES.

53. Reference was made in the Annual Report for 1926 to the malaria courses organised in Hamburg, London and Paris at the appropriate institutes. The Health Organisation arranged

with the Directors of these Institutes<sup>1</sup> to continue these courses in 1927 with certain improvements suggested by the experience of 1926.

Owing to the lack of English-speaking candidates, no course was held in 1927 in London, but sixty-three specialist medical officers took the courses in Hamburg and Paris. Of these, twelve held scholarships from the Health Organisation, the expenses of sixteen were borne by the Rockefeller Foundation or their administrations (eleven and five respectively), and thirty-five attended at their own expense.

The courses were supplemented by periods of practical instruction in the Kingdom of the Serbs, Croats and Slovenes, Italy and Spain, where the students took part in the actual work of anti-malarial stations and laboratories.

Suggestions for the improvement of these courses in 1927 came from various sources, including Professor BRUMPT and Professor NOCHT (Directors of the Paris and Hamburg Institutes respectively), Dr. STAMPAR and MISSIROLI, Professor DE BUEN and Dr. AUDIBERT, all of whom were concerned with the practical studies or the students themselves.

During the eleventh session, the Health Committee took advantage of these suggestions and the experience acquired in the following resolution (document C.533.1927.III, Resolution A.(vi)).

“ The Health Committee,

“ Expresses its appreciation to the directors of the malaria courses at Hamburg, London and Paris, and earnestly hopes that they will agree to continue these courses in 1928;

“ Requests the Medical Director to get into touch with the authorities of the Superior School of Malariology at Rome, in order to organise, by means of this school, a course similar to those held during recent years in the above-mentioned centres;

“ Considers that it would be useful to direct the attention of the Public Health Administrations to the fact that the Superior School of Malariology at Rome has organised a special course for engineers;

“ Recommends that the present duration of the malaria courses should continue, and that certain subjects (clinical aspects of malaria and sanitary engineering measures), which it is impossible to develop sufficiently during the courses, might be taken up at the beginning of the practical studies;

“ Emphasises the great advantage of obtaining from those in charge of the schools and of the practical studies a programme of the subjects treated and of the practical work undertaken sufficiently detailed to enable the Public Health Administrations to select the school and the area for field studies best adapted for the participants from such administrations;

“ Suggests to the directors of the schools and of the practical studies the utility of organising ‘seminars’ during the courses and the practical studies. This method would, on the one hand, enable the participants to make intensive studies of special subjects and, on the other, would allow the directors of the theoretical and practical courses to advise the participants better in regard to their work, on account of the closer contact thus established. There would also be advantages in the participating of the personnel directing the practical studies for a certain time in the courses at Hamburg, London, Paris and Rome;

“ Requests the Medical Director to get into touch with the directors of the schools and of the practical studies, in order that abstracts of the lectures in the schools and in the field in French, English and the language of the country concerned might be sent to all the participants several days before the commencement of the course. This practice would greatly facilitate the studies of those participants who do not possess a sufficient knowledge of the language of the country. ”

#### RESEARCHES ON SECONDARY ALKALOIDS OF CINCHONA.

54. These researches were begun early in the history of the Malaria Commission with a view to determining whether the alkaloids of cinchona other than quinine could not be used effectively in the treatment and prophylaxis of malaria with a view of increasing the supply and decreasing the price of this specific.

During 1927, the Commission decided to investigate the method of preparation, cost of production and quantities available of the various residuary products of cinchona bark whose composition is most similar to kinetum and which may have similar properties, and to study the methods of controlling practically the preparations of the type described above which are cheapest and most effective.

During the year, nine reports on these subjects were received and considered, as a result of which the Commission decided that the efficacy of Amsterdam kinetum is at least equal to that of quinine, and that for adults a daily dose of one gramme is sufficient. This product is not more toxic than quinine.

Cinchonine, on the other hand, is less effective than quinine and kinetum.

The general report of Professor CIUCA, a member of the Commission, indicated the advisability of continuing the study of the different varieties of kinetum. Experiments have also been carried out with quinidina and plasmochine.

<sup>1</sup> Professor B. NOCHT, Hamburg Institute for Tropical Diseases; Dr. A. BALFOUR, London School of Hygiene and Tropical Medicine; and Professor BRUMPT, Laboratory of Parasitology of the Medical Faculty, University of Paris,

The Health Committee adopted the following resolution with regard to these researches (document C.533.1927.III, Resolution A.(v)):

“ The Health Committee,

“ Notes that the work of the Malaria Commission on kintum and secondary alkaloids of cinchona includes the recommendation as to the utility of continued investigations, particularly of the various kinds of kintum, and asks the Malaria Commission to continue its studies along the lines indicated in the report of its President. ”

#### OTHER RESEARCHES OF THE MALARIA COMMISSION.

55. Studies of other malaria problems by co-ordinated researches were continued by the Malaria Commission, notably on the importance of deltas on the prevalence of the disease and on certain epidemiological problems mentioned in the following resolution adopted by the Health Committee at its eleventh session (document C.533.1927.III. Resolution A.(iii)):

“ The Health Committee,

“ Notes that the researches undertaken by the Malaria Commission, and by certain of its members, will be continued in 1928, notably:

“ (a) The problem of the deltas, the study of which has been carried out during the last two years (Danube, Ebro, Po).

“ (b) Certain research problems relating to the epidemiology of malaria:

“ Professor NOCHT: Experimental Hæmoglobinuria.

“ Colonel JAMES: Researches on Experimental Malaria;

The Relationship of the Habits of Anophelines to their Capacity for spreading Malaria.

“ Professor OTTOLENGHI: Experimental Infection of Anophelines in relation to the Epidemiology of Malaria.

“ Professor SWELLENGREBEL: A Study in Holland of the Causes of Anophelism without Malaria. Local Demonstration of Anti-larval Measures. ”

#### INVITATION OF THE GOVERNMENT OF INDIA.

56. The Malaria Commission received with appreciation the invitation of the Government of India to visit that country and study the methods and measures adopted for the control of malaria. The invitation was accepted by the Health Committee at its eleventh session, and the Malaria Commission was asked to prepare for the next Health Committee session a detailed programme of study.

#### THE SLEEPING-SICKNESS COMMISSION.

57. In the previous report of this series, the history and work of the International Sleeping-Sickness Commission sent to equatorial Africa to study certain problems of sleeping-sickness was fully described. Originally sent out for the year 1926, the mandate of the Commission was continued an extra six months in 1927, the participating Governments agreeing to continue their support for that period.

In reporting on the work of the eleventh session of the Health Committee, M. ADATCI (Japan), Rapporteur on health questions, said (document C.580.1927.III):

“ The International Commission for the Study of Sleeping-Sickness, which was formed in pursuance of the recommendations of the International Conference held in London in 1925, has completed its work; the Council will no doubt wish to associate itself with the expressions of gratitude offered by the Health Committee to the Chairman of this Commission and to its members, and also to the Colonial and Health Administrations which have throughout given their valuable and devoted assistance. The results obtained seem to be of unquestionable value, particularly from the point of view of producing more effective co-operation between the various Health Administrations. ”

58. An extensive and detailed report on the work of this Commission will shortly issue from the press. In his foreword to this report, Dr. DUKE, Chairman of the Commission, speaks of the large amount of field work necessitated and the great difficulties experienced in travelling which resulted in the temporary illness of one of the members of the Commission. Gratitude is expressed to the various Governments in Africa into whose territory the work of the Commission led its members, and which, in a number of instances, participated in the expense of the journeys.



The Governor of the Uganda Protectorate, His Excellency Sir William GOWERS, K.C.M.G., to whom the Commission was particularly indebted, sent a farewell message to the Commission, of which the following is an extract:

“ . . . The work of the Commission will undoubtedly mark a new era of international co-operation among all the Powers possessing territory in Africa, and I trust it will lead to standardisation of methods for controlling sleeping-sickness . . . The results of the Commission's labours will be of the utmost value to African Administrations as well as to science . . . ”

The report consists of the following sections:

1. I. Report on the New Sleeping-Sickness Focus at Ikoma. 12 pages. By F. K. KLEINE, Professor at the Robert Koch Institute, Berlin.

II. Studies on the Bionomics of the Polymorphic Trypanosomes of Man and Ruminants. 96 pages. By H. Lyndhurst DUKE, M.D., Sc.D. (Cantab.)

III. Reports by Dr. G. LAVIER, Associate Professor at the Faculty of Medicine, Paris. 24 pages.

This section, devoted to a record of Dr. LAVIER's work, includes within the page limits mentioned above:

1. Attempts to Infect Baboons with *Trypanosoma rhodesiense*.
2. Morphological Study of Strains (Trypanosome) isolated at the Laboratory at Entebbe by the International Sleeping-Sickness Commission. This study is illustrated by drawings made by the author.

IV. Reports by Dr. M. Maximo PRATES, Director of the Bacteriological Laboratory at Laurenço-Marques, Mozambique. 141 pages.

1. Condensed Notes on the Microscopical Diagnosis of Trypanosomiasis.
2. Postero-nuclear Forms of Polymorphous Trypanosomes.
3. The Reaction of Gaté and Papacostas in the Diagnosis of Trypanosomiasis.
4. Cultivation of Various Trypanosomes (*brucei*, *gambiense* and *rhodesiense*).
5. The Precipitin Reaction applied to the Blood Content of the Alimentary Tract of *Glossinæ*.
6. Study of the Presence of Hæmoparasites in *Glossinæ* in order to identify their Intestinal Blood Content.
7. Method of organising Experiments on *Glossinæ* at the Entebbe Laboratory. Illustrated description of a visit.

V. Anatomic-Pathological and Serological Observations on Trypanosomiasis. 90 pages. By Major M. PERUZZI, M.R.I., University of Florence.

VI. Epidemiology of Sleeping-Sickness in Various Districts, by Dr. L. VAN HOOF. 70 pages.

The author describes the epidemiology of the disease at Semliki and Haut-Uele (Belgian Congo), at Budama and Kavirondo, and mentions his investigations of the treatment and prevention of the disease by therapeutic methods.

VII. General Recommendations for the Control of Sleeping-Sickness in African Dependencies (2 pages). By Professor F. K. KLEINE, Dr. L. VAN HOOF and Dr. H. Lyndhurst DUKE.

This consists of practical conclusions concerning the control of the disease from the point of view of the administrator and of the medical authorities, resulting from a study of the literature and the epidemiological work of the Commission. The following is an abstract of these recommendations:

1. The movement of natives ought to be controlled. Detailed directions are given, including the necessity for a census, the use of an identity book, delimitation of areas into which passage is conditional on certificate of freedom from sleeping-sickness, the need for international agreement and the establishment of observation posts.
2. The census of natives ought to be thorough and complete. Methods are set out to ensure thoroughness.
3. Natives infected with trypanosomiasis ought to be treated.
4. The evacuation of heavily infected zones. This is an urgency measure only for special cases.
5. Clearing measures are generally very costly and, unless carried out under the control of trained entomologists, are of little permanent value. In *palpalis* regions, such measures should be restricted to much-frequented places, and they must be thorough and well maintained, otherwise they are useless.

The Health Committee during its eleventh session considered the work of the International Sleeping-Sickness Commission and adopted the following resolution (document C.533.1927.III, Resolution B):

“ The Health Committee,

“ Having taken note of the results of the work accomplished by the International Sleeping-Sickness Commission in Equatorial Africa under the Chairmanship of Dr. Duke — a work full of difficulty:

“ Expresses its sincere thanks to the members of this Commission, as well as to the Sanitary and Colonial Administrations which have supported it in its task;

“ Invites the Commission of Experts on Sleeping-Sickness and Tuberculosis in Equatorial Africa to examine the scientific and administrative conclusions resulting from the final report of the International Commission;

“ Requests the Council of the League of Nations to be good enough to make enquiries of the Governments which participated in the first International Conference on Sleeping-Sickness, held at London in 1925, whether they would favour convoking the technical delegates to a second Conference with the object of studying the final report of the Commission of Enquiry, together with the observations of the Commission of Experts;

“ Recommends to the Council, in the event of an affirmative reply, to place at the disposal of the Governments, for the work of this Conference, the technical collaboration of a delegation from the Health Committee and from the Health Section of the Secretariat;

“ Places itself at the disposal of the Council and of the Governments interested for the continuation of this international effort, either by technical studies or by action to be taken as an organism of collaboration between the various sanitary administrations. ”

Accordingly, the members of the Expert Commission on Sleeping-Sickness and Tuberculosis in Equatorial Africa were convened late in December to consider the report of the African Commission.

The Council at its December session approved the report on the work of the eleventh session of the Health Committee, and decided to ask the Governments concerned whether they would be prepared to send expert delegates to a second Conference to study the final report of the Commission.

#### THE OPIUM COMMISSION.

59. During the year under consideration, the Health Committee took action, on the recommendation of its Opium Commission, in regard to Articles 8 and 10 of the International Opium Convention of 1925, by virtue of the authority conferred upon it by the Council in the following resolution dated March 14th, 1925:

“ The Council asks the Health Committee of the League of Nations to consider immediately whether it would be expedient to consult the Office international d'hygiène publique regarding the products mentioned in Articles 8 and 10 of the International Opium Convention of 1925, in order that, if so, a decision concerning preparations which cannot give rise to the drug habit and a recommendation concerning all other drugs which might come under the provisions of the Convention may be notified immediately upon the entry into force of the said Convention. ”

Article 8 of the Convention provides that preparations which the Health Committee, after consultation with the Office international d'hygiène publique, finds cannot set up the drug habit shall be notified to the Council, which shall communicate the finding to the contracting parties, whereupon the provisions of the Convention will not apply to such preparations.

Article 10 of the Convention applies to preparations containing narcotics which, on account of their habit-forming effects, should come under the provisions of the Convention. The same procedure as in Article 8 is laid down, namely, consultation of the Office international d'hygiène publique, finding of the Health Committee, recommendation to the Council of the League and reference to the contracting parties. When any contracting party is prepared to accept the recommendations, the Secretary-General shall be informed and he shall notify the other contracting parties.

The provisions of the Convention will then apply to the substance in question as between the contracting parties who have accepted the recommendations referred to above.

In conformity with the procedure described above, the Health Committee adopted the following resolution at its eleventh session (document C.533.1927.III, Resolution E):

“ The Health Committee,

“ Having taken note of the recommendation formulated by the Permanent Committee of the Office international d'hygiène publique in its report of May 6th, 1926:

“ Decides to adopt the conclusions of this report and in consequence to inform the Council of the League of Nations, in conformity with the stipulations of Article 10 of the International Opium Convention of February 19th, 1925, that eucodal and dicodide are narcotics liable to produce injurious effects analogous to those of the products expressly referred to by that Convention, and that consequently they should come under the said Convention.

“ It further decides, on consideration of the report of the Opium Sub-Commission, to ask the Permanent Committee of the Office international d'hygiène publique to examine the injurious effects of dilaudide, on the one hand, and of benzyl-morphine and other esters of morphine, on the other, as narcotics liable to cause toxicomania, and to state whether it is of opinion that those products, or certain of them, should also come under the International Opium Convention. ”

At its December session, the Council, on the recommendation of M. Adatci, adopted the following resolution (document C.580.1927.III):

“ The Council,

“ Having taken note of the resolution adopted by the Health Committee at its eleventh session to the effect that eucodal and dicodide are narcotics capable of producing harmful results similar to those specified in the Convention, and should consequently be subject to its provisions,

“ Decides to request the Secretary-General to forward this recommendation to the States signatory to the Convention in accordance with the provisions of Article 10 of the Convention.”

60. The Health Committee at its ninth session considered the replies to a circular letter (document C.L.115.1925.III) forwarded on November 6th, 1925, to the various Governments, asking the latter to furnish a list of narcotics to which, in their opinion, in conformity with Article 8 of the International Opium Convention of 1925, the provisions of the Convention should not be applicable. These replies were from the following Governments:

Argentine	Hungary	The Sudan
Austria	India	Sweden
Bulgaria	Latvia	Union of South Africa .
Germany	Poland	
Great Britain	Roumania	

The list of preparations included in these replies is given in the Minutes of the ninth session of the Health Committee (document C.107.M.38.1927.III, Appendix II, pages 38-44).

In conformity with the procedure laid down in the Convention, the Health Committee decided to forward this list to the Office international d'hygiène publique for advice and report (document C.51.1927.III, Resolution XII). After the work of the Committee during its ninth session had been approved by the Council, this action was taken.

#### THE CANCER COMMISSION.

61. The Cancer Commission and its Sub-Commission of Statisticians met during the year and prepared a general report (document C.H. 631<sup>1</sup>(1)) and certain recommendations to the Health Committee. The general report, prepared by the Chairman, Sir George BUCHANAN, deals with the work of the Commission from 1923 to 1927, and is illustrated with tables and charts. The following conclusions are drawn:

“ 1. Upon the positive side, the Commission may fairly claim to have placed upon an adequate basis of statistical and clinical evidence the relation between fertility and cancer of the breast and to have elucidated other points in its ætiology. Similarly, the relation between parturition and cancer of the cervix uteri has been shown to be that postulated by Deelman and Peller. Again, numerical measures of the frequency of resort to operation prove that the frequency is deplorably low and proof that early operation is a far more successful measure than the general body of the profession supposed to have been furnished. These are all solid contributions to medical knowledge.

“ 2. The bearing of some of these results on practical work has received much attention in the countries of enquiry, and their lessons appear to apply generally. In regard to cancer of the breast, it is urgent to determine whether the present failure to take advantage of the aid offered by modern surgery is due to individual carelessness, ignorance, or prejudice which can be removed; to what extent it can be also attributed to the insufficient realisation by general medical practitioners of their responsibilities or of the magnitude of the security which modern surgery can give; or how far, again, it may be due to inadequate provision of facilities for medical diagnosis and surgical treatment. In regard to cancer of the uterus, and including radiological with operative treatment, there is the same urgency for enquiry and for remedy. In this condition also, the results of the Commission's enquiries illustrate from a new angle the importance of obstetric methods which, to the maximum practical extent, will prevent the occurrence or persistence of the injury and chronic inflammation of the cervix uteri which are known, in some instances, to be followed by a cancer.

“ 3. Throughout its work the Commission has been dependent, in great measure, upon the action taken in the countries of enquiry to bring together clinicians, surgeons, health administrators and statisticians for consultation and mutual assistance. This combined action has been found invaluable for the satisfactory determination of the methods of enquiry (e.g., the selection of series of cases and their after-histories), the collection of appropriate data, and the scientific assessment of the results obtained. This co-operation has in some cases been central, and related to the country as a whole, sometimes local in connection with a particular communal area or a particular hospital. The way in which it can best be achieved or assisted by the public health service of a particular country naturally is a matter for that country and not for any international recommendation. But the Commission considers that one of the most fruitful results of its work has been to obtain a demonstration of the utility of this national or local expert co-operation for purposes of research into or reduction of the

mortality from cancer. In its opinion, the organisation of group study of this kind might with advantage be undertaken or extended in many countries, and applied to all varieties and sites of cancer.

" 4. That part of the Commission's enquiry which concerned the relation between cancer and known anthropological characteristics has been carefully pursued, but its results have been quite inconclusive. The investigation has had value nevertheless by bringing together and making available a large number of scattered facts as to cancer mortality and relating them to organised anthropological science, and by showing how much must yet be done before attempts to appraise 'racial' element in the prevalence of disease can be successfully undertaken.

" 5. The observations made on page 8 of this report, in regard to the unsatisfactory certification of causes of death, and in particular to the importance of all deaths from cancer being certified and recorded according to the primary site of the disease, whenever ascertainable, are the result of experience which, in greater or less degree, is common to all the countries of enquiry. There is urgent need for investigations, in all countries possessing an organised official service of statistics of causes of death to determine more exactly the degree to which certification by causes is unsatisfactory and how its scientific value may be improved.

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"The question whether the Commission should pursue further investigations of its own on its present or on a new reference, or whether enough has now been done to stimulate national and individual investigators to continue work on the lines above illustrated, lies outside the scope of this report. The present communication will have served its purpose if it enables members of the Health Committee and of the Permanent Committee of the Office international d'hygiène publique to obtain a convenient general view of what has been done by the present Commission and its collaborators on the subjects referred to it. In so doing, the Commission desires to express its deep obligation and gratitude to the various experts, statistical, clinical and other, from the different countries, who have laboured with so much devotion and in so much detail to obtain the facts on which this report is based and to guide it in drawing conclusions. The Commission also desires to place on record its high appreciation of the untiring services of its Secretary, Dr. E. Tománek, and of his colleagues, members of the Health Section of the Secretariat of the League of Nations, whose zealous assistance has rendered possible the completion of a laborious and important undertaking.

" A bibliography of the printed and circulated documents prepared for or at the instance of the Commission is annexed. The vast statistical documentation prepared for the Commission and its critical discussion afforded an *apparatus criticus* which will be indispensable to future workers in this field, and we recommend that it be duly classified and held at their disposition in the Health Section of the Secretariat of the League of Nations at Geneva. "

During its eleventh session, the Health Committee adopted the following resolution on the work of this Commission (document C.533.1927.III, Resolution C):

" The Health Committee:

" After consideration of the report submitted by the Cancer Commission (document C.H.631), as well as the resolutions adopted by that Commission at its meeting on November 1st (document C.H./Cancer/58):

" 1. Expresses its thanks to the Commission, and associates itself fully with the observations of the Commission regarding the value of the services which have been rendered by the Sub-Commission presided over by Dr. Greenwood, and by the other experts whom the Commission has consulted;

" 2. Accepts the view of the Commission that the particular enquiries on which it has so far been engaged may be regarded, for practical purposes, as having been completed;

" 3. Requests the Commission to present for consideration at the next session a reasoned analysis of the propositions which have been, or which may be, received for new work of an international character on the subject of cancer.

" To facilitate this task:

" 4. Requests the Medical Director, after consultation with the President of the Commission, to make any necessary arrangements for preliminary consultations with appropriate experts, especially cancerologists, from different countries. "

#### THE PERMANENT STANDARDS COMMISSION.

62. A statement on the steps taken to secure international agreement in regard to the classification of blood groups<sup>1</sup> was made by the President to the Health Committee during the

<sup>1</sup> The following were consulted: The National Research Council, Washington; the Medical Research Council, London; the Rijks Serologisch Instituut, Utrecht; the Cevile Medicinalvesen, Norway; the State Serotherapeutic Institute, Vienna; the University of Toronto; the competent adviser to the Italian Government; the Pasteur Institute, Paris; the Reichsgesundheitsamt, Berlin.

eleventh session. The following resolution was adopted by the Committee (document C.533.1927.III, Resolution L):

“ The Health Committee:

“ Notes with satisfaction the work of the President in securing the adoption by those principally interested in the subject of a uniform nomenclature for blood groups, and

“ Requests him to get into touch with the organisations concerned with the determination of blood groups in order to present for their consideration the question of the international standardisation of the various standard sera employed.”

During 1927, arrangements were made to hold sessions in connections with the work of the Permanent Standards Commission at Frankfort-on-Main and at Copenhagen.

At Frankfort-on-Main, where the Commission will meet early in 1928 at the Institute for Experimental Therapy (Professor W. KOLLE, Director), the question of serological and biological standardisation will be considered in respect of anti-dysentery serum, anti-tetanic serum, scarlet fever vaccine and serum, tuberculin, anatoxins, anthrax vaccine and serum, salvarsan, digitalis, and other sera and biological products being studied by the Commission with a view to the ultimate international standardisation of the units employed and the tests used.

A number of experts on the various subjects will meet at the same time and place to formulate recommendations to the Commission. On the basis of these recommendations and the work carried on in various national laboratories during 1927, the Commission will attempt to secure and crystallise international agreement and standards.

The second Conference on the sero-diagnosis of syphilis will be held at the Danish State Institute of Sero-Therapy (Director, Professor Th. MADSEN) early in 1928. The programme calls for a co-ordinated study of various tests for syphilis which are being used in a number of countries. These tests are the following:

- “ “ The Sachs-Georgi Test,
- “ “ The Kahn Test,
- “ “ The Vernes Tests,
- “ “ The Sigma (modified) Test,
- “ “ The Meinicke Test.

The authors of these tests were invited in 1927 to submit descriptions of their latest technique together with any necessary apparatus and reagents, and these descriptions and material have been distributed to those who will participate in the Conference at Copenhagen. At each participating laboratory comparative tests are being carried out, the method usually employed in each being compared with the various methods cited, carried out in accordance with the author's latest directions<sup>1</sup>.

At Copenhagen a preliminary period will be devoted to the continuation of these comparative tests in the same laboratory using the same test serum, in order that any discrepancies in the results may be more readily explained. The second period will be given over to discussion and the adoption of a report with recommendations.

The work of the Permanent Standards Commission will be extended to Latin-American countries as the result of the proposals contained in the report on the voyage of the President and Medical Director of the Health Committee to that continent.

#### COMMISSION ON SMALLPOX AND VACCINATION.

63. The Commission on Smallpox and Vaccination met during the eleventh session of the Health Committee to consider the recommendation of the Conference of Epidemiologists — that, in view of the present low incidence of smallpox in the countries of the European continent, a special and detailed study of cases occurring in the several countries should be made by securing the assistance of investigators nominated by National Health Administrations (document C.H. 663).

The Health Committee referred this recommendation to the Commission on Smallpox and Vaccination, which prepared a report to be sent to the various Health Administrations which were to be asked to take part in the study (document C.H.675(1)). This report describes the points to be covered by the investigation.

On this point the Health Committee adopted the following resolution (document C.533.1927.III, Resolution D):

“ The Health Committee:

“ Accepting the recommendation of the Commission on Smallpox and Vaccination,

“ Requests the Medical Director to invite different Sanitary Administrations to furnish the information on the incidence and character of smallpox which is indicated in the memorandum presented by the Commission, and to analyse the replies received for the consideration of that Commission and ultimate report to the Health Committee.”

<sup>1</sup> Laboratories in the following countries will participate:

Austria  
Belgium  
Brazil  
Denmark  
France

Germany  
Great Britain  
Italy  
Japan  
Poland

Kingdom of the Serbs, Croats  
and Slovenes  
Union of Socialist Soviet Republics  
United States of America  
Uruguay

Letters have been sent to the Health Administrations concerned.

64. The Commission on Smallpox and Vaccination also held a session at the Robert Koch Institute for Infectious Diseases, Berlin, on January 13th and 14th, 1927. The members who attended were:

Professor Ricardo JORGE, Chairman,  
Dr. N. M. Josephus JITTA,  
Dr. Th. MADSEN.

The following corresponding members and experts also attended:

Dr. F. R. BLAXALL, Government Lymph Establishment, London;  
Professor GILDEMEISTER, Reichsgesundheitsamt, Berlin;  
Professor H. A. GINS, Robert Koch Institute, Berlin;  
Professor H. Mervyn GORDON, St. Bartholomew's Hospital and College, London.  
Professor GROTH, Landesimpfanstalt, Munich;  
Dr. GUÉRIN, Director of the Pasteur Institute, Lille;  
Professor E. PASCHEN, Staatliche Impfanstalt, Hamburg;  
Professor G. SOBERNHEIM, Director of the University Health Institute, Berne.  
Professor ALDERSHOFF, of Utrecht, was also present.

The Commission discussed the work undertaken by the experts at the invitation of the Commission, being a comparative study of the four methods for the titration of vaccine-lymph. Seventeen reports on this subject were presented (documents C.H./Var./1 to C.H./Var./17), and the following resolutions were adopted (document C.H. 533):

" The Commission considers:

" (1) That it is highly desirable that the use of vaccine lymph should be surrounded with guarantees as to quality which may be required of all biological products;

" (2) That the practice of making dilutions of vaccine lymph has, up to the present, been the only method available for the titration of vaccine lymph;

" (3) That, in order to render the four methods comparable, a common basis should be found with regard to the results obtained by any of the four methods (Calmette-Guérin, Gins, Groth, Sobernheim);

" Is of the opinion:

" 1. That, if the lymph is brought to a fine state of division, filtration will be unnecessary.

" 2. That the vaccine lymph may be considered as potent if, at the time when ready for use and applied experimentally to a rabbit and guinea-pig, in a dilution of 1/1000 with physiological saline without filtration, it will produce the following results:

There follows a description of the technique used in testing according to each of the four methods, and the results to be expected in each case.

" 3. The experience of many years' standing of those vaccine-producing institutes which also undertake public vaccination has shown that the results of tests of the lymph carried out on children agree in the main with those of similar tests carried out on animals.

" 4. The Commission is glad to learn that Prof. Paschen would be disposed to prepare a dry vaccine lymph with two-day vaccine and to distribute this to the several institutes participating in the investigations of the Commission, with a view to investigating the possibility of using this as a standard."

#### COMMISSION ON EDUCATION IN HYGIENE AND PREVENTIVE MEDICINE.

65. One session of this Commission was held during 1927, in connection with the formal opening of the new institutes and schools of public health at Budapest and Zagreb, between September 29th and October 4th.

During its tenth session the Health Committee had noted with appreciation invitations to the opening of these schools from the Health Administrations of Hungary and of the Kingdom of the Serbs, Croats and Slovenes. Moreover, the Commission on Education in Hygiene and Preventive Medicine, during its session held in Warsaw in 1926, had urged the Health Committee to make arrangements for regular meetings between the directors of such schools. Accordingly, the 1927 session of the Commission was attended by the following:

#### *Directors of Schools of Public Health.*

*Berlin:* Professor A. GROTJAHN, Professor of Social Hygiene.  
Professor R. ROTT, Director at the State Institute for the Prevention of Infant Mortality, replacing Dr. HAMEL, President of the Reichsgesundheitsamt and member of the Health Committee.

*Budapest:* Professor B. JOHAN, Director of the State Institute of Hygiene.  
Dr. K. SCHOLTZ, Secretary of State at the Ministry of Social Welfare and Labour.

*Prague:* Dr. VACEK, Assistant-Director of the State Institute of Hygiene.  
Dr. H. PELC, from the State Institute of Hygiene.

- Rio de Janeiro*: Dr. J. B. BARRETO, representing the Rio de Janeiro School of Public Health, Assistant to the General Director of the National Department of Public Health.
- São Paulo*: Professor DE PAULA SOUZA, Director of the State Institute of Hygiene.
- Warsaw*: Dr. HIRSZFELD, Director of the State Institute of Hygiene.  
Dr. CHODZKO, Director of the State School of Hygiene and member of the Health Committee.
- Zagreb*: Dr. STAMPAR, Director of the Public Health Section of the Ministry of Health of the Kingdom of the Serbs, Croats and Slovenes.  
Dr. B. BORCIC, Acting Director of the State Institute of Hygiene.

*Rapporteur and Members who participated in the Work of the Commission on Public Health Training.*

Professor Léon BERNARD, Rapporteur and Chairman of the Conference (member of the Health Committee).

Professor Ricardo JORGE (member of the Health Committee).

Professor DONATO OTTOLENGHI (member of the Health Committee).

Professor W. H. WELCH, Vice-Chairman of the Conference, formerly Director of the Public Health School of Johns Hopkins University, Baltimore.

Dame Janet CAMPBELL, Senior Medical Officer of the Ministry of Health, London, replacing Sir George NEWMAN, Chief Medical Officer of the Ministry of Health.

*Members of the Rockefeller Foundation.*

Professor Selskar M. GUNN, Vice-President of the Rockefeller Foundation in Europe.

Dr. G. K. STRODE, Director of the International Health Division of the Rockefeller Foundation in Europe.

Dr. W. L. MITCHELL, Member of the International Health Division of the Rockefeller Foundation for Hungary, Roumania and the Kingdom of the Serbs, Croats and Slovenes.

Dr. F. MILAM, Member of the International Health Division of the Rockefeller Foundation for Austria, Czechoslovakia and Poland.

The following questions were discussed:

1. Programmes of schools of public health;
2. Relations between schools of public health and
  - (a) Universities,
  - (b) Public Health Administrations;
3. Recruiting of students for schools of public health;
4. Co-operation between schools of public health.

Reports on these subjects were distributed to those in attendance (documents C.H. 417, 417(a) 623, 623(a), 626, 627, 628, 630, 643, 644, 645).

The following is an abstract of the conclusions reached (document C.H. 661):

It is not possible or desirable to standardise the programmes of public health schools owing to differences in the schools themselves and divergent local conditions and requirements.

While the programmes of all such schools should be based on certain general principles and while the broad framework of their constitution should be uniform, in view of their community of purpose, the methods of applying those principles and the number, duration and standard of the subjects taught must vary with local conditions.

Students of the schools of public health should be recruited from the ranks of medical officers of health, insurance doctors, private practitioners and social workers.

Much interest was shown in the possibility of using the schools as centres for popular instruction in hygiene.

While emphasising the desirability of close collaboration with the universities and the Health Administrations, the Conference held the view that the schools should possess a certain measure of autonomy.

There should be a proper balance between curative and preventive medicine in the university and its medical faculty, and the spirit of prevention should permeate the teaching of every subject in the latter.

The scientific and experimental work of the university should relate to all aspects of medical research, while this work in the schools should be chiefly concerned with the practical problems of public health administration.

The importance of using the schools as technical organs of the central Health Administrations was emphasised.

While agreeing on the general principles cited above, the Conference was of the opinion that it would be a mistake to adopt any rigid system, for the relations in question must vary, according to circumstances, within the limits of the three following general principles:

1. The staff and services, both of the university and of the Health Administration, must co-operate with the school of public health;
2. Governing bodies of schools of public health should include representatives of both;
3. The schools should be permeated with the scientific spirit and, at the same time, preoccupied with its practical applications.

Regarding the question of co-operation between the schools of public health, the following programme was worked out:

Periodical meetings of the Directors of these schools should be held as occasion arises;  
Exchange of assistants should be arranged;

Publications will be exchanged, and the possibility will be considered of publishing in multigraphed form the reports emanating from the different schools, in order that experience and results may be exchanged more expeditiously than through the usual methods of publication.

The following specific proposals were also agreed on:

*“Research regarding the Prophylaxis and Treatment of Scarlet Fever.*

“(a) The institutes will exchange their antigens and sera in order to agree as to the most effective preparation, and the methods applied in the preparation found most effective will be adopted. Members of the institutes should, if possible, be given an opportunity of learning these methods by studies at the institute concerned.

“(b) The curative and prophylactic properties of the preparations will be tested by national commissions consisting of laboratory, clinical and epidemiological experts.

“(c) An attempt will be made to standardise the preparations produced by the methods finally agreed upon between the institutes.

*“Mutual Verification of the Tests for the Serological Diagnosis of Syphilis with a View to the Introduction of Uniform Methods.*

“(a) With a view to testing the technique employed, and in order to secure uniform application of the methods which prove to be the best.

“ 1. The antigens employed and

“ 2. A certain number of sera obtained from patients (designated by name but without diagnosis)

will be periodically exchanged by the various institutes. The members of the institutes should also be given an opportunity of studying, at the institute concerned, the method found to be the best.

“(b) The correctness of the view that the disappearance of a positive Wassermann test in the serum varies according to the blood group to which the individual belongs should be tested by means of co-ordinated research.

*“Co-ordinated Studies on the Effectiveness of Oral Vaccination against Enteric Fever by the Besredka Method.*

“Comparative studies should be undertaken in districts with widespread and uniform endemic foci and in institutions with a fixed population (prisons, orphanages, asylums, etc.). As far as may be possible, all residents and inmates should be vaccinated.

*“Joint Study of the Methods of Water Analysis and of Measures for the Control of Water-Supplies.*

“Comparative studies should be undertaken with a view to the selection of those measures and standards best suited to the conditions of the countries concerned, as the standards used in the United States of America and Great Britain have not, in practice, proved to be applicable to the countries in question.

*“Urgent Problems.*

“The study of certain urgent problems of hygiene, such as water supply, drainage and purification of drinking water, are of great importance to the countries to which the institutes belong, particularly in the rural districts.

“It is therefore proposed to hold a competition between the institutes for the construction of a model latrine and a model well and for the best method for the purification of drinking water in wells and small containers.

*“Reciprocity as regards the Licensing of Certain Therapeutic Preparations.*

“Consideration was given to the possibility of mutual recognition of the sera, vaccines and drugs licensed by one of the institutes in question.”

“The Conference decided to ask the Health Organisation to assist the institutes in carrying out these proposals and in particular (1) to co-ordinate the proposed comparative studies regarding the prevention and treatment of scarlet fever, the Wassermann test and oral vaccination with its investigations in these fields; (2) to advise the institutes concerning the other questions raised, and in particular with regard to reciprocity in the matter of the licensed preparations; (3) to appoint a jury to consider the terms of the competition and to give its award in connection with the plans of model wells and latrines submitted by the institutes; (4) to arrange for an exchange of technical staff with a view to establishing closer contact between the institutes; and (5) to arrange for further conferences between the directors of the schools of public health with a view to the discussion of specific problems of common interest.”



The report of the Conference was discussed by the Health Committee during its eleventh session, and the following resolution was adopted (document C.533.1927.III, Resolution J) :

“ The Health Committee:

“ 1. On account of the special importance attached to questions regarding the recruitment and technical training of public health officers and other sanitary technicians, recognised anew on the occasion of the Conferences at Budapest and Zagreb, decides to reconstitute the Commission which was formerly specially entrusted with these questions and to designate it as the Commission on Education in Public Health and Preventive Medicine;

“ 2. Gives its adherence to the resolutions adopted by the above-mentioned Conferences, and decides:

“ (a) To encourage reunions of the directors of schools of hygiene whenever deemed opportune by the Bureau of the Committee;

“ (b) To assist as far as possible the studies to be pursued in common by the schools at Budapest, Prague, Warsaw, Zagreb and other allied schools and institutes of that country agreeing in consequence to the subjects proposed;

“ (c) To ask the Commission on Education in Public Health and Preventive Medicine to take such measures as may be necessary in view of the competition set up by the schools of public health at Budapest, Prague, Warsaw, Zagreb and other allied schools and institutes of that country.”

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## Chapter VI.

### MISCELLANEOUS.

#### WELFARE OF THE BLIND.

66. Sir George BUCHANAN, British member of the Health Committee, addressed a letter to the Health Organisation (document C.H. 660), in which he suggested that the Health Committee should take up consideration of the steps which can be taken to facilitate the exchange of information on matters of international interest which affect the welfare of blind persons and the prevention of blindness. The British Government had authorised Sir George Buchanan to consult the Health Committee on a possible international study of the question, holding that the League was in a particularly favourable position to collect information on the subjects mentioned. A questionnaire had been prepared for circulation to the competent authorities in the various countries.

The Health Committee there upon adopted the following resolution (document C.H. 533.1927. III, Resolution K):

“ The Health Committee:

“ Taking note of the communication made by Sir George Buchanan on the desirability of obtaining information regarding the measures which are taken in different countries for the welfare of the blind:

“ Requests the Medical Director to take the steps necessary to obtain such information and to present it in due course to the Committee. ”

67. Accordingly, a letter, together with the questionnaire, were sent by the Medical Director to the various Health Administrations.

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## PUBLICATIONS.

The following is a list of the publications issued by the Health Organisation during 1927:

### I. SERVICE OF EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

#### 1. *Weekly Records.*

Nos. 41 to 96 (bilingual). Each number of about 4 pages. Size 22 × 33 cm.

These reports appear each Friday and contain a summary of telegraphic reports regarding the prevalence of pestilential diseases during the week ending the day previous to issue. Information regarding other diseases are shown when they assume epidemic proportions.

#### 2. *Monthly Epidemiological Reports.*

Nos. 98 to 109 (bilingual). Issued on the 15th of each month. Each number of about 40 pages. Size 24.5 × 32 cm.

These reports contain current statistics regarding the prevalence of all epidemic diseases and a review of the more important developments during the month. Birth, death and infant mortality rates and statistics of causes of death are given for large towns.

#### 3. *Annual Epidemiological Report for the Year 1926.*

No. E.I.11 (French and English). 100 pages. Size 24.5 × 32 cm.

This report contains a detailed review of the epidemiological situation throughout the world and revised statistics of notifiable diseases in all countries where information is available as well as mortality statistics for large towns.

#### 4. *Weekly Fasciculus*, published by the Eastern Bureau.

Nos. 95 to 147 (bilingual). 12 pages. Size 15 × 23 cm.

The *Weekly Fasciculus* of the Singapore Bureau contains telegraphic reports regarding cases of plague, cholera and smallpox occurring in maritime towns of Asia, Australasia and Eastern Africa, with current information regarding the movement of infected ships and quarantine notifications as well as extracts of epidemiological reports from countries in the area served by the Bureau.

#### 5. *Statistical Handbooks.*

Size 18.5 × 24 cm.

"Official Vital Statistics of the *French Republic*", by Professor *M. Greenwood* and Major *P. Granville Edge* (May 1927). (French and English.) 115 pages. (C.H. 530.)

"Official Vital Statistics of the *Kingdom of Hungary*", by Professor *M. Greenwood* and Major *P. Granville Edge* (May 1927). (French and English.) 36 pages. (C.H. 565.)

"Official Vital Statistics of the *Czechoslovak Republic*", by Professor *M. Greenwood* and Major *P. Granville Edge* (August 1927). (French and English.) 71 pages. (C.H. 524.)

These handbooks describe the system of official vital statistics and the history of its development in each country.

#### 6. *Organisation of Public Health Services in Various Countries.*

"Public Health Services in *Norway*", by *Dr. A. N. Gram*, Director of the Public Health Service in Oslo (June 1927). (French and English.) 39 pages. Size 18.5 × 24.5 cm. (C.H. 606.)

This volume describes the organisation and work of the Health Administration in Norway as well as the special historical and economic conditions which have influenced their development.

#### 7. *International Health Year-Book 1927.*

Reports on the Public Health Progress of Twenty-Seven Countries in 1926. (French and English.) 820 pages. Size 18.5 × 24 cm. (C.H. 599.)

## II. SPECIAL STUDIES AND INVESTIGATIONS.

### I. *Malaria Commission.*

“Principles and Methods of Anti-Malarial Measures in *Europe.*” Second General Report of the Malaria Commission (July 1927). (French and English.) Size 18.5 × 24 cm. 95 pages. (C.H./Malaria/73.)

This report summarises the conclusions of the Commission based on the results of its study tours to all countries in Europe in which malaria is a serious cause of sickness. It contains a critical study of the various anti-malaria measures now in use and deals with the essential desiderata of an anti-malaria campaign.

“Rapport sur le voyage d'étude de la Commission du paludisme en *Sicile*” (July 1927). (French only.) Size 18.5 × 24 cm. 49 pages. (C.H./Malaria/69 [I].)

This report describes the present position with regard to malaria in Sicily and the measures that have been or are being taken to diminish its prevalence.

“Malaria in the Kingdom of the *Netherlands.*” Report to the Malaria Commission of the Health Committee of the League of Nations, by Professor *N. H. Swellengrebel* (July 1927). (English only.) Size 18.5 × 24 cm. 72 pages. (C.H. 196.)

Programme of the malaria courses arranged by the Health Organisation of the League of Nations (February 1927). (French, English and German editions.) Size 15.5 × 24 cm. 23 pages. (C.H./Malaria/74.)

Contains a detailed programme of the courses arranged by the Health Organisation of the League of Nations at the Institute of Maritime and Tropical Medicine, Hamburg, the London School of Tropical Medicine, and at the Faculty of Medicine of Paris. These courses are intended for Government medical officers engaged on anti-malaria duty.

### 2. *Commission for the Study of Human Trypanosomiasis.* (Size 19 × 25 cm.)

*Interim Report* of the International Commission on Human Trypanosomiasis (April 1927). (French and English.) 147 pages. (C.H. 536.)

*Final Report* of the International Commission on Human Trypanosomiasis. (French and English editions in preparation.) (C.H. 629.)

This report includes eight contributions which have been written by the members of the Commission (*Dr. Duke, Dr. Kleine, Dr. Lavier, Dr. Peruzzi, Dr. Prates and Dr. Van Hoof*), and also their conclusions and final recommendations.

### 3. *International Rabies Conference.*

Report on the Work of the International Rabies Conference, held at the Pasteur Institute, Paris, April 25th to April 30th, 1927. (French and English.) Size 20.5 × 33 cm. 8 pages. (C.H. 604.)

Resolutions adopted by the Conference and Reports based on information supplied by sixty-two Anti-Rabies Institutes and on the Discussions at the Conference. — Rapporteurs MM. *A. C. Marie*, Professor at the Pasteur Institute, Paris; *P. Remlinger*, Director of the Pasteur Institute, Morocco (Tangier); *H. Vallée*, Director of the Laboratoire national de recherches, French Ministry of Agriculture (December 1927). (French and English.) Size 16 × 24 cm. 164 pages. (C.H. 531.(1).)

### 4. *Cancer Commission.*

Report on the work of the Cancer Commission for the Years 1923 to 1927, by *Sir George Buchanan*, President (October 1927). (French and English.) Size 21 × 33 cm. 11 pages. (C.H. 631.)

### 5. *Health Experts on Infant Welfare.*

Conference of Health Experts on Infant Welfare: Report on the Second Session, held in Paris, January 17th to 20th, 1927. (French and English.) Size 15.5 × 24 cm. 14 pages. (C.H. 534.)

Report on the work of the Conference of Health Experts on Infant Welfare, held at Montevideo from June 7th to 11th, 1927. (French and English.) Size 21 × 33 cm. 3 pages. (C.H. 617.)

Report on the Conference of Health Experts on Infant Welfare, held at Vienna on September 26th to 28th, 1927. (French and English.) Size 21 × 33 cm. 14 pages. (C.H. 634.)

These reports contain information on the proceedings of the different meetings and the resolutions adopted; also special studies on several important subjects presented to the Conferences.

6. *Smallpox Commission.*

Report of the session of the Smallpox and Vaccination Commission, held in Berlin on January 13th and 14th, 1927. (French and English.) Size 21 × 33 cm. 6 pages. (C.H. 533.)  
This report is concerned with four different methods used for the titration of vaccine lymph.

7. *Joint Commission on Health Insurance.*

Joint Commission of Experts for the Study of the Relationship between Public Health Services and Health Insurance Organisation: Report on the work of the first session, held at Geneva on April 11th and 12th, 1927. (French and English.) Size 21 × 33 cm. 3 pages. (C.H. 590.)

8. *Commission of Expert Statisticians.*

Report on the first session of the Commission of Expert Statisticians, held at Geneva on March 14th, 15th, 16th and 17th, 1927 (March 1927). (French and English.) Size 21 × 33 cm. 8 pages. (C.H. 576.)

9. *Miscellaneous.*

"Cholera Bilivaccin and Anti-Cholera Vaccin: A Comparative Field Test", by Lt.-Col. *Russell*, Director of Public Health, Madras Presidency (October 1927). (English only.) Size 18.5 × 23 cm. 39 pages. (C.H. 662.)

This report gives the results of an investigation carried out in the Madras Presidency to test the value of cholera bilivaccin as a prophylactic.

III. REPORTS AND MINUTES OF SESSIONS OF HEALTH COMMITTEE:  
CONSTITUTIONAL QUESTIONS.

1. *Reports.*

Health Organisation. Annual Report for 1926 (March 1927). (French and English.) Size 21 × 33 cm. 29 pages. (A.9.1927.III/C.H. 529.)

Reports on the work of the sessions of the Health Committee. (Size 21 × 33 cm.)

Ninth session, Geneva, February 14th-18th, 1927. (Bilingual.) 8 pages. (C.51.1927.III/C.H. 556.)

Tenth (extraordinary) session, Paris, April 26th-27th, 1927. (Bilingual.) 3 pages. (C.225.1927.III/C.H. 602.)

Eleventh session, Geneva, October 28th-November 3rd, 1927. (Bilingual.) 8 pages. (C.533.1927.III/C.H. 666.)

Report presented to the eighth session of the Assembly by the Second Committee (September 1927). (French and English.) 4 pages. (A.69.1927.III.)

Report on the meeting of Health Experts on Infant Welfare held at Montevideo and on the technical mission in Argentine, Brazil and Uruguay (September 1927). (French and English.) Size 21 × 33 cm. 5 pages. (A.49.1927.III.)

Results of the missions carried out in certain Latin-American countries by the President of the Health Committee: Report presented to the Assembly by the Second Committee (September 1927). (French and English.) Size 21 × 33 cm. 4 pages. (A.68.1927.III.)

2. *Minutes of the Sessions of the Health Committee.*

(Size 21 × 33 cm.)

Ninth session, Geneva, February 14th-18th, 1927. (French and English.) 93 pages. (C.107.M.38.1927.III.)

Tenth (extraordinary) session, Paris, April 26th-27th, 1927. (French and English.) 16 pages. (C.350.M.124.1927.III.)

Eleventh session, Geneva, October 28th - November 3rd, 1927. (French and English.) 180 pages. (C.579.M.205.1927.III.)

Annex 1.

RESOLUTIONS OF THE EXPERT PLAGUE COMMITTEE  
Passed in Calcutta, December 9th, 1927.

The following investigations are considered of particular importance by the expert Plague Committee.

A. BUBONIC PLAGUE.

1. Further investigations into the methods of destruction of rats and fleas.
2. Investigation on the comparative epidemiological rôle of the various species of fleas in plague transmission in selected areas of India, as being the most infected country, the species of fleas concerned and their viability under natural conditions.
3. Survey of plague in wild rodents of Northern Asia (Transbaikalia, Manchuria and other Chinese provinces) by an international mission, provided such mission receives substantial support from the countries concerned.
4. Investigation on the part played by grain and cotton in the dissemination of plague and measures to prevent this spread (desinfestation).
5. Investigation of the conditions under which plague is carried over from one season of incidence to another (problem of its recrudescence).
6. Investigation of the relative importance of rodents other than rats in the transmission of plague in various countries.
7. Investigation of rat and flea conditions in ports (shore, lighters, ships), the ship fauna being investigated both in ports and during the voyages, in eastern and western areas. This information should be collected by the Singapore Bureau for providing information applicable to quarantine measures.
8. Prophylaxis and therapeutics:
  - (a) Speedy preparation of anti-plague vaccine;
  - (b) Possibility of reducing local reaction to anti-plague vaccine;
  - (c) Possibility of producing a plague anti-toxic serum;
  - (d) Further studies on anti-plague bacteriophage and its practical applications;
  - (e) Chemotherapy of plague.

B. PNEUMONIC PLAGUE.

1. Investigation of the incidence of bubonic plague cases in outbreaks of pneumonic plague; relative incidences of cases of bubonic plague, secondary pulmonary plague and primary pneumonic plague, in various outbreaks.
2. Study of the possibility of existence of a special ultravirus or filter-passing form of *B. pestis* as the causative agent of pneumonic plague.

Annex 2.

CONSTITUTION AND ARTICLES OF PROCEDURE ADOPTED BY THE SUB-COMMITTEE  
ON THE CONSTITUTION OF THE ADVISORY COUNCIL AND SUBMITTED TO THE  
ADVISORY COUNCIL FOR ADOPTION.

Article 1.

The Advisory Council shall be constituted and shall exercise its power in conformity with the provisions of the resolutions of the Council of the League of Nations, and shall consist of one delegate from each of the following countries:

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Notices of the meeting shall be sent out by the Director of the Eastern Bureau. These notices must reach the Health Administrations concerned, except in cases of emergency, two months at last before the opening of the sessions.

6. *Smallpox Commission.*

Report of the session of the Smallpox and Vaccination Commission, held in Berlin on January 13th and 14th, 1927. (French and English.) Size 21 × 33 cm. 6 pages. (C.H. 533.) This report is concerned with four different methods used for the titration of vaccine lymph.

7. *Joint Commission on Health Insurance.*

Joint Commission of Experts for the Study of the Relationship between Public Health Services and Health Insurance Organisation: Report on the work of the first session, held at Geneva on April 11th and 12th, 1927. (French and English.) Size 21 × 33 cm. 3 pages. (C.H. 590.)

8. *Commission of Expert Statisticians.*

Report on the first session of the Commission of Expert Statisticians, held at Geneva on March 14th, 15th, 16th and 17th, 1927 (March 1927). (French and English.) Size 21 × 33 cm. 8 pages. (C.H. 576.)

9. *Miscellaneous.*

"Cholera Bilivaccin and Anti-Cholera Vaccin: A Comparative Field Test", by Lt.-Col. *Russell*, Director of Public Health, Madras Presidency (October 1927). (English only.) Size 18.5 × 23 cm. 39 pages. (C.H. 662.)

This report gives the results of an investigation carried out in the Madras Presidency to test the value of cholera bilivaccin as a prophylactic.

III. REPORTS AND MINUTES OF SESSIONS OF HEALTH COMMITTEE:  
CONSTITUTIONAL QUESTIONS.

1. *Reports.*

Health Organisation. Annual Report for 1926 (March 1927). (French and English.) Size 21 × 33 cm. 29 pages. (A.9.1927.III/C.H. 529.)

Reports on the work of the sessions of the Health Committee. (Size 21 × 33 cm.)

Ninth session, Geneva, February 14th-18th, 1927. (Bilingual.) 8 pages. (C.51.1927.III/C.H. 556.)

Tenth (extraordinary) session, Paris, April 26th-27th, 1927. (Bilingual.) 3 pages. (C.225.1927.III/C.H. 602.)

Eleventh session, Geneva, October 28th-November 3rd, 1927. (Bilingual.) 8 pages. (C.533.1927.III/C.H. 666.)

Report presented to the eighth session of the Assembly by the Second Committee (September 1927). (French and English.) 4 pages. (A.69.1927.III.)

Report on the meeting of Health Experts on Infant Welfare held at Montevideo and on the technical mission in Argentine, Brazil and Uruguay (September 1927). (French and English.) Size 21 × 33 cm. 5 pages. (A.49.1927.III.)

Results of the missions carried out in certain Latin-American countries by the President of the Health Committee: Report presented to the Assembly by the Second Committee (September 1927). (French and English.) Size 21 × 33 cm. 4 pages. (A.68.1927.III.)

2. *Minutes of the Sessions of the Health Committee.*

(Size 21 × 33 cm.)

Ninth session, Geneva, February 14th-18th, 1927. (French and English.) 93 pages. (C.107.M.38.1927.III.)

Tenth (extraordinary) session, Paris, April 26th-27th, 1927. (French and English.) 16 pages. (C.350.M.124.1927.III.)

Eleventh session, Geneva, October 28th - November 3rd, 1927. (French and English.) 180 pages. (C.579.M.205.1927.III.)

Annex 1.

RESOLUTIONS OF THE EXPERT PLAGUE COMMITTEE  
Passed in Calcutta, December 9th, 1927.

The following investigations are considered of particular importance by the expert Plague Committee.

A. BUBONIC PLAGUE.

1. Further investigations into the methods of destruction of rats and fleas.
2. Investigation on the comparative epidemiological rôle of the various species of fleas in plague transmission in selected areas of India, as being the most infected country, the species of fleas concerned and their viability under natural conditions.
3. Survey of plague in wild rodents of Northern Asia (Transbaikalia, Manchuria and other Chinese provinces) by an international mission, provided such mission receives substantial support from the countries concerned.
4. Investigation on the part played by grain and cotton in the dissemination of plague and measures to prevent this spread (desinfestation).
5. Investigation of the conditions under which plague is carried over from one season of incidence to another (problem of its recrudescence).
6. Investigation of the relative importance of rodents other than rats in the transmission of plague in various countries.
7. Investigation of rat and flea conditions in ports (shore, lighters, ships), the ship fauna being investigated both in ports and during the voyages, in eastern and western areas. This information should be collected by the Singapore Bureau for providing information applicable to quarantine measures.
8. Prophylaxis and therapeutics:
  - (a) Speedy preparation of anti-plague vaccine;
  - (b) Possibility of reducing local reaction to anti-plague vaccine;
  - (c) Possibility of producing a plague anti-toxic serum;
  - (d) Further studies on anti-plague bacteriophage and its practical applications;
  - (e) Chemotherapy of plague.

B. PNEUMONIC PLAGUE.

1. Investigation of the incidence of bubonic plague cases in outbreaks of pneumonic plague; relative incidences of cases of bubonic plague, secondary pulmonary plague and primary pneumonic plague, in various outbreaks.
2. Study of the possibility of existence of a special ultravirus or filter-passing form of *B. pestis* as the causative agent of pneumonic plague.

Annex 2.

CONSTITUTION AND ARTICLES OF PROCEDURE ADOPTED BY THE SUB-COMMITTEE  
ON THE CONSTITUTION OF THE ADVISORY COUNCIL AND SUBMITTED TO THE  
ADVISORY COUNCIL FOR ADOPTION.

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*Article 4.*

The agenda of the session shall be attached to the notices.

Any member of the Advisory Council may notify the Director of the Bureau that he proposes to ask for the inclusion of a particular question in the agenda of the session. The Advisory Council shall decide as to the inclusion of such question in its agenda by a two-thirds majority of the members present.

In the course of a session, the Advisory Council may also decide by a two-thirds majority of the members present to add a question to its agenda.

*Article 5.*

The report of the Director of the Bureau and any reports concerning questions placed on the agenda of the session of the Advisory Council shall, so far as possible, be sent so that members receive them a fortnight before the beginning of the session.

*Article 6.*

The report of the Director of the Bureau must be submitted for the approval of the Advisory Council and such approval must be recorded in the Minutes of the session.

*Article 7.*

All decisions of the Advisory Council, with the exception of those referred to in Article 4, shall be taken by a majority of the members present at the meeting.

If the voting should be equal, the proposal shall be regarded as rejected.

Any reasoned statement of opinion by a minority consisting of one or more members of the Advisory Council shall, if the minority in question so desires, be inserted in the Minutes and communicated to the Health Committee of the League of Nations, together with the resolutions which have been adopted.

*Article 8.*

The Director of the Bureau shall transmit as rapidly as possible to the Director of the Health Section of the League of Nations Secretariat the resolution adopted by the Advisory Council and the Minutes of the meetings, for communication to the Health Committee of the League.

Resolutions of the Advisory Council must obtain the approval of the Health Committee of the League of Nations before they can be acted upon by the Director of the Bureau.

*Article 9.*

The Advisory Council may recommend to the Health Committee of the League of Nations the constitution of sub-committees, composed exclusively of experts, for the study of questions within the scope of the work of the Eastern Bureau. The decision of the Health Committee whereby a sub-committee is appointed shall define its powers and composition. The reports and proposals of sub-committees shall be brought as speedily as possible to the notice of the members of the Advisory Council and of the Health Committee of the League and shall be submitted for the consideration of the Advisory Council at its next session, or, in urgent cases, to its chairman. Expert sub-committees shall be convened by their chairman through the intermediary of the Secretary-General of the League of Nations.

*Article 10.*

It shall be the duty of the Eastern Bureau to make such arrangements as may be necessary for the work of the Advisory Council and of expert sub-committees and for the examination of questions placed on their agenda, and to carry out the technical work involved by any decisions taken by these bodies within the limits of their competence. The Advisory Council and its expert sub-committees may, if they see fit, authorise their members to undertake, on their own responsibility and in their respective countries, such researches and investigations as may be required for the work of the sub-committees concerned.

In the event of expenditure being involved by such researches and investigations, advances may be granted to these members within limits approved by the Health Committee and after agreement with the Secretary-General of the League.

*Article 11.*

In the intervals between the Advisory Council's sessions, the Director of the Bureau shall keep the chairman regularly informed of the progress of the work and of any proposals received by him. He shall draw up each year a general report on the work of the Bureau and this report shall be submitted to the Advisory Council in accordance with the provisions of Articles 5 and 6.

*Article 12.*

In the course of its annual session, the Advisory Council shall study the budget estimates drawn up for the next calendar year by the Director of the Eastern Bureau after consultation with the Director of the Health Section of the League of Nations Secretariat; these budget estimates, together with the observations or alterations deemed advisable by the Advisory Council, shall be submitted for decision to the Health Committee of the League.

*Article 13.*

The present constitution and rules of procedure may be modified at the Advisory Council's suggestion in the course of any session of the Health Committee of the League of Nations by a majority of the members present.

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Geneva, May 2nd, 1928.

LEAGUE OF NATIONS

## HEALTH ORGANISATION

REPORT OF THE PERMANENT COMMISSION  
ON STANDARDISATION ON SERA,  
SEROLOGICAL REACTIONS AND BIOLOGICAL PRODUCTS.

*Frankfort-on-Main, April 25th to 28th, 1928.*

## I. STANDARDISATION OF ANTIGENS AND ANTI-BODIES.

## I. ANTI-DIPHTHERITIC SERUM.

The Commission noted that, in pursuance of a resolution adopted at the Conference held in Paris in 1922, further comparison of the standard sera of Copenhagen, Frankfort, London, Paris and Washington, carried out at the Danish State Serum Institute, had shown these sera to be identical in titre.

In view of new facts brought to light by the phenomenon of flocculation occurring in the mixture of specific toxin and anti-diphtheritic serum, the Commission decided to study the evaluation of anti-diphtheritic serum and of diphtheritic antigen (toxin and derivatives) by the flocculation method.

To facilitate this study, the Pasteur Institute will place at the disposal of the Health Organisation of the League of Nations samples of serum and of antigen, the latter in the form of previously standardised anatoxin.

## 2. ANTI-DIPHTHERITIC VACCINATION BY MEANS OF DERIVATIVES OF TOXIN.

In view of the increasing importance of anti-diphtheritic vaccination by derivatives of toxin (anatoxin, etc.), the study of this subject is proposed.

It is desirable that investigations should now be commenced to determine the value of the preparations in use and of the method of vaccination.

In order to facilitate these investigations, the Pasteur Institute will place at the disposal of the Health Organisation of the League of Nations samples of the anatoxin prepared in the Institute.

## 3. ANTI-TETANUS SERUM.

In pursuance of the following resolution adopted by the Permanent Standards Commission at the session held in Geneva in October 1926:

“ The unit is to be determined with a standard serum in such a way that its relation to the American unit is exactly 2 International to 1 American unit.

“ This resolution is the consequence of the proposals made to the Second International Serological Conference of 1922 by Professors Louis Martin and W. Kolle, and of the investigations carried out in the several laboratories since that date ” —

the Danish State Serum Institute compared the standard sera of the different laboratories and found them equivalent in titre, by the various methods in use.

On the basis of these comparative tests, the Commission now proposes to adopt the anti-tetanic unit as defined in the above resolution.

## 4. ANTI-DYSENTERY SERUM (SHIGA).

In view of the following resolution adopted by the Permanent Standards Commission at the session held at Geneva in October 1926:

“ The method of assay for anti-dysentery serum proposed by the State Serum Institute at Copenhagen, on the basis of the work carried out by the Committee for Investigation of Anti-dysentery Serum (President: Professor Shiga), constitutes a real advance on former methods.

“ It is desirable to continue the trials by taking as standard the serum of the Copenhagen Institute. The Copenhagen Institute will send to each laboratory, every two months for a year, the standard serum, with an exact indication of the method of using this provisional unit.

“ The laboratories concerned will send every two months for a year, to Copenhagen, anti-dysentery serum exactly assayed according to this method, with a view to confirmation of the results obtained.

“ If all the results are in agreement, it will be possible to adopt a definite international unit, in terms of the standard serum of Copenhagen. Only then will it be possible to make a clinical investigation of the therapeutic potency of sera of different origins ” —

the Danish State Serum Institute and the participating Institutes carried out the tests provided for in the resolution and obtained concordant results.

Accordingly, the Commission proposes to adopt a standard serum prepared and distributed by the Danish State Serum Institute to establish the international antitoxic unit.

The serum is prepared for distribution in such a way that 1 unit is contained in 1/200 of 1 c.c.; and that a dilution in the proportion of 1 : 200 contains 1 unit in 1 c.c.

A test dose of a dysentery toxin shall be defined as such a quantity that, when 1 c.c. of this serum dilution is mixed with it, the mixture shall cause death in one-third of the mice receiving it by intravenous injection.

When a toxin is standardised in this way, it may be used in titrating the sera.

### 5. SCARLET FEVER.

Without expressing an opinion on the ætiology of scarlet fever or on the methods of testing sera prepared with the products of culture of hæmolytic streptococci isolated from cases of scarlet fever, it would be useful to render future researches along this line more readily comparable. To this end, the standard serum adopted by the Federal Government of the United States may be selected as a basis for study; the Hygienic Laboratory has agreed to place at the disposition of the Health Organisation of the League of Nations a sufficient quantity of the standard serum.

### 6. ANTI-GAS-GANGRENE SERA.

In view of recent work on this subject, the Commission considered the possibility of standardising different anti-gas-gangrene sera, and decided to institute comparisons of the standards in the countries concerned, and to place this item on the agenda of the next session.

### 7. TUBERCULIN.

In pursuance of the recommendation adopted by the Commission at the session held in Geneva from October 11th to 13th, 1926, in regard to tuberculin, comparative studies of the standards at the National Institute for Medical Research, London, and the Institute of Experimental Therapy, Frankfort, have shown that these standards are identical in potency.

A large amount of this standard has been prepared at the National Institute for Medical Research and placed at the disposal of the Health Organisation of the League of Nations.

The Commission decides to continue the comparison of standards existing in various countries with the standard in question, the State Serum Institute of Copenhagen to act as the central laboratory of the Health Organisation of the League of Nations for this purpose.

In view of the encouraging results already obtained, the Commission considers that agreement may shortly be reached in regard to an international standard.

### 8. BLOOD GROUPS.

The Commission:

I. Learns with satisfaction that, on the initiative of the Health Organisation of the League of Nations, the nomenclature proposed by von Dungern and Hirszfeld for the classification of blood groups has been generally accepted, and recommends that this nomenclature shall be adopted for international use, as follows:

O            A            B            AB

To facilitate the change from the nomenclature hitherto employed, the following is suggested:

Jansky            O (I)            A (II)            B (III)            AB (IV)  
Moss            O (IV)            A (II)            B (III)            AB (I)

II. Recommends the adoption of the following method of designating test-sera:

Test-serum A (anti-B),  
Test-serum B (anti-A).

III. Suggests that test-serum A (anti-B) should be placed in containers of white glass, test-serum B (anti-A) in containers of brown glass.

IV. Considers that the standard sera in use in various countries should be compared by the Danish State Serum Institute, acting as the central laboratory of the Health Organisation of the League of Nations with a view to the ultimate adoption of international standards. For this purpose, comparative experiments should also be made in regard to the preparation, conservation and titration of test-sera, and also of the methods of determining blood groups.

## 9. RABIES.

In view of the ultimate possibility of standardising the material used for anti-rabies treatment, the Commission considers that the proposals of Doctor Remlinger provide useful methods of giving effect to the recommendations of the International Rabies Conference.

## II. STANDARDISATION OF THERAPEUTIC SUBSTANCES BY BIOLOGICAL METHODS.

### I. SALVARSAN.

The Commission reviewed the recommendations of the Geneva Conference of 1925 as to the suitability of the standard preparations supplied by Professor Kolle, and distributed by Dr. Dale for experimental investigation. The following conclusions with regard to the Geneva recommendations were reached:

I. That the internationally recognised biological standardisation of remedies of the arsenobenzene group should be made with a series of standard preparations, one for each of the compounds in question. (Endorsed without modification.)

II. That the following are the remedies which at present should be the subject of internationally recognised standardisation (endorsed without modification):

1. Dioxydiamino-arsenobenzene dihydrochloride (syn. salvarsan, arsphenamine, arsenobenzol, etc.); and
2. Its metallic derivatives (silver-salvarsan); and
3. Its sodium salt (sodium salvarsan);
4. Dioxydiamino-arsenobenzene sulphoxylate of sodium (syn. neosalvarsan, neo-arsphenamine, novarsenobenzol, etc.);
5. Neosilver-salvarsan;
6. Sulpharsphenamine (syn. sulfarsenol).

III. That Professor Kolle of the Georg-Speyer Haus, Frankfurt-on-M., be requested to accept the responsibility for preparing, maintaining and distributing the standard preparations (1) to (5) on behalf of the Health Organisation of the League of Nations, and that Professor Voegtlin, of the Hygienic Laboratory, Washington, be invited similarly to be responsible for the standard preparation of (6). (Endorsed.)

The Commission added the following recommendations with regard to the standard preparations of neosalvarsan and sulpharsphenamine:

(1) That the standard samples for neosalvarsan and sulpharsphenamine provided by Professor Kolle and Voegtlin respectively for trial, are suitable, as regards toxicity and experimental therapeutic activity, for adoption as the basis for the international standards;

(2) That, when a new preparation of neosalvarsan is required, it shall be tested in the first instance in the Frankfurt Institute of Experimental Therapy, and there found to be equivalent in toxicity and experimental therapeutic activity to the existing standard; and that its equivalence to the existing standard in these respects shall be confirmed by tests carried out in the National Institute for Medical Research, London, acting on behalf of the Health Organisation of the League of Nations, before its adoption for use as an international standard.

Similarly, when a new standard of sulpharsphenamine (sulpharsenobenzene, sulpharsenol, myosalvarsan) is required, this shall similarly be tested and found equivalent to the existing standard in the Hygienic Laboratory, Washington, and this finding shall be similarly subject to international confirmation, before the new standard is adopted for international use.

With a view to ensuring the greatest possible stability for the standards of these two salvarsan derivatives, the Commission considered that the following precautions should be adopted. The material intended for use as a standard should be tested for its stability by heating to 60° C. for several days; it should be dried to constant weight *in vacuo* over P<sub>2</sub>O<sub>5</sub>; it should be hermetically sealed in glass ampuls filled with a dry, neutral gas; and it should thereafter be kept at a temperature not higher than 0° C. before issue, and subsequently in the official institute in each country to which it is distributed.

IV. It was decided to recognise a test for experimental therapeutic action on animals infected with spirochaetes as an alternative to that in which trypanosomes are used. The recommendation of the Geneva Conference of 1925 was accordingly modified to read as follows:

“ That every batch of the remedies in question, before issue for therapeutic use on human patients, should be tested on normal animals for toxicity and on animals infected with a suitable strain of pathogenic trypanosomes or spirochaetes for experimental therapeutic activity.”

V. In view of experiments undertaken to determine the efficacy of different tests in recognising the presence in different preparations of a toxicity exceeding that of the standard preparation by varying percentages, it was decided that a 20% excess of toxicity above that of the standard would be a suitable limit of tolerance, and the recommendation of the Geneva Conference of 1925 was accordingly modified to read as follows:

“ That samples of every batch should be tested for toxicity on at least ten mice or five rats, or on both, material from several separate ampoules of each batch being separately tested, and that only such preparations should be passed for issue as exhibit, under identical conditions of experiment, a toxicity not exceeding that of the corresponding standard sample by more than 20 per cent.”

VI. The necessary modification was made in conformity with IV as now adopted:

“ (1) A series of mice or rats is to be taken, having the same degree of infection with trypanosomes or spirochaetes, as determined by some method of enumeration per unit volume of blood.

“ (2) In such a series of animals with a uniform degree of infection, each batch should be tested for therapeutic action in several (*e.g.*, two to four) doses, with at least three animals on each dose, and the result should be evaluated by comparison with the effects of the standard preparation, administered to animals of the same species, with the same degree of infection.

“ (3) Only such preparations should be passed for issue as exhibit, under identical conditions of experiment, an experimental therapeutic activity not less than that of the corresponding standard sample by more than 20 per cent.”

VII. It is further recommended that, before a batch of one of the remedies in question is certified for general issue, samples of it shall have been used on a series of human patients, under the supervision of a qualified expert. (Endorsed without modification.)

VIII. It was agreed that any individual State could modify its national standard, on the condition that its toxicity and its experimental therapeutic activity are determined by comparison with those of the International Standard.

## 2. DIGITALIS.

The Commission reviewed the recommendations of the Conference held at Geneva in 1925. In considering recommendation No. 1:

“ 1. That, as an international standard, a dry, powdered preparation of the leaves of *digitalis purpurea* shall be made by Professor Magnus, on behalf of the Health Organisation of the League of Nations, of the same strength ( $\pm 10\%$ ) as the experimental standard powder, prepared in accordance with the decision of the First International Conference on Biological Standardisation (Edinburgh, 1923), and forming the basis of the various reports presented to this Conference. This standard shall be prepared by the mixture of ten different powders, made from leaves properly dried at 55-60° C., shall be adjusted by biological assays, carried out by Professor Magnus (who will use the method of assay on cats), and shall be distributed for international use. The permanence of its activity shall be annually controlled by Professor Magnus. If it should deteriorate, or if the supply should be nearly exhausted, a new standard preparation shall be prepared by the same method, and of exactly equal activity.

“ The preparation shall be distributed in sealed ampuls of brown glass. These shall be placed at the disposal of the different countries, for the assay of their own national standard preparations” —

they had in evidence reports from different countries in which the standard preparation furnished by the late Professor Magnus had been on trial since 1925. In Germany, a national standard based on that prepared by Professor Magnus had been officially adopted, and in practical use since January 1st, 1928. There had been no difficulty in preparing the whole of the supply of *Folia digitalis* required for use in Germany to such a strength that 1 gramme contained from 2,200-2,350 lethal doses for the frog, a value which corresponded closely with that of the standard prepared by Professor Magnus. The results in other countries in which the standard had been tried, but without official adoption, being also uniformly favourable, the Commission decided that the standard preparation in question should now be definitely adopted for international use.

Owing to the lamented death of Professor Magnus since the Geneva Conference of 1925, it was necessary to recommend a new arrangement for the renewal of the standard when the present supply should be nearly exhausted or should show signs of deterioration. The Commission recommended that the Pharmacological Laboratory University of Utrecht, Holland, be requested to undertake this responsibility. They recommended that Dr. Bijlsma should be asked to prepare

such a standard by mixing a number of samples of carefully dried digitalis leaves from different sources, so as to obtain a mixture possessing specific activity identical with that of the existing standard as measured by the cat method. They further recommended that, before its adoption to replace the standard prepared by Professor Magnus and in international use, the new standard prepared by Dr. Bijlsma should be tested in other countries by other methods — by the infusion methods using guinea-pigs as recommended by Professor Knaffl-Lenz or dogs as recommended by Professor Tiffeneau, and particularly by the lethal dose method on the frog. Only when the reports from the experts in different countries, who would test it by such different methods, showed it to be practically identical in activity with the existing standard, should it be definitely adopted. It will then be kept and distributed by the National Institute for Medical Research, London, acting on behalf of the Health Organisation of the League of Nations. The Commission further recommended that, in preparing a standard for international use, it would be desirable to use more stringent precautions for drying the material than those which were adopted by Professor Magnus, so as to give a water-content in the final product, as distributed into glass ampuls for preservation, of not more than 3 per cent, in place of the 7 to 8 per cent water-content of the existing standard preparation.

“ No. 2. According to present knowledge, no particular method of extraction (infusion, cold alcohol, warm alcohol) can be recommended as the only correct one. It is necessary, however, for the purpose of assay, that the preparation to be tested and the standard preparation shall be extracted by the same method.” (Adopted without modification.)

No. 3. The Commission considered that they had now sufficient evidence before them to justify a somewhat wider recommendation with regard to comparative methods of testing than that adopted by the Geneva Conference of 1925. It considered that the following methods might be recommended as suitable:

(a) The frog method in the form recommended by the Geneva Conference, or in its other modifications.

(b) The method using intravenous infusion in the mammal, as described by Hatscher and modified by Magnus and his colleagues for the cat, by Knaffl-Lenz for the guinea-pig, or by Tiffeneau for the dog.

(c) The Commission considered that the methods described by Mansfeld, using portions of the isolated *sinus venosus* of the frog, and by Trevan, using the isolated auricle of the rabbit, merited further investigation, with a view to consideration on a future occasion.

With regard to the recommendation made by the Geneva Conference of 1925, in connection with the frog test, as described in detail in their report, for a tolerance of  $\pm 25$  per cent in relation to the standard, the Commission considered, in the light of experience since obtained, that this allowance was unduly generous, and that the tolerance of  $\pm 15$  per cent would give an adequate margin for practical use.

With regard to the preparation and standardisation of the *tincture* of digitalis, the Commission took the view that it is desirable to have regard to the conditions of its preparation, whether in small quantities, as by the individual pharmacist, or on a large scale, as in pharmaceutical factories. In the former case, no further prescription is necessary than the use, for preparation of the tincture, of a standardised powder, so as to conform to the international standard. In the latter case, which would apply also to the manufacture on a large scale of different proprietary preparations of digitalis containing the whole of the active principles of the drug, it was regarded as unnecessary to require the use of the drug of standard strength, provided that the activity of the tincture, as so prepared, is controlled by biological assay, and adjusted to identity in activity with the tincture prepared from the international standard. For the convenience of notation under such conditions, it was considered that the definition of a *unit* of digitalis activity, in terms of the international standard preparation, would be desirable, and the Commission made accordingly the following recommendation:

“ That, when the dosage of digitalis or its preparations is expressed in units of activity, the unit employed for any preparation and in any country should be an *international unit*, which should be defined as *the specific activity contained in 0.1 gramme of the international standard powder.*”

No. 4. With regard to the recommendation of the Geneva Conference of 1925 for the use of *G. strophanthin* (ouabain) as a standard for preparations of *strophanthus*, the Commission, considering the variable activity of different preparations of ouabain, due to varying proportions of water of crystallisation, recommends that, in using ouabain as a standard for biological assay, the quantity employed should be expressed in terms of the weight of water-free ouabain present. To facilitate this they recommended that a sample of ouabain should be prepared and kept as an international standard for the biological assay of *strophanthus* and its preparations, and that this standard should have an accurately determined content of water-free ouabain. Professor Tiffeneau will prepare such a standard and place it at the disposal of the League of Nations, the National Institute for Medical Research, London, keeping and distributing it on behalf of the Health Organisation.

### 3. SCILLA.

The Commission considered the possibility of establishing an international standard for scilla and its preparations and recommended that the possibility of preparing a stable standard from a suitable dried sample of the drug should be the subject of experimental enquiry.

#### 4. INSULIN.

The Commission had under review results from official and other laboratories in different countries, in which, since 1925, the standard preparations of insulin recommended by the Geneva Conference of 1925 have been in use. The Commission found that the results were uniformly favourable and that the unit adopted and recommended by the Geneva Conference of 1925 was now in use all over the world as the only unit of insulin. In view of this satisfactory position, the Commission decided to adopt the recommendations of the Geneva Conference of 1925 as regards the standard of insulin without modification:

" 1. That the dry preparation of insulin hydrochloride, prepared by the Medical Research Council of Great Britain, at the request of the Edinburgh Conference, should be accepted as the international standard preparation of insulin. That 1 milligramme of this standard contains 8 units of insulin (or 1 unit = 0.125 milligramme), as provisionally defined by the Insulin Committee of the University of Toronto.

" 2. That this standard preparation be kept, on behalf of the Health Organisation of the League of Nations, by the Medical Research Council, who will undertake to test the permanence of its potency from time to time.

" 3. That samples of this preparation, weighing 0.100 gramme each, be sent to some responsible organisation in each country (such as an Insulin Committee or a Government institution) who will undertake further distribution to testing laboratories. In those countries in which no suitable organisation for this purpose exists, samples of the standard will be distributed by the Medical Research Council after consultation with the Insulin Committee of the University of Toronto, or, in case this Committee be discontinued, with one appointed by the Committee of the League of Nations.

" 4. That each testing laboratory should prepare a standard of its own, and should compare the potency of this with the sample of the international standard placed in its hands for this purpose. When the latter is exhausted, further comparisons with the international standard should, where possible, be undertaken by the responsible authority for the particular country.

" 5. That either of the following methods be considered as suitable for the bio-assay of insulin:

" (a) *Methods depending on the effect on blood-sugar.*

" *First method.* — Varying quantities of insulin that are less than the convulsive dose are injected subcutaneously into rabbits of about two kilograms body-weight, from which food has been withheld for 18-24 hours, and the average of the blood-sugar percentages over a period of five hours after the injection is subtracted from the blood-sugar percentage immediately preceding the injection. The number of units of insulin present in each cubic centimetre of the preparation is then calculated by use of a formula (see report). Each rabbit used in the assays is tested at suitable intervals with a standard preparation which is periodically compared with the international standard.

" *Second method.* — Alternatively, one-half of a series of rabbits receives, in each case, an injection of  $\frac{1}{2}$  unit of the standard preparation per kilogram, and the other half receives, on the same day, the dose supposed to be equivalent to the sample under test. The percentage fall of the blood-sugar content over a period of five hours is determined as above. A few days later the determinations are repeated on the same series of rabbits in this way, that the rabbits previously receiving the standard preparation now receive that under test and *vice versa*.

" From the relation between the falls of blood-sugar content produced, on the one hand, by the standard preparation, and on the other hand by the sample under test, the true activity of the latter in units per c.c. can be calculated. (See separate report.)

" (b) *Method depending on the incidence of symptoms in white mice.*

" The assay is carried out by comparison with a standard preparation injected simultaneously with the unknown sample on an equal number of mice from a common stock. The onset of convulsions or collapse is used as the end point of the reaction and a mouse dose is the quantity producing convulsions (or collapse) in half the number of mice injected. During the test the mice are kept in an incubator at a uniform temperature of not less than 30° C. (For details of these methods see separate report.)

" 6. That the Conference appoint a sub-committee, which shall submit recommendations with regard to the permissible content of organic solid matter per unit in preparations of insulin and with regard to tests for the stability of such preparations.

" 7. That, in future, the term "unit of insulin" or "insulin unit" should only be used in the sense indicated above."

On the question raised concerning recommendation No. 6, no information had been received from the suggested Sub-Committee to put before the Commission, with a view to a decision concerning the permissible content of organic solid matter per unit in preparations of insulin, or with regard to tests for the stability of such preparations. In view of the general improvement of the preparations of insulin now manufactured in different countries in both these respects, the Commission is of opinion that international action with regard to them might no longer be necessary. Recommendation No. 6 of the Geneva Conference may be regarded as in abeyance until there is some further indication of the necessity of international action. It was decided that the standard will be conserved and distributed by the National Institute for Medical Research, London, acting on behalf of the Health Organisation of the League of Nations.

PITUITARY EXTRACT.

The Commission reviewed the recommendation made by the Geneva Conference of 1925 and reached the following conclusions:

Recommendations 1 and 2 should be endorsed without modification, the reports from different centres to which the standard material prepared by Professor Voegtlin had been distributed in the intervening period being uniformly favourable to its adoption, viz. :

“ 1. That the dry (acetone) extracted substance of the fresh posterior lobe of the pituitary gland, which was recommended by Professor Voegtlin to the Edinburgh Conference as suitable for adoption as a standard of activity for pituitary extracts, and which has since been adopted as the standard for this purpose in the United States Pharmacopœia, Edition X, be now definitely accepted as the International Standard.

“ 2. That, since the evidence before the Conference indicates that, by strict adherence to the instructions for its preparation, as given in the United States Pharmacopœia, Edition X, a sample of this powder of standard strength can be prepared at any time and in any country, the authority responsible for biological standardisation, in each country concerned, should prepare such quantities of the standard as are needed for distribution in its own country. That Professor Voegtlin be requested to furnish, on behalf of the Health Organisation of the League of Nations, a small sample of the standard, as originally prepared for examination by the Edinburgh Conference, to any authority which may need it for confirmation of its own national standard.”

With regard to recommendations Nos. 3 and 4, the Commission regarded these as no longer necessary and as possibly undesirable, in view of the doubt expressed by certain members of the Conference as to whether these standard powders prepared by extraction with acetone retained the anti-diuretic activity of the original gland without loss. The Commission accordingly decided that recommendations Nos. 3 and 4 of the Geneva Conference should not be endorsed.

Recommendation No. 5 was discussed in detail and the Commission decided that it should be altered to read as follows:

“ That the extracts from the standard powder should be prepared for the purposes of the comparative biological tests according to the method indicated in the United States Pharmacopœia, Edition X; for the purposes of biological assay, the test on the isolated uterus of the virgin guinea-pig as described in the United States Pharmacopœia, Edition X, is recommended for estimation of the oxytocic activity; for estimation of the pressor activity, comparative tests on the anæsthetised dog or the decapitated cat are recommended; for estimation of the anti-diuretic action, tests on the unanæsthetised dog, on the normal man, or on the patient with diabetes insipidus are regarded as suitable.”

*Note.*

The Commission has taken into consideration the effect on the recommendations of the Geneva Conference of 1925 of recent evidence proving that the pressor and oxytocic activities of the pituitary extract are due to different active principles, and of indications that the anti-diuretic activity may be due to yet another principle. It has noted that the discoverers of the method of separating the pressor and oxytocic principles have found no difficulty in expressing the activity of their univalent preparations in pressor and oxytocic units of the international standard powder. It is accordingly of opinion that, if the anti-diuretic action should prove to be due to yet another principle, it may be possible to express its activity in units of anti-diuretic action of the same standard powder, but considers that further evidence is necessary of the uniformity and stability as regards this action of different preparations of the standard.

The Commission accordingly recommends, in the light of the uniformly favourable experience obtained since the Geneva Conference of 1925, *that the dry preparation of the acetone-extracted fresh posterior lobe substance of ox pituitary be now definitely adopted as the international standard preparation for the biological evaluation of preparations of the posterior lobe of the pituitary body, whether containing all the active principles of the lobe, or the pressor or oxytocic principle only, in separate solution.*

It further recommends that the activity of any such preparation should be expressed in relation to the international standard in units of pressor or oxytocic activity, and that, in each case, *the unit of such activity shall be that of 0.5 milligramme of the standard powder.*

Concerning the suitability of the standard for assay of the anti-diuretic action, the Commission as yet expresses no final opinion.

No. 6. The Commission considered recommendation No. 6 of the Geneva Conference of 1925, and decided to adopt it with such modification as to make it read as follows:

“ That, in making the assay for oxytocic action on the guinea-pig's uterus, it is recommended that a test for non-specific, stimulant activity on that organ should be applied. This can be done by treating the extract under examination with normal NaOH for one hour at the ordinary temperature, neutralising to litmus paper, and re-testing on the guinea-pig's uterus; or the untreated extract may be tested for such non-specific, stimulant action on the isolated guinea-pig's intestine in comparison with histamine. Neither method should show an activity corresponding to that of more than 0.1 milligramme of histamine (base) per 10 units of specific oxytocic activity.”



No. 7. In view of the evidence before them that the methods of indicating the strength of extracts in the units recommended by the Geneva Conference of 1925 have been found of practical value in different countries and particularly in the United States of America, where the standard, but not the unit, has already been adopted in the Pharmacopœia, the Commission decided to endorse the recommendation No. 7, of the Geneva Conference of 1925, with modifications, as follows:

“ That the strength of all extracts of the pituitary posterior lobes should be expressed in units of activity, the activity extracted from 0.5 milligramme of the standard powder under the conditions above indicated being defined as one unit. ”

#### 6. THYROID PREPARATIONS.

The question of the necessity of biological standardisation for thyroid preparations was further considered, and the Commission decided to make no further recommendation at present.

#### 7. ERGOT.

In view of results of recent clinical experiments showing that the essential factor in the activity of ergot on the uterus is the action of the specific alkaloids (ergotoxine, ergotamine), histamine having a subsidiary effect in accelerating the onset of the action, and experiments made on the parturient cat, which appeared also to indicate a potentiating effect of histamine on the action of the specific alkaloids, the Commission decided to endorse the recommendation of the Edinburgh Conference for the standardisation of ergot and its preparations by a method measuring its content of the specific alkaloid (ergotoxine or ergotamine). For this purpose, the method of Broom and Clark, using the isolated uterus of the rabbit, was recommended as convenient and accurate.

#### *Anthelmintics.*

#### 8. FILIX MAS.

The Commission made no further recommendation concerning the standardisation of this preparation.

#### 9. OIL OF CHENOPODIUM.

The different biological methods for standardising or controlling the activity of this substance, with reference to its content of ascaridol having proved unsatisfactory, and in every case inferior to a relatively simple colorimetric chemical determination of the ascaridol content, the Commission decided that no recommendation can at present be made for the biological assay of this oil.

#### LIST OF THE PARTICIPANTS.

##### I. *Permanent Standards Commission of Biological and Serological Products:*

Dr. MADSEN, Chairman.	Professor KOLLE.
Dr. H. H. DALE.	Professor Louis MARTIN.

##### II. *Serology: Sub-Commission for Anti-Dysentery Serum.*

Professor DOERR.	Professor DUMAS.	Professor Louis MARTIN.
Professor DOPTER.	Professor HIRSZFELD.	Dr. O'BRIEN.
Dr. DOUGLAS.	Professor KOLLE.	Professor TSURUMI.

The following were invited to discuss:

<i>Anti-Scarlet-fever Serum:</i>	<i>Tuberculin:</i>	<i>Blood Groups:</i>
Dr. H. H. DALE.	Dr. H. H. DALE.	Dr. H. H. DALE.
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Professor Louis MARTIN.	Professor Louis MARTIN.	Professor KOLLE.
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*Anti-Rabies Treatment:* Dr. REMLINGER.

##### III. *Biological Products:*

The following were invited to discuss:

<i>Salvarsan:</i>	<i>Insulin and Pituitary Extract:</i>	<i>Digitalis:</i>
Dr. BIJLSMA.	Dr. BIJLSMA.	Dr. BIJLSMA.
Dr. H. H. DALE.	Dr. H. H. DALE.	Dr. BURN.
Professor HATA.	Professor HATA.	Dr. H. H. DALE.
Professor HIRSZFELD.	Professor KNAFFL-LENZ.	Professor KNAFFL-LENZ.
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The following were also present at the meeting:

Professor Bieling, Professor Bürgers, Professor Busson, Professor Dold, Dr. Gonzales, Professor Haendel, Professor Hetsch, Professor Kraus, Professor Krohne, Professor Laubenheimer, Dr. Leist, Professor Lentz, Dr. Mouriz, Professor Neufeld, Professor Otto, Professor Sachs, Professor Saforcada, Dr. de Santana, Professor Schlossberger, Dr. Schmidt.

25 AUG 1928

Geneva, July 1st, 1928.

LEAGUE OF NATIONS

HEALTH COMMITTEE

TWELFTH SESSION

*Held at Geneva from April 30th to May 5th, 1928.*

LIST OF MEMBERS OF THE COMMITTEE WHO WERE PRESENT  
AT THE TWELFTH SESSION.

- Dr. Th. MADSEN, President, Director of the State Serum Institute, Copenhagen.  
M. O. VELGHE, Vice-President (*ex officio*), President of the Comité permanent de l'Office international d'hygiène publique, Secretary-General of the Ministry of the Interior and of Health, Brussels.  
Dr. H. CARRIÈRE, Vice-President, Director of the Swiss Federal Public Health Service, Berne (attended the meetings from May 2nd).  
Professor Léon BERNARD, Director of the Institute of Hygiene of the Faculty of Medicine of Paris, Professor of Tuberculosis at the Faculty of Medicine of Paris and Technical Health Adviser at the Ministry of Health (attended the meetings from May 4th).  
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Dr. Carlos CHAGAS, Director of the Oswaldo Cruz Institute, Rio de Janeiro.  
Dr. Witold CHODZKO, former Polish Minister of Health; Director of the State School of Hygiene, Warsaw.  
Surgeon-General H. S. CUMMING, Chief of the United States Public Health Service, Washington, D.C.  
Colonel J. D. GRAHAM, Public Health Commissioner with the Government of India, Delhi.  
Dr. C. HAMEL, President of the Reichsgesundheitsamt, Berlin.  
Dr. N. M. J. JITTA, President of the Public Health Council of the Netherlands, The Hague.  
Professor Ricardo JORGE, Director-General of Public Health, Lisbon.  
Dr. A. LUTRARIO, former Director-General of Public Health, Ministry of the Interior, Rome.  
Professor NAGAYO, Government Institute for Infectious Diseases, Tokio.  
Professor B. NOCHT, Rector of the University and Director of the Institute of Tropical Diseases, Hamburg.  
Professor D. OTTOLENGHI, Professor of Hygiene at the Royal University of Bologna.  
Dr. M. TSURUMI, Representative of the Public Health Service of Japan, Paris.  
Dr. C. E. A. WINSLOW, Professor of Public Health, Yale School of Medicine; Member, Public Health Council, State of Connecticut.  
Dr. L. RAJCHMAN, Medical Director, Secretary of the Committee.

At the request of Doctor CUMPTON, who was detained, Dr. C. L. PARK, Chief Medical Officer, Australia House, London, attended the session.

*Absent:*

- Professor G. Araoz ALFARO, President of the National Health Department, Buenos Aires.  
Professor J. CANTACUZÈNE, Professor of Bacteriology and Director of the Institute of Experimental Medicine, Bucharest.  
Dr. Alice HAMILTON, Professor of Industrial Hygiene at Harvard University, Boston, Mass.  
Professor Gustavo PITTALUGA, Professor of Parasitology in the Faculty of Medicine at Madrid University.

The following also attended:

- Dr. Ph. COPANARIS, Director of Public Health, Ministry of Health and Social Welfare, Athens.  
Dr. J. SCOSERIA, President of the Health Council, Montevideo.

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Professor Gustavo PITTALUGA, Professor of Parasitology in the Faculty of Medicine at Madrid University.

The following also attended:

- Dr. Ph. COPANARIS, Director of Public Health, Ministry of Health and Social Welfare, Athens.  
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## FIRST MEETING

*Held on Monday, April 30th, 1928, at 11.a.m.*

President: Dr. Th. MADSEN.

### 345. Opening of the Session.

The PRESIDENT welcomed Dr. Winslow, Dr. Nagayo, and Colonel Graham. He was also glad to note the presence of Dr. Scoseria, Director of Public Health in Uruguay, and of Dr. Copanaris, Director of Public Health in Greece, whom their Governments had requested to follow the work of the Committee, in order to assure contact between their countries and the Health Organisation.

He expressed his pleasure with the election of Dr. Carrière to the Chairmanship of the Opium Committee, and with the appointment of Professor Léon Bernard to the Chair of Tuberculosis of the Faculty of Medicine at Paris. He was also pleased to inform the Committee that the mandate of Surgeon-General Cumming had been renewed for four years.

The Committee could also congratulate itself upon the fact that Dr. Rajchman had been reappointed Medical Director for a period of seven years.

The President regretted the absence of Professor Cantacuzène, Dr. Alfaro, Dr. Raynaud, Professor Pittaluga, Dr. Hamilton, and Dr. Cumpston, who was replacing Dr. Park. Professor Léon Bernard and Dr. Carrière would be at Geneva very shortly in order to attend the meetings.

### 346. Earthquakes in Bulgaria and Greece.

Dr. RAJCHMAN said that when news arrived of the earthquakes that had taken place in Bulgaria and in Greece, the President of the Committee and himself had considered it their duty immediately to get into touch with the sanitary authorities of these countries, in order to ascertain whether they would find the assistance of the Health Committee of service. Telegrams, which he read to the Committee, had been sent by the President and by himself. Later, the Health Section had learnt that the Health Service of the Kingdom of the Serbs, Croats, and Slovenes, as well as those of Roumania and Hungary, intended to place themselves at the disposal of their Bulgarian colleagues. Dr. Copanaris had replied that the disaster at Corinth was not so grave as to require the collaboration of the Committee. On the other hand, Dr. Kessiakoff had accepted with thanks the offer that had been made to him, and the Health Section hoped that it would be able to send to the scene of the disaster Dr. Wroczynski, who would take advantage of his journey through Budapest and through Belgrade to assure the necessary co-ordination with the efforts of the health administrations of the Kingdom of the Serbs, Croats and Slovenes and of Hungary. The Committee would be informed of the course of events.

Dr. Rajchman added that the former Epidemiological Commission had still a small balance of funds which would permit it to take the necessary action without incurring new expenditure from the budget of the Health Organisation.

*The statements of the Medical Director were approved.*

### 347. Agenda of the Session and Order of Work.

Dr. RAJCHMAN informed the Committee that it was proposed to add three new questions to the agenda:

1. The Secretariat had received on Saturday, April 28th, a letter from the Belgian Government, which had been distributed, concerning the control of yellow fever in the Congo estuary. The Secretary-General had replied to the Belgian Government that this letter would be transmitted to the Health Committee, which would no doubt place the question on the agenda of the present session.
2. Sir George Buchanan wished to make a proposal relating to chronic rheumatism.
3. Dr. Jitta wished to raise a question concerning X-rays.

#### *Question of Chronic Rheumatism.*

Sir George BUCHANAN referred to the communication which he had sent on this subject, covering the letter he had received from the President and Secretary of the International Society of Hydrology (Annex 1a). In England, as in many other countries, the question of chronic rheumatism had become specially important lately, both as regards its public health and economic aspects. In connection with this matter, the Government Departments concerned, especially the Ministry of Health, had received invaluable assistance from medical authorities, and had come to realise the advantages of the voluntary association which existed in England, under the presidency of Dr. Fortescue Fox, for the study of rheumatism. This English association

was affiliated to the International Society of Hydrologists, and maintained a periodical which was very useful, and also held periodical conferences.

• Dr. Fox and Dr. van Breemen, the Secretary-General of this Society, had asked Sir George Buchanan to ascertain whether, and in what measure, the Health Organisation would be prepared to collaborate in its work. No doubt its letter had been addressed to him because the President of the International Society of Hydrologists was an Englishman, and also in view of the recent work undertaken by the British Ministry, in close collaboration with specialists, upon this question. He thought the Society worthy of every encouragement, and communicated its letter to the Health Committee in his personal capacity, but not, it would be understood, on behalf of the British Government or the Ministry of Health. As the question could not be discussed that day, he suggested that the letter of the International Society of Hydrologists should be distributed to the members of the Committee and the question placed on the agenda, so that there might be a short discussion upon it before the end of the session.

*The Committee decided to place this question on its agenda.*

#### *Question of X-Rays.*

Dr. JITTA said that he had already raised the question to which he now wished to refer, but that the document had been sent in error to the Cancer Commission. The problem was of great interest to the Netherlands administration. It was not necessary to recall the serious accidents occasioned by the use of X-rays, and the dangers that they presented, not only to professional radiographers, but also to persons who might be exposed unawares to the influence of the rays. There had been many cases of accidents arising from the use of X-rays for purposes other than that for which they were intended. It had also been remarked that these rays could pass through walls and through the air and act at quite a long distance from the radiological laboratory, as had been proved by an experiment recently made at Groningen. Finally, there were now upon the market portable radiological apparatus, the low price of which placed them within the reach of country practitioners, and which were generally used in diagnosis. This apparatus, although useful, might be dangerous if unsuitably employed. Dr. Jitta thought, therefore, that the Committee should consider the general rules governing the use of X-rays.

Surgeon-General CUMMING explained that he had recently had occasion to enter into communication with the Head of the Department of Electrical Research at Washington, in connection with the studies that were to be undertaken in conjunction with the standard offices with regard to the question of ultra-violet rays, etc., with a view to establishing uniformity in the methods of measurement, and to ascertaining the precautions that should be taken against the dangers attendant upon the use of these rays. Surgeon-General Cumming was sure that the services in question in the United States would be glad to take this opportunity of getting into touch with people in other countries who were engaged in research upon the question raised by Dr. Jitta.

*The Committee decided to place the question of X-rays upon its agenda.*

*The draft agenda was adopted, with the above additions (Annex I).*

Dr. RAJCHMAN commented upon the plan that had been distributed to the members of the Committee for the grouping, according to meetings, of the various questions on the agenda.

With regard to the study of the fumigation of ships, he thought that the Committee would no doubt wish to appoint a small Sub-Committee, which would prepare a report and a draft resolution for consideration at a later meeting.

He drew the attention of the Committee, in particular, to the rural hygiene interchange, and said that the Health Section relied upon the discussion that would take place upon this subject for directions from the Committee concerning the organisation, in the future, of interchanges of this type.

*The proposed plan of work was adopted.*

Upon the proposal of the PRESIDENT, *the Committee decided that the Sub-Committee for the study of the fumigation of ships should be composed as follows:*

Surgeon-General CUMMING (Chairman)  
Sir George BUCHANAN  
Colonel GRAHAM  
Dr. JITTA

Professeur NOCHT  
Dr. PARK  
M. VELGHE.

#### 348. Decisions of the Council of the League of Nations.

- (a) Report of M. Adatci, approved by the Council on December 7th, 1927.
- (b) Communication of the Minutes of the meeting of the Council of December 7th, 1927.
- (c) Development of the work of the technical organisations in Latin America.
- (d) Increase in the subsidy of the Rockefeller Foundation for the interchanges to take place during the year 1928.



Dr. RAJCHMAN explained that the Council had, at its last session, in addition to examining and adopting as usual the report presented by one of its members upon the work of the Health Organisation, discussed that report and had decided that the Minutes of the discussion should be specially communicated to the Health Committee.

With regard to the arrangements in virtue of which the schools and study centres about to be instituted in the Argentine and in Brazil might be placed under the auspices of the League of Nations, the Medical Director said that the Secretary-General had forwarded to the Committee the letter from the Brazilian Government. The Committee might profitably examine this question in connection with Item 5 of the agenda: "Collaboration with Latin America".

At the same meeting, the representative of Cuba upon the Council had suggested that the Health Committee should study the means of extending its collaboration to the health administrations of the Latin countries of North America. This question might be examined at the same time as the preceding one.

The Committee might take note, during the meeting, of the financial question submitted by the representative of Cuba at the Council meeting of March 5th, 1928.

*Dr. Rajchman's suggestions were approved.*

#### 349. Epidemiology of Undulant Fever: Communication by the President.

The PRESIDENT explained that surprise had been caused in Denmark by the discovery that this disease, due to *B. abortus* (Bang), was much more widespread than had been supposed. A note upon the question would appear in an issue of the Bulletin of Epidemiological Information, to be distributed within the course of a few days to the members of the Committee<sup>1</sup>. At the Serological Institute of Copenhagen, Dr. Kristensen had examined the blood specimens that had been sent to that Institute for research work upon typhoid and paratyphoid, and his studies which extended from April 1st, 1927, to April 1st, 1928, had covered 2,500 specimens obtained from some 2,150 patients. The sera of 222 of these patients had given, with *B. abortus*, characteristic serological reactions, at least in dilution of a hundredth part.

The President commented upon the facts given in the issue of the Bulletin of Epidemiological Information to which he had just referred. The various control tests that had been made had confirmed the specific character of the serological reaction of *B. abortus*. The distribution of the cases observed was of particular interest. Regarding 209 persons, whose sera had given with *B. abortus* a serological reaction, the following information was available with regard to the probable source of infection:

From cattle: In towns, 19 men, 0 women; in the country, 37 men, 5 women.

From cattle and milk: In towns, 3 men and 2 women; in the country, 47 men and 8 women.

From milk alone: In towns, 24 men and 19 women; in the country, 17 men and 8 women.

No instance of more than one case occurring in the same family had been recorded, and the existence of the disease did not appear to have been localised in any particular part of the country. A chart, appended to the issue of the Bulletin, showed the distribution of the domiciles of 212 patients. From the fact that a whole group of persons, none of whom had had any contact with cattle, had been infected, it had been concluded that the source of infection must probably have been in the milk in its natural state. There did not seem to have been any abnormal epidemic among cattle, and it was therefore supposed that the human cases were not more numerous than before, but that febrile cases of this kind had not hitherto been diagnosed.

The grouping of the patients according to age had shown that no case had occurred below the age of eight years. It could also be stated that no case had been noted in the hospitals and children's homes of Copenhagen or in other places where unboiled milk was consumed in large quantities. The fact that men between fifteen and forty years of age had furnished the great majority of the cases was a characteristic feature. On the other hand, no such characteristic distribution according to age had been noted in the case of women. This observation was particularly curious in view of the fact that, at the present time, women were supposed to drink more milk than men.

The malady had already been observed in the United States, in England and in Germany, where, however, it was considered as a curious fact occurring in isolated cases. It now seemed clear from the studies made in Denmark that this disease was not a mere scientific curiosity but a frequent malady worthy of study, since more than one-fifth of the blood specimens sent to the laboratory of Copenhagen had given positive results. The disease was not very malignant, since it had caused only four deaths in more than 200 cases, but it was very fatiguing, continued for several months and visibly diminished the capacity for work of those who were attacked by it. It would seem that the more the attention of the authorities was drawn to this disease, the larger would be the number of cases of undulant fever observed.

As regards treatment, in several cases serum against undulant fever had been administered with uncertain results. Treatment by vaccine, specific or non-specific, seemed more efficacious.

Surgeon-General CUMMING thanked the President for having raised so interesting a question. A fairly serious epidemic of undulant fever had been noted in Peru in the spring of 1927. In the United States, an epidemic that had occurred in Arizona had also been studied. One of the principal evils of this malady was that the person suffering from it remained in a state of prolonged

<sup>1</sup> R. E. 114 (May 15th, 1928).

weakness. Surgeon-General Cumming quoted the case of a doctor who had suffered from it for seven years.

A serum had been tried, but it could not be said that the results obtained had been very efficacious.

Professor OTTOLENGHI also thanked the President for the very interesting facts that he had submitted to the Committee. It had long been believed that the infection of cattle produced by *Bacillus abortus* was not transmissible to man, and it had been stated that all cases of undulant fever originated in a sick man or in a sick goat, and only sometimes, in conditions which were not very clear, in other animals, including the cow. In Italy, where undulant fever was fairly widespread, the conviction had been acquired during recent years that a certain number of cases of this malady was caused by the enzoötic miscarriage of cows. Real epidemic centres of undulant fever of the Bang bacillus had even been noted in Tuscany in 1922, in 1923 and, notably, in 1924. Groups of cases of the same infection had also been recognised in Emilia and in other regions. It should not, however, be forgotten that diagnosis was made very difficult by the fact that hitherto — as had been proved also by the numerous experiments made by M. Brotzu in the Hygiene Institute of Bologna with cultures from all countries, including Germany and Denmark — there was no means of differentiating with certainty between the Bruce micrococcus and the Bang bacillus, or, more exactly, between the microbes isolated from the goat and from the cow. Consequently, in a case of undulant fever, it was believed that infection was due to one of these two germs, this theory being based essentially upon indirect and anamnestic arguments. It was in this way that in Italy and elsewhere it had finally been admitted that undulant fever could also be produced by the Bang bacillus. On the other hand, the research of M. Brotzu, which had already been mentioned, supported the theory that the Bruce microbe and the Bang microbe represented forms of adaptation of the same germ to two different animals (the goat and the cow), and that the form occurring in the goat was very probably more dangerous to man.

As regards treatment, he would say, in passing, that serotherapy and vaccino-therapy had been tried for a long time. It had appeared, however, to Italian clinicists that the best treatment was a change of climate, particularly, a transfer of the patients to high mountain air accompanied by extra nourishment and tonics. By this means, it had often been possible to cure the disease fairly quickly.

Sir George BUCHANAN wished to take advantage of the present discussion to point out that the inhabitants of Malta had often asked the British Government that the name of their island should not be used in the nomenclature for the designation of the disease in question. He had, on several occasions, been asked to bring this grievance to the notice of the International Health Organisation, and to ask for it to be remedied in international official documents.

Dr. RAJCHMAN stated that, in the epidemiological publications of the Secretariat, no other expression than "undulant fever" was used.

M. VELGHE said that, in Belgium, cases of undulant fever had never been observed as in other countries. The disease was unknown. Nevertheless, at the beginning of 1928, an isolated case had been noted. It had taken a long time to establish the diagnosis in this case, for no doctor had thought of undulant fever. It might well be asked whether, in the past, this had indeed been a unique case. The communication of the President seemed to show that, in certain countries, undulant fever was not known as such. Perhaps research similar to that undertaken in Denmark would show that the malady was more widespread than was generally supposed.

The PRESIDENT thanked his colleagues for their observations, but wished to point out to Sir George Buchanan that, in his note, only the expression "undulant fever" had been used, for, after some hesitation upon the subject, this term had seemed to be the most reasonable.

He noted, on the other hand, that Surgeon-General Cumming and Professor Ottolenghi had spoken of epidemics. This expression might be correct in the cases observed in the United States and in Italy, but, as examination of the chart appended to the Bulletin of Epidemiological Information would show, nothing approaching an epidemic had been observed in Denmark.

It was clear that treatment in high mountain air would not be possible in a country like Denmark. On the other hand, this country was not very much more extensive than Belgium and yet hundreds of cases of undulant fever had been observed there. It was probable that closer investigation would reveal numerous cases in other countries.

It might be said that wherever cattle abortion existed there were sources of infection, and this fact raised a serious problem of public health. If the sale of milk were prohibited in all farms where there had been cattle abortions, no farm would be able to sell its products. The general rule had been arrived at that the milk of an infected cow could not be used until three months after the cure of the infection.

The President said that he would give further details upon undulant fever at the next session.

Dr. NAGAYO explained that in Japan several cases of cattle abortion had been observed, but no cases of undulant fever in human beings. Perhaps this was due to the Japanese habit of always drinking boiled milk and never unboiled milk or goats' milk. On the other hand, in Shantung, China, a colleague of his had said that he had noted two years ago clearly epidemic cases of infection. Although the disease in question had been undulant fever, it had at first been thought to be typhoid. Dr. Nagayo hoped that the interested institutes might be able to make an exchange of bacilli.

The PRESIDENT said that the Serological Institute of Copenhagen was at the disposal of the interested institutes, not only for an exchange of bacilli but even for the despatch of sera with a view to experiments.

## SECOND MEETING

*Held on Tuesday, May 1st, 1928, at 10 a.m.*

President: Dr. Th. MADSEN.

### 350. Welcome to Dr. Carrière.

The PRESIDENT welcomed Dr. Carrière and congratulated him in the name of the Committee on his election as Chairman of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs.

### 351. Report on the Work of the Cancer Commission.

The PRESIDENT welcomed Dr. Janet Lane-Claypon, who was to attend the meeting of the Committee at which the report of the Cancer Commission would be discussed.

Sir George BUCHANAN, Chairman of the Cancer Commission, read the report of the Commission (Annex 2).

The Committee would see that the Commission proposed that its work should now be extended in two main directions, occupational cancer and radiotherapeutic methods. He believed both of these proposals to be sound, and they were put forward only after the Commission had made comprehensive enquiries and was satisfied that a large measure of support would be forthcoming from those to whom it would be necessary to apply for assistance. It was understood that the lines of investigation of the proposed Sub-Committees of experts on these questions would not be confined to conditions in the countries from which these experts came. The Sub-Committee in each case would be a body chosen for its expert knowledge rather than as being representative of nationalities, and it would include in the scope of its work all regions and all institutes whose experience promised to be of assistance to the Commission.

With regard to the enquiry into radiological methods, it had sometimes been suggested that it would be inadvisable for the Health Organisation to undertake investigations into the treatment of disease. He gave reasons, however, for considering that the question of radiotherapeutic methods was an exceptional case.

At the last session, Professor Léon Bernard had suggested that a conference of cancerologists should be convened to advise as to the studies which they considered necessary from an international standpoint. Professor Bernard was not able to be present that day, but he had attended a meeting of the Commission at the end of the previous week, and had agreed to the terms of a communication to be sent to cancerologists in order to elicit their views on the question of a Conference, and upon the subjects which should be considered at such a Conference, if it were held.

He requested the Committee to ask the members of the Italian group to accept its thanks for the statistical work that they had now completed and reported upon and that it should take note of their proposals for special work on constitution in relation to cancer. The report also proposed that Dr. Hamel and Dr. Nagayo should be added to the members of the Commission, and he hoped that they would be willing to assist.

The PRESIDENT thanked Sir George Buchanan for his interesting report and for the interesting proposals made by the Cancer Commission. He wished also to ask the Italian group to accept the thanks of the Committee. He was sure that his colleagues would agree to the immediate adoption of the proposal that Dr. Hamel and Dr. Nagayo should be asked to participate in the work of the Commission.

Dr. LUTRARIO thanked the Chairman of the Cancer Commission and the Chairman of the Committee for their kind reference to the members of the Italian group. He would draw special attention to Chapter III of the report of the Cancer Commission concerning the proposals made by the Italian group regarding the investigation of the incidence of cancer from the point of view of constitution. This question had a general and a special aspect. In the first place, it was connected with the investigations regarding the radiotherapy of cancer and regarding occupational cancer undertaken with a view to obtaining data on the question of constitution. Secondly, it covered a general investigation of the relations between cancer and the constitution.

Dr. Lutrario pointed out that the Italian group had submitted a final report consisting of an introduction drafted by Dr. Lutrario himself, which gave a general outline of the work accomplished during four years of research, and a series of special chapters on cancer of the breast, cancer of the uterus, anatomical pathological research and research into the field of demographic statistics. Finally, there was a monograph on the regional differences in the incidence of cancer. The authors of these monographs were the members of the Italian group, namely, Professors Pestalozza, Fichera, Dionisi, Niceforo and Giardina. The report further referred to a small control enquiry recently made on the same lines as other enquiries carried out in the Netherlands and in England.

It had mainly been the results of this control enquiry which had caused the Italian group to make a formal proposal that the possible connection between cancer and the constitution should be investigated. The enquiry had covered the cases of 200 women with cancer of the breast and 200 women free from this disease. It had been very rigorously carried out and had demonstrated that there were marked differences, particularly as regards constitution and morphological types. This enquiry, which had been too restricted, did not make it possible to draw conclusions; it, however, provided food for thought.

A few years ago medical doctrine had been completely dominated by questions of general etiology and pathogeny, based upon the results of bacteriology and of the laboratory, and "individual peculiarities", the proper and constitutional reactions of the individual, were placed in the background. At present, individualism or "personality" held the field, and to such a degree that it was difficult to find the line of demarcation between the past "exogenism" and the modern "endogenism". In Italy, consideration of the subject from this new standpoint had originated in the school of Achille di Giovanni. This research had been continued by Professors Viola, Pende, Fichera, etc. At the same time, in France, the old school of Bouchard followed the same line of thought, and the modern German school was directed by Krauss and Martins in accordance with much the same ideas.

This new orientation, and all the series of elements bearing upon the question, as well as the results of the research in this field, had caused the Italian group to press its suggestion. These considerations might, in the first place, be classed in three groups:

1. The frequency of re-appearance of the disease, of metastases and of dissemination after an operation.

It had been remarked that the permanent and distant results of surgical treatment were, in many cases, other than those which might justly have been expected. The following dilemma presented itself. Should the persistence of proliferations be attributed to the unlimited powers of multiplication of the cell, or to the diminution of the resistance of the organism to this multiplication?

2. The appearance, sometimes multiple and synchronous, of primitive tumours affecting the same organ, or of growths in different localities.

In this case it might be asked: What was the reason for the multiplicity of these tumours when a local cause — for instance, a traumatism — acted upon one part of the organism and not upon the others in which the cancer had shown itself?

3. Heredity.

It frequently occurred that, in several successive generations, members of the same family were afflicted with cancer. He would cite the enquiry undertaken in the Netherlands, the first results of which were known, results which were suggestive enough with respect to heredity. Experimental research was also being made upon this same subject in English and American laboratories. A study had been made of the descendants of rats and of mice originating from families of rodents affected by spontaneous tumours of the breast, and generations had been found in which the proportion of tumours of the breast sometimes reached 16 per cent. These experiments of Loeb coincided with those that had been made in Italy.

In addition, there was a long series of experiments in connection with tumours caused by tar. It had been seen that deep and disseminated lesions occurred in the organs of tarred rats long before the appearance of the tumour. It had also been seen that virulent cultures which had given from 8 to 12 per cent of metastases among non-tarred animals gave a much higher proportion among tarred animals, a proportion which might amount to 25 or 30 per cent and even more. It had also been seen that animals which were immune to a very virulent culture became receptive after one or two months of cutaneous treatment.

How could the results of all these observations be explained without admitting that in this case there was probably a reduction in the power of resistance of the organism?

As regard predisposition and resistance resort could be had to statistics. It would be seen that 0.5 or 0.7 per cent of the tumours occurred in early life, while the greater number of cancers developed at an advanced age. One might be led to believe that youth might be considered as a biological state offering great resistance to cancer, and that old age alone was a biological state predisposed to cancer. In support of this hypothesis, it was to be noted that certain extraneous factors which acted in youth as well as in mature age (traumatisms and parasites) gave rise to a tumour in old people and spared the young.

Why was there this difference?

If the organs of the young were examined, it would be seen that the liver was endowed with a very great hæmatopoietic activity, that the thymus gland was well developed, the spleen very active and the bone marrow red. But, as old age approached, these characteristics changed. The organs underwent profound modifications of structure (atrophy, involution, etc.).

Turning to more advanced research, there were the very interesting experiments of Freund, Kaminer and other doctors. These experiments had proved that the serum of young persons — from 15 to 20 years of age — possessed a lytic power capable of causing the breaking-up of the neoplastic cell. This power amounted to 80 or 90 per cent; that was to say, it caused, during a fixed time, the disappearance of 80 to 90 cellular elements. At from 40 to 45 years of age, this power was reduced by about one-half. On the other hand, if the serum of an old man (alytic serum) were added to the serum of a young man, of which the lytic power had been previously determined, it was found that the loss of lytic power was proportional to the quantity of alytic serum added. All these observations, of which he had spoken only briefly in order not to take

too much of the Committee's time, showed the considerable part played by the organism in the appearance of tumours, thanks to certain of its inhibitive or stimulant organs.

In connection with the enquiry that it was proposed to undertake into occupational cancer, Dr. Lutrario wished to recall the research work of an Englishman — Scott — concerning the cancer of workmen dealing with paraffin oil. This research had given prominence to the importance of the constitutional state, congenital or acquired. Colonel Smallman's memorandum, which had been communicated to the Committee, proved that certain kinds of occupational cancer occurred almost exclusively among old workmen after about forty years' work in the factory.

As had been said in the statement of its motives that had been sent by the Italian group, this group would take a very great interest in examining questions of constitution. It might eventually study differences in the incidence of cancer, for instance, in Ravenna and Ferrara, two neighbouring towns which had the same habits and customs but which presented, nevertheless, a very different rate of mortality from cancer. The rate at Ferrara was about half that at Ravenna.

These were the elements that justified the Italian proposal, and the Italian group hoped that this proposal would be favourably received by the Committee.

In conclusion, Dr. Lutrario wished to thank Dr. Nagayo for supporting the proposal of the Italian group and for undertaking to carry out in Japan an enquiry similar to that being conducted in Italy. He ventured to hope that the work done in the matter of constitution might give results which would lead to similar enquiries in other countries.

The PRESIDENT thanked Dr. Lutrario for his admirable statement on the pathology of cancer. He hoped that he would help the Committee to ascertain those questions of international research which could be co-ordinated.

Dr. JITTA paid a tribute to Sir George Buchanan for the manner in which he had presided over the work of the Cancer Commission. This work had been more difficult than that done at previous sessions. He would also congratulate Sir George Buchanan on the report of the Cancer Commission, which was his own personal work.

It had been impossible, unfortunately, for Dr. Deelman to attend the meeting of the Cancer Commission. He was, at the moment, conducting an investigation in the Netherlands into the question of heredity. Certain figures obtained by means of this investigation had already been quoted by Dr. Lutrario. There were still very few of such figures, and it was to be hoped that more would be obtained. Those conducting the investigation had asked for information from Dutch doctors, and had given them two cards, one concerning the ancestors of persons suffering from cancer, the other concerning the ancestors of persons not suffering from the disease. It was to be hoped that investigations might be carried on to a further stage later, and thus furnish more accurate figures than those at present available. If the investigation succeeded, it was also to be hoped that other countries would help by undertaking similar research. Dr. Jitta had been glad to learn from Dr. Nagayo that, in Japan, a great deal of interest was being taken in heredity and that similar enquiries were being carried out there.

Dr. NAGAYO was of the opinion that the proposals of the Italian authors to investigate the constitutional factors in the development of cancer were of importance as well as of interest. The experiments that had been carried out in the Institute that he represented, with a view to inducing experimentally tar cancer, following the well-known method of Professor Yamagiwa, had disclosed the fact that experimental cancer could very easily be produced in black mice, whereas it was difficult to obtain a successful result with white mice. This fact could be regarded as demonstrating experimentally the constitutional factor in cancer etiology.

He realised that it would be of interest to study the question of occupational cancer with a view to international research. He would also welcome an investigation of the incidence of cancer in the various organs of the body and in various places in different countries with reference to the general living conditions and especially to the methods of nutrition. A few years ago Dr. Fujimaki and Dr. Kimura had reported in Japan on cancer of the stomach introduced experimentally in rats supplied with food which was deficient in vitamin A. Their discoveries had at first seemed to be a little strange, but they were now convincing, as Professor Ogata, a member of the Institute which Dr. Nagayo represented, had reached the same result. It was even more interesting that Dr. Neyema, another member of the Institute, had produced cancer of the stomach in a rat by feeding it with food of high vitamin A content. Professor Kimura had stated at the last Congress of the Japanese Society for Cancer Research that not only could he confirm the discoveries of Dr. Neyema, but that he had also found that a diet composed of butter and cod-liver oil, and also of butter and Japanese wine, caused a most markedly typical growth of the epithelial cells of the stomach, and sometimes cancer. In view of these discoveries the Japanese Society for Cancer Research had decided to continue the studies on these lines, and he would be very glad if scientists in other countries would interest themselves in this problem and would supply data for comparison with the discoveries of the Institute.

M. VELGHE agreed with the last proposal of the Cancer Commission, to the effect that two new members should be appointed, Dr. Hamel and Dr. Nagayo.

He had been impressed by the unanimous opinion of the members of the Cancer Commission, as well as by the speech of Dr. Lutrario. He hesitated, however, to agree with their views, not because the questions submitted by the Cancer Commission, and its proposals, were not interesting and did not merit a solution, but because it was open to question whether it was an opportune moment for the Health Committee to undertake an investigation into all these questions. As far as he was concerned, M. Velghe was somewhat frightened at their scope, and wondered where

the matter would end. He was sorry to make such reservations, and perhaps the ensuing discussion would put an end to his hesitation. He was not, for the moment, entirely convinced by what he had heard and by the report of the Chairman of the Cancer Commission.

Sir George BUCHANAN said that he believed that he was in close agreement with M. Velghe upon this matter. It was essential that the point of view of the Commission should be a practical one. The Commission had to survey the whole field, but must restrict its actual enquiry to matters that affected the concrete needs of health administrations, which were being more and more pressed to do something to diminish the great mortality from cancer, to matters which required international comparison and to matters with which it was capable of dealing in a reasonable time. The position raised by the debate was much the same as it had been at the last session, when it was suggested that cancerologists should be consulted as to the selection of the subjects to be investigated. Then, as now, mention was made of the desirability of further enquiry into the localisation of cancer as affected by the conditions of life in different countries and the question of race, as also into the question of heredity and that of laboratory work on the propagation of cancer. He himself was somewhat alarmed at the vastness of the field of enquiry which would be entered upon if all these proposals were taken up by the Commission.

In regard to the question of constitution in relation to cancer, it should be observed that the Commission, while realising its importance, had in fact been a little chilly in its reception of the proposals of the Italian group. This group had supplied a very interesting account of the position, which the Commission desired to disseminate as widely as possible, and it would be of great value if the Italian group would itself pursue its investigations on these matters and communicate its results to the Commission. The Commission was not, however, prepared to recommend, at this stage, that a body of experts should be set up for the study of constitution in relation to cancer. As stated in the report, the present aim of the Commission was to concentrate its work on two points, namely, occupational cancer and radiological methods. All relevant information on these matters would probably be collected and analysed within a reasonable time, and would lead to results that could not otherwise be obtained and which would be specially valuable for administrative work in combating cancer mortality. It was essential to discriminate between points of wide interest and points of practical application.

Dr. CARRIÈRE thanked Sir George Buchanan for his excellent report, the conclusions of which he was ready to accept. Like M. Velghe and Sir George Buchanan himself, he had been somewhat frightened at the extent of the investigations conducted by the Cancer Commission. It was clear, however, that, when a Committee entered a field which was so vast and so little explored, it was difficult to decide where to stop. He thought, nevertheless, that the investigations could not be extended indefinitely. If the Committee limited itself to the points mentioned in the report, useful results would doubtless be obtained, particularly as regarded occupational cancer.

Dr. Nagayo had referred to the connection that might exist between cancer and vitamins; this question was of particular interest to Dr. Carrière. One of his co-workers was, at the moment, making personal researches of this kind, and appeared to have obtained positive results. It was known that spontaneous cancer did not occur in the guinea-pig. Dr. Carrière's colleague, however, had been able to introduce cancer of the lung in a guinea-pig, by means of food containing no vitamins. It was obvious that conclusions could not be drawn from a single case. This case, however, at least showed the interest which investigations of this kind could arouse for they might make it possible to throw a certain amount of light on the causes of the variations found in certain countries, especially in Switzerland, in the regional distribution of cancer. Some attributed these variations to elementary factors in the action of which vitamins might play a part. Consequently, Dr. Carrière expressed the hope that the Commission would discuss whether it would be possible to encourage these investigations by some means or other. He did not think that the Commission itself could undertake investigations of this kind. It could perhaps support laboratories and research workers who were carrying out such investigations or who would be ready to undertake them in certain countries.

With regard to hereditary cancer, Dr. Carrière said that he was at the moment engaged in examining, from this special point of view, an investigation carried out some years previously in Switzerland into cancer of the breast. Such results as he had been at present able to obtain were not, unfortunately, of a kind likely to throw any very great light on the question of hereditary cancer.

Dr. RAJCHMAN would try to interpret the resolution which the Committee would probably wish to adopt when approving the report of the Cancer Commission. Investigations into cancer had already given rise to several discussions in the Committee. He thought the report contained two definite proposals:

1. As far as occupational cancer was concerned, the Committee should remember that the investigation of this question would, in any case, have been taken up by the International Labour Office. That organisation and the Health Committee could mutually congratulate themselves on the wide measure of co-operation resulting from such an investigation. It would seem to be possible to complete the investigation in question in a year or eighteen months at the most. It should end by a general report closing the enquiry.

2. There was a preliminary investigation into the treatment of cancer by radium. Personally, the Medical Director admitted that, when the Cancer Commission had examined this question for the first time, he had doubted whether the Health Committee should undertake an investigation into methods of treatment. On the other hand, he had been struck by the unanimous desire of clinical workers in various countries — who in the ordinary course of events were so opposed to any interference in their affairs on the part of health administrations — that the Cancer Commission

and the Health Committee should intervene in order to settle the question. It was, however, quite clear that, in their view, this intervention should come to an end within a fixed period of time.

In passing, the Medical Director wished to explain, with reference to page 10 of the report of the Cancer Commission, paragraph 3, that there was no question of examining the results over five years to come but of collecting the results of observations made during the past five years. As far as the date on which the investigation could end was concerned, the Committee should guard against all possible misunderstandings.

The Medical Director interpreted as follows the proposals of the Cancer Commission in regard to the investigation into radium. A questionnaire would be prepared and sent to all the clinics. When the replies had been received, a report on the whole question would be prepared. At the same time, the Sub-Committee to be appointed would be consulted on the three points mentioned. In this case, also, there was no reason why the work of the Sub-Committee should not be completed in a year's time. The Medical Director did not think that, in approving the report of the Cancer Commission, the Health Committee ran the risk of creating a permanent committee of radiologists. Action by the Health Committee would be confined entirely to this one point and would cease in quite a short time.

There remained then the special investigations, which were of a very varied kind, as could be seen from the observations of Dr. Lutrario and Dr. Nagayo. In this connection, Dr. Carrière had given an interpretation of the position which Dr. Rajchman thought of great interest. It was clear that these investigations would be carried out, not by the Health Committee nor by the Health Administrations, but by scientists and health institutions throughout the world. Whatever resolution were adopted by the Health Committee, these investigations would continue. It would appear, however, that, in this matter also, it would be useful to review, from time to time, the actual state of knowledge at a given moment, and it would be very useful for the Committee to take a note of the work accomplished in the various countries. If a national group of workers existed in Italy, if a national committee were to be established in Japan, the Health Committee would draw nothing but profit from a report submitted on the responsibility of the national committee concerned. The Medical Director did not think that the proposals of the Cancer Commission went further than this, or that the Health Committee was asked immediately to undertake a whole series of experimental investigations, etc.

To sum up, the report could be reduced to two proposals. One concerned the investigation into occupational cancer, the results of which would be included in a report to be presented a year or eighteen months hence; the other a single intervention in the vast field of radiology and of clinical medicine, which would probably result in recommending more uniform methods for the use of radium in clinics and constitute an authoritative reply on the three questions enumerated in the report. The Health Committee would also take note of the work to be undertaken by the national groups in touch with the Cancer Commission, in order to be able, at a given moment, to discuss it and communicate it, if necessary, to the Office international d'hygiène publique. If this were the meaning of the proposals made by the Cancer Commission, the Medical Director would not hesitate to accept them.

Dr. LUTRARIO desired to add certain explanations to what had just been said concerning the mandate to be entrusted to the Cancer Commission to undertake investigations in special fields. He thought that the extension to which reference had been made was more apparent than real, for it was the intention of the members of the Cancer Commission that the investigations should be developed more in depth than in breadth. Up to the present, investigations in Italy had been localised according to various points of view: statistical, epidemiological and anatomo-pathological. At the moment, preparations were being made in that country to study questions limited to a special field.

Nothing could be done in Italy in so far as occupational cancer was concerned, for only two cases of it had been observed. As regards radiology, the Italian group had offered the spontaneous co-operation of four centres. In regard to the large question of constitution, the investigation would be limited to two towns, where an endeavour would be made to provide means to carry out a detailed investigation.

Dr. Lutrario could not entirely agree with the explanations of the Medical Director, who took the view that the Health Committee should confine itself to taking note of the work to be undertaken and adopt, in consequence, a passive attitude. What the Italian group desired was to receive a definite mandate to carry out the proposed enquiry, for it was the intention of the members of the Cancer Commission, following on the results obtained in Italy, to extend the investigations to other countries. From the practical standpoint, investigations into the question of constitution and cancer were as practical as those in connection with occupational cancer and radiotherapy of malignant tumours.

Dr. TSURUMI, with regard to the mandate of the Cancer Commission, was in favour of an investigation of the problem of constitution and of predisposition. This was a very important question, which Dr. Lutrario had raised in the Cancer Commission. Dr. Nagayo had agreed to start an enquiry in Japan similar to that now being carried on in Italy. With regard to certain of the observations of Dr. Carrière, Dr. Tsurumi pointed out that, when in Berlin in September 1927, he had learnt that, in a laboratory in that city, Dr. Hagen had also succeeded in producing cancer in a guinea-pig by giving it food containing no vitamins. Professor Saiki would certainly be happy to learn that his work had aroused attention in other countries.

Dr JITA was in favour of an investigation into radiotherapy. The excellent results obtained in large clinics were well known, as also the unfortunate results obtained in small clinics. He thought that, after what had been said and after the explanations given by the Medical Director, hesitations such as those shown by M. Velghe would have disappeared, and that the Committee could come to a decision.

The PRESIDENT thought it important to state clearly the extent and the nature of the research work that the Committee was empowered to undertake. It had been stated, when the Committee had been formed, that it should focus its attention upon questions which were capable of a direct solution, in order that it might frame definite recommendations for presentation to Governments and to health organisations. Two questions, therefore, were before the Committee: (1) To what extent would the League be prepared to provide money for activities having no directly practical aim? and (2) To what extent would the Committee, in suggesting an enquiry into a theoretical question, be able to restrict itself to practical considerations? For his part, he thought that the two proposals contained in the report were practical ones, capable of producing good results; on the other hand, if the Committee discussed theoretical matters, it would tend to become a research body and would thus be diverted from the objects for which it was created.

Sir George BUCHANAN thanked the Committee for the attention that it had given to the report. The discussion that had taken place would have enabled the members of the Committee to realise that the task of the Commission had not been easy. The Commission had endeavoured to steer a middle course between the two extremes that had been illustrated in the course of the discussions, and, judging from the observations that had been made, he thought he had reason to believe that it had been fairly successful in doing so. He agreed with the Medical Director that the recommendations that had been made to the Committee might, if adopted, lead to their ultimately undertaking or co-ordinating research, if it should prove desirable, but he did not think that it was for the Commission itself, with its present knowledge, to undertake research in regard to constitution upon the lines that were being proposed in Japan and in Italy.

Dr. Lutrario had asked whether the Italian group had a mandate from the Committee. It certainly had a mandate in the sense that the Committee cordially welcomed the proposal that it should continue its enquiries, the value of which the Committee fully appreciated. The Italian group was asked to go ahead and communicate the results obtained. These Italian enquiries would not, however, be carried out by or for the Cancer Commission itself, with the aid of subsidies from the health budget, as had been done, for example, when specific enquiries were undertaken on a pre-arranged plan in the Netherlands, Great Britain and Italy regarding cancer of the breast and uterus.

He agreed with the President that it was difficult to define the point when the aim of an enquiry ceased to be practical. He did not think, however, that the enquiries he had proposed could be indicted on this score.

Dr. LUTRARIO noted with great satisfaction what the President had said regarding the nature of the investigations which the Health Committee should undertake. Theoretical research should be completely abandoned and the Committee should confine itself entirely to the practical field. What the Italian group proposed was, however, entirely practical. He himself had given an explanation of its proposals in order to show the reasons which had led the Italian group to make them. This group, however, intended to confine its researches to the two towns which he had mentioned. Having said this, Dr. Lutrario agreed, to a large extent, with the explanations of Sir George Buchanan; he wished, however, that the Commission should be given a definite mandate. In his view, this question of the mandate was of very great moral importance which he could not forgo. On the other hand, the Italian enquiry must not be considered to be purely national in scope, but rather to have an international character. This was so, not only because it would be extended to other countries if the result were satisfactory, as had already been said but, above all, because an endeavour would be made, in the enquiry on radiotherapy in connection with cancer and occupational cancer, to obtain data relating to the question of constitution.

As regards the enquiry into constitution in its relation to cancer, therefore, he considered the words of the report of the Cancer Commission to be an individual mandate, a mandate given to Italy to continue to collaborate in the enquiry concerning cancer.

Sir George BUCHANAN agreed with Dr. Lutrario.

The Commission had agreed and stated in its report that the enquiries made as to occupational cancer and radiotherapy should, so far as possible, take account of constitution in relation to cancer.

*The report of the Cancer Commission was adopted.*

### 352. Report on the Work of the Smallpox and Vaccination Commission.

Professor Ricardo JORGE, Chairman of the Smallpox and Vaccination Commission, read and commented upon his report (Annex 3). He asked the President to open the discussion on Chapter I of this report concerning the enquiry into the frequency and characteristics of smallpox in the various countries of Europe, as well as on Resolution No. 1, dealing with the same point.

The PRESIDENT, on behalf of the whole Committee, thanked Professor Ricardo Jorge for his report. He called on the Committee to discuss Part I.



Dr. LUTRARIO wished to summarise the reply of Italy to the questionnaire circulated to the various Governments. This reply, for a reason of which he was ignorant, had not yet reached the Secretariat. One of the fundamental measures existing in Italy was vaccination, which was compulsory in the first six months of existence. It was also compulsory at the school-age, that was to say, at eight years old, as well as in the case of soldiers and the militia. The number of annual vaccinations could therefore be put at about two million. He emphasised this point because, as was stated in the report, despite the large number of vaccinations carried out in Italy, no single case of post-vaccinal encephalitis had been discovered, although the attention of doctors had been drawn to this possibility. In 1926, 112 cases of smallpox had occurred in 69 communes; in 1927, 59 cases in 41 communes. Two small epidemics had occurred — in Genoa, 21 cases; in Rome, 12 cases. The Italian Health Administration had been unable to furnish the data asked for in each case because it had been too late to collect them. It had, however, sent a circular to the various doctors asking them to fill up a special model card for all cases of declared smallpox, which meant that, towards the end of 1928, data would be available on the cases of smallpox which might have occurred. These results would naturally be at the disposal of the Health Committee.

Dr. JITTA apologised for not having forwarded to the Secretariat the report on the Netherlands. This report contained nothing of special interest. Sporadic cases of smallpox had occurred in the last few years and there had been a slight threat of an epidemic towards the end of 1926. The most striking fact was that the Netherlands, as well as Belgium, had remained, he thought, comparatively immune, despite the fact, so to speak, that they were neighbours of England and France.

Sir George BUCHANAN thought that the Committee owed its thanks to the Chairman of the Commission who had so thoroughly studied this subject in all its ramifications.

With regard to the first proposal, the collection of information upon the incidence and character of smallpox, he recalled that the International Sanitary Convention of 1926 placed special duties on the Office international d'hygiène publique in relation to smallpox, and that all epidemiological facts in relation to that disease were of interest to that organisation. The report of the Commission which was a guarded and cautious summary of the information obtained, would be of much use to the Committee of the Office. The subject needed much caution and review of collected facts over considerable intervals of time: *obiter dicta* about the present types and behaviour of smallpox throughout the world, however tempting, were liable to be dangerous from the administrative point of view, especially when they came with the authority attaching to the international health bodies at Geneva and Paris.

He thought, therefore, that, for the present, as much had been said as was desirable upon a disputed question which needed further study. He agreed that the Epidemiological Intelligence Service could usefully be asked to continue to obtain material for discussion, drawn from study of the isolated outbreaks of smallpox, which could be submitted to the Smallpox and Vaccination Commission at a later stage.

With regard to the second proposal, relating to post-vaccinal encephalitis, he thought that the conditions so termed were important ones that could not be ignored. Efforts were to be made to hold a meeting in August when the information already in the possession of the Committee would have increased, and when it was hoped that the report of the English Committee would be available. The Commission appreciated the information given by Dr. Hamel upon cases that had occurred in Germany.

The possibility of using vaccine lymph more dilute than that ordinarily used had been the subject of much investigation in America, and a great number of differential experiments had been conducted. This and other subjects of enquiry were included in the programme of the Commission which had been submitted by its Chairman.

The Chairman of the Commission had raised a question as to the proposal in the last clause of the summary. Sir George explained that the Commission would consult the experts, who had been of great assistance in the past in discussing these points, and would then give a full communication to the Committee of the information obtained.

*The remainder of the discussion was postponed.*

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### THIRD MEETING

*Held on Wednesday, May 2nd, 1928, at 10 a.m.*

President: Dr. Th. MADSEN.

#### 353. Greetings from the First Conference of Social Workers of Czechoslovakia: Telegram from Dr. Mazaryk.

Dr. RAJCHMAN read the following telegram which he had received from Dr. Mazaryk:

“ The first Conference of Social Workers of Czechoslovakia sends its most cordial compliments to the organisation which has contributed in so great a degree to international understanding in the field of social work. — Dr. A. G. MAZARYK. ”

354. Report on the Work of the Smallpox and Vaccination Commission (continuation).

Dr. CARRIÈRE wished to congratulate in the first place Professor Ricardo Jorge for his remarkable report, and also the Health Section for the document that it had drawn up upon the basis of the information furnished by certain countries.

This report, particularly in view of the indications contained therein, showed how useful it would be to continue this line of enquiry and perhaps to enter into greater detail. A request had been made that the chart should show the proportion of vaccination among those afflicted with smallpox. Such an indication was made in the note that he had submitted to the Health Section and it seemed indispensable to have information of this nature for further enquiries. He entirely supported the conclusions of Professor Ricardo Jorge upon the first point: the Committee should have at its disposal as complete material as possible upon the present form of the smallpox epidemics, observed in the various countries and the nature of which was not yet quite clear.

Professor Ricardo JORGE pointed out that there was a lack of information regarding certain countries, notably Spain and Portugal. In order to reach conclusions which would be of value, it was essential, in his opinion, to ask for precise statistics regarding the age for vaccination and the number of vaccinations. The Health Section had already made a request to this effect and would do well to repeat it.

The Chairman of the Smallpox and Vaccination Commission then read Parts II and III of his report relating to "Enquiries as to affections of the nervous system occurring after vaccination" and to the "Further work based on the programme adopted at The Hague in 1926" and also Resolutions 2 and 3 which concluded his report.

With regard to Chapter II of the report, he recalled that an Anglo-Dutch Commission had, in the meantime, met at London under the auspices of the Health Organisation in order to try to define the histology of post-vaccinal encephalitis. Microscopic sections had been exchanged, investigations had been made and the meeting had concluded that the histology of post-vaccinal encephalitis was entirely different from that of encephalitis lethargica. Clinicians and anatomopathologists already knew it, although, two years ago, the predominating opinion at The Hague had been that the two forms of encephalitis—post-vaccinal and lethargica—were identical. This opinion had now changed.

Finally, Professor Ricardo Jorge read Annex 1 of his report, containing draft proposals inspired by the suggestions of Sir George Buchanan. With regard to suggestion A (2), he pointed out that the enquiry had resulted in the discovery that certain vaccine institutes continued to make use of the cultures prepared a century ago by Jenner.

Dr. HAMEL explained that the question of post-vaccinal encephalitis was of special interest in Germany for two reasons. In the first place, the system of vaccination was very extended, there being two million vaccinations each year. In the second place, the country was a neighbour of the Netherlands and of England, where several cases of this phenomenon had recently occurred. As a result of the research made in Germany, it had been found that, in the course of the last four years, only isolated cases of post-vaccinal encephalitis had occurred, four or five in Saxony and three at Hamburg. Only one case had occurred in South Germany and there had been no case in East Germany. In short, in Germany, only isolated cases had occurred at the same time as cases of other forms of encephalitis.

A Commission of enquiry had been sent to the Netherlands, where it had received an extremely cordial welcome, and Dr. Hamel wished, in this connection, particularly to thank Dr. Jitta and the Dutch authorities. This Commission had realised that the researches made in the Netherlands were conducted most carefully and gave results of the greatest importance.

In Germany a college of experts had been consulted as to whether it would not be wise in certain cases to suspend legal vaccination. The experts had replied in the negative, while recommending that the following precautions should be taken:

1. All cases of encephalitis, of whatever origin, should be notified, and should be the subject of an enquiry into their various aspects—clinical, anatomical, pathological and etiological.
2. Vaccination should be deferred in the case of a child not in good health.
3. Efforts were being made at the present time to determine a maximum virulence of the lymph; in the meantime, a lymph should be used having the minimum virulence compatible with its efficacy.
4. All legal vaccination should be suspended in a district where cases of encephalitis had occurred.

The experts had thought that this phenomenon was perhaps of a transitory nature and that it would disappear, as had been observed in the case of other diseases of the central nervous system that had broken out sporadically.

Special attention should be drawn to the fact that the encephalitis in question sometimes occurred after infectious illnesses, such as measles, scarlatina, whooping-cough, influenza, etc., and that these illnesses were probably followed by encephalitis even more frequently than was vaccination. Further, it seemed that the true cause of the malady was not the virus of the vaccine itself, but a diminution in the immunisatory power occurring at the same time as an increase in the activity of another virus. In these conditions it would be wiser to abandon the term "post-vaccinal encephalitis", which placed a weapon in the hands of the adversaries of vaccination, and to use instead a term such as "post-infectious encephalitis".

Dr. JITTA confirmed the fact, pointed out by Professor Ricardo Jorge, that the Netherlands law upon contagious diseases required, before children were admitted to a school, the presentation of a certificate of successful vaccination. The Health Council of the Netherlands had suggested to the Minister the presentation of a Bill adjourning for three years the application of this article, but the Parliament had granted adjournment for only one year; it was regrettable that in this short interval no appreciable change in the situation could be made. In the meanwhile, the number of vaccinations had greatly diminished, and during the first four months of the year there had been only one-half of the number made in previous years. Further, this estimate was based only upon the quantities of vaccine distributed and it was probable that the whole quantity had not been used by the population.

In the first days of January 1928, a single case of post-vaccinal encephalitis had been notified and no case had followed. In the last weeks, two doubtful cases had occurred, and their nature was still uncertain. In view of the numerous cases that had occurred in the Netherlands, it was well to be prudent in prognostication.

Dr. Jitta thanked Dr. Hamel for his kind words. Interesting exchanges of views had taken place between Dutch doctors and their German colleagues, in the course of which the different existing hypotheses had been examined. He thought that his German colleagues had received the impression that the question was being seriously studied in the Netherlands. It was agreed that a distinction should be made from the histological point of view between the two kinds of encephalitis, and this distinction had been confirmed by research made in England by the English and Dutch experts.

On the other hand, Dr. Hamel had recommended the adoption of the term "post-infectious encephalitis". He, Dr. Jitta, was responsible for having used, for the first time in the Health Committee, though not without hesitation, the words "post-vaccinal encephalitis". This was now a popular term in the Netherlands. It would be desirable to give Dr. Hamel some satisfaction upon this point, but the proposal of his colleague raised objections. It might be that this encephalitis sometimes occurred after measles, chicken-pox, etc., but the point at issue was whether the same infection and the same virus caused the two diseases. The Smallpox and Vaccination Commission might examine the question. If it were to decide to change the customary name, this decision should be based upon logical reasons, but as yet there did not seem to be enough certain knowledge of the nature of the disease. It was to be hoped, as Dr. Hamel had said, that the present state of things, which gave rise to such serious questions, was only transitory.

Dr. Jitta added that, upon the occasion of the visit of the German doctors to the Netherlands, it had been possible to note agreement between the bacteriological researches made in the laboratories of Dr. Pondman and of Dr. Aldershoff and those of Professor Peete of Hamburg. The fact that these identical discoveries had been made from two different quarters seemed to show that the researches were on the right road.

Sir George BUCHANAN said that it was interesting to note that the *prima facie* conclusion that had been arrived at in Germany upon the etiology of the encephalitis in question coincided with that which had been drawn in other countries. This conclusion involved the fundamental hypothesis of the existence of a widespread and normally inoffensive infection which could be activated either by vaccination or by an infectious illness such as scarlatina, whooping-cough, etc. This theory was a very attractive one. From some points of view, however, it was almost too simple, and explained too much. It was too soon to accept it as the only possible hypothesis. The various theories had been reviewed, and were still being reviewed, in the course of studies made in England and in the Netherlands, and he feared that a discussion on this etiological problem at the present session would be long and unprofitable. The Smallpox and Vaccination Commission proposed to deal with it at an early date with the aid of its experts, and its conclusions would then be examined by the Committee. It was for the Chairman of the Commission to suggest the date of meeting for this purpose, but it would in any event be wise to obtain as complete documentation as possible.

With regard to the use of the term "post-vaccinal encephalitis", Dr. Hamel's suggestion raised two difficulties. In the first place, the work of the Commission was at present limited to conditions occurring after vaccination, and the term which Dr. Hamel suggested would considerably enlarge the field of enquiry. In the second place it would, as Dr. Jitta had said, seem premature, as yet, to use a term which tied the Commission to the acceptance of one explanation of this encephalitis, and excluded other explanations. To give, however, some satisfaction to Dr. Hamel, with whose view he was in much sympathy, he suggested that the Chairman of the Smallpox and Vaccination Commission might, instead of using "post-vaccinal encephalitis" in the heading of Part II of his report, substitute: "Enquiries as to the occurrence of encephalitis, or other affections of the nervous system, in their relation to vaccination".

The PRESIDENT associated himself with the remarks of Sir George Buchanan regarding the impossibility of discussing this question in the Health Committee, and thought that the problem should be referred to the Smallpox and Vaccination Commission. As regards the suggestions concerning the change of term, they might be examined by the Drafting Committee, which was composed of M. Velghe and Sir George Buchanan.

Dr. CARRIÈRE said that, in view of the fact that the problem as a whole was to be referred to the Smallpox and Vaccination Commission, he had only some brief remarks to make. The new term suggested by Dr. Hamel — post-infectious encephalitis — would be illogical, for encephalitis itself was an infectious disease. If the term were to be changed, perhaps that of "secondary encephalitis" might be used, for this did not prejudice the nature of the encephalitis.

For the rest, he asked that the different points raised by Dr. Hamel should be referred to the Commission at the same time as the proposals that had been made. Furthermore, it would be premature for the Health Committee to come to a decision upon the questions raised by Dr. Hamel, such as, for instance, the question of discovering whether encephalitis was a disease in itself or whether it was only the result of the activation of an offensive virus by an inoffensive virus. What was important, from the purely practical point of view, was the attitude of public opinion in this matter. Unfortunately, it was to be feared that, whatever explanation might be reached, it would not change this opinion or that of the anti-vaccinationists.

Professor OTTOLENGHI thought that, while progress had been made in the study of post-vaccinal encephalitis, thanks, to a great extent, to the work of the Smallpox and Vaccination Commission and of its Chairman, the problem remained in practically the same position as it had been at the beginning of the enquiry and was still very much wrapt in darkness. The Health Committee would, of course, be unanimous in recommending that the Commission should continue its work in order to arrive, as soon as possible, at some results. He could not express an opinion upon the question whether this affection had the same significance as the encephalitis following upon scarlatina and other infectious illnesses.

His colleague, Dr. Jitta, had made certain remarks upon this subject. He would content himself with suggesting that advantage might perhaps be taken of this hypothesis in order to examine whether there were differences or similarities between encephalitis occurring in children after vaccination and encephalitis consequent upon the infectious illnesses in question. There were histological means of differentiating between post-vaccinal encephalitis and encephalitis lethargica. Would it not be possible to differentiate by the same means between post-vaccinal and the other forms of encephalitis of which he had just spoken? Perhaps the Smallpox and Vaccination Commission might ask those Governments which were interested in the question to study this aspect of the problem. In the same way, a comparative examination might be made of the frequency of post-vaccinal encephalitis and of the encephalitis consequent upon other infectious diseases of children, with a view to ascertaining the importance of the former. This extremely interesting group of problems should be elucidated in order, if possible, to avoid anything that might render vaccination less acceptable and to remove the dangers to which it might lead.

Professor Ricardo JORGE said that the Committee would be drawn into a long discussion if each of the various observations that had been made were to be reconsidered individually. Further, the Smallpox and Vaccination Commission itself had proposed to adjourn the study of the problem.

He wished only to return to the suggestion of Dr. Hamel concerning the term "post-infectious encephalitis". The term "post-vaccinal encephalitis" had not raised any remark when it had been introduced three years ago, and this designation was self-evident, since the only thing certain was that the encephalitis in question occurred after vaccination. As to the cause, it was unknown, but the title in question did not in any way prejudice the present hypotheses or the doctrines that might be formulated; the title "post-vaccinal encephalitis" was analogous to that of "post-operative accident". It would, moreover, be difficult to seek a more restricted term, for the expression had become popular and efforts in the direction suggested could not do otherwise than awaken mistrust. For his part he had tried to find a formula that would satisfy Dr. Hamel, but without success. Formerly, general use had been made of the expressions "propathic" or "deuteropathic diseases". Above all, the danger of error should be avoided. Personally, he was far from being convinced that the other post-infectious encephalites were similar to those in question, and it seemed even that they were much rarer. Likewise, no conclusion could be drawn from the similarity of the lesions. For the present, he would refrain from offering any suggestion regarding another title.

In conclusion, he asked that Dr. Hamel should be invited to join the Smallpox and Vaccination Commission.

Dr. HAMEL said that he was extremely grateful for this proposal, especially since it came from the Chairman of the Commission.

With regard to the change of title, he pointed out that it was necessary to obviate two possible misunderstandings on the part of the general public: the present term might give the impression (1) that the encephalitis in question was caused by vaccination, which was not the case, and (2) that it was caused only by vaccination, which was equally untrue. For his part, he would support the solution suggested by Dr. Carrière, and amend it as follows: "Secondary encephalitis *post-vaccinationem, post-scarlatinam, etc.*"

Dr. CHAGAS said that he had great admiration for the epidemiological work done by Professor Ricardo Jorge in connection with post-vaccinal encephalitis. The etiology and pathology of this curious malady, which was limited to two or three countries was, however, still in the dark. He would refrain from dealing with the substance of the question.

The title of this malady was of great importance, for, the saying "*post hoc, propter hoc*" remaining true, it appeared to the public that this encephalitis was due to vaccination. Such a title was a dangerous weapon in the hands of the anti-vaccinationists. It did not seem possible to use the expression "post-infectious encephalitis", encephalitis always being infectious. On the other hand, the other encephalites called secondary were of known origin. Perhaps it would be better to say "cryptogenical encephalitis in vaccine".

The PRESIDENT asked those of his colleagues who had suggestions to make to communicate them to Professor Ricardo Jorge. All these proposals would be examined by the Smallpox and Vaccination Commission.

*The report of the Commission was adopted.*

The PRESIDENT added that the amendments proposed in the resolutions of the Commission would be examined by the Drafting Committee.

**355. Examination of the Report of the Medical Director on the Work of the Health Organisation since the Last Session of the Committee.**

The PRESIDENT opened the discussion on the Medical Director's report (Annex 4).

Dr. RAJCHMAN suggested that, at the present meeting, that part of the report relating to the interchange on rural hygiene should be examined.

Sir George BUCHANAN asked whether the Committee would, as in previous years, have the opportunity of discussing the report of the Medical Director in its entirety. This would enable the members of the Committee to make useful general observations.

Dr. RAJCHMAN replied that he only wished that the chapter of the report which he had mentioned should be discussed first. His report would also be discussed as a whole.

**INTERCHANGE ON RURAL HYGIENE**

Dr. BOUDREAU said that the preparation of this interchange had been a difficult task for the Section, which had been greatly assisted by the deliberations of the Health Committee at the last session. Further, members of the Committee in several of the countries to be visited by the interchange had done everything in their power to make the task as easy as possible by lending their advice and counsel as well as by securing the interest and assistance of all organisations having a relation to rural hygiene. He wished to thank particularly Professor Léon Bernard, Dr. Hamel, Dr. Jitta and M. Velghe who had taken so much interest and given so much assistance in this respect.

The interchange would begin in the Kingdom of the Serbs, Croats and Slovenes on May 27th and would visit successively Hungary, Germany, the Netherlands, Belgium and France. The Health Committee would find the provisional programme in document C.H./E.P.S./137 which had been distributed. For the purpose of the interchange, which could not consider all aspects of rural hygiene in the period of eight weeks, the following general divisions of the subject had been selected.

**1. Sanitation:**

- (a) Water supplies;
- (b) Sewage disposal;
- (c) Housing;
- (d) Protection of milk supplies.

**2. Organisation and Administration:** Federal, State and local agencies, official and non-official, concerned with rural hygiene, and having to do with infant and maternal welfare, school hygiene, infectious diseases, including tuberculosis and venereal diseases, public health education, provision of hospitals, medical care, etc.

**3. Influence on rural hygiene of organisations and institutions not directly concerned,** such as co-operative associations, health insurance organisations, etc.

The last item had been inserted on the recommendation of certain members of the Committee, who felt it would be unwise to restrict the interchange to questions bearing directly on rural hygiene.

It was hardly necessary to remind the Committee of the progress Dr. Stampar had made in solving the difficult and complicated health problems in his country, the Kingdom of the Serbs, Croats and Slovenes. The interchange would remain in that country for ten days, studying the widely varying health conditions in Dalmatia, Croatia, Serbia and Macedonia, and visiting several of the splendid public health institutes which were the centres of scientific and practical health work in the various districts. The participants would be enabled to study at close range the results of the campaign as regards public health education which had been carried on so vigorously. This was the only country to be visited by the interchange where malaria was a problem, and the participants would be able to study the results of various anti-malarial measures applied to meet different conditions.

Five days would be spent in Hungary. Here the participants would be given full information as to the rural health programme by Dr. Scholtz and his colleagues and would also visit Gödöllő, a rural district selected as the seat of a health demonstration. Problems of rural water

supply and sewage disposal were particularly acute in the villages in this district, the scattering of the houses and the flatness of the plain rendering any general system of water supply or of sewage disposal impossible. An effort was being made to prevent the contamination of the village wells which must be depended on by the population, and model wells would be shown to the participants.

A feature of unusual interest was the system of sewage disposal in Tatabanyi where every house was provided with two cesspools which were periodically emptied by means of gasoline pumps. The contents were transported in tanks to concrete pits, and mixed with dried peat, the mixture after drying being sold as fertiliser to the farmers. Should this system prove economical and hygienic, it might be extended to other Hungarian villages. Other visits in Hungary would be made for the purpose of inspecting housing and other sanitary schemes of interest to rural districts.

The visit to Germany would begin on July 13th at Freilassing. Dr. Hamel and his colleagues in the Federal and State Governments had prepared a programme designed to show a few of the most interesting features of rural hygiene. For instance, in Germany alone was it possible to study well-developed health insurance in rural districts. Water supplies and systems of sewage disposal were particularly well developed and the housing schemes for rural districts were of special interest. The participants would visit rural districts in Bavaria, Saxony, Prussia, Silesia, and Schleswig-Holstein.

The period in the Netherlands would begin on June 25th and end on June 30th. Particular attention would be paid to provincial water supplies, to the prevalence of typhoid fever in relation to water supplies and to the activities of the Green Cross which supplied ambulance, medical, school hygiene, nursing and tuberculosis services to the rural population in certain of the rural districts. The members of the Health Committee would doubtless wish to hear from Dr. Jitta something of the development of water supplies and of the work of the Green Cross in the Netherlands.

In Belgium, which would be reached on July 10th, the participants would be given ample opportunity to study the influence of private initiative on rural hygiene. The activities of the Farmers League were of particular interest on account of the co-operation of this powerful organisation with the Public Health Services in public health education and in other aspects of public health work. Naturally, every important activity relating to rural hygiene would be demonstrated. Dr. Boudreau was simply attempting to mention one or two features of particular interest in connection with each country, as it was felt the programme should be concentrated especially on these.

In France, three departments would be visited; the Aisne where the reconstruction of villages provided an excellent opportunity for studying housing and water supply; the Seine-Inférieure, which possessed the oldest official health organisation in France and where vital statistics were particularly well developed, and the Seine-et-Oise where the departmental health inspector had been successful in co-ordinating the action of all the official and private health organisations in the department. The short stay in Paris would be utilised in order to give the participants a general view of rural hygiene in France by means of lectures by officials from the Ministries concerned. There would be a final conference at Geneva beginning on July 23rd.

Perhaps some of the members of the Committee would think that countries other than those selected should be visited, and, in particular, that England and Denmark should not be omitted. There was everything to be said in favour of including these two countries which had reached such a high state of development as regards rural hygiene. On the other hand, there were excellent reasons for failing to include them in the present interchange. In the first place, it was unreasonable to ask public health officers to be absent from their work for more than two months. An effort would be made to compensate for the failure to include Denmark, for example, by securing reports on rural hygiene in Denmark from the Danish participants which would enable the interchange group to learn what was being done for rural hygiene in this and other countries which were not visited by the interchange.

In conversation with Colonel Graham and others who had been concerned with interchanges, Dr. Boudreau had learned that the participants frequently asked questions for which answers might be found in the handbooks specially prepared for the interchange. It would be remembered that, in the previous year, Dr. Hamel had prepared excellent handbooks of this kind which contained brief descriptions of the institutions visited and summaries of the lectures which were delivered. The fact that the participants did not take full advantage of these handbooks made it necessary to resort to some other method of illustration, and this might be found in the cinema. It was not a question of showing films adapted for the public but of preparing films which would in fact explain technical features of rural hygiene. Obviously these films would have much more text than was usual and many graphic illustrations of statistics relating to rural hygiene. The development of the cinema in this direction had been so remarkable in recent years that there should be no difficulty in illustrating every aspect of rural hygiene by this means. The exhibition of these films to the participants in an interchange would practically force upon their attention the salient facts relating to rural hygiene. Belgium had been chosen as the seat of the first experiment through the kindness of M. Velghe, but the rural interchange would be fully illustrated by this means and Dr. Boudreau hoped he would be able to supplement the report on the interchange by the exhibition of a film at a subsequent session of the Committee.

The practice of asking each participant to prepare a report on the interchange had been followed in the past. While this was useful it provided a rather lengthy documentation which was not a succinct description of the views of the group as a whole. A new method would be tried in

the present interchange, the report to be prepared by the group as a whole, so that it would be, in effect, a crystallisation of the discussions which would take place in the final conference and would furnish the Health Committee with much material of interest on rural hygiene. This report should be ready for the next session of the Committee.

Dr. JITTA made the following statement on conditions in the Netherlands.

Water was abundant there, but not drinking-water. The requirements of hygiene made it necessary to draw the water either from uncultivated ground, or at great depth or after careful purification of river water.

The total number of inhabitants provided with drinking water amounted to almost 5 millions out of a grand total of 7 million inhabitants. The solution of the economic problem had already been arrived at in the case of 6,000 or 8,000 inhabitants assembled in one locality, but it remained difficult in the case of the country districts. Small localities could not meet the necessary expenses and therefore regional water supply services had been created with the aid of, and by means of, advances from the State. The water was distributed direct to the consumers, and there were several regional installations. To mention only the principal ones, there were those of Northern Brabant and of the Province of Northern Holland. These services did not work at a loss, thanks to the obligatory subscription of the owners of all estates within a certain distance from the water conduits. This obligation had caused much resistance and caused it still, for the inhabitants had formerly used rain water gratuitously and had done as best they could in time of drought. The charges were moderate, the price being 20 to 25 centimes a cubic metre. The value of this system, which it was hoped to extend as much as possible, could not be over-emphasised.

With regard to the health and medical services in the country, there was in the Netherlands a great number of small hospitals, of which the majority were scattered, making them available for use from all parts, thanks to the ease of transport. The number of doctors and of midwives, although lower in the rural districts, was not insufficient. There were only a few poor communes where State subsidies were granted to doctors and especially to midwives. In this case efficient work was done by private initiative.

Turning to the Societies of Crosses of different colours, Dr. Jitta explained that the Red Cross subsidised particularly institutions of general interest. Before the Green Cross, there had already existed in the Netherlands another institution, the White Cross, which had worked in a single province, but this Society had now been amalgamated with the Green Cross.

The aim of the Green Cross, which had existed since 1900, was twofold. It tried to spread health ideas throughout the country and to secure their application: in the second place, it occupied itself actively with the treatment of sick persons in their homes. The Green Cross constituted a single association for the entire country, and it comprised with the White Cross eleven provincial associations and more than 860 local associations; it was supported by about 500,000 members and had at its disposal a revenue of 1,500,000 florins. The local associations also had a depot for the accessories necessary to the treatment of sick persons, which they lent gratuitously, and even had shelters for open-air treatment, etc.

The association had at its disposal a sufficient number of apparatus for disinfection and a large number of male and female nurses. There were more than 450 female nurses in connection with the Green Cross. The Society also organised the instruction of visiting nurses, provided nurses who took care of the mother and her child, and also domestic help. As soon as a woman could no longer carry out her domestic duties, the Green Cross sent her a help who did the housework, took care of the children, etc. It also had at its disposal a large number of ambulance cars and a telephonic call system.

The more technical work of the Green Cross consisted in lectures on the elementary principles of hygiene. It gave courses to prospective mothers on the care of the child, etc., and it subsidised dispensaries or granted gratuitous consultations for cases of tuberculosis. At the head of this model institution was a clergyman, Dr. Pleucher, who had the assistance of a great number of doctors.

Other private societies worked with the same aim, but their scope was much more modest.

By far the least well endowed province in the Netherlands was the province of Drenthe. The social conditions in this province were bad. A large part of the soil consisted of turf, and the exploitation of this turf was becoming more and more difficult. It was only during the war when fuel was short in the Netherlands that this exploitation had increased and had occasioned the immigration of foreign workmen into the country; development having now almost entirely ceased, the distress was all the greater. The State, the province, and private initiative had combined their efforts. Dispensaries had been built, and houses for the care of children and for the instruction of mothers had been established. Medical officers supervised the whole district. Children were sent elsewhere either to private houses or to Children's colonies. The houses which had been so inadequate had been replaced, and the whole district was slowly recovering.

M. VELGHE recalled that at the last session he had been one of those who had energetically supported the proposal for the organisation of a rural hygiene interchange. Since then, the more occasion that he had had to occupy himself with the preparation of this interchange, in so far as his own country was concerned the more had he become attached to this work and seen its use. He was convinced that in Belgium and in other countries there were many interesting things that might be shown to the members of the interchange, and the general view of rural hygiene that it would be possible to present would be most suggestive. He would therefore follow with great interest the course of the interchange, not only in Belgium, but in the other countries.

Never hitherto had the idea occurred of making such a general picture in Belgium. The health administration of this country had, however, always taken a great interest in the development

of hygiene in the country districts, especially with a view to enabling the rural population, which had few advantages in this respect, to profit by the arrangements that benefited the urban centres. Moreover, it was not only the Department of Public Health in Belgium that dealt with the question of social hygiene in the country. The Ministry of Agriculture also, although it dealt, above all, with economic matter, had been obliged to undertake the work of improving the sanitation of the country districts and of increasing the comfort of the rural populations. Other departments had also given their help, and, in particular, some associations, among which he wished to state the principal ones:

The National Society of Water Supply, which had as its province the entire Belgian territory, and the aim of which was exactly the same as that to which Dr. Jitta had referred in connection with the Netherlands;

The National Society of Local Railways, which had improved communications between the rural districts and urban centres.

The General Savings Bank;

The National Society for Cheap Houses which had done much to improve housing conditions in the country;

And, finally, an entirely private association called the Peasants' League, upon which something particular should be said.

The original aim of this League, which had been founded about twenty-five years ago, had been to remedy the unfortunate economic situation of the country inhabitants at that time. The Peasants' League was a kind of federation of all the credit co-operatives installed by it over the whole Belgian territory. This association had become a financial organisation of the first importance. It had at its disposal at the present time such a large amount of capital that it had had to appropriate it to other uses than agriculture. Not only had it concerned itself with the country districts from the economic point of view, but it had also wished to work for the general good of the people of the country districts, and had in a great degree attained its aim. It had interested itself in the welfare of the peasants — a welfare that could not be realised if attention were not paid to hygiene — and it had worked for the sanitary improvement of the country districts, partly in collaboration with the administration and partly individually. It would be extremely interesting for the members of the interchange to see the work thus done, and all the more so because the League in question represented in this respect perhaps a unique idea, particular to Belgium.

With regard to cinematograph pictures, M. Velghe said that he had agreed to assist in the proposed trial. He would, however, crave the indulgence of the Committee, in the first place, because this was a new experiment, and, further, because he had been told of it somewhat late.

Dr. LUTRARIO attached great importance to the rural hygiene interchange. Until now the attention of public bodies had been specially attracted to the great urban centres, and the villages had been a little neglected. During the many years that he had passed at the General Directorate of Health in Italy, he had seen the geography of illnesses change, some of them having disappeared from the urban centres and established themselves in rural centres.

He thought that the programme of the interchange had been very well planned. He would, however, venture to draw attention to the following points:

(1) Under the letter A, relating to sanitary conditions, reference was made to the use of gutter water, which was of fundamental importance in rural hygiene, for this water constituted manure. Now, properly speaking, there were no gutters in villages where the system was mainly static; that was to say, the system of absorbent wells and of fixed or mobile pits. Perhaps it would be better to speak of "residuary waters" and of "night-soil", which was the residue of the pits; the enumeration would be completed by the mention of "manure" and of "house rubbish".

(2) Under point B.VI, reference was made to the "Medical and Hospital Service". The questions of special interest for the country districts were medical assistance to the poor and free delivery of medicines. He proposed that there should be added in brackets the reference "notably medical and pharmaceutical aid to the poor".

Dr. TSURUMI read extracts from a handbook that had recently been published by Dr. Rokuro Takano on "Bacteriological and Parasitological Study and Disposal of Night-soil in Japan".

The PRESIDENT thanked Dr. Tsurumi warmly on behalf of the entire Committee for his interesting communication. He would ask the Medical Director to distribute to the Committee the main passages of this handbook.

Dr. RAJCHMAN regretted that Dr. Tsurumi had not told him before of this book, which was of great importance, in order that he might have had it reproduced and distributed in both languages. In it were summarised for the first time the results that had been obtained in the stations instituted by the Japanese authorities, and to which the Medical Director had referred on his return from Japan. The results were of importance not only to Japan, but also to a large number of countries.

Dr. HAMEL explained that the long circular journey that was to be made by the participants of the interchange in Germany, the itinerary being Bavaria, Saxony, Berlin, Silesia, and Schleswig-Holstein, would enable them to study the measures that had been taken in that country in the most various centres. Visits would be made to purely agricultural districts, to purely industrial districts, and to mixed districts. The members of the interchange would thus realise the diversity of the conditions in the country.



It should be remembered that formerly the population of Germany was two-thirds agricultural and one-third industrial; this proportion had been reversed in the last forty years, and on this change in the economic structure of the country rested the social work that had been undertaken in Germany. The industrial population being to-day spread over the whole land, it followed that the peasants benefited in all respects from the measures that had been undertaken in the first place for the industrial workers — medical aid, child welfare, maternity assistance, measures against venereal disease, tuberculosis, etc., and the great organisation of social insurance which had extended its activity from the towns to the country. Members of the interchange would also notice that, even in purely agricultural districts such as Schleswig-Holstein, all forms of social assistance were as widespread as if the district had been solely industrial.

*The discussion was adjourned to the next meeting.*

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#### FOURTH MEETING

*Held on Thursday, May 3rd, 1928, at 11 a.m.*

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President: Dr. Th. MADSEN.

#### 356. Examination of the Report of the Medical Director on the Work of the Health Organisation since the Last Session of the Committee (continuation).

##### INTERCHANGE ON RURAL HYGIENE (continuation).

Dr. CHODZKO thought that the Committee might congratulate itself upon the organisation of the rural hygiene interchange due to the initiative of M. Velghe and of the Health Section of the Secretariat. Referring to the provisional programme of the interchange he expressed his satisfaction with the first part of this programme. Mention should, however, be made of the necessity for keeping rural statistics separate in order that a sound basis might be obtained for future programmes of rural hygiene in the different countries.

On the other hand, Part II of the programme seemed to him too extensive, and he thought that it dealt with a number of details which were not all relevant to the aim of the interchange. As regards Hungary, the details given of the village of Tarabanyi were certainly interesting, but they were only minor points; the same remark applied to the sections on flower-growing and toy-manufacture in Germany. Finally, as regards France, the model village constructed in the Department of the Aisne for railway employees should not be included in a study of sanitary improvements in the country; the same was the case as regards the preventorium and the maritime sanatorium in the Department of Seine-Inférieure. He thought that it would be wise to curtail this programme.

It also seemed to him that the most important thing to be done was to take this opportunity of forming a doctrine that would serve as a basis for these rural hygiene interchanges. He had himself tried to collect documentation regarding several countries, and the net result had seemed to be that the programme of rural hygiene constituted to some extent an urbanisation of the country. As Dr. Hamel had remarked, it had been noticed in Germany that, in districts where the country had been industrialised, rural hygiene made striking progress. Under these circumstances, it might have been well to choose for the first interchange countries where the programme of urbanisation was particularly evident.

Among these countries the most prominent was Denmark. Dr. Boudreau had explained that it had not been possible to include Denmark in the list of countries that were to be visited. It was, however, one of those in which rural hygiene appeared in its most natural form, for it had developed there upon the basis of agricultural industry. He had before him a very important report from the International Labour Office in which it was stated that, with regard to agricultural co-operation and considered from the point of view of the results obtained, Denmark was in the first rank and that the Danish co-operatives included more than 85 per cent of the agricultural population of the country. It was evident that this agricultural industry would exercise an influence upon the development of rural hygiene, and Dr. Madsen had pointed out this fact to him during his journey in Denmark.

The visit would include the Netherlands, where the evolution seemed to have been somewhat analogous to that of Denmark. Then came Belgium, where rural hygiene had developed, under the influence of urbanisation and industrialisation; the progress there had been such that this country seemed to be in the process of becoming one great city.

It was clear that rural hygiene developed in the most harmonious and uniform manner in countries where the general health organisation had reached a high degree of perfection. It was certain, therefore, that countries such as Denmark and England should have been considered, and he greatly regretted that they were not in the list of countries to be visited.

It would be noticed that Hungary was no doubt of interest because very systematic work had been undertaken there in this field, although as yet the programme of rural hygiene had not been carried out on a large scale. On the other hand, the Kingdom of the Serbs, Croats and Slovenes

presented an absolutely unique field for experiment. Rural hygiene was developing there upon a basis quite different to that in Western Europe, thanks to a plan conceived by a man of genius, and it would be interesting to observe the application of this programme.

As regards Poland, it was evident that nothing very interesting in this respect could as yet be shown in the country. He would take this opportunity to explain that the Polish idea was somewhat different. The work of the sanitary improvement of the country had been based upon the institution of rural dispensaries of social hygiene. This institution had been heartily welcomed by the population, and ninety of these dispensaries were being organised. On account of the conditions in Poland, the rural dispensaries, while doing technical sanitary work in the country, would also form a basis for a true campaign of social hygiene. The existence of district sick-funds in Poland would facilitate the establishment of such dispensaries. He hoped that in two or three years Poland would be able to extend an invitation to the participants of a rural hygiene interchange and show them the results obtained from the work that had already been commenced.

In conclusion, he would ask that a doctrine for this kind of interchange, which was so important and so fruitful, should be established for the future, and he would insist upon the fact that the countries most suitable for a visit were those having a system of rural hygiene spread uniformly over all their territory, and endowed with an adequate health organisation.

The PRESIDENT thanked Dr. Chodzko for his flattering remarks regarding Denmark. He understood that an interchange had been arranged for the following year in England and in Denmark.

Dr. WINSLOW congratulated Dr. Boudreau and the Health Committee upon the organisation of the rural hygiene interchange, which was of very great interest and had been extremely well planned.

In connection with these interchanges, and in reply to the remarks of Dr. Chodzko, he wished to point out the value of studying the situation not only in the agricultural districts but also in the semi-urban districts. The two presented common and inseparable, though sometimes different, characteristics. In his opinion, the choice of the Hungarian model village was extremely significant. The importance of the semi-urban villages and their advantages, notably from the point of view of water supply, had already been remarked.

The most difficult problem was that of the isolated farms, as much from the sanitary as from the educational point of view, and particularly with regard to the water supply, medical assistance and disposal of waste. On account of his isolation, the resident of the country had as much, if not more, need of assistance as the inhabitant of the town. The particular position of the villages should, however, be borne in mind. In a town, for instance, it had been found that one nurse was sufficient for 2,000 inhabitants, but in the country one nurse might perhaps not be able to cope with more than 1,500 inhabitants. This was only one example of the difficulties encountered in passing from urban to rural hygiene.

Another difficulty was that of finding the necessary money; a rural district was frequently not able to meet the expense of a nursing service. In this respect, the obstacles varied according to the degree of centralisation of the country, and they were less in very centralised countries, like the majority of European countries and notably France, than in the United States. It would therefore be well to enquire also into the financial aspect of the problem.

The future interchange would do much for the appreciation of the importance of the rôle played by co-operation, for instance, in Denmark, in the Netherlands and in Belgium. The means by which, in the countries, the problems that had arisen had been solved would be worthy of study.

It would be remembered that, in the first place, interchanges had been planned solely for the instruction of the participants themselves. He was glad to see they had gradually grown in importance, and the present interchange would be of value not only to the participants but to all those who could learn of the facts that had been observed. In this way a general view of rural hygiene would be obtained, and the study of the results achieved would be of great interest.

He agreed with Dr. Chodzko as to the necessity of establishing statistics in which a distinction was made between urban and rural centres. This question was of particular interest to the United States, and the Epidemiological Information Service of the League of Nations would certainly be in a position to provide data of this kind. At the present time, fifty American counties were being studied from this point of view, in order that a basis might be obtained for further and more extensive study, and the results of this research would be submitted to the Health Committee.

Perhaps the European members of the Committee did not realise the importance to distant countries like Australia and the United States of work such as that of the Health Organisation. In European countries it was comparatively easy to have first-hand information, but this was not the case for the inhabitants of more distant regions. Such explanations upon general questions were of the greatest importance for countries which had fewer facilities at their disposal.

The PRESIDENT warmly thanked Dr. Winslow for his flattering expression of appreciation of the work of the Health Committee.

Colonel GRAHAM wished to associate himself with the flattering remarks made by other members of the Committee regarding the interest of the interchange that was about to take place. Rural hygiene was one of the most difficult of Eastern problems, as much for financial reasons as because of the lack of staff.

In considering this problem, account should be taken not only of sanitary environment but also of economic factors, such as the poverty of the population, and of educational factors,

such as the campaign to overcome the prejudices created by superstition or by certain religious customs. The educational factor was one of the most important and he doubted whether it had been given sufficient prominence. When a population did not understand the use of what it was taught, it did not follow the advice it received.

In India, the cinematograph played a very important rôle in education. Its very useful work had been seen in the spread of information regarding maternity, cholera, plague and general hygiene. The films that had been shown in Bengal, the United Provinces, Madras and the Punjab were particularly worthy of remark. When the President of the Committee was in India, he had been able to appreciate the value of this kind of educational film in a district in the neighbourhood of Delhi, where for the last seven years the District Commissioner had taken a great interest in the question. He regretted that this film, which he had wished to bring to Geneva, had not yet arrived.

In order to be efficacious, it was indispensable that the cinema should make use of local conditions. Indeed, the only means of impressing the minds of villagers was to show them a village similar to their own, for it was evident that they would take no interest in seeing a film showing conditions of life in, for instance, an American village.

Another institution which had proved most useful was that of the travelling dispensary, which was in charge of a doctor. These dispensaries were intended for the treatment of simple cases, and contained first-aid supplies and also magic-lantern apparatus. The slides, accompanied by a lecture, greatly interested the villagers and made them understand the use of the measures that were recommended to them.

As regards sanitary environment, the most important problems were those of the water supply and of the disposal of night-soil. Extremely effective results had been obtained by the chlorination of drinking-water in order to prevent cholera, and in India considerable experience had been acquired in this domain. At Bombay, for instance, participants of the interchange had seen that each day 100 million gallons of water were treated with liquid chlorine. In the case of well-water, the same results could be obtained by means of bleaching powder, which was always included in the stock of the travelling dispensaries.

The remarks of M. Velghe upon agricultural co-operation had greatly interested him. At Bengal, there was an anti-malaria society which comprised 350 branches directed by laymen and which did excellent work. He had great confidence in this kind of co-operation, for the population was more easily influenced by persons of its own class than by doctors. The participants of the interchange had also been very much struck by this fact, and had considered that laymen should be encouraged to participate as much as possible in this kind of work.

Summarising his remarks, he would insist upon the importance of co-ordinating the action of the economic, educational, medical and sanitary factors.

The PRESIDENT thanked Colonel Graham for his interesting statement. The difficult problem of rural hygiene was of particular importance to India, at least 90 per cent of its population being villagers. It was to be regretted that it would not be possible for the Committee to see the film of which Colonel Graham had spoken. The participants of the interchange and he himself had been much interested by this film, which illustrated in a striking manner the conditions of the country and what could be done to improve them.

M. VELGHE thanked Dr. Chodzko. Dr. Winslow and Colonel Graham for their wise remarks, and said that he was convinced that those who had the responsibility of organising the interchange would bear them in mind. It would not be possible, for instance, to neglect the statistics. The Committee would remember that, in the previous year, it had, on the occasion of the discussion of the programme of the interchange, assigned to these statistics definite aims which were enumerated at the head of the first page of the document containing the programme of the interchange. The more this question had been studied, the greater had been the tendency to extend the programme, and he did not think himself that it included many side issues. In any case, statistics were evidently included among the studies to be undertaken for the organisation of hygiene in country districts. Demographic statistics were necessary to a knowledge of the field of action and the combat against tuberculosis, venereal diseases, typhoid fever, diphtheria, etc., could only be continued provided that statistics were available. As regards Belgium, he would be able to furnish statistics that would no doubt satisfy Dr. Chodzko.

The criticisms of his colleague upon the itinerary of the visit had come somewhat late. For his part, he would have asked nothing better than a year's adjournment of the visit to Belgium, in order to profit by the experience that would be made elsewhere, but there was no question of going back upon what had been already decided.

On the other hand, his colleague had certainly exaggerated in implying that agriculture was of no more importance in Belgium. Agriculture was the first and the most important of the industries of the country, far more so than mining and iron-working. The great majority of the population was rural and, according to the district, cultivation was carried out on a large, medium or small scale. Thanks to the ready means of communication, a number of industrial workers returned every day to their villages and cultivated their small field after having worked in the mine or in the workshop. It might be considered that in Belgium 60 or 70 per cent of the population was rural, and the co-existence on a small territory of people employed in medium or small scale cultivation or in industry had surely resulted in a mingling of populations that was very advantageous for rural hygiene. It was precisely for this reason that in Belgium there would no doubt be interesting things to show to the participants of the interchange, and things relating to the actual object of the interchange, that was to say, the enquiry into what was being done to improve the health of rural populations.

M. Velghe entirely agreed with Dr. Winslow that the interchanges should be useful not only to the participants but to everyone. He understood that the Medical Director wished all sanitary

organisations to profit as much as possible from the interchanges. As regards rural hygiene, which was a new subject for the Committee, the Medical Director had an excellent means of meeting the wishes of Dr. Winslow and of himself, namely, the communication of a summary of the work of the interchange to all health administrations.

Surgeon-General CUMMING was convinced that the rural hygiene interchange would give excellent results. An attempt should not, however, be made to cover too large a field and perhaps it would be well not to extend the programme to cover any more details. Some of the previous interchanges had given the impression of a rapid and even hasty tour, which had not produced all the results that might have been expected.

In the United States the serious epidemic of 1911 and 1912 had, more than anything else, made public health organisation the object of great attention. Since then, this organisation had developed slowly but continuously. Stress should be laid, in the first place, upon the fact that rural hygiene rested quite as much upon social and economic as upon sanitary principles. There was much talk of standardisation, but this could do as much harm as good. It was a matter not of bringing everything to the same level but of laying down basic principles.

The sanitary unit of the United States was the county in all the States with the exception of New England, where the States were divided into parishes. The counties varied much in size, some being only a few square miles in extent and others being as large as a European country; the figures of population were equally variable. Nevertheless, each county organisation, however small, possessed at least one visiting nurse, one sanitary inspector and one stenographer. The average budget was about 10,000 dollars.

The Federal Administration and the Rockefeller Foundation, which worked in close collaboration, had laid down the principle that no one should get something for nothing. If, after having subsidised a county, the Federal Administration and the Rockefeller services found that this county had not made the necessary fiscal effort to help itself, this was a sign that there was nothing to be expected from this county. The two services in question tried to persuade each county to take in hand a two or three years' programme, and they were each prepared to subsidise to the amount of 25 per cent, the remainder of the necessary credits being found by the county itself.

The Mississippi floods had affected six or seven States, 320 counties and 7 million people. In the organisation of relief it had not been possible to follow the precedent of the Florida disaster, for on that occasion the organisation had been bad. At the time of the Mississippi floods, President Coolidge had entrusted Mr. Hoover with the co-ordination of all the efforts made, and on that occasion certain definite facts had been brought to light in relation to the county with a suitable health organisation.

In the first place, however rudimentary the county organisations had necessarily been in certain respects, they had rendered excellent service in the centralisation of the relief measures, and thanks to them it had been possible to put a speedy end to the disorders that followed the flood. Money came in abundance and at first sight it would seem that the main difficulty would be the lack of trained staff. Here again, however, another and important fact had been remarked. It was not essential that all the staff attached to a health organisation should have received a special university training. It was sufficient for it to have experience regarding the kind of work that was asked of it, and common sense. The volunteers received a course of intensive training lasting for six or eight weeks, after which they were of the greatest service. Another fact that had been remarked was that, despite the complete upheaval of the health organisation in the counties affected by the disaster, the situation with regard to diseases, such as smallpox, typhus, etc., was more satisfactory in the districts in question after the flood than it had been previously under the ordinary conditions.

From the point of view of rural hygiene, the most interesting States were the Southern ones, where malaria and typhoid fever were rampant. The essential problems were the water supply and the disposal of waste. These two capital points had been the object of study by health organisations, and a special tribute should be paid to Dr. Winslow, who had directed this work so well. The excellent roads in the country had made it possible to institute sanitary motor-cars, known by the name of "healthmobiles", and these motor-cars gave to the rural population demonstrations that had for it all the attractions of a circus. The fullest use was also made of the advantages provided by the wireless, which was placed twice a week at the disposal of the United States Public Health Service in Washington. This form of communication greatly interested the farmers, but it was necessary to select the best psychological moment for these health talks.

All these were points of detail, but they had their importance. The efforts of health administrations extended in these different directions. The control exercised by the State over the counties was very variable, sometimes very strict and sometimes rather lax.

The PRESIDENT thanked Surgeon-General Cumming for his instructive statement.

Sir George BUCHANAN said he would refrain from discussing the tempting subject of rural hygiene, its meaning or its philosophy. He spoke now only because Dr. Chodzko had mentioned the case of the United Kingdom. There were in the United Kingdom a great number of rural areas, almost wholly agricultural. The British agricultural industry remained a great industry, although, on account of the import of excellent food products from Denmark, Belgium, the Netherlands, the British Colonies and elsewhere, which had been referred to that morning, it was not perhaps quite as flourishing as some people would like to see it.

It must not be supposed, however, that in England the present official classification of territory into "urban" and "rural" districts necessarily corresponded to thickly and sparsely populated

areas, or properly distinguished between non-agricultural and agricultural areas. Relatively little change had been made in the official classification since the passing of the Public Health Acts over forty years ago. Demographic statistics formed upon the basis of the existing classification were thus liable to lead to false deductions. If a rural hygiene interchange were to take place in England, it would be necessary to choose with care the districts that were to be studied.

At first sight, the United Kingdom did not seem to be a particularly suitable country for an interchange having as its aim the study of measures applicable to a mainly agricultural country. If, however, the Health Committee were to decide to study rural conditions in England, Scotland or Northern Ireland, the British administrations concerned would be happy to help the participants to profit from their visit. It would, however, be essential for this purpose to study the general sanitary organisation which applied to the whole country; it would be almost impossible, and indeed useless, to undertake a study beginning and ending with rural hygiene. Practically the same measures of hygiene were required in all the urban or rural districts, and the special services, as, for example, for maternity and child welfare, insurance, infectious diseases, tuberculosis, school medical inspection, etc., applied all round.

To summarise his remarks, if a rural hygiene interchange were to take place in the United Kingdom, it would be necessary first to show the participants what the general system of hygiene in the country was, and then how it was adjusted to the requirements of the more agricultural and rural areas. Efforts could also be made to show the participants the same special features of administration or of practical hygiene that had been made in particular rural districts

The PRESIDENT explained that in Denmark the problem of rural hygiene might be considered as non-existent, inasmuch as there was no systematic effort in the country towards such hygiene. The situation in Denmark was indeed the same as that in England. The general programme of hygiene was applied to the whole country irrespective of the nature of the district, urban or rural.

A characteristic of Denmark was, however, the high standard of the population from the point of view of education and conditions of life. It had already been remarked that a striking feature of the country was the extension of the co-operative system, which included practically the entire rural population. Danish agriculture was very much industrialised and the farmers had realised how important it was that this industry should have a scientific basis. Taking, for example, the question of milk inspection, it was clear that, if the cattle were ill, the butter would be bad, and the countries importing dairy products would withdraw their orders. The Danish farmers had thus understood the importance of cleanliness for cattle and, consequently, for those who were in contact with cattle.

As he had already had occasion to explain to Dr. Lutrario, in Denmark the responsibility for all the measures against infectious diseases rested with a small Committee composed of a public health official, a representative of the police and three taxpayers. Thus the initiative of measures that might sometimes entail great expense was entrusted to an organism in which the majority of the members were taxpayers.

Prominence had been justly given to the importance of various problems: disposal of waste matter, water supply, etc. One of the main questions was certainly that of milk control, for it was well known that tainted milk was the cause of a number of epidemic illnesses: diphtheria, scarlatina, etc. Perhaps some day it would be well for the Health Committee as a whole to undertake the study of the part played by milk in the spread of disease.

In conclusion, the President said that he hoped the participants of a rural hygiene interchange would come in the following year to Denmark. No doubt, they would see no model farms there. What they would see would be a very simple system giving efficacious results thanks to the goodwill of all those who collaborated in its operation.

Dr. TSURUMI said that the question of rural hygiene was of capital importance for Japan. In that country, a considerable migration of agricultural workers to the towns had been noticed. The urbanisation of the country was increasing yearly. No doubt this phenomenon could be explained by several reasons, but it was certain that the hygienic factor should be included among them. For this reason, much was to be expected from the results of the forthcoming interchange as regards the improvement of rural hygiene conditions.

Professor OTTOLENGHI said that most of the remarks that he had wished to make had already been made by Dr. Winslow and Sir George Buchanan. He would, however, insist upon the great importance of taking into consideration, in the course of this interchange, the demographic statistics of the rural districts that were to be visited. These would make it possible to obtain an exact idea of the sanitary situation and a better estimate of existing conditions and of the progress that had been made.

He also drew the attention of Dr. Boudreau to a point that was perhaps included in the programme but which was not very prominent, namely, the sanitary control of food products. Generally speaking, no efficacious protection of public health was possible, as regards the important question of the food supply, without the existence of good laboratories entrusted with the inspection of food. In the absence of such laboratories, it often happened that unwholesome foodstuffs or food of low nutritive value rejected in towns, where supervision was more strict, could be sent to and eaten in country districts where there was no well-equipped and regular inspection service. The necessity for this service had been recognised in Italy, where each province was obliged by law to set up chemical and bacteriological laboratories for inspection purposes. These laboratories, which were under the control of the health authorities, formed the basis of health supervision, covering infectious diseases as well as food and water, and were in a position

to exercise a beneficial influence in the smallest and most distant parts of the country. He ventured to offer this suggestion in order to complete, if possible, the programme of this interchange, which had been so well planned by Dr. Boudreau whom he wished heartily to congratulate.

Dr. CARRIÈRE wished to remind the Committee, with regard to the observations made by Professor Ottolenghi, that in Switzerland the Health Administration was very much decentralised. In one field, however, that of the control of foodstuffs, centralisation had, in fact, been achieved. This control was regulated by a Federal law applicable to the whole country. It had been possible to use this form of partial centralisation in order to promote rural hygiene. The law compelled communes or groups of communes to set up sanitary Committees whose first duty was obviously to supervise the trade in foodstuffs. This control was a very important part of public health. These Committees, however, had become organisations which dealt with various questions connected with public health, more especially drinking water. In the rural communes, the action of these Committees had proved of great effect and their activity was increasing. Here, therefore, was a solution, although it was very much in the early stages at the moment, of the problem of rural hygiene, and Dr. Carrière had thought it would be of interest to the Committee. If the Committee one day decided to include Switzerland in the programme of an interchange visit to be devoted to rural hygiene, Dr. Carrière thought that the persons taking part in it would find something of interest to study in his country and he would be very happy to welcome them.

Dr. BOUDREAU expressed to the members of the Committee his appreciation of the interesting and valuable comments presented. Their suggestions would be most useful in the preparation of future interchanges. Certain questions had arisen in regard to the interchange to be held this year, but, as most of them had been fully answered by the members of the Committee concerned, it would not be necessary to reply at any great length.

As had been suggested in his opening statement, certain members of the Committee regretted that the forthcoming interchange did not include Denmark and Great Britain. As regards Great Britain, Sir George Buchanan had already expressed his views, which were those held by the Section. Moreover, a visit to England for the purposes of a rural interchange would necessitate a preliminary period of two or three weeks in order to explain to the participants the very complex health organisation which had developed there during a very long period; this study would be necessary in order that the participants might be in a position to understand the application of health measures to rural districts. As regards Denmark, the President had invited the interchange to be organised next year to visit his country, and Dr. Boudreau had every reason to hope that such a visit would be possible.

Various useful suggestions had been made by Dr. Lutrario on the basis of the programme submitted. This text was, however, only provisional, and full account would be taken of these and other suggestions in the preparation of the final programme.

In reply to Professor Ottolenghi, Dr. Boudreau said that due account would be taken of the sanitary control of food products, a particularly interesting programme in this regard having been prepared in the Netherlands, through the kindness of Dr. Jitta.

With regard to the remarks of Dr. Chodzko, the Committee might rest assured that statistics would not be neglected. In fact, this interchange had been prepared from the beginning with this in mind, and statistics would assume a more important place than they had been given in any previous interchange. Due consideration would be given to statistics of morbidity and mortality, but, in addition, special care had been taken to secure statistics relating to the cost and results of public health measures.

It had also been suggested that the programme was too detailed and that it included points not directly related to rural hygiene. This was easy to understand in the light of experience with previous interchanges, which had shown that the participants must have some idea of the customs, traditions and life of the people in order that they might appreciate justly the measures that had been adopted and the results of those measures.

In the previous year, the chapter on the rural hygiene interchange in the Medical Director's report made no reference to the housing problem. Certain members of the Committee had pointed out the importance of including this question in the programme. For this reason, a visit had been arranged to model villages in France. It was not possible to study housing as a rural problem in France without taking account of these villages, and French authorities on housing had been unanimous on this point.

In regard to visits to preventoria and sanatoria, which Dr. Chodzko had suggested should be omitted from the programme because they were intended for an urban population, Dr. Boudreau pointed out that not only were these institutions located in rural territory but they were also intended almost solely to be of service to residents of rural districts.

He regretted that he had been unable, in the limited time at his disposal, to touch on a number of important points which, however, would be more fully dealt with in the final programme and report. For instance, the purification of public water supplies and its relation to the prevalence of typhoid fever would be thoroughly studied. The use of precise methods of treating water supplies with chlorine would be shown to the participants in several countries. Typhoid fever was still a major public health problem in many rural districts of Europe, and this problem would be given full consideration.

In conclusion, Dr. Boudreau pointed out that this was the first interchange for the study of rural hygiene organised by the Health Organisation. Dr. Chodzko had suggested that a doctrine should be established for this type of interchange, but perhaps, after the remarks made by other members, the Committee might agree that this infant should be given the fullest liberty to develop

in the light of experience, without such restrictions as must be imposed by the adoption of any fixed doctrine. • It was only after the experience of several interchanges of this character that the Committee would be in a position to accept the course suggested by Dr. Chodzko, who would, he was sure, agree not to press this point.

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## FIFTH MEETING

*Held on Thursday, May 3rd, 1928, at 3 p.m.*

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President: Dr. Th. MADSEN.

### 357. Earthquakes in Bulgaria and Greece: Telegram from Dr. Wroczyński.

Dr. RAJCHMAN said that he had just received a telegram from Dr. Wroczyński. He had approached the representatives of the Hungarian Health Service, whose co-operation was now secured. Dr. Kornel-Scholtz, Secretary of State for Health, had appointed a medical inspector and was sending a health column to the affected districts. The health service of the Kingdom of the Serbs, Croats and Slovenes had also decided to send sanitary inspectors.

### 358. Annual Report on the Work of the Health Organisation: Statement by Sir George Buchanan.

Sir George BUCHANAN desired to say a word in regard to the annual report for 1927, seeing that the whole question of these annual reports had, in past years, given rise to so much controversy not only in the Health Committee but even in the Assembly. The present report showed the great advantage gained by the procedure which had been laid down. It was an excellent summary of the work of the Health Organisation during the year, produced in good time to enable the administrations, as well as the Office international d'hygiène publique, to know what had been done and was proposed for the future.

Looking back to the ideas expressed some eight or nine years ago, at the time when the lines of new work of international co-operation on public health questions were being traced, it was gratifying to see how fully those ideas had now been translated into action in the Health Organisation of the League or at the Paris Office. The chief thing not fully foreseen at that time, perhaps, was the great development which had taken place, under the direction of the Medical Secretariat, in what he might term "fraternity" work. Originally the health work of the League had been regarded more in terms of an organisation for adjusting relations between public health administrations of different countries, and less from the point of view of the possibilities for personal association between public health workers as represented now by the interchanges, educational courses, and so on. The latter had proved specially advantageous not only to public health officers but to the League itself. Indeed, this "fraternity" work had been so useful and popular that there might even be some danger of letting it crowd out the duller and more detailed work of obtaining new knowledge in matters where new knowledge could only be obtained by combined effort. As regards expert enquiries, he had, in earlier years, thought much less of always working through missions and committees representing many nationalities than of enquiries undertaken, in accordance with an internationally agreed programme, by some particular body or institute on behalf of, and under subsidy from, the League. The standardising work done in London and Copenhagen was a good example of this system, and he would like to see it extended, if possible, in other directions.

He took the opportunity to refer to the importance of expert Commissions being closely associated with members of the Health Committee. Some of these expert Commissions included no members of that Committee, even as Rapporteurs. From this point of view, he had welcomed the reconstitution of the Commission on Education in Hygiène and Preventive Medicine and hoped that, at the next session, Professor Léon Bernard would give an account of its further work.

In conclusion, he referred to the way in which the progress made with different undertakings must be governed by a well-considered partition of the sum available for expert enquiries. He understood that, on this occasion, the Committee on the budget would present a total sum for the whole of this section of the work. During the present session, it was evident that a very large and variegated programme would be adopted, and it was essential in this connection for the

Committee to give some indication about the distribution of the total sum at its disposal. He hoped that the question of allotment would be taken up fully at the October session.

His observations were made without the intention of provoking debate or controversy, but because the presentation of the annual report seemed to be the one constitutional occasion for general observations of this kind.

359. Examination of the Report of the Medical Director on the Work of the Health Organisation since the Last Session of the Committee (continuation).

A. SERVICE OF EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

Professor OTTOLENGHI noted the various changes, on which he congratulated Dr. Rajchman. He desired to recommend that the epidemiological reports and the general summaries should sometimes contain a certain amount of criticism or, at any rate, a warning, regarding the relative value of certain figures which sometimes created a wrong impression.

Dr. RAJCHMAN would take account of this proposal as far as it was possible to do so. He himself realised the necessity of analysing certain figures, but such a work of correction was sometimes very difficult.

Dr. LUTRARIO noted that, at the moment, 140 seaports gave regular information to the Singapore Bureau, and that, in the first eleven months of 1927, it had been possible to notify the infection of 162 vessels. This was a remarkable result, on which he would congratulate Dr. Rajchman.

B. INTERCHANGES: SYSTEM OF LIAISON WITH THE HEALTH ADMINISTRATIONS OF THE VARIOUS COUNTRIES.

*Interchange in Italy.*

Dr. RAJCHMAN said he was unable at present to give definite details on the programme, since it had not yet been formally drafted.

In Italy, an endeavour was being made, in co-operation with the public Health Service, to organise an interchange visit of a somewhat different kind from those which had hitherto taken place. It was proposed to show the participants what were the various activities of the Public Health Service as a part of modern life. It had been decided to choose a town in the north, Turin, and one in the south, Naples, and three rural centres which would demonstrate health activity from the agricultural point of view. It had also been decided to attack certain special problems in certain districts, such as Calabria and Sardinia. Finally, it was obvious that an important part of the study tour would have to be devoted to the campaign against malaria.

This interchange visit, which would be particularly instructive, was to last about eight weeks. If, however, Dr. Boudreau had been right in pointing out that it was difficult only to visit England for a few days, since the English health system was extremely complicated, the same was *a fortiori* true when the Italian system came to be studied. A considerable reform in the health system, of which the author was a member of the Health Committee, had just taken place in Italy. Important legislation had been passed in recent years. There existed in Italy numerous organisations known as "Parastatale", whose duties and relations necessitated a fairly long study. The problems arising in Italy were very varied. It was for this reason that a Committee had been set up in the Ministry of Foreign Affairs to organise this interchange visit; the Departments of Agriculture, Public Works, Education, Labour, Finance, Child Welfare, etc., were also represented on this Committee.

Dr. Rajchman hoped that the group of interchange visitors would be picked men of the same quality as those who had visited Germany. The nominations which he had received up to the present led him to hope that this would be the case.

The principles on which agreement had been reached were the following. In the first place, an endeavour would be made not to overburden the programme, in order to leave the persons taking part in the interchange visit the time necessary for reflection. It was more difficult to do this in Italy than in many other countries, for it required much courage and devotion to duty to avoid spending time admiring the beauty of the towns and monuments. A week end had therefore been set aside during which the experiences gained in the course of the week would be discussed. Secondly, it was desired to organise a really effective exchange of ideas on health. With this intention, the participants would be asked to give lectures on certain aspects of the activity of the health administrations of their countries. Provision had been made for a lecture to be given in Turin on health in schools. The whole scheme would be minutely prepared by correspondence. In the third place, it would be useful to make use of this interchange visit in order to bring to the notice of Italian doctors in the towns visited, by means of a series of lectures, the work of the Health Organisation of the League of Nations.

Finally, there was a "Parastatale" organisation in Italy which was of great importance. This was known as the "Luce", which dealt with the cinema and which had been established in order to prepare very detailed information on the various public activities in Italy. This organisation possessed a complete film, 1,600 meters long, on the evolution and history of school hygiene, a film of 4,500 meters on the principal work undertaken against malaria, films on the housing problem, etc.



To sum up, this organisation now possessed a remarkable collection of films and served as a powerful organ of technical information. The interchange visit in Italy would be filmed beforehand by this society; the text of the lectures would be given on the film and illustrated by means of film pictures.

Dr. Rajchman hoped to be able to show, at the October session, a film on rural hygiene in various countries, the film in question on the interchange visit in Italy and, finally, a film on the Copenhagen Conference to illustrate the technical significance of work on serum diagnosis and suggesting recommendations of a practical and administrative character. The co-operation of the society "Luce" would be all the more useful in view of the fact that it had generously offered to prepare these films free of charge. Dr. Rajchman thought that the Health Committee should express its sincere gratitude to those who offered it this admirable means of documentation.

The Italian Government attached considerable importance to this interchange visit, and the Head of the Government had shown sufficient proof of this by granting an audience to Dr. Rajchman, during which he described to him the main lines of the Italian Government's health programme. The plan dealt with various aspects of preventive medicine; provision was made for maternity work, and a whole series of measures for the protection of the infant and the child of school-age. It also comprised a very large programme of urban drainage, rural hygiene, internal colonisation, campaign against malaria and physical education.

Dr. Rajchman hoped to be able to submit a detailed report on this new method of organising interchanges at the October session.

The PRESIDENT was sure that all members of the Health Committee had listened with much satisfaction and interest to this statement, which gave them an opportunity of noting the great progress achieved in Italy, due, in very great measure, to the initiative of Dr. Lutrario. The Health Committee would also note with the greatest satisfaction the generous offer of the society "Luce" and the great interest shown by the Head of the Italian Government in the activity of the Health Committee.

Dr. LUTRARIO wished to express his satisfaction at the thought that this interchange visit would shortly take place, for it showed that his country had bridged the gap separating it from other countries where, up to the moment, far more frequent study tours had been organised. The members of the Public Health Service in Rome had had the pleasure of receiving the Medical Director, who had traversed the country from one end to the other at remarkable speed, had seen everything of real interest, had established fruitful connections everywhere and had left the best possible impression on the minds of everyone.

The Government attached considerable importance to the present enterprise, and the Prime Minister had shown this by putting it under his patronage and by establishing the centre of the interchange visit at the Ministry of Foreign Affairs, which worked in close collaboration with the Public Health Service. Dr. Lutrario could not enter into details of the programme. He was sure that, in any case, it differed in important respects from the programme of preceding visits, for it was not confined to the field of health. It covered the study of certain measures of a social character and of the various aspects of the life of the country. It was therefore a complex programme, and an endeavour would be made to facilitate its realisation by encouraging conferences, by organising propaganda by means of the cinema, and by preparing pamphlets on the system of interchange visits in order that the persons taking part might possess, in advance, a summary of the health activity in all directions.

#### *Individual Missions.*

Dr. TSURUMI made the following statement:

"In regard to the individual missions carried out under the auspices of our Health Organisation, I desire to say a few words.

"On the initiative of our distinguished Medical Director and with the approval of the Health Committee, an interchange of parasitological experts was carried out between Brazil and Japan, it being understood that the principle had been accepted by the two Governments.

"During the year 1926, Professor Fonçeca, of the Oswaldo Cruz Institute of Brazil, was the guest of my country, where he passed several months with the object of obtaining knowledge on the administration and the health institutions, more especially, the development of parasitology and the preventive measures taken in the campaign against parasitic diseases.

"On the Japanese side, Dr. Fujinami, Professor of Pathology and Parasitology at the University of Kyoto, went to Brazil in the spring of last year. During the time he spent in that country, he was able scientifically to study parasitic diseases among Japanese immigrants, thanks to the facilities offered by the Brazilian Government and, particularly, thanks to the good offices of our distinguished colleague, Professor Chagas.

"On behalf of my Government, I have therefore the honour to present my sincere thanks to the Brazilian Government, and especially to Professor Chagas.

"I think that the scientific work performed by Professor Fujinami has definitely cleared up the matter and has suggested to us, at the same time, what ought to be done in the future to achieve improvement, it being understood that the preventive measures in the campaign against parasitic diseases are not very difficult, if an endeavour is made to execute the recommendations of modern science."

Professor CHAGAS warmly thanked Dr. Tsurumi. The tour of his pupil, Professor Fonçeca, had been very profitable, especially from the point of view of the health campaign in Brazil and Japan. Further, the visit of the eminent parasitologist, Dr. Fujinami, had greatly interested the medical world in Brazil.

C. COMMISSIONS.

I. *Joint Commission of Experts for the Study of the Relations between Public Health Services and Health Insurance Organisations.*

Dr. LUTRARIO said that the Bill for compulsory insurance against tuberculosis had now become law in Italy.

Dr. RAJCHMAN replied that the report would be amended in this sense.

Professor JITTA asked that the Netherlands should be invited to co-operate, for the Dutch Society for the Campaign against Tuberculosis had been in existence for thirty years. It could give and receive interesting information. He would be very glad to explain personally the aims of the League to this Dutch Society.

Dr. RAJCHMAN thanked Professor Jitta for his suggestion.

2. *Malaria Commission.*

Dr. LUTRARIO explained the object of the next session of the Malaria Commission. It would discuss the general report of the Commission and the results of the trip to America. The meeting would be of the most general character possible. The malariologists from different parts of the world would have to be put in touch with each other, in order, if possible, to decide on a common doctrine and thus, perhaps, prevent a division in the Commission itself. He noted with pleasure that Italy was collaborating in two ways in the courses on malariology — through the High School in Rome and the experimental station established in collaboration with the Public Health Service. The courses at the School of Malaria at Rome would be both theoretical and practical, while at the experimental station they would deal with the practical application of the principles taught at the schools in Hamburg, London and Paris. On this occasion, he thought that it would be desirable to add Professor Schüffner to the members of the Malaria Commission.

Professor JITTA supported this proposal.

Sir George BUCHANAN wished all possible success to the Malaria Commission and to the large conference of malariologists from all over the world which had been arranged. If, however, its task consisted in trying to establish an international doctrine regarding the prevention of malaria, he feared that little of use would result. He believed that the Commission, instead of collecting together specialists, who would only say what was known before and who, on return to their countries, would merely maintain their own special notions, would do better work by making intensive enquiries on special points — for example, the value of the secondary alkaloids of quinine and the pathology of induced malaria.

Dr. RAJCHMAN recalled that this proposal was not a new one. The Health Committee itself had decided at its October session, on the report of the Malaria Commission, that a general session should take place of which the object had been clearly defined. The methods for combating malaria had, for several years, given rise to long discussion. The moment had now come to crystallise results and to establish a common programme of study. There was no question of putting forward yet once more the various views which had been several times expressed. The duty of the Conference would be to discover within what limits it would be possible to achieve an agreement which could be immediately applied in practice.

Surgeon-General CUMMING made the following statement:

“Memorandum regarding: 1. Report on a Tour of Investigation in the United States in 1927, by Colonel S. P. James and Professor N. H. Swellengrebel, Geneva, October 1927. 2. Preliminary Report on a Tour of Investigation in the United States in 1927 by Professor Swellengrebel, Geneva, February 28th, 1928.

“The United States Public Health Service and the health officers of the same States deeply appreciate the value of these very interesting analyses of the malaria problems of this country by the two eminent malariologists. It is stimulating and helpful to have a critical presentation and review of this type from a new and entirely independent viewpoint. It is unfortunate, but entirely understandable, that the two reports should express diametrically opposed views on many points.

“The reports simply reflect how wide a divergence of opinion may exist and how different may be the interpretations of various ‘facts’ concerning the causes of the decline of this disease in the United States and the effectiveness of the measures which have been taken to reduce it. Such a conflict is inevitable in view of the method which the Commission used to gather its material.

“We venture to say that had the Commission undertaken to treat of the causes for decline and the effectiveness of different anti-malaria measures in all parts of Europe in a brief report based upon interviews with various interested persons — some scientifically informed, some not — and a digest of the voluminous European malaria literature, the same difficulty would have beset them. Support could be found for almost any opinion which it was desired to express. The inherent difficulties of the undertaking of the Commission are still more manifest when it is realised that its members were able to spend less than a month on this work, and that this trip was made in the month of June when the incidence of malaria is lowest. At the same time,

we are not unmindful of the practical impossibility of making thorough personal studies and observations at first hand because of the time and labour involved. These considerations should, however, place certain limitations upon the scope of the report and the choice of the material for presentation.

"To illustrate, it is not strange that both reports fail to give a true perspective of malaria incidence in the United States and the variety of the problems which are encountered. Both reports treat in some detail of the situation in the south-eastern United States, where *A. quadrimaculatus*, *A. crucians* and *A. punctipennis* are the predominating species, and where the social and economic conditions of the poor white and negro tenant farmer are involved. Neither report mentions the fact that there is a malaria problem in the lower Rio Grande Valley of Texas, one in southern and northern New Mexico, one in the Sacramento valley of California, each with its own peculiar economic and social conditions involving the Mexican, the Indian and the native white, and with the predominating species *A. maculipennis*, *A. pseudo-punctipennis*, *A. punctipennis* and even *A. albimanus*.

"Again, while the report of Colonel James and Professor Swellengrebel (1) finds that malaria has declined and disappeared without parallel decrease in anopheline density, that of Professor Swellengrebel (2) implies that quite the reverse has been true. While it is concluded in the former report that the anti-malaria work which has been done in this country has been without effect, Professor Swellengrebel is inclined to believe that this work has been effective because of differences in the biology of the principal vector in this country as compared with *A. maculipennis* in the Old World, etc.

"Because of these considerations, we suggest that a discussion of the incidence of malaria in this country, past and present, the factors concerned in its decline, the variety of conditions concerned in the problem in various parts of the country, and the effectiveness of the anti-malaria work which has been done, be reserved for some future report when the Commission shall have been able to make a more extended trip and shall have had a longer period of time for the accumulation of data, observation and analysis.

"We suggest that, at this time, the Commission confine itself to a short report confined strictly to the purpose for which the visit was made, as expressed on page 12 (James and Swellengrebel): 'The chief object of our visit to the United States was to collect information which might be useful in the anti-malaria work of Eastern European countries'.

"Such a report would then discuss those procedures and methods in anti-malaria work which have been found useful in this country, and the extent to which they may or may not be found applicable to European conditions — the 'standard treatment' propaganda and its effect, the use of screening and its popularisation, the use of anti-larval measures about centres of population and on impounded waters, the use of paris-green dusting by aeroplane where economically applicable, the use of *Gambusia affinis*, educational and propaganda work, public health administration with particular reference to the county health unit in its relation to malaria, and similar topics.

"We feel sure that the Commission does not wish to place the weight of its authority upon conclusions hastily formed on the basis of conflicting and often insufficient data. If these conclusions should prove erroneous upon further investigation, such a report would then have proved an impediment rather than a help to the advance of knowledge. In like manner, should the judgment of the Commission concerning the ineffectiveness of our anti-malaria measures prove erroneous, the report might then have seriously impeded the rigorous prosecution of worthwhile work in this country and in Europe."

The PRESIDENT thanked Surgeon-General Cumming for his interesting statement. He hoped that he would send an American malariologist to the Conference to be held in June. He would also express the hope that Professor Chagas would be able to remain in Europe for that Conference.

Surgeon-General CUMMING replied that he would send two or three American malariologists.

Professor CHAGAS said he would try to remain for the Conference in question.

Dr. LUTRARIO recalled that the Medical Director had already replied to the observations of Sir George Buchanan. This meeting had been called by the Health Committee, and there was no question of a strictly unitarian doctrine. The general report had given a courageous confirmation of the results of the work. There could be no doubt, however, that there were certain divergences of doctrine as regards the form rather than the substance of the report. No one had ever intended to say, for example, that anti-larval measures were not of importance. It had simply been desired to correct the excessive zeal of certain administrations which had regarded this as a universal panacea, and to point out that, in certain cases, anti-larval measures were insufficient in themselves. At the moment, it was a question of calling together specialists of various countries and of finding a solution for the problems raised.

As far as the statement of Surgeon-General Cumming was concerned, he would merely reply that the reports of Colonel James and of Professor Swellengrebel were only provisional and confidential. They had never had any idea of making a report, in the proper sense of the word, on the situation in the United States, and had contented themselves with displaying the information which they had collected in those parts of the territory which they had visited. The malariologists of the United States would come to the meeting, give it the benefit of their experience and their knowledge in drawing up a report which, instead of being an obstacle to the general campaign, would certainly lead to the best results.

Sir George BUCHANAN understood that the reports of Colonel James and Professor Swellengrebel were only a collection of manuscript notes, which had not been designed for publication. He thought that Colonel James never intended it to be circulated in its present form until it had

been revised by his colleagues in the United States, and wished to be able to modify it, or even withhold it from publication in the light of the American observations. Any correction and editing should be done amicably between the authors of these documents and their American colleagues. There was nothing to be gained by making the present report the occasion of a sort of bullfight at the Malariological Conference.

Dr. RAJCHMAN feared that it was too late to adopt the procedure proposed by Sir George Buchanan. There was no question of any dispute arising on the various theories. The next session of the Malaria Commission, however, must result in a frank and full discussion of the experiments conducted in the different countries. At the October session, the Health Committee had instructed him to forward the manuscript prepared by Colonel James and Professor Swellengrebel to all the correspondents and, especially, to the American members who had received a visit from the two enquirers, in order that suggestions might be obtained from them in regard to it. The report of Professor Swellengrebel had been distributed on his own responsibility. This document was the personal contribution of Professor Swellengrebel to a wide discussion in which he had been ready to take part in the most liberal spirit. There was no idea that the Conference on Malaria would restrict discussion to this report. It would consider the general conclusions reached by the Malaria Commission, among which would be found those expressed by Colonel James and Professor Swellengrebel. The object of this discussion would be to define the common field of agreement at the disposal of the various malariologists in order that practical conclusions might follow.

Dr. LUTRARIO wished to add that, not only were the reports confidential as he had said, and provisional, but they had not yet been discussed by the Malaria Commission, because it had been thought that this discussion should take place in the presence of American malariologists. In these circumstances, any sort of criticism would be premature.

M. VELGHE did not wish to prolong the discussion of this question, but thought it indispensable for it to be extended. It was quite a usual thing for two experts to hold different views on a scientific point or on the best way to organise a practical campaign against a disease. But that two experts should be sent to a country and should only collect insufficient information from it was a much more serious fact. He wondered whether sufficient preparations had been made for the journey in question. He thought that the enquirers had arrived at an unfortunate moment, that their stay had not been sufficiently prolonged and that they had collected information which was too summary in character. If this view were accepted, such a mistake could be avoided in the future, for it could not be admitted that experts sent on such a mission should not immediately approach the health administration of the country.

Dr. RAJCHMAN recalled that this journey had been discussed in great detail, as the result of which it had been decided that three members of the Committee, of whom one had been prevented from leaving at the last moment, should carry out a study-tour for which no fixed length had been determined. Everyone, on the contrary, had declared distinctly, on several occasions, that they would be happy if the persons concerned could remain in the United States for as long as was necessary.

In order to prepare the programme, the Section had got into touch immediately with Surgeon-General Cumming and the Rockefeller Foundation. The date of departure had had to be changed in order to meet the necessities of those concerned. Unhappily, this change of date had cut short the duration of the journey, and it had been necessary to adapt the programme at the outset to these new conditions. The American administration had given every possible facility to the representatives of the Health Organisation. It would obviously have been preferable for this mission to have lasted much longer, but this had been materially impossible and account should be taken of that fact.

Dr. LUTRARIO fully associated himself with this statement. Every possible step had been taken to ensure that the enquiry would be made under the best possible conditions.

M. VELGHE was glad to have afforded an opportunity for an explanation which must dissipate all doubt in the minds of the members of the Health Committee. He noted that, although a certain number of difficulties had occurred, the Secretariat and the Committee had not been at fault.

Surgeon-General CUMMING had only submitted this question so that criticisms might be forthcoming which might guide the future work of the Committee. Obviously, there could have been no question of changing the seasons, and it had been impossible to change the date at which malaria had broken out in order to take into account the personal requirements of the enquirers.

### 3. *Expert Commission on Sleeping-Sickness.*

Professor NOCHT had not yet been able to study in detail the final report of the International Committee. At first sight, however, he had been struck by the remarkable analogy between the recommendations of this report and those made by the Malaria Commission. The complete connection between malaria and sleeping-sickness had been very nearly established. Both were caused by protozoic organisms and transmitted by the stings of the carrying insects.

At the end of its study tours in Europe, the Malaria Commission had reached the conclusion that, in the first place, the persons suffering from the disease should be isolated and treated, and that the anti-larval campaign was only a secondary measure, which could not be successfully employed except in special conditions and in limited districts.

Till recently, no method worthy of any confidence had been found for treating sleeping-sickness. Three or four which might be of real worth were now in contemplation, and, in this

connection, the Commission also said that the isolation and treatment of persons suffering from the disease was the most important measure. It added that drainage measures in general were very costly and of little profit, if they were not under the control of a special expert. The almost complete analogy between these suggestions and the recommendations made concerning malaria, might afford an appreciable moral support to the Malaria Commission against the criticisms made of its conclusions.

Dr. LUTRARIO recalled that the Italian Government was one of those which had been invited to take part in the second Conference on Sleeping-Sickness. It was not, however, to be found in the list of those which had given an affirmative reply. This was due to a mere administrative delay, and Dr. Lutrario was sure that his Government would accept the invitation, as the question was of considerable interest to it, in so far as its African colonies were concerned.

Sir George BUCHANAN referred to the suggestion urging the establishment of a special committee of experts instructed to receive all accounts of the work undertaken by the various institutes and research centres and to examine publications. What was the scope of this suggestion?

Could information be given regarding the date and place of the meeting of the next Conference?

Dr. RAJCHMAN replied that these were questions that it was hoped would be examined by the Conference. The preliminary meeting of the heads of Colonial Offices would study the matter.

As far as the place of meeting and date of the Conference was concerned, he had not yet been informed that the Governments concerned had reached agreement.

#### 4. *Permanent Commission on Standardisation of Biological and Serological Products.*

*The discussion on this subject was adjourned.*

### D. ACTION TAKEN ON THE RESOLUTIONS OF THE ELEVENTH SESSION OF THE HEALTH COMMITTEE.

#### 1. *Welfare of the Blind.*

Sir George BUCHANAN said that, as this enquiry was started on his own proposal, he ought to express his satisfaction that the authorities of the health services of the various countries mentioned in the report had responded so fully, and evidently considered the question one of general interest.

#### 2. *Study of Deratisation.*

*The discussion on this point was adjourned.*

#### 3. *Survey of Health Conditions of certain Islands of the Pacific.*

Dr. RAJCHMAN said that the latest information received caused him to contemplate the possibility of carrying out this survey. The French expert, Dr. Hermant, had already been appointed.

#### 4. *Study of the International List of Causes of Death and Morbidity Statistics.*

Dr. JITTA thanked Dr. Rajchman and noted with satisfaction that the Health Committee and the International Institute of Statistics had come to an understanding on this matter. Would it not be useful to convene certain experts from the International Institute of Statistics to attend the meeting of the Commission of Expert Statisticians of the Health Organisation?

Dr. RAJCHMAN thought that, if the Health Committee were able to accept the suggestions made in the report, the Commission could consider the possibility of adopting a final resolution.

He read the following draft resolution:

“ The Health Committee:

“ Having considered the communication of the Minister for Foreign Affairs of the French Republic to the Secretary-General of the League of Nations, as well as the letter from the President of the International Institute of Statistics forwarding a resolution of its Cairo Conference:

“ Recommends the adoption of the procedure proposed by the French Government to assure collaboration between the International Institute of Statistics and the Health Organisation of the League of Nations in the preparatory work for the forthcoming revision of the *International List of Causes of Death*;

“ Requests the Medical Director to communicate this resolution to an early meeting of the Commission of Expert Statisticians and to take action for the purposes indicated. ”

He hoped to convene this Commission in July or in the autumn. The date would depend on the preliminary investigations to be made into morbidity statistics. The primary object of the meeting

would be the study of those statistics. Dr. Rajchman would get into touch with M. Delatour as soon as the resolutions of the Committee had been approved by the Council.

M. VELGHE was happy to agree to the draft resolution provided certain formal amendments were made in the text. He could congratulate Dr. Rajchman, who had successfully carried out these difficult negotiations.

Sir George BUCHANAN said that, in view of the circumstances, he felt able to agree to the draft resolution. It took account of the new situation resulting from the decision of the French Government to summon the next Conference, and to utilise the International Institute of Statistics as its agent for the preparatory work. He desired to refer to the following passage in the report: "If the Committee were to approve our suggestion, certain of the expert members would be nominated to co-operate with delegates of the International Institute of Statistics, who will jointly be responsible for the preparation of the material for the International Conference of 1929."

Textually this was correct, but the use of the word "jointly" in this paragraph should not be taken to mean that the Health Committee would be jointly responsible with the Institute for the organisation of this Conference. The Health Organisation might help, but the responsibility would be taken by the Institute of Statistics.

Dr. RAJCHMAN replied in the affirmative.

Sir George BUCHANAN also wished to ask whether some member of the Health Committee — he suggested Dr. Hamel — could not take part in the work of the Expert Committee on morbidity statistics.

This question was one of very great importance, but he had always found it difficult to understand what was being done about it, and what basic principles were being followed. The nomination of a Rapporteur for the subject would be valuable. It was much more than a mere expert question, and required discussion from administrative points of view.

Dr. RAJCHMAN replied that this proposal raised a point which he would rather leave out of the discussion. He would urge clearly and simply that Sir George Buchanan should not press his proposal. He would be very glad for Dr. Hamel or any other member of the Health Committee to attend whatever special committee met. This Conference, however, would be presided over by Professor Westergaard, who should be considered the father of medical statistics on morbidity, and, moreover, the liaison between the Conference and the Secretariat would be guaranteed.

Sir George BUCHANAN said that, in view of this appeal and the late hour, he would not press for a discussion if his proposal were considered controversial.

## E. MISCELLANEOUS.

### 1. *Co-operation with the Greek Authorities and the Commission for the Settlement of Greek Refugees.*

*Discussion on this point was adjourned.*

### 2. *Physical Education.*

Professor OTTOLENGHI was interested in this question for several reasons. In the first place, he was dealing with it directly in his capacity as Director of a School for Physical Education in Italy; moreover, a National Institution (Opera Nazionale Balilla) existed which supervised the physical education of the young throughout the country and which would certainly be glad to learn the results of the enquiry made by the Health Section.

He had been particularly interested in the remarkable report of Professor Piaziescki, which contained much valuable information. He had also been glad to discuss in detail with Professor Piaziescki certain special points. The Medical Director stated in his report that the time had come to organise a small interchange of directors of schools. Before examining this proposal, he would ask Dr. Rajchman to explain clearly the aim and the programme of this interchange. He pointed out also that a document such as that prepared by Professor Piaziescki, if completed as regards certain details, could be well used as a basis for discussion.

Dr. RAJCHMAN expressed regret that he could only give very short explanations. The report stated that the interchange could take place during the second half of 1928 provided there was sufficient money in the budget. The budget, however, would certainly not make it possible to hold this interchange. He asked that the matter should be adjourned until October.

The PRESIDENT asked the Committee to adopt the report of the Medical Director and congratulated him on behalf of the Committee.

*The report was adopted.*

### 360. *Fumigation of Ships.*

Surgeon-General CUMMING, Chairman of the Sub-Committee on Fumigation, submitted the following draft resolution:

"The Health Committee, having received the report of the Sub-Committee on the fumigation of ships:

"(a) Takes note with gratitude of the offer of co-operation made by Surgeon-General H. S. Cumming;

"(b) Authorises the Sub-Committee to make further recommendations to be submitted to the Permanent Committee of the Office international d'hygiène publique in this matter, as well as on the measures which may seem desirable and practicable to give effect to the proposals contained in the Medical Director's report;

"(c) The Medical Director, in consultation with the Bureau of the Committee, is authorised, if necessary, to give effect to conclusions adopted by the Sub-Committee in the interval before the next session."

*The draft resolution was adopted.*

**361. Action taken by the Health Committee regarding Article 8 of the Geneva Opium Convention of 1925 concerning Preparations containing Narcotics and which do not fall within the Scope of the Convention.**

Dr. CARRIÈRE, Chairman of the Committee of Experts, instructed by the Office international d'hygiène publique, in conformity with Article 18 of the Opium Convention of February 19th, 1925, to study this question, submitted the report of the Committee which had already been approved by the Committee of the Office international d'hygiène publique.

This report was very detailed and did not call for full explanations. It gave the provisional list, based on the information furnished by a certain number of States, of preparations containing narcotics which should not, in view of their composition, which prevented all illicit use, fall within the scope of the Convention. These various preparations had been collected and placed in an annex to the report in tables drawn up in alphabetical order and by each narcotic drug. The Committee of Experts had thought that they would be easier to consult than the report itself.

Unfortunately these tables contained a number of errors. It would, therefore, be preferable to delete them entirely.

With that reservation Dr. Carrière proposed that the Committee should adopt the report.

He added that Dr. Hamel was unable to accept the reservations put forward by the Committee of Experts in regard to No. 6 and No. 10 of the German list. (In the report preparations examined were classified according to lists furnished by the various States.) The two preparations could probably be accepted provisionally as was proposed by the German Government and the Committee would be free to submit the question once more to the Committee of Experts. The Committee would certainly have to meet again in the near future, in order to examine the proposals of those States which had not replied at the time it had held its first session.

Dr. RAJCHMAN pointed out that, if the Committee of Experts were to be called upon to re-examine the list, the Committee could not recommend the Council to communicate it to Governments. It would therefore be preferable to submit this list afresh to the Health Committee at its next session when it had been finally completed.

Dr. CARRIÈRE agreed.

Dr. RAJCHMAN pointed out that from the administrative point of view, the delay would not give rise to difficulty, as the Geneva Convention was not ratified.

*This question was adjourned to the October session.*

Dr. TSURUMI said that the Japanese Government was not able to give its final decision regarding Articles 8 and 10. It would, however, certainly accept this proposal.

The PRESIDENT said that the Health Committee was happy to leave to Dr. Carrière the direction of this work, which was becoming more and more difficult.

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SIXTH MEETING

*Held on Friday, May 4th, 1928, at 10 a. m.*

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President: Dr. Th. MADSEN.

The PRESIDENT welcomed Professor Léon Bernard.

**362. Consideration of the Draft Budget for the Year 1929.**

M. VELGHE submitted to the Committee the draft budget for 1929 (document A.4.1928.X. Extract). He wished to draw attention to two features of this document.

1. The figure for the 1929 budget was practically the same as that for 1928; this result was relatively satisfactory at a time of general restriction of expenditure. There should, however, be no dissimulation of the fact that the amount of the resources placed at the disposal of the

Committee erred on the side of exactness, and that in order to deal with the Committee's work it was desirable that the budget should be increased in the near future. •

2. The actual form of the budget was new and, from the point of view of control, was much better than the previous form. The budget was divided into three parts, the first relating to the Committee, the Secretariat and the work of the Health Organisation; the second to the information service, technical work and the research work of the Organisation; and the third to the establishment of a liaison system between the different national public health services.

Dr. CARRIÈRE wished to point out that it would be of advantage to the members of the Committee to know by name the various officials with whom they were in touch.

Dr. RAJCHMAN replied that it would be contrary to the practice of the Secretariat to issue a document containing a list of the names of the officials of the Secretariat collaborating with the Committee. He would give all necessary explanations orally.

Sir George BUCHANAN, referring to Section 10, paragraph 1, recalled his remarks at the previous meeting. He realised that it was impossible, at the present moment, to know how the total credit for investigatory work would be distributed, in view of the fact that the Committee had decided to undertake new activities. He would, however, be grateful to the Bureau if it would, at the next session, make proposals for allotting the credit to the various activities.

M. VELGHE explained that the document submitted to the Committee was a draft budget intended for the Council and for the Assembly. For this reason, it was not possible at the present time to anticipate the general distribution of the total sum. Sir George would remember that, once the budget had been approved by the Assembly, the Health Committee would, at its October session, examine attentively the needs of each Commission and of each enquiry in hand, and it was at that time that definite information on the distribution of the credits might be obtained. He recalled that the Bureau of the Committee had always tried to satisfy everyone, as far as possible, but the sums asked by the various Chairmen of Commissions always exceeded the total credit and it was necessary to curtail the work in different respects. Sir George would, he hoped, receive satisfaction at the autumn session, as had always been the case in the past.

*The draft budget was adopted (Annex 6).*

### 363. Work of the Permanent Standards Commission during its Session held at Frankfort: Report by the President.

The PRESIDENT submitted to the Committee two reports: (1) A report which he had prepared on the work of the session held at Frankfort (Annex 7); (2) A report of the Permanent Standards Commission (Annex 7a).

The session held at Frankfort had been the third of the principal sessions of the Commission. The first had been in London in 1921 and the second at Paris in 1922. Other less important sessions had taken place at Geneva. The diversity of the places chosen for these sessions emphasised the truly international character of the work of standardisation and its importance in the establishment of cordial relations between the different Institutes. Interest in the session at Frankfort had not been restricted to the participants, for the Municipality, the Prussian Government and the representatives of the Reich had been keenly interested. He thanked his German colleagues, and particularly Dr. Hamel, for the considerate attention that had been given to the sessions. In addition to the persons invited, several German scientists had followed the work of the Commission.

He added that the Commission had much regretted the absence of Dr. McCoy, who had taken so active a part in the preparatory work.

#### *Anti-diphtheritic Serum.*

In accordance with the resolution adopted at Paris 1922, the units of the Institutes of London, Frankfort, Paris and Washington had been compared with those of the Copenhagen Institute, and these comparisons had shown the identity of titre of this serum. The results obtained had proved that the continuation of these comparisons was useful and, indeed, almost necessary. In view of the results of Ramon's flocculation method, the Commission had decided to extend its investigations in this direction and to study the question of ascertaining by the flocculation method the value of anti-diphtheritic serum and of diphtheritic antigen. One of the difficulties was occasioned by the fact that use was made, not only of natural sera but also of refined sera, especially in the United States. Another very important question was that of the therapeutic power of anti-diphtheritic serum. Professor Louis Martin had made a suggestion regarding active immunisation against diphtheria by means of the anatoxin method employed in the United States and now introduced into France and other countries. It would be of great use if this anatoxin could be standardised.

#### *Anti-tetanic Serum.*

A unit had been adopted at the time of the 1926 session, and it had been decided that the Institutes of London, Paris and Frankfort should study this new unit in collaboration with the



Copenhagen Institute. It had been found that the units were absolutely identical and the Commission proposed to recommend the adoption of the anti-tetanic unit in question as the new international unit.

#### *Anti-dysenteric Serum.*

After a similar procedure, the comparisons had given concordant results, and the Commission proposed the adoption as an international unit of the standard unit prepared and distributed by the Copenhagen Institute.

The President added that a very interesting report had been presented to the Commission by Professor Shiga, which had shown that a serum of less than 300 units could not have therapeutic effects. The best method that could be recommended to the various establishments was to add a mixture of a sufficient quantity of Professor Shiga's serum in such a way as always to obtain the figure of 300 units.

The Committee might ask why the Standards Commission had delayed so long before presenting definite proposals for the adoption of an international unit. The reason was that it had seemed indispensable to assure the preservation by the Institutes of uniform units in order that it might be possible to proceed to international measures. It was necessary to make slow progress by stages so as to avoid all future error. The principle of the Commission had been to leave to the Governments and Institutes the choice of methods, which it did not wish to fix, since they were liable to change. For anti-tetanic serum, as for anti-dysenteric serum, there were very different methods. The essential point was that they should always relate to the unit adopted. In this respect, satisfaction had been given to the remarks of Surgeon-General Cumming at the previous meeting upon the disadvantages of excessive standardisation. It had been thought better in the interest of progress to leave complete freedom in the choice of methods.

#### *Scarlet Fever.*

Unfortunately, no great progress had been made in the direction of standardisation. Dr. Dale and Dr. McCoy had tried to reach agreement upon the units and the methods to be adopted, but the research undertaken in the United States, England, Germany and elsewhere had shown that it was not as yet possible to arrive at an agreement. It was not yet known whether the subcutaneous method or another should be used. All that was known was that the process was of use as regards therapeutics, but nothing was known of the means of standardisation. Agreement had been reached only upon the fact that it was unwise to use a serum unless it had been previously tested in a hospital.

In the United States it had seemed desirable to establish a standard serum, and a standard unit had been established by the Washington Bureau for use in the United States. In view of the present uncertainty, the Commission had thought that it would be well to obtain units of this serum for new comparisons. A resolution would be drafted in prudent terms, by which, without pronouncing upon the etiology of the malady or upon the methods of comparison, the Committee would ask the Washington Bureau to be so kind as to send the serum it had established. This Bureau was now prepared to send a certain quantity of its serum, and the President wished to thank it for this.

#### *Anti-gangrenous Serum.*

The use of this serum seemed to have spread greatly in the course of the last years, and it appeared that it might be possible to arrive one day at a unit. The Commission had decided to place this question upon the agenda of its next session.

#### *Tuberculin.*

The comparative studies undertaken, in accordance with the resolution adopted at Geneva in 1926, of the standards provided by the National Institute for Medical Research of London and by the Frankfort Institute had shown that these standards were of identical value. The President recalled the important work done by Dr. White in this respect. The National Institute had very kindly placed at the disposal of the Copenhagen Institute, which was charged with the distribution, a large quantity of standardised tuberculin, and there was ground to hope that an agreement would be reached in the near future.

#### *Blood Groups.*

The Commission had been invited to establish an international nomenclature, which was very important for clinics and for anthropological investigation. The President was glad to say that complete agreement had been reached between the various study Commissions. In order to facilitate the transition from the old to the new system, it had been decided to add the former names in brackets and to designate the blood groups by the letters O, A, B and AB. On the other hand, it had been suggested, for practical reasons, that the serum-test A (anti-B) should be distributed in white tubes, and the serum-test B (anti-A) in yellow tubes. This would be of convenience to doctors, who often had to make urgent blood transfusions.

#### *Rabies.*

The Commission had examined certain results of the Rabies Conference, with a view to the possible standardisation of the material used in the treatment of rabies. It considered that the proposals in this respect made by Dr. Remlinger, of the Pasteur Institute of Morocco, constituted useful methods of giving effect to these results.

*Salvarsan.*

The Committee had drawn a certain number of conclusions from the recommendations formulated at Geneva in 1925 with regard to the standards prepared by Professor Kolle and distributed by Dr. Dale for experimental research (see document C.H.717).

*Digitalis.*

The Health Committee would have learned with regret of the death of Professor Magnus, whose collaboration had been so valuable to the Permanent Standards Commission. Document C.H.717 contained very full details upon the question of digitalis.

*Strophanthus.*

The Commission had recommended that a sample of ouabain should be prepared and kept as an international standard for the biological assay of *strophanthus* and its preparations.

*Scilla.*

The Commission had decided to study the possibility of preparing a stable standard from a suitable dried sample of the drug.

*Pituitary Extract.*

The international standard, as adopted during the Conference held at Geneva in 1925, had given uniformly favourable results.

*Insulin.*

The Health Committee would be pleased to learn that the unit adopted and recommended in 1925 at the Geneva session was now in use all over the world as the only unit of insulin.

*Thyroid Preparations.*

No action had been taken in regard to these preparations.

*Ergot.*

The Commission had decided to endorse the recommendation of the Edinburgh Conference for the standardisation of ergot and its preparations by a method measuring its content of the specific alkaloid.

*Anthelmintics.*

The Commission had not made any new recommendations with regard to *Filix mas* or with regard to oil of chenopodium.

In conclusion, the President said that the Frankfort session had had very satisfactory results. After lengthy work and research, definite resolutions had been drafted with regard to certain important biological and serological products. The question that now arose was how to inform Governments and health administrations of the results obtained. It seemed that the best method would be to forward to the different administrations the proposals of the Standards Commission, accompanied by documentation upon the work accomplished. The results should also be made known to the medical profession, and for this purpose use might be made of the medical Press. For instance, certain special journals had requested their collaborators to use, in their articles upon blood groups, the international nomenclature established by the Commission. The Committee would no doubt agree in admitting that, while the work of the Health Organisation might be well known to the administrations, it was not so well known to the medical profession. It was necessary, therefore, to discover means of giving value to the work undertaken by the League. The President recalled that Dr. Voegtlin always applied the term "League units" to the units that had been standardised as a result of the work of the Commission.

Sir George BUCHANAN said that it had been his privilege after previous sessions of the Permanent Standards Commission to congratulate the Commission and its Chairman on the progress made. He was glad to do so again. This branch of work was in many respects a model; it represented progressive action year by year along a consistent line of policy and was of use to all nations.

It would no doubt be well that the work of the League of Nations in this respect should be more widely known, but perhaps this knowledge was more widespread than the President thought. The advantage already actually taken by the different countries of the units that had been standardised, thanks to the work of the Permanent Standards Commission, constituted the best advertisement of this branch of the work of the League of Nations.

The Committee would remember that, at the last session of the Assembly, this aspect of the work of the Health Organisation had been given special prominence and special reference was made by the British delegate to the fact that the International Conference on Pharmacopœial Standards had decided that it was useless to indicate in detail the tests which should be applied

to biological products or to drugs which required biological tests and that for each national pharmacopœia it would in future be sufficient to say that these products must conform with the units or definitions established by the League. It would be difficult to pay a more striking practical tribute to the work of the Permanent Standards Commission.

Professor Léon BERNARD also associated himself with the eulogies that had been addressed to the Permanent Standards Commission and to its eminent Chairman. He had had occasion in the course of the last few days to meet some of his French colleagues who had been present at the Frankfort meeting and he wished to express their gratitude for the welcome they had received. They had come back delighted, not only with their stay, but also with the work which had been done. It was for him a very pleasant duty to act as interpreter of these feelings to the Health Committee.

He had been very struck by the reflections with which the President had concluded his statement, reflections of a kind that he had often made himself. There were two points of view. No doubt prominence should be given to the work of the Health Committee in one of its most honourable activities, activities which were increasing in a domain in which the Committee was perhaps alone capable of obtaining such results. Truth, however, always made itself known in the end and some day science would know all that it owed to the work that had been undertaken under the ægis of Dr. Madsen.

The second, and perhaps the most important, consideration was the need of ensuring that the work done would be utilised as widely as possible. Sir George Buchanan had said that at least a part of this work was in daily use. Perhaps this was not the case as regards all the work and, as the President had said, it was necessary to find a means of imposing the utilisation of this work by the force of reason.

By its very constitution the tendency of the Committee was to act through the mediation of Governments. It might be asked whether, in such a case, this was the only method possible. In the first place, there were certainly some Governments which did not concern themselves very seriously with the transmission of the Committee's recommendations to the competent organisations, and, further, in certain countries the scientific authorities considered everything emanating from the Government to be somewhat under suspicion, and therefore the fact that the work of the Health Committee had been transmitted by the Government would perhaps not be its best recommendation. In both cases the result was the same, that was to say, the work accomplished by the Committee was not known or utilised.

In addition to the use of the newspapers as a means of publicity, it would be well to arrange for direct communications between the Health Section and the different institutions, laboratories and scientists. He would recall in this connection the case of the studies on blood groups.

Dr. RAJCHMAN emphasised the importance of Professor Léon Bernard's remarks. The question had very much preoccupied the Secretariat and he agreed that it was necessary to adopt measures both to ensure the official transmission of documents to the Governments and interested institutions and to make these documents known to the whole medical profession. The Secretariat had discussed the matter with the President and its proposals were as follows:

The Secretariat would compile a *dossier* including the final recommendations of the Permanent Standards Commission, after their adoption by the Committee, and the documentation that had already been published regarding previous work. In this way, a technical *dossier* relating to each preparation would be provided. The whole of this documentation would be communicated with an official letter from the Secretary-General to the various Foreign Ministries, but at the same time the Secretariat, in its capacity as a Section concerned with health questions, would unofficially enter into communication with technicians and the official institutions entrusted with the control of the standards in the different countries. In fact, the recipients of both series of communications would very often be the same.

This, however, would not be sufficient, for there did not exist in all countries, even in the principal ones, special laboratories charged with the control of standards. The question now, therefore, was to place this documentation at the disposal of the scientific world. With this end in view, the Secretariat proposed to publish the various documents in the Press and in the technical reviews, while making a distinction between the two categories of questions — biological products and serological products — for the same scientists would not be concerned with both questions.

In the case of Germany, it was now practically understood that the results obtained with regard to biological products would be published in the *Records of Experimental Pharmacology*. As regards serological products, he thought that a publication of the same kind might be made.

In the case of France, the question might be debated at Paris in the following week, and he hoped that it would be possible to dedicate to this question a special number of, or a supplement to, the *Annales* of the Pasteur Institute, as had been done for the Conference on Rabies.

In the case of Great Britain, the Secretariat had not yet come to any conclusion, but it would try to achieve the same aim in consultation with Sir George Buchanan, Dr. Dale, and Sir Walter Fletcher.

In the case of the United States, it was hoped that similar arrangements could be concluded.

He was glad to announce that, thanks to the intervention of Dr. Hamel, an agreement had been reached with the most widely read weekly review in Germany, which was about to open a special column for the activity of the Health Organisation. Medical journals in other countries had done the same, and it would be well to recommend this example, which had already been given by Stockholm and Prague. The Secretariat would be grateful to any member of the Committee who might be able to obtain, in his own country in a systematic manner, the opening of a special

column each week upon the work of the Health Organisation. Perhaps this was the most important point of the propaganda through the Press, and he was convinced that there would be enough material each week to fill this column.

Further, the President had raised a question of detail which was of some practical and psychological importance. The question was how to make it known that the utilisation of the various international standards adopted was due to the Health Organisation. Perhaps inspiration might be found in the example of Dr. Voegtlin of the Hygiene Laboratory at Washington, who applied to the standards the term "League standards". He would refrain from making a suggestion for French-speaking countries. Without addressing to Governments an official recommendation upon this subject, the Health Committee might insert a reference to it in its report.

Dr. TSURUMI wished to congratulate the President, who had directed with his usual skill the work of the Frankfort Conference, which had given such fruitful results. He also thanked the President for having invited to this Conference, at which he himself had been glad to be present, Dr. Nagayo and Dr. Hata. He was particularly glad to hear that definite results had been arrived at in the case of salvarsan and of anti-dysenteric serum, in the preparation of which Dr. Hata and Dr. Shiga had taken part.

Surgeon-General CUMMING wished to associate himself with the eulogies that had been addressed to the President and to the Permanent Standards Commission upon the splendid work that had been done in the course of the last six years — perhaps the most remarkable work of the Health Committee. The President had been too modest, and he might be assured that the work of the Health Organisation was widely known.

In connection with the remarks of the Medical Director, he proposed that the Committee should get into touch with the American Medical Association, whose journal was read by at least 98 per cent of the doctors of the United States. He would consult with Dr. Winslow as to the means of publishing the results obtained in the reports of the Public Health Administration.

He thanked the Committee for the attention it had given to the work of Dr. Dyer upon scarlatina, and he would point out, in this connection, that in the United States large quantities of serum of poor quality had been circulated. In the case of syphilis, the flocculation test had not yet been generally adopted. It had been accepted by the Navy on account of the convenience of its use aboard ships, but it was not in exclusive use in the Army. With regard to tuberculin, the work of Dr. White was continuing, and bacilli had been distributed in large quantities to the scientists of the various laboratories in the United States. It seemed that Dr. Johnston and Dr. Dale had isolated a substance which was the cause of the rise of temperature. He would make a further communication upon this subject later.

In the name of the public health specialists of the United States, he wished to take this opportunity of expressing the wish that the Permanent Standards Commission would hold, in the near future, a meeting in that country, where it could form an idea of the work that had been done.

The PRESIDENT warmly thanked Surgeon-General Cumming for his kind appreciation of the work of the Commission, in which American scientists had played so remarkable a part. He was sure that the Commission would accept with pleasure the invitation that had been offered, and he hoped that the means would be found for this purpose.

Professor Léon BERNARD said that he would endeavour to find in Paris a journal that would be willing to offer regular hospitality to the communications of the Health Organisation. It seemed to him that the most appropriate journal would be the *Presse Médicale*.

In connection with the suggestions of the President and of the Medical Director, he emphasised the value of adopting, for the designation of the units, a term that would recall the work done at Geneva. His colleague Dr. Winslow suggested the term "Geneva units". It seemed that it would be well to use a word that was common to French and English, such as the word "nations". This point of detail should be decided.

Dr. JITTA, like his colleagues, wished warmly to praise the work of the President and of the Permanent Standards Commission. He also appreciated the initiative of Dr. Hamel, and he thought that the representatives of the small and even of the large countries would wish to follow this example. Would it not be possible for the Medical Director to prepare a *communiqué* in order that the editors of the medical journals might understand exactly what was asked of them? For instance, if he were to receive a first *communiqué* of this kind, he would endeavour to ensure its appearance in the *Dutch Journal for the Study of Medicine*. Afterwards, it would be natural for the Secretariat to communicate directly with the editors.

Dr. CARRIÈRE asked whether it was only a question of a *communiqué* prepared by the Secretariat and transmitted by it to the journals.

Dr. RAJCHMAN replied that this would not necessarily be the case. It was necessary to obtain in the medical journals a special column for the activities of the Health Organisation, but this column might include either original articles, *communiqués* prepared by the Secretariat or reproductions of reports.

Dr. CARRIÈRE said that the two Swiss professional journals — one in German and the other in French — would certainly be glad to insert communications of this kind. His Service published a bulletin which had the advantage, from the point of view of publicity, of being sent gratuitously to all doctors. In this bulletin, a column could no doubt be reserved for communications on the work of the Health Organisation.

Professor OTTOLENGHI wished to associate himself, both in the name of Dr. Lutrario and in his own name, with the tribute that had been paid to the work accomplished by the Permanent

Standards Commission, under the chairmanship of Dr. Madsen. He had followed this work closely, and knew that it covered much more ground than appeared in the President's report, which dealt only with questions that had been definitely settled. For this reason, he did not wish for the moment to insist on his previous proposal concerning the serum against anthrax. He knew that the President had the matter in mind, and he hoped that it would be possible to give him satisfaction.

Italian scientists had taken great interest in the debates of the Health Committee, and in particular in those of the Permanent Standards Commission. They attached great importance to this work, which, moreover, was well known by the medical profession as a whole. He was therefore entirely at the disposal of the Committee for the publication of articles on this matter in Italian journals. Since, however, these journals, like those of all other countries were divided into two groups, papers which were read by all doctors, and reviews which were to be found particularly in scientific institutions, it might be better to draft differently the communications to be sent to the two groups.

The PRESIDENT thanked Professor Ottolenghi for his statement.

Sir George BUCHANAN said that in Great Britain the three principal weekly medical journals for this purpose were the *Lancet*, the *British Medical Journal* and the *Medical Officer*, which had a wide circulation among public health officers. He thought that these journals would be glad to receive any documentation upon the work of the Health Organisation, and to open a special column. If, however, these communications were sent to the journals direct from Geneva, it would be useful to the members of the Committee if they could receive copies at the same time and not see them first in the journals of their own countries.

The PRESIDENT thanked all his colleagues for the kind words that they had addressed to the Permanent Standards Commission and to its Chairman. He wished to reserve some of this praise for Dr. Dale, who had played so important a part in the work of standardisation.

The suggestions that had been made were very useful, and the Medical Director would not fail to bear them in mind. The President thanked in particular Surgeon-General Cumming for his promise to publish the result of the work of standardisation in the reports of the Public Health Department of the United States.

*The report of the Permanent Standards Commission was adopted.*

#### 364. **Anti-tuberculosis Vaccination: Proposal of Professor Calmette.**

The PRESIDENT said that Professor Calmette had invited the Health Committee to examine the results of his anti-tuberculosis vaccination process. The President thought that this interesting invitation should be accepted, and he suggested that the meeting should take place in the autumn at the Pasteur Institute, which had been placed at the disposal of the meeting by Professor Calmette. The aim of the Conference would be the study of questions relating to anti-tuberculosis vaccination. This problem greatly preoccupied all public health administrations, and thus it seemed a particularly well-chosen moment for replying to the invitation made to the Committee.

Sir George BUCHANAN said that he had not known that this invitation had been made to the Health Committee. It was an interesting one, and he saw no objection to the Committee accepting it. He would, however, ask that, in accordance with the usual practice, the necessary arrangements should be agreed upon between the President and M. Velghe. The Office international d'hygiène publique had this same question already inscribed on the agenda of its coming session, and to this discussion all the members of the Office had been invited to contribute. Professor Calmette had promised himself to be present at these debates in Paris. Doubtless, there was room for two kinds of discussion, but care should be taken to avoid overlapping.

Professor Léon BERNARD thought that, while full account should be taken of the remarks of Sir George Buchanan, they were not in contradiction with Professor Calmette's proposal. The Health Committee had before it a definite offer. It was a matter of examining a truly scientific and technical question, which was connected with the studies pursued by the Committee upon subjects of the same kind. In these circumstances, it would be difficult to put on one side Professor Calmette's proposal, nor indeed was this Sir George Buchanan's idea. Moreover, the Office international formed a part, to some extent, of the Health Organisation. In order to avoid all misunderstanding, Professor Calmette's proposal should be accepted at once. He himself had lately seen Professor Calmette, and it was in his name, as well as in his own, that he expressed his eager desire that the suggested meeting should take place.

The question was ripe for immediate international debate. Important work had been done in connection with vaccine B.C.G., notably by German-speaking scientists in Germany and in Austria. Perhaps France was one of the countries in which the vaccination process raised most opposition. When the use of vaccine B.C.G. was supported by the authorities of other countries, and by the highest possible international authority upon health, a great service would have been rendered to French science itself.

Professor Calmette had asked, for reasons of convenience, that the meeting should take place at Paris, all the documentation — both French and foreign — being collected there.

With the reservation that agreement should be reached upon the details of the arrangements for the two discussions about to take place, in the Conference in question and at the Office international, he thought it very desirable to reply in the affirmative to Professor Calmette's invitation.

In reply to Sir George Buchanan, Dr. RAJCHMAN said that the two discussions would be quite different in character. The discussion suggested by Professor Calmette for October should rather be classified under the work of the Permanent Standards Commission, in that it would be a technical discussion. A similar case had occurred at the time of the studies of anti-diphtheritic serum. The Permanent Commission and the Office international had examined the same problem from different points of view. It did not seem that the time had yet come for the amalgamation of the two debates.

Professor OTTOLENGHI attached great importance to the question of anti-tuberculosis vaccination, and supported the proposal of Professor Calmette for a Conference at Paris for the study of the present position of the problem. The Medical Director's observations, however, were entirely in accord with his own ideas of the studies to be undertaken. He had thought that it was a question of studying at Paris the documents that had so far been collected by Professor Calmette and by other scientists. This idea had been confirmed by the remarks of Professor Léon Bernard, who had referred in particular to the work of German-speaking scientists.

Professor Léon BERNARD pointed out that other important work upon this subject had been done, notably at Milan.

Professor OTTOLENGHI added that, if the Medical Director's interpretation were correct, the question would be rather different. It would be a question of a technical problem relating to the dose of the vaccine rather than to vaccination itself. He wondered whether this was really the idea that Professor Calmette had in mind. In his opinion, the very important question of B.C.G. vaccination, with which he personally had been dealing for two years, could already be dealt with by the Committee, to whose interest it would be to begin the study of the facts already collected, in order to ascertain whether this vaccine had given good results in practice, whether it could be considered as inoffensive and what its value was as regards the campaign against the spread of tuberculosis. These were the most urgent questions which, in his view, could be submitted to the Conference.

Dr. RAJCHMAN begged to be excused for perhaps not having been quite clear in his explanations. There was at present no question of standardising the vaccine B. C. G. It was only a question of having a preliminary discussion of a technical kind between a number of experts and representatives of the medical institutions and laboratories to which Professor Calmette had entrusted cultures. Although, naturally, he could not yet say exactly what subjects would be discussed at Paris, he thought that, amongst others, the question of an experimental study of the effect of the vaccine on animals would be considered. This would be, in the first place, a purely technical discussion, which could not have any administrative consequences. The Conference would also establish a programme of work, which would be communicated to the Health Committee at its next session if, as he sincerely hoped, the meeting at Paris took place before that session.

The PRESIDENT entirely confirmed the explanations of the Medical Director.

*The proposal of Professor Calmette was adopted.*

### 365. Collaboration with Latin America.

Dr. RAJCHMAN recalled that, at its first meeting, the Committee had decided that the consideration of the remarks made by the South American members of the Council, at its forty-eighth session, upon the subject of more extensive collaboration with Latin America, should be adjourned to the meeting in which the general problem of collaboration with this continent was to be discussed. The question had been studied by the Bureau and in its name he submitted the following draft resolution:

“ The Health Committee:

“ Having considered the observations contained in the Minute of the meeting of the Council of the League of Nations held on March 5th, 1928:

“ Requests the Medical Director to examine the suggestions offered in regard to collaboration with Latin-American countries and to present a report on the subject at the next session of the Committee.”

There was another question to be considered and, in this connection, the Committee might congratulate itself upon the presence of Professor Chagas, as it would now be possible to reach a final conclusion.

As a result of the journey that the President and the Medical Director had made in Latin America, certain suggestions had been presented and discussed, notably in Brazil. In October 1927, the Committee had been informed of these suggestions, both by the President and by the Assembly. Upon his return from Latin America, the President had submitted a report to the Council and this report had been transmitted to the Assembly, which had approved the suggestions for technical collaboration with Latin America, and had decided to ask the Committee's advice upon the subject. The problem had thus come before the Committee at its October session, and the Committee had recommended the Council to enter into direct communication with the two Governments which had presented suggestions, namely, those of Brazil and the Argentine, as to the means of giving effect to these suggestions.

Professor Araoz Alfaro had not been able to be present at the session, and had asked that the consideration of the proposals regarding Buenos Aires should be adjourned until October. The suggestions made by Brazil were as follows:

In the first place, there was the question of public health instruction at Rio de Janeiro upon an international basis. Upon this particular point the letter of the Brazilian Government did not give any definite information, and thus it did not seem that the Health Committee was called upon to examine, at this session, the scheme for an international public health school at Rio de Janeiro.

In the second place, there was the question of the study of leprosy. Since April 1926, Professor Carlos Chagas had, upon several occasions, drawn the attention of the Committee to the international importance of this problem, and had presented various memoranda on the subject. Professor Chagas had been charged with the constitution of an international group for this study. He had also had consultations on the occasion of the Strasburg Congress, and had communicated a very interesting report by one of his collaborators who had had the opportunity of visiting seats of leprosy in very different countries.

On the other hand, it had appeared, from the discussions relating to Far-Eastern countries, and especially from the remarks of the members from Japan and from India, that this was a problem of world importance, which was worthy to be placed on the programme of work of the Health Committee. It was evident that, for the study of this problem, it was indispensable to have a co-ordination of effort. It had seemed most opportune to take advantage of the presence among the members of the Committee of three scientists particularly interested in this question, *viz.*, Professor Chagas, Dr. Nagayo, and Colonel Graham, and to entrust to them the study of a programme of investigation into the question of leprosy to be undertaken in the different countries. It seemed that the studies fell into three categories.

1. In the first place, studies that might be considered as being in the province of research pure and simple, that was to say, questions which were scientific in character. It was evident — and this was the thesis of Professor Chagas — that the mechanism of the infection and of the contagion of leprosy still remained to be ascertained. It was necessary to obtain the attention of biologists, not only of specialists in leprosy, but also of those who were specialists in experimental medicine. Obviously, it would be difficult to co-ordinate such research. What was necessary was to provide the scientists with a field of study and to give them facilities and liberty for work.

2. Then came the question of precocious diagnosis, on which the measures against leprosy should be based. In this respect, there were various means of co-ordinating what had been done in the different countries, but the Medical Director was not competent to give details upon this subject.

3. The problem of treatment was capital. As in the case of syphilis, there was the double aspect, therapeutic and preventive. In this respect, it seemed that international co-ordination should give very interesting results. The institutes of experimental medicine for leprosy were unfortunately very few. He thought that an institute of some one country might be assisted and that its research might be facilitated in the different seats of leprosy. The necessary programme would be elaborated by the Committee of three persons that had just been mentioned. The Brazilian Government offered special facilities for these experimental studies; not only did it place at the disposal of the scientists the various institutes and leper-houses of Brazil, but it had also stated that the assistance of a centre of research in that country would be forthcoming; it would be difficult, even in other countries, to find a better base for these studies.

The Brazilian Government went further. It offered immediately to place on its budget an annual credit of 10,000 gold dollars for this research. Finally, a Brazilian philanthropist, whose name had often been mentioned in the Health Committee, M. Guinlé, also offered to give, at once, the same contribution. The facilities offered by the Brazilian Government would be administered by methods which that Government would study with Professor Chagas. Obviously, these were not questions for examination by the Health Committee.

The contribution of the Health Committee to the work undertaken would be the designation, in agreement with the various health administrations and of the Commission to be appointed, of one or more experts, according to the credits available and also according as it was possible to find such experts. The Committee would have the responsibility of their travelling expenses, their salaries and, in a certain degree, of the studies they would undertake. With this end in view, the Bureau submitted to the Committee the following draft resolution:

“ The Health Committee:

“ Recognising the international importance of the leprosy problem in view of: (1) the report of the President on his visits to Latin America and the Far East; (2) the reports presented by Professor Carlos Chagas since April 1926; and (3) the communications of the members from Japan and India;

“ Decides to give at once, in its programme of work, a place to the study of leprosy suitable to its importance and to entrust to Professor Carlos Chagas, Colonel Graham and Professor Nagayo the preparation of a plan of international investigation of leprosy, requesting them to consult, in their countries, those experts whose opinion it would be desirable to obtain;

“ Requests the Medical Director to get into touch with the public health services which have made the request, in order to discover the best method of organising an international enquiry.

“ The Committee is pleased to note that the Federal Government of the United States of Brazil offers special facilities for the study of leprosy, and also learns with much satisfaction that, in addition to the funds which will be devoted to these studies by the Federal Government, M. Guinlé, founder of various sanitary undertakings in Brazil, offers an annual contribution equivalent to \$10,000.

" The Committee is ready, within the limits of its possibilities, to designate one or more experts to collaborate in the study of leprosy with the public health service<sup>s</sup> which request such collaboration, utilising particularly the facilities offered by the Federal Government of Brazil; and

" Recommends that the Council be requested to ask the public health services of the interested countries what they might be ready to contribute to the studies on leprosy in the way of facilities for investigation and financial support on the basis that the League is prepared to participate in the expenses occasioned by the nomination, travelling expenses and work of the experts designated by the Health Committee. "

Finally, the Committee should reply to the official letter of the Brazilian Government of which it had been informed. For this purpose, the Medical Director submitted the following draft resolution:

" The Health Committee:

" Having considered the reply of the Federal Government of the United States of Brazil to the letter by which the Secretary-General has communicated to that Government the Council's resolution regarding an arrangement to be examined by the Secretary-General, in consultation with the Governments of the Argentine and Brazil, whereby the schools and study centres to be organised in these two countries may be placed under the auspices of the League of Nations:

" Considers that it is not called upon at this session to consider the plan relating to the International School of Hygiene at Rio de Janeiro:

" Recommends that the Council of the League of Nations should adopt the detailed resolution concerning the study of leprosy, and that the high appreciation of the Committee should be expressed to M. Guinlé for the generous aid he is giving to these studies. "

Professor CHAGAS said that he had already had occasion to emphasise the world importance of the problem of leprosy. He had, at the same time, insisted upon the urgency of including this problem in the programme of the scientific activity of the Health Committee.

In the countries of Latin America, this was the most pressing question requiring the attention of the public health administrations and the work of scientists. He did not wish now to dwell upon the figures which would show the extent of leprosy in certain countries of this continent. In a previous report, he had submitted figures, as approximate as possible, of the incidence of leprosy in several of these countries. At present, he wished only to point out the insufficiency of prophylactic methods against leprosy, and the absolute impossibility of organising a scientific campaign against this malady in the districts where its incidence was very high. The reason for this state of things was that very little was known as yet of the biology of leprosy and even of its fundamental aspects, a knowledge of which would be indispensable to a scientific organisation of the fight against this disease.

The Medical Director had already emphasised two or three of the most important and urgent questions for examination by means of vast scientific study of international scope. In the first place, there was the determination of the contagiousness of leprosy. It was known that it was an infectious malady, but nothing was known of the conditions necessary to this contagion, and of the reason why numerous cases of leprosy, although not under sanitary control, had never constituted centres of diffusion, while other cases were very dangerous and gave rise to a very rapid diffusion of the malady. In consequence, from the point of view of prophylactic methods, there were important biological problems that urgently demanded elucidation. The absence of the biological method of precocious diagnosis was a considerable obstacle to prophylaxis. In most cases, the diagnosis was only established in the most advanced phases, that was to say, the prophylactic measures always came too late.

The question of therapeutics also constituted one of the principal points that should occupy the attention of the scientists of the whole world. Chaulmoogra had no doubt given appreciable results but no final solution was yet known; here too advantage should be taken of a great effort of international scientific activity in order to reach something more conclusive.

Obviously, there were many other points yet to be emphasised. He was sure that the Health Committee was now sufficiently enlightened upon the urgency of experimental research, not only for the systematisation of the present methods of the fight, but also for the discovery of new prophylactic weapons against this scourge. This was a problem for universal science, and it could not remain outside the interest of an international organisation such as the Health Organisation of the League.

For these reasons, he entirely supported the Medical Director's proposals. He would do his best to ensure the concurrence of his countrymen in the accomplishment of humanitarian work of so great a scope.

The PRESIDENT, in the name of the Health Committee, thanked Professor Chagas for his eloquent and interesting speech.

Surgeon-General CUMMING congratulated Professor Chagas upon his happy initiative in raising so interesting a question. Leprosy was a disease of great importance, not only for the United States and its Colonies but especially for the countries of Latin America. As the Pan-American Sanitary Bureau had undertaken research regarding leprosy, it would be well to keep it informed of the different plans adopted by the Health Committee, as these might exercise a considerable influence upon the decisions of the Bureau.

The Committee would be pleased to know that the American Congress had before it a Bill which had already been passed by one of the Houses and the object of which was the granting of an annual subsidy of \$50,000 for the institution of laboratories, which would also be open to the



scientists of Latin-American countries who wished to undertake research into the question of leprosy. The great difficulty was not the question of funds but rather that of finding the necessary personnel. It was indispensable to co-ordinate all the work.

Dr. JITTA congratulated Professor Chagas upon his initiative in submitting the question of leprosy to the Health Committee and was glad that this question had been placed on the agenda. He expressed his admiration for the generous offers of the Governments of Brazil and of the United States of America and he thought that, at the beginning of its work, the Committee might congratulate itself upon such a result. He took special interest in this problem because leprosy, although unknown in the Netherlands, was frequent in the Netherlands East Indies and especially in the West Indies. He was sure that his compatriots would take a lively interest in this work and that Dutch specialists would be eager to participate in the research.

Dr. Jitta asked that, in paragraph 2 of the draft resolution, the words "in their countries" should be omitted. It might well be that the three experts in question would not wish to restrict their consultations to the scientists of their respective countries.

*This suggestion was approved.*

Dr. NAGAYO accepted with pleasure the invitation to participate in the international study of leprosy. There were in Japan a certain number of experts who had dealt with this question for several years and upon his return to his country, he would call a meeting of these experts for a thorough discussion of the problem. He would also be very pleased to collaborate in the investigations of Professor Chagas and Colonel Graham.

Colonel GRAHAM said that, at present, this question was the object of research in different parts of the world: in Japan, the Philippines, India, Australia and the Netherlands Indies. None the less, it was clear that there was a lack of co-ordination and that it would be well to know exactly what the position was.

As regards India, three years ago, he had himself presented to the Office international d'hygiène publique a report upon the question of leprosy in his country. Four years ago, an appeal had been made in London by the British Empire Leprosy Association for a subscription to the fight against this disease. The subscription had amounted to a large sum which had been used in the combat against this scourge in the British Colonies and Dominions. India had not had a share in this distribution of funds because, in that country, there was a separate branch of the Association in question. This branch had made a special appeal, which had resulted in a subscription of more than £7,000. The programme for the present year had been decided upon by the Council of the Association in consultation with a Committee of medical experts. He did not think that this programme should now be changed. He would suggest, however, that the experts of the Health Committee should get into touch with the competent authorities in India so that, on the one hand, the research made in India might be communicated to the Committee and, on the other, the scientists who worked in India upon the question of leprosy might receive any directions which the Committee might wish to give them.

Dr. LUTRARIO expressed his pleasure with the proposals that had been made. The Health Committee had before it a programme of very great scope, in which he himself took a special interest on account of the bonds of sentiment and of blood existing between Italy and Transatlantic countries. The question was all the more interesting for Italy because there were in Latin America several million Italians, and certain of these emigrants returned to Italy afflicted with leprosy.

The Medical Director had drawn the attention of the Committee to the Minutes of the forty-eighth session of the Council. The remarks made by such eminent persons as the British and Japanese representatives had caused him to read very closely the observations made in the Council, and he wondered whether the Health Committee could now adopt a firm resolution, in view of the numerous tasks that had been entrusted to the Secretary-General and which, it seemed, had not yet been completed. For this reason, he supported the wise proposal of the Medical Director to postpone the question and present at the next session a report upon the means of giving effect to this plan.

Referring to the draft resolution, Dr. Lutrario proposed that the third paragraph should be completed as follows: "The countries which have made or will make the request".

*This amendment was approved.*

Dr. LUTRARIO, referring to the collaboration of experts in the study of leprosy, asked that the Committee should communicate for this purpose with the health administration of Italy, in view of the special interest of that country in leprosy.

Sir George BUCHANAN remarked that, at the beginning of this session, when dealing with cancer and variola, some members of the Committee had been apprehensive about undertaking new lines of investigation and, in particular, had urged caution and prudence in any matters relating to research or treatment. On consideration of the programmes which, at a later stage, had been adopted for research into plague and tuberculosis, and that which was now before the Committee for leprosy, it seemed to him that these counsels had been rather less in evidence as the session progressed. He was, however, prepared to accept the view that this wide study of leprosy might be useful from several standpoints. If it were taken up, he felt sure that the Health Committee could not be in better hands than those of its three members who were to constitute the proposed Commission. He suggested that Surgeon-General Cumming might be asked to join that Commission.

*This suggestion was approved.*

*The draft resolutions submitted by the Medical Director were adopted, subject to the above amendments.*

Dr. RAJCHMAN said that he would be very pleased to communicate with the General Directorate of Health in Italy for the purpose indicated by Dr. Lutrario. He would also communicate with Surgeon-General Cumming with regard to the work done by the Pan-American Health Bureau.

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## SEVENTH MEETING

*Held on Friday, May 4th, 1928, at 4 p.m.*

President: Dr. Th. MADSEN.

### 366. Health Conditions in Greece: General Statement by Dr. Copanaris, Director of Public Health.

The PRESIDENT welcomed Dr. Copanaris, Director of Public Health in Greece, and invited him to come to the table of the Committee.

Dr. COPANARIS said that he was very happy to accept the invitation sent to him to come before the Health Committee of the League of Nations and describe the health situation in his country. He asked the members of the Health Committee to accept his thanks for the considerable interest they had shown in health problems in his country, and recalled the part played by the Health Organisation in the installation, in a country which was ravaged by long years of war, of a modern health system.

The evolution of the health services in Greece since the addition of Macedonia to that country could be divided into two main periods.

The first period covered the years 1912 to 1922 and the second from 1922 to the present day.

#### *First Period.*

It was in 1912 to 1913, at the time of the Balkan wars, that the first tendency to organise the health services on a technical basis was to be noted in Greece. At that time, the need for a health organisation had made itself felt, especially in the case of Macedonia. The Health Bureau of Macedonia had then been set up as an independent organisation, comprising a bacteriological institute and travelling laboratories. State doctors, chosen from among the best qualified from the point of view of their clinical and bacteriological knowledge, had been established in the chief towns of the department. Disinfecting stations had been set up in the most important centres of Macedonia, and a medical service covering even the small villages had been organised. The situation had rapidly improved during that period, thanks to the organisation which he had described.

The great epidemic of cholera which had raged during the year 1913 had caused far less harm among the civil and military population of Macedonia than among the neighbouring belligerent nations also attacked by that disease, thanks to vaccination, which had been applied for the first time on a scale sufficient to demonstrate its efficacy.

Smallpox which, up to that moment, had been the cause of frequent epidemics, had been rapidly subdued, and the great Serbian epidemic of exanthematic typhus of 1914 and 1915 had been stamped out, despite the permanent communications existing with the infected countries, without it having been necessary to have recourse to quarantine, but merely by the working of observation posts and delousing stations.

The Macedonian Bureau had studied at that time the problem of malaria and had drawn up an epidemiological map which had been of great assistance to the Allied forces. It was at that time also that the first efforts to set up an anti-tuberculosis campaign had been made.

He would not insist at the moment on prophylaxis against plague, on the improvement in the drinking-water supply in a certain number of towns, on the progress of general health or on the medical and prophylactic assistance given to refugees, of whom more than 200,000 had come from Thrace, Asia Minor and the Caucasus.

He agreed that the health services of the Allied troops had had a considerable influence on the health administration in Greece and, in general, on the state of health in Macedonia. The support of these services had not been merely material, it had also been moral. The Inter-Allied Macedonian Commission was established in 1915, due to the initiative of Doctor Ruotte, Director of the Health Service of the French Army, and Surgeon-General MacPherson, Director-General of the Health Service of the British Army. That Commission had settled all epidemiological questions as far as the army and the civilian population were concerned. It had met every week and had shown a spirit of remarkable co-operation. All the Allied epidemiologists had had a considerable influence on the public health of Greece.

#### *Second Period.*

After the disaster in Asia Minor, 1,500,000 refugees fled to Greece, coming from Asia Minor and Thrace. They had had a great influence on the situation, and completely changed the health conditions of certain districts in Greece, making it necessary to establish one single health service

for the whole State. The need for such a service had already been felt since 1913. In 1922, the Ministry of Health, Public Assistance and Health Insurance was established. In 1923, the health administration was attached to this Ministry, which co-ordinated all the public health activities in Greece, (with the exception of health in schools), and in 1924 began systematic work. Attached to the Health Bureau were the institutes of bacteriology, chemistry (inspection of foodstuffs), anti-rabies institutes and institutes engaged in the preparation of vaccine for various diseases. The quarantine stations for all ports were also attached to that Bureau (Kara Bournou in the case of Salonica, and St. George in the case of the Piræus). From 1923 to 1924, 300,000 refugees were disinfected, deloused inoculated with anti-smallpox and anti-typhoid vaccine and subjected to medical examination in these stations.

The territory was divided into thirty-five health districts, coinciding with the official prefectures and placed under the control of a doctor belonging to the public health service. These doctors were chosen from among those most qualified in the field of public health and epidemiology. Efforts, too, were made to co-ordinate the organisation of rural health services in co-operation with the communes, where, during the last two years, more than 400 doctors have been working under the direction and control of the State departmental doctor with a view to improving the general health conditions in villages and furnishing medical aid to the inhabitants. Each commune was required to appoint a doctor chosen by the communal council and paid for by that council.

A campaign was organised against plague in Salonica, the Piræus and Patras and in all other ports. A campaign of compulsory anti-smallpox vaccination and revaccination (from the age of one to six years) was carried out throughout the whole territory, and each year about 1,200,000 vaccinations took place, carried out by communal doctors, the doctors attached to the refugees, the State doctors and the doctors in charge of schools.

Notification of serious infectious diseases was compulsory.

Measures were taken to improve the water supply not only in the large towns but also in the numerous villages. Finally, an attempt at anti-typhoid vaccine was carried out on a large scale.

In addition to this effort to systematise the campaign against epidemics, numerous schemes were set afoot for the construction of hospitals and general dispensaries. Since the year 1925, more than 90,000 sick persons had received medical attention in the State hospitals.

The refugees enjoyed special medical assistance throughout the State, both in towns and in the country, and medicines were given them free of charge.

The Refugee Settlement Commission which had built villages in Macedonia had two years previously set up general dispensaries in these villages and provided doctors and assistants.

The result of this considerable health effort was encouraging. The disappearance of all grave epidemic diseases had been noted, such as smallpox, exanthematic typhus, plague, etc. There was also a considerable reduction in the mortality figures, as was shown by the following table:

Year	General mortality	
1923 . . . . .	20.5	} Figures for the ten largest towns in the State.
1924 . . . . .	19.83	
1925 . . . . .	10.92	} Figures for nearly all the population.
1926 . . . . .	10.02	

He did not pretend that these statistics were as complete, accurate and perfect as they might be, but they gave a fairly clear idea of the extent of the mortality in Greece.

As far as the campaign against social diseases was concerned, the Greek Government concentrated especially on the prophylaxis of malaria and tuberculosis.

He would pass now to the problems of child welfare and the campaign against venereal disease, trachoma and leprosy

The Patriotic League for Child Welfare, controlled and subsidised by the State, was establishing special posts for treating healthy and sick children (Athens, the Piræus and Salonica) and was carrying on an active propaganda in the interests of child welfare. Since 1926, a law had been passed dealing with assistance to mothers and children. By the terms of this law, the mother and the child up to the age of two years were placed under the protection of the State.

The campaign against venereal disease had been marked by the improvement of health conditions (dispensaries, specialists, etc.) in villages where congenital syphilis was very prevalent, by the adhesion of Greece to the Brussels Convention regarding the establishment of dispensaries for sailors and by the establishment of numerous anti-venereal dispensaries, among others the creation in 1927 of a dispensary at the Piræus for Greek and foreign sailors, which could be said to be a model of its kind.

As far as prostitution was concerned, the present tendency was to apply the system of regulation, and gradual progress was being made towards abolition, which could not, however, be introduced until later, when popular education was sufficiently advanced.

The campaign against trachoma had been actively carried on, as the result of the large invasion of infected refugees from Asia Minor.

As far as the distribution and frequency of leprosy in Greece was concerned, a preliminary attempt had been made to send nearly all the lepers into the existing leper stations. An effort had also been made to improve these stations, and a specialist had been sent to India (Calcutta), the Philippines and Ceylon to study methods of treating leprosy. The Rogers method, applied in Greece, seemed to give good results. The establishment of dispensaries was contemplated.

He should point out that Greece had signed the Geneva Convention regarding opium and other dangerous drugs and had just passed a law making the sale of drugs containing narcotics a State monopoly.

The health services were co-operating with all voluntary organisations dealing with health propaganda and were anxiously considering questions of popular education, mainly in connection with social diseases.

The Administration had also succeeded in establishing co-operation between the health service and the Greek Pasteur Institute for the detailed scientific investigation of certain diseases of general interest, such as kala-azar, oriental sores and leprosy.

The working and evolution of the Greek health service had been greatly influenced by the Health Organisation of the League of Nations, thanks to the various missions which had visited Greece, to the epidemiological service, to interchange visits, and mainly thanks to the current of international opinion created by the Health Organisation in favour of the development of the health service.

In the name of his Government in general, and in his own name, he desired to express his thanks for the moral support which the Health Organisation of the League had afforded him. He submitted this account of the Greek health organisation to the members of the Committee, from whom he would be happy to receive any criticism or suggestions in regard to the health measures applied in Greece.

He had tried to direct the organisation of this service in conformity with the principles of modern hygiene, taking into account the economic and social conditions of the country, its customs and institutions and especially the trend of public opinion.

#### *Note on Malaria in Greece.*

Dr. Copanaris read the following note:

"It is no exaggeration to say that there has been a decrease in malaria in Greece during the last four years. It is only necessary to examine the statistics collected up to date to prove this. The statistics show that the morbidity has fallen from 32 to 16 per thousand for the whole population of the country.

"As far as mortality is concerned, 2,750 deaths from malaria in ten big cities occurred in 1923, or 87.17 per thousand of the whole mortality and 1.74 per thousand of the whole population.

"In 1924, 1,562 deaths were recorded, or 54.64 per thousand of the general mortality and 1.08 per thousand of the whole population of these ten large towns.

"In 1925, out of almost the whole population of the country, 3,389 deaths from malaria were registered, or 52.64 per thousand of the general mortality and 0.57 per thousand of the whole population.

"In 1926, out of almost the whole population, 2,427 deaths from malaria were registered, or 48.09 per thousand of the general mortality and 0.49 per thousand of the whole population.

"The Health Organisation of the League of Nations already knows, from the reports of the Malaria Commission, which visited Greece at the beginning of the summer of 1924 and paid particular attention to Macedonia, what is the extent of malaria, the state of health of the refugees and the ravages caused by this scourge. You will find in these reports all the information necessary to enable you to form an idea of the extent and gravity of the situation at that moment. It would be useless for me to insist further on what is already more or less known to you all.

"The reason why I am eager to bring to your notice the improvement which has since supervened is because it is with great pleasure that I can state at the same time that this favourable change must be attributed to two factors said by the Malaria Commission to be the principal means for carrying out an effective campaign against this disease. These factors are: (1) improvement in the conditions of social life and health of the population; (2) the systematic and methodical use of quinine (see the pamphlet on the principles and method of the anti-malarial campaign in Europe, Second General Report of the Malaria Commission). The other factors of the anti-malarial campaign, that is to say, the drainage of the soil and the war against mosquitoes, have not been used by us on a wide scale, which means that, generally speaking, we can attribute the improvement noticed after four years to the above-mentioned factors only.

"On the other hand, improvement in housing conditions, in general living and in the resources of a mass of refugees living in the fields, an improvement which has been due almost entirely to the methodical efforts of the Refugee Settlement Commission, was prompt and, if I may use the expression, hardly hoped for. Assuredly, the results would have been more satisfactory if the administration of quinine had been placed on an absolutely systematic basis in the campaign against malaria, and if it had been possible to obtain larger quantities of this precious drug and to employ it more methodically.

"It is true that the figures for morbidity and mortality are still very high and show that malaria still constitutes a great danger for the vitality, financial development and social progress of the Hellenic race, and particularly of the refugees. Everything, however, which is now being done in the agricultural districts is very reassuring, and allows us to hope that, if the necessary quantity of quinine is available, and if every possible measure is taken to administer it methodically and more systematically to inhabitants suffering from malaria, it would be right to count immediately on a still more striking decrease in the morbidity and mortality due to malaria. The establishment in affected districts of anti-malaria diagnosis stations, epidemiological stations and stations for the study of conditions in each department would do much to facilitate our efforts in the campaign against malaria, and would assuredly result in the progressive suppression of the disease, provided that the drainage of the soil and of the marshes is not simultaneously neglected."

*Note on Tuberculosis in Greece.*

Dr. Copanaris read the following statement:

" Such statistics as we have been able to collect show that the mortality rate due to tuberculosis is still very high. In the ten principal towns of Greece, 3,913 deaths were ascribed to tuberculosis in 1923, equivalent to 2.48 per thousand of the population of these towns. In 1924, there were 3,247 deaths, or 2.25 per thousand of the population of these same towns. For 1925 and 1926, statistics are available for almost the whole country. In 1925, there were 6,863 deaths from tuberculosis, or 1.11 per thousand of the total population of the country, and in 1926, 5,749 deaths, or 1.16 per thousand.

" Incomplete as they are, these figures are eloquent. They show that the proportion of deaths caused by tuberculosis continues to be very large and that the morbidity caused by that disease is very great and very widespread.

" It is well known that Greece has suffered much from tuberculosis during the last ten years, the period during which the evil consequences of the world war have been apparent. But it is especially from 1922 onwards, that is to say, after the close of the last war, and following on the return to Greece of so many Greeks who have had to leave their homes in Asia Minor, on the Black Sea and in Thrace, that the extension of the disease has become much greater. The poor conditions of health of these masses of refugees, destitute of all care, comfort and means of livelihood, shelterless, with insufficient food, and living in conditions of unparalleled overcrowding, are sufficient explanation for the spread of the disease. In addition to all this, suitable provision for the isolation of tuberculous patients, especially those suffering from open tuberculosis, in tuberculosis hospitals or sanatoria has been lacking.

" However, as the conditions of life of the refugees have improved — and this improvement is due chiefly to the work undertaken by the Commission for the Establishment of Refugees — it has been noted that the prevalence of the disease has ceased to increase. All the same, the morbidity and mortality rates continue at a high level, especially in the large towns, where a large number of refugees are still living in conditions excessively favourable to the spread of infection. It is hardly likely that a change in these conditions will be possible in the near future, and so an early and considerable fall in the mortality can hardly be expected.

" The question arises, Are the resources of the health service at the present time sufficient to do everything possible to arrest the further progress of the disease, in view of the general conditions of life of the refugees and of the poorer classes ?

" The Greek Government, during the financial year 1926-27, spent 33,900,000 drachmæ on anti-tuberculosis work and 49,858,000 drachmæ in 1927-28 — in other words, one-third of the total public health budget. These sums have been devoted to the upkeep of 1,390 beds in tuberculosis hospitals or sanatoria, for the construction of new anti-tuberculosis establishments, for the upkeep of tuberculosis dispensaries and for propaganda against tuberculosis. At the present time, other hospitals are being organised or constructed, with a total capacity of 900 beds. In addition to these governmental activities, mention should be made of the work of the Panhellenic Anti-tuberculosis Society, of the Anti-tuberculosis Society, of the Greek Red Cross, of open-air colonies for children organised by the Patriotic League and by the Ministry of Public Instruction. All these institutions, in addition to anti-tuberculosis propaganda work on which they are engaged, support clinics, for the diagnosis of the disease, in several towns. The municipalities, communes, welfare organisations, as well as private initiative, provide the upkeep for an additional 500 beds for tuberculosis patients.

" It will be seen that the means available for the campaign against this social disease are quite insufficient if compared with the widespread nature of that disease and with the miserable conditions in which so many people infected with tuberculosis are compelled to live, especially in the great towns. A large proportion of those suffering from open tuberculosis, especially among the refugees, live in direct and permanent contact with their relatives, under the same roof, in such conditions of overcrowding as to make the application of even the most simple prophylactic measures altogether impossible. This explains the persistence of the disease. If further extension is to be prevented and the disease confined within its present limits, heroic measures will be necessary to supplement the settlement of the refugees, the improvement in their conditions of life and health propaganda. The need is urgent.

" It should be clearly understood that in our towns the refugee and original population are now so intermingled that it is impossible to consider one or other of these sections of the population alone in a campaign directed against tuberculosis.

" The essential principles of a general anti-tuberculosis programme adapted to the present conditions are relatively simple. The objects in view are likewise clear. These I shall indicate below; it would, of course, take too long to enter into a discussion of practical details of application. The chief desiderata are:

" 1. The creation of a central organisation to co-ordinate the work of public authorities, private organisations (Panhellenic Society, Anti-tuberculosis Society, Red Cross Society, Patriotic League, Open-air colonies, etc.) and, if possible, of the Refugee Settlement Commission, under the general direction of the Public Health Department of the State. These various interests should be represented on a central committee.

" 2. The ultimate division of the country into regions, each possessing a well-equipped anti-tuberculosis dispensary, provided with a qualified medical officer and visiting nurses especially trained in medico-social work. In a word, the creation of anti-tuberculosis dispensaries on modern

accepted lines. The work of public services and private organisations should be co-ordinated in the different dispensary areas, and liaison between the different dispensaries assured. The different dispensary areas should be determined by the State and endowed with sufficient financial resources.

"3. Intensive action should be limited at the beginning to the worst-infected areas, that is to say, to Athens, the Piræus, Salonica, Cavalla and Patras, where certain anti-tuberculosis institutions already exist.

"4. An increase of the number of beds available for tuberculosis, which entails the creation of new hospitals and sanatoria in satisfactory conditions. At present we are very far short of the American standard, which provides one bed for each death.

"5. The protection of the infant, according to the principles laid down by Professor Gaucher and Professor Léon Bernard, and further development of the work already done with regard to the experimental immunisation of the newly-born.

"6. The creation of tuberculosis villages. The Refugee Settlement Commission has constructed and is constructing very numerous villages for refugees, in which work due regard has been paid to health conditions. It is suggested that the Commission be invited to consider the possibility of erecting, or setting aside, certain villages in specially selected sites for sufferers from or those threatened with tuberculosis. In this manner, a more or less massive migration, from the overcrowded parts of the towns to more favourable conditions, of those who are at present either a grave danger to their environment, or in grave risk from their environment, might be secured. The difficulties attendant upon the displacement of an urban population to rural surroundings are great, but not insuperable. The details of such a scheme would demand careful preliminary study by such a central committee as is referred to in No. 1 above. Special attention would have to be given to the provision of adequate medical and sanitary institutions. If found to be feasible, such a scheme might lead to more prompt amelioration of existing conditions than any other. Attention should be given, in the first place, to the Piræus and Salonica, where existing conditions make effective measures impossible.

"7. It would seem desirable, at the beginning, to limit co-ordinated and systematic action to such definite objects as these to avoid too great a dispersion of effort. The existence of slums, malnutrition and poverty are evidently important factors in determining excessive morbidity and mortality from tuberculosis, but the means at our disposal are strictly limited. It may be remarked that the milk supply, which is of importance in certain countries, plays no important part in Greece in the spread of tuberculosis.

"Such are the lines along which our efforts should, in my opinion, be directed if financial and other resources can be placed at our disposal.

"Tuberculosis is a grave menace to the population of my country, more especially because the funds at present available for the amelioration of the public health are very limited indeed.

"For my administration and for myself it is a great encouragement to know that we can count on the technical advice and the moral support of so distinguished and authoritative a body as the Health Organisation of the League of Nations in our attempts to deal with our tuberculosis problem. Any help and advice that you can give us, both now and in the future, will be most gratefully received, and every effort made to turn them to good account."

The PRESIDENT, in the name of all the members of the Committee, thanked Dr. Copanaris for the admirable reports which he had submitted. He wished to express to him once more their sympathy for the efforts made by the health administration in Greece and to give him their assurance that they would lend him all possible support in order to bring this work to a successful conclusion.

### 367. Anti-tuberculosis Campaign to be undertaken in Greece: Report of Professor Léon Bernard.

Professor Léon BERNARD read his report (Annex 8) and added the following comments.

Discussing the proportion adopted in America and in Denmark of one bed per death (page 4 of the report), he thought that this proportion was somewhat too high, for it left a large number of beds available. In one single Department of France, that of Meurthe-et-Moselle, where the organisation of the anti-tuberculosis campaign was on an adequate basis, no difficulty was found in obtaining beds for the persons attacked by the disease. There were, however, only two beds for three deaths in that Department. In Paris, on the other hand, where the administration had to rest content with the proportion of one bed for three deaths, certain difficulties in finding beds for infected persons had been met with. Experience showed, therefore, that the proportion adopted in the Department of Meurthe-et-Moselle was the most practical.

In connection with the Papworth colony mentioned on page 4 of the report, Professor Léon Bernard recalled that there were three model colonies in England, which could be held to represent the best social solution of the problem of tuberculosis. Instead of sending the sick persons back to their homes, as soon as they had reached a certain stage in their cure, they were placed in villages where they were given work suitable to their state of health. These sick persons, therefore, returned to social life, while remaining under the supervision of the doctor. By this means, the danger that, on returning to their homes, they might become a source of diffusion for the disease was avoided. Such a practice had not yet been adopted in France, but in Greece, in view of the fact that the population was not yet deeply rooted, it would be possible to carry out an experiment, and Professor Léon Bernard maintained that this method of treatment was infinitely less burdensome, from the point of view of public finance, than the establishment of sanatoria.

Speaking of the necessity of making "an effort from the point of view of education to convince parents of the necessity of isolating sick children" (page 4 of the report), Professor Léon Bernard

said that this form of education had made rapid strides in France. In Paris, there was no longer any difficulty in convincing parents of the necessity of isolating their children when sick. In consequence, this form of education could be regarded as offering strong possibilities elsewhere. Children thus isolated from their parents were, according to the district and the local traditions, taken in by peasants, who looked after them very devotedly, and placed them on a normal diet, or else they were sent to special children's colonies.

Referring to page 6 of the report, Professor Léon Bernard drew the Medical Director's special attention to the question of the training of a staff of doctors and special visiting nurses. In France, institutions for the training of visiting nurses had been established only since the war. They had developed very rapidly, but the saturation point had now been reached in so far as recruiting these nurses was concerned. Professor Léon Bernard thought that this difficulty was far greater in Catholic countries than in Protestant. There was no lack in Germany or in England of young girls willing to follow the career of nurse. In Catholic countries, on the other hand, a number of them entered religious orders, where they were very often called upon to perform similar duties. Probably the same difficulty would occur in Greece.

The PRESIDENT thanked Professor Léon Bernard for his very instructive report.

Dr. CARRIÈRE submitted the following draft resolution based on the report of Professor Léon Bernard:

" The Health Committee:

" Having taken note of the proposal formulated by the Finance Committee and approved by the Council with regard to the expediency of collaboration between the Health Organisation of the League of Nations and the Greek authorities and with the Greek Refugee Settlement Commission for the campaign against the ravages caused amongst these refugees by tuberculosis;

" Having also taken note of a memorandum presented by Dr. Copanaris and of a report by Professor Léon Bernard in which an anti-tuberculosis programme is outlined for Greece;

" Realising the necessity of organising in Greece an efficient campaign against tuberculosis, and desirous of supporting it:

" Places at the disposal of the Greek administration the services of the Health Organisation of the League of Nations in order to help to carry out a practical programme and an efficient campaign against tuberculosis;

" Requests the Medical Director to study, in collaboration with the Director of the Public Health Service in Greece, a detailed plan of action conforming to the principles laid down in the report by Professor Léon Bernard, of which the first steps can be rapidly realised; and

" Considers that this action could be usefully assisted by the collaboration of the Greek Refugee Settlement Commission, notably in setting up villages for the reception of tuberculous cases and their families, along the lines of analogous installations already set up in other countries."

Dr. COPANARIS said that the Greek Government would thankfully agree to this resolution.

Professor OTTOLENGHI was sure that he was interpreting the feelings of his colleague Dr. Lutrario and of his country by expressing his sincere sympathy with the efforts made by Greece to perfect its health organisation at such a painful moment. He supported the resolution submitted by Dr. Carrière, which he thought contained, as a whole, principles of practical utility. He asked Dr. Copanaris to inform him whether the present serious spread of tuberculosis in Greece was to be attributed to the fact that the refugees offered a particularly favourable field to the development of this disease, and had in their turn become channels for the diffusion of the infection through the country. This was a point of which account must be taken in the campaign against this scourge.

Dr. Copanaris having signified assent, Professor Ottolenghi continued by pointing out that though the mixing — with all its consequences — of the local population with the refugees at the moment of their arrival had been to some extent fatal, it was perhaps still possible to lessen the effects by carefully protecting newly-born babies and children in general and also by separating those sections of the population which were most threatened. It would be of as much use to establish villages for them as for those who were actually suffering from the disease, as had just been proposed.

Professor Léon Bernard had also urged the usefulness of forestalling the disease with the aid of B.C.G. vaccine. This measure might indeed be contemplated as being of some use in the future. It should not, however, be forgotten that it was applied at present principally to infants and to individuals possessing a negative reaction. It would be difficult for the Health Committee at the moment to take up a definite attitude on this point and to state, as had been done in the resolution submitted by Dr. Carrière, that this vaccination would have certain advantages, the more so as it had just been agreed to convene a Conference which would meet in a few months to consider precisely this question. In consequence, he proposed that the text of the resolution of Dr. Carrière should be slightly altered. It could, for example, be said: " Inspired by the plan explained by Professor Léon Bernard ", and not " in conformity with the plan ". This amendment would also take account of the fact that it was considered that an enquiry on the spot in Greece would be useful in order to indicate to the Health Organisation the best measures for helping to raise the standard of health in the country.

Professor Léon BERNARD was quite willing to accept the amendment proposed by Professor Ottolenghi to the draft resolution. This amendment was more in accordance with what he himself had in mind.

As far as the isolation of refugees from non-refugees was concerned, Professor Léon Bernard said that this operation could take place in two stages:

1. A definite separation of refugees from the native inhabitants on their arrival.
2. The same step to be taken immediately.

He quite understood the reason why refugees had not been separated from the rest of the Greek population. He knew from experience, and from the attitude that France herself had adopted in the case of her own refugees, to how many insurmountable difficulties that operation would have given rise. Such a separation had therefore been impossible at the beginning. The question was whether it was now possible. Dr. Copanaris, however, had shown the great extent to which the population was now mingled. Professor Léon Bernard doubted whether the Committee should entirely regret the position, for it had been the means of causing Greece to organise anti-tuberculosis centres, which it certainly would not have organised had it not been confronted with this problem. The same indirect advantage had occurred in France. Before the war, there had been no organisation of anti-tuberculosis centres. In 1915 and 1916, however, when faced with the influx of tubercular persons who had invaded the country, it had been realised that immediate measures must be taken, with the final result that the whole population had benefited. He felt sure that the same happy result would be achieved in Greece.

The PRESIDENT said that the draft resolution, submitted by Dr. Carrière, *was adopted as amended.*

Dr. COPANARIS thanked the members of the Health Organisation for the interest shown in his country, and especially Professor Léon Bernard for his report, which showed such sympathy for Greece.

**368. Proposal of the International Anti-tuberculosis Union regarding the Establishment of a Single Anti-tuberculosis Stamp.**

Professor Léon BERNARD, referring to document C.H. 703, explained the desires of the International Anti-tuberculosis Union in regard to the establishment of a single anti-tuberculosis stamp. The idea of this stamp, due to a Danish postman, had made great progress in various countries. In the United States more particularly, the stamp campaign had been so fruitful that it had furnished sufficient funds to maintain most of the anti-tuberculosis centres. This campaign had also been fruitful in many countries of Europe. Experience had shown that the sale of the stamp only led to good results provided:

1. It had no postal value.
2. Its use were reserved for a single branch of hygiene only.
3. It were not placed on sale throughout the whole year, since, if this were the case, it became a mere matter of routine.

In the United States, for example, this stamp was sold for a month only, at Christmas-time. Experience in France showed how fruitful had been the sale of the stamp. In 1926, the sale had been limited to one single department, that of the Meurthe-et-Moselle; in 1927, it had been extended to four or five Departments. In 1928, it had been extended to cover the whole of France, and had brought in 15 million francs, which had been an un hoped-for result.

It had been thought that an international character might be given to the sale of the stamp in order that all countries might share in the profits thus obtained. An agreement would therefore have to be reached on the character of the stamp; in Switzerland, for example, it possessed certain characteristics, and had a certain postal value.

The International Union thought that the profits would be more considerable if use were made of a stamp of no postal value in any country. The Health Committee might obtain the agreement of Governments to the institution of such a stamp of international character. Naturally, this stamp would not be the same for all countries, but the idea of the International Union was to reserve the profits of the same solely for combating tuberculosis.

Dr. WINSLOW, speaking in the name of Surgeon-General Cumming and in his own name, expressed his sympathy with the report of Professor Léon Bernard, which had as its object the restriction to a single aim of the sale of the stamp. He did not, however, think that his proposal could be accepted, in that it provided for the restriction of the profit realised by the sale of the stamp to the fight against tuberculosis alone. The situation would be difficult in America, where the National Tuberculosis Association extended its activity to, for instance, heart disease, and might extend it to other maladies.

Professor Léon BERNARD pointed out that in the United States a single association benefited by the sale of the stamp, but that it was quite natural that it should allocate a part of its revenue to other associations.



The PRESIDENT hesitated to accept Professor Léon Bernard's proposal, since there might be in certain countries questions of social hygiene that were considered more urgent than the fight against tuberculosis. In Denmark, for instance, the sale of the stamp had been of great value in this campaign but, at the present time, the sale yielded a certain surplus, and it was now seen that it might be possible to concentrate the work in other directions and not to limit it exclusively to tuberculosis. He thought that to adopt Professor Léon Bernard's proposal would be to infringe upon the rights of States, some of which might have reasons for considering certain maladies more dangerous than tuberculosis.

Professor Léon BERNARD recalled that the idea of the International Union was to combat by means of the sale of the stamp, a single scourge in each country, while the aim of the work might vary according to the country.

Dr. CHODZKO said that in Poland an anti-tuberculosis stamp had been sold each year since 1925. The results obtained in his country gave reason to believe that Professor Léon Bernard's resolution might be modified and that the Committee might restrict its request that each country should dedicate the whole of the profits of the sale to the combat against tuberculosis to a certain period of the year only, for instance, December.

Dr. RAJCHMAN pointed out that this subject raised a question of procedure. The Health Organisation had never yet adopted such a resolution, and he thought that it would be dangerous to continue in this path and to adopt a resolution inviting countries to undertake certain forms of social work. In some countries, the organisations were at strife among themselves. The resolution of the Health Committee would thus be useless. If, on the other hand, the Committee were to adopt such a resolution and it were not followed by a sufficient number of countries, its prestige would suffer. The International Union against Tuberculosis might communicate the Minutes of the present meeting to the different countries, without there being any necessity for the Health Organisation to come to a decision upon this subject.

Dr. HAMEL said that, in Germany, a good-works stamp was sold every two years and that the profits of the sale were shared among various works. In Germany, where social insurance companies had already been formed which assisted, in particular, in the fight against tuberculosis, it would be difficult to restrict the profits of the sale to a single work.

Professor Léon BERNARD did not think that the difficulty of procedure raised by the Medical Director was conclusive. Indeed, if the Health Committee had been in agreement upon the principle, it would have requested the Council or the Assembly to recommend Governments to take certain measures, without the Health Committee having concerned itself with the matter. He realised, however, after the objections that had been made, that the recommendation could not readily be applied in a great number of countries; and he would not press his proposal. At the same time, he regretted this, for the restriction of the profits of the sale of the stamp to the benefit of a single social work would have been very advantageous. He hoped that an international principle would be found which would remove all these difficulties.

### 36). **Nomination of Technical Advisers to the Turkish Government.**

Dr. RAJCHMAN pointed out that the Turkish Government had addressed a letter to the Secretary-General, dated May 1st, 1928 (Annex 9), requesting that the designation of the technical advisers who were to be attached to it should be hastened. He recalled that in the declaration of July 24th, 1923, annexed to the Treaty of Lausanne, provision was made for the establishment of a list of six names to be submitted to the Turkish Government, which would choose from these nominees three technical advisers. He proposed that the list should be established by a Mixed Committee of ten members, of whom five should be designated by the Office international d'hygiène publique and five by the Health Committee.

The PRESIDENT proposed that the Health Committee should designate as members of this Mixed Committee the PRESIDENT of the Committee, M. VELGHE, Dr. CANIERI, Dr. CHODZKO and Professor NAGAYO.

*These proposals were adopted.*

### 370. **Yellow Fever in the Congo Estuary: Letter from the Belgian Government.**

Dr. RAJCHMAN recalled that there had been communicated to the members of the Committee a copy of a letter from the Belgian Government received on April 25th, 1928, and relating to yellow fever in the Congo estuary (Annex 10). He read the text of the following resolution, which had been drafted after an exchange of views between the four members of the Committee representing the four countries specially interested in this question:

“ The Health Committee:

“ Takes note of the communication made by the Belgian Government to the League of Nations in the letter of His Excellency M. Hymans, Minister for Foreign Affairs, to the Secretary-General of April 25th, 1928, on the subject of yellow fever in the estuary of the Congo;

“ Understands that this communication has been forwarded to the other Governments to which it refers; and

“ Will be at the disposal of those Governments, at any time, for the consideration of any action in the matter which they may agree to recommend to the Health Organisation of the League of Nations. ”

Professor OTTOLENGHI pointed out that the four countries mentioned in the letter of the Belgian Government were not the only countries interested in the question dealt with in the letter. Italy also had a colony in the tropical regions on the East Coast of Africa, and should, in consequence, be consulted in the matter.

Dr. RAJCHMAN pointed out to Professor Ottolenghi that Italy had no territories in the Congo estuary. The aim in view was the negotiation of an arrangement between the four Governments mentioned in M. Hymans' letter. It was evident that any Government interested in the question could offer its collaboration.

Professor OTTOLENGHI observed that the letter from the Belgian Government did not refer only to the Congo estuary but also to the tropical regions of Africa on the Indian Ocean. It was for this reason that he had intervened in the discussion.

Sir George BUCHANAN thought that the text of the resolution clearly expressed the position that might be taken by the Health Committee.

Dr. RAJCHMAN pointed out to Professor Ottolenghi that the text of the letter of the Belgian Government had been communicated to all the Members of the Council also, and that the report of the Committee would be submitted to the Council.

Professor Ricardo JORGE also pointed out to Professor Ottolenghi that the official letter for the consideration of the Committee referred only to the arrangement between the four Powers interested in and expressly designated for the Congo basin. He was sure that a great number of countries were interested in the combat against yellow fever, but for the present the Committee should consider only the text of this letter.

*The text of the above resolution was adopted.*

### 371. Dangers resulting from the Use of X-Rays: Proposal by Dr. Jitta.

Dr. RAJCHMAN read the following draft resolution:

“ The Health Committee:

“ Having taken note of a memorandum (drawn up by Dr. Jitta in collaboration with Dr. Van der Plaats, radiologist at Utrecht) concerning the dangers which may result from the use of X-rays by incompetent persons or their conservation in defective installations,

“ Requests the Medical Director to ascertain the existing laws or regulations on this subject in different countries and other information necessary to ascertain what kind of action has been or should be taken in order to obviate the dangers referred to. ”

This resolution amounted to a request for study before the next session.

Dr. JITTA remarked that the proposal was rather different from the one that had been distributed, which provided for an examination of the question by a Committee of Experts. He hoped that, if the research by the Secretariat attained its aim, and if it seemed necessary to have an examination of the question by a committee of experts, this could be done without any express resolution on the subject. Moreover, as the collection of information would take some time, he thought that there would be an opportunity later of returning to this question.

Professor Léon BERNARD thought that Dr. Jitta would receive satisfaction without it being necessary to assemble a special committee of experts. It had been decided to entrust to a sub-committee of experts the study on the treatment of cancer by X-rays. It would be easy to draw the attention of these experts to the harmful influence that these rays might have upon those who handled them.

Sir George BUCHANAN thought that it would be interesting to obtain, in reply to Dr. Jitta's request, any documentation which could be collected from Governments which had drawn up regulations, and also any information which could be supplied by members of the Cancer Sub-Commission on radiotherapy. He thought, however, that action might be limited, for the moment, to this collection of facts and that the Committee's consideration of the use that would be made of them could come later. In the United Kingdom, the precautions required in the preparation of X-ray apparatus were elaborate, and when tenders for radiotherapy apparatus were invited, it was stated that firms in foreign countries which did not apply such strict regulations were able on that account to offer lower prices.

Dr. JITTA said that he would be satisfied if the experts entrusted with the study of the treatment of cancer by X-rays would ask in the different countries for supplementary information.

*The draft resolution was adopted.*

372. **The Question of Rheumatism.**

Sir George BUCHANAN said that the question of chronic rheumatism was of particular importance to the inhabitants of countries with cold climates, and that in many aspects it called for international comparison. The voluntary international association for the combat against this malady had obtained excellent results and, in his view, its work was worthy of support from the Health Committee. The form of any assistance which could be given, however, needed consideration, and he asked that the question should be kept over for the next session. Meanwhile, the members of the Committee might consider the position further, and give attention to communications which they might receive upon the question from physicians and hydrologists in their respective countries.

Dr. RAJCHMAN agreed that the question should be adjourned until the October session. This subject raised a question of principle. The International Committee should not be left with the illusion that the Health Organisation would enter into collaboration with an organism which was not Governmental in character. It would be difficult to say now what the attitude of the Committee would be in this respect, but he would be very surprised if it were to declare itself in favour of collaboration with an unofficial organ of this kind.

Dr. JITTA regretted that the Health Organisation would not be able to enter into collaboration with the International Committee, whose work had hitherto been so excellent, and he wished to come to its help if it were possible. There could be no question of a subsidy, but if an enquiry on rheumatism were opened without the help of experts, an enquiry concerned solely with scientific work, it would be possible to collaborate with this society, whose help would be very useful in view of the considerable documentation at its disposal.

Sir George BUCHANAN said that the work of the association deserved to be taken into consideration, and he did not think less of international medical co-operation because it was independent of Government official services. These voluntary national associations, with an international committee, and at their own expense, maintained periodical conferences and a very useful journal. There should be ways in which this Committee could recognise and help their work.

If it were suggested that the matter should be held over without any intention of collaboration with this organism, he thought that it would be better for the time being to drop the question altogether.

*The Committee accepted this view.*

373. **Request of the Asthma Research Council.**

Dr. RAJCHMAN proposed the same solution as in the case of rheumatism.

*This proposal was adopted.*

374. **Proposal for the Issue of an International Booklet on Personal Health.**

Dr. RAJCHMAN proposed that this question should be adjourned till October.

*This proposal was adopted.*

375. **Invitations addressed to the Committee.**

*The Committee decided* that it would be represented by the Medical Director at the Thirty-ninth Congress of the Royal Sanitary Institute, at Plymouth, in July 1928, and by Professor Léon Bernard at the Conference of Social Defence against Syphilis, at Nancy, in May 1928.

376. **Constitution of the "Darling" Foundation.**

*The Committee decided* to adopt the statutes of this Foundation, which had been referred to it for study (Annex II.)

377. **International Health Exhibition at Dresden in 1930.**

Dr. RAJCHMAN informed the Committee that the Deutsches Hygiene Museum wished the Health Committee to take part in the International Exhibition at Dresden in 1930 (similar to that of 1911), which it was organising.

The PRESIDENT supported this proposal, but thought that nothing could be said as yet as to the possibility of a meeting of the Committee at Dresden.

378. **Request for the Collaboration of Women in the Work of the Health Organisation: Wish expressed by the Council for the Representation of Women in the League of Nations.**

The PRESIDENT said that he regretted in this connection the absence of Dr. Alice Hamilton.

Dr. RAJCHMAN suggested that, in view of the interest of this question for public opinion, the Committee should, without adopting a resolution upon the subject, point out that the mandate of its members did not expire for eighteen months, but that, at the time of renewal, account would be taken of the request made by the association in question. At the same time, an impressive list might be given of the number of women who participated in the work of the Health Organisation.

379. **Title of the Final Report on Sleeping-Sickness.**

Dr. RAJCHMAN pointed out that the title of the final report of the Sleeping-Sickness Commission had been drafted as if the term "human trypanosomiasis" were synonymous with the term "sleeping-sickness". Professor Chagas had justly drawn attention to the existence of two forms of human trypanosomiasis which made it difficult to monopolise this term for sleeping-sickness alone. This would be taken into account in the future.

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EIGHTH MEETING

*Held on Saturday, May 5th, 1928, at 10 a.m.*

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President: Dr. Th. MADSEN.

The PRESIDENT welcomed Dr. Stock, who wished to attend this last meeting of the Committee.

380. **Invitation of the Swiss Hygiene Society.**

Dr. CARRIÈRE informed the Committee that the Swiss Hygiene Society would hold its assembly at Geneva on that day and on the Sunday following. The subjects to be discussed would be of interest to certain members of the Committee and related to problems of food supply and of school hygiene. The Swiss Hygiene Society would be much honoured if some of the members of the Committee would find it possible to be present at least during part of this meeting. Upon his request, the Medical Director had kindly requested one of his collaborators to be present at the meeting and to make a statement upon the work of the Health Organisation.

The PRESIDENT warmly thanked Dr. Carrière and the Swiss Hygiene Society for this kind invitation.

381. **Examination of the Draft Report to the Council on the Work of the Twelfth Session.**

The Committee examined the draft resolutions submitted to it.

With regard to Resolution IX relating to the Eastern Bureau, Dr. LUTRARIO recalled that, at previous sessions, it had been customary to group the resolutions under headings, which was of advantage from the point of view of clearness.

Dr. RAJCHMAN replied that the Committee was examining, at the present moment, only a first draft of the resolutions. They would be grouped under headings as usual.

With regard to Resolution X (Permanent Standards Commission), Professor OTTOLENGHI wondered whether the mention made of "official action" corresponded to the deliberations of the Committee upon the necessity of ensuring the diffusion in the medical world of the work done by the Health Organisation.

Dr. RAJCHMAN explained that Resolution X was a recommendation to the Council with a view to official action in connection with Governments. As regards the diffusion in the medical Press and in medical circles, there was no need of resolutions, since the deliberations of the Committee appeared in the Minutes.

With regard to Resolution XIV (Tuberculosis among Greek refugees) Professor OTTOLENGHI recalled the difficulties that had been encountered in the few countries where the institution of villages for the tuberculous had been attempted. Perhaps there was no need to recommend the adoption of this procedure in this apparently imperative manner. Might not this hinder the action of those who were charged with the organisation of the fight against tuberculosis in Greek refugee centres?

Dr. RAJCHMAN pointed out that, unless a contrary decision were taken by the Committee, it would be difficult to reopen a discussion upon the principle involved in this point.

Professor Léon BERNARD thought that the form of the resolution did not constitute an imperative injunction. The persons charged with the study of the problem would, after enquiry, be entirely free to consider what it was best to do. It was only recommended that an attempt should be made in this direction, an attempt to which the circumstances seemed to lend themselves.

*The Committee decided to make a slight formal amendment in the resolution.*

Following a remark by Professor Léon Bernard upon Resolution XVI (X-rays), M. VELGHE explained that it was a question of the danger of the use of X-rays not only for those who manipulated them but also for the patients and for the houses near the radiographic installations.

Professor Léon BERNARD replied that many therapeutic processes could be dangerous if the necessary precautions were not taken, and that there would be no reason for not mentioning, at the same time as X-rays, products such as digitalis, salvarsan, etc.

Sir George BUCHANAN feared that too general a form would unduly enlarge the field of study that was to be entered upon.

Dr. JITTA explained that X-rays were not handled only by doctors and by operators having all the necessary competence. They were used also, for instance, in ensuring the authenticity of old pictures, for shoemakers' testing apparatus and by dentists, etc. Danger might arise from these various uses. On the other hand, there was the question of defective radiographic installations which should be taken into consideration.

Professor Léon BERNARD did not think that there would be any disadvantage in adopting a vague formula. The question would be raised again in the Committee and it was at that time that it would be indispensable to limit the field of study.

*The resolution was adopted with formal amendments.*

With regard to Resolution XVIII (Nomination of technical advisers to the Turkish Government), Sir George BUCHANAN, referring to the discussions at the previous meeting, said that he did not think it indispensable to specify that the designation of the persons in question should be made at the present session.

*The Committee decided to amend the text as follows: "To proceed to this designation if it should judge it necessary."*

*The resolutions were adopted with formal amendments.*

### 382. Representation of the Health Committee on the Child Welfare Committee.

The President read the following letter which he had received from Professor Léon Bernard:

"I have the honour to ask you to request the Committee to relieve me of the flattering mission of representing it upon the Child Welfare Committee. The multiplicity of my obligations no longer allows me adequately to fulfil this task, which, moreover, has seemed to me, after experience, to require administrative and judicial rather than medical competence, on account of the questions that most frequently demand the attention of the Committee."

The President said that the Health Committee would much regret this decision, and in the name of his colleagues he thanked Professor Léon Bernard for the work that he had already done in his capacity as representative of the Health Committee upon the Child Welfare Committee.

Professor Léon BERNARD replied that, in practice, the representative of the Health Committee upon the Child Welfare Committee had played only a small part in that Committee from the medical point of view. Indeed, the Child Welfare Committee tended more and more to leave medical questions to the Health Committee and to concentrate its activity upon judicial, pedagogic and administrative questions. It seemed to him that another of his colleagues, and particularly M. Velghe, would be more qualified to represent the Health Committee.

*The Committee decided to invite M. VELGHE to succeed Professor Léon Bernard as its representative upon the Child Welfare Committee.*

### 383. Date of the Next Session.

The PRESIDENT proposed that, in view of the fact that the programme for the next session was, so far only a short one, and that this session would only last for three or four days and would follow immediately the meeting arranged at the Pasteur Institute for the consideration of the question of anti-tuberculosis vaccination, the autumn session should take place at Paris after the meeting of the Office international d'hygiène publique, approximately on October 24th, 1928.

*Agreed.*

384. **Propaganda Films for Anti-tuberculosis and Social Hygiene: Request of Professor Léon Bernard.**

Professor LÉON BERNARD said he very much hoped that, if it were possible, the Committee would take advantage of its session at Paris in the autumn to be present at the display of a series of propaganda films for anti-tuberculosis and social hygiene.

*The Committee took note of this request.*

385. **Close of the Session.**

Dr. CARRIÈRE said that he was very pleased that his position as Vice-President gave him the privilege of expressing to the President the feelings of great affection that the whole Committee had for him. This was a tradition, but not a purely formal one, for the members appreciated most sincerely the courtesy, the devotion and the skill with which the President had directed the debates of the Committee, and they expressed once more the hope that they would have in Dr. Th. Madsen a permanent President.

*The Committee associated itself with Dr. Carrière's words.*

The PRESIDENT said that he was deeply touched by Dr. Carrière's speech and by the reception of the Committee. If the meetings of the Committee had taken place under good conditions, it was thanks to the spirit of good understanding, the zeal and the talent that all had displayed in order to obtain the best results for the Health Organisation and for the whole of humanity. The session that was drawing to its close had been particularly profitable. As always, a large proportion of the thanks was due to the Medical Director and to the Secretariat, whose work before and during the session was worthy of all praise.

In conclusion, the President renewed the compliments of the Committee to his two colleagues who were on the eve of attaining their seventieth birthday.

Dr. JITTA, speaking also in the name of Professor Nocht, thanked the President for his kind words.

Sir George BUCHANAN wished to say how much all the English-speaking members of the Committee had appreciated the arrangements made for the first time at that session for the translation into English of the speeches made in French.

Surgeon-General CUMMING supported Sir George Buchanan's statement.

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ANNEX 1.

AGENDA OF THE TWELFTH SESSION.

*Approved by the Committee on April 30th, 1928.*

- I. Decisions of the Council of the League:
  - (a) Report by M. Adatci approved by the Council on December 7th, 1927.
  - (b) Communication of the Minutes of the Meeting of the Council held on December 7th, 1927.
  - (c) Development of the Work of the Technical Organisations in Latin America.
  - (d) Increase of the Grant given by the Rockefeller Foundation for Interchanges during the Year 1928.
- II. Report by the President on his Mission to India.
- III. Report by the President on the Session of the Permanent Standards Commission held at Frankfort-on-Main from April 25th to 28th, 1928.
- IV. Report and Resolutions of the Third Session of the Advisory Council of the Eastern Bureau held at Delhi from December 26th to 29th, 1927.
- V. Collaboration with Latin America:
  - (a) International Centre for the Study of Leprosy in Brazil.
  - (b) International Public Health School at Rio de Janeiro.
  - (c) International Centre for Child Welfare at Buenos Aires.
- VI. Report of the Cancer Commission.
- VII. Report of the Smallpox and Vaccination Commission.
- VIII. Report by the Chairman of the Opium Commission on the Report of the Office international d'hygiène publique on the subject of Preparations coming under the Provisions of Article 8 of the Opium Convention of 1925.
- IX. Budgetary Estimates for the Financial Year 1929: Report of the Budget Sub-Commission.
- X. Report by the Medical Director on the Work of the Health Organisation since the October (1927) Session of the Committee.
- XI. Miscellaneous Questions:
  - (a) Proposal of the Union internationale contre la tuberculose.
  - (b) Invitations to Congresses and Conferences.
  - (c) Other Questions.
- XII. New Proposals:
  - (a) Letter from the Belgian Government concerning Yellow Fever in the Congo Estuary.
  - (b) Proposal of Sir George Buchanan concerning Rheumatism.
  - (c) Proposals of Dr. Jitta concerning X-rays.

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ANNEX 1a.

QUESTION OF RHEUMATISM.

LETTER FROM THE INTERNATIONAL SOCIETY OF HYDROLOGY TO SIR GEORGE BUCHANAN.

Amsterdam, March 29th, 1928.

We desire to call, your attention to the work of the International Committee on Rheumatism, founded by this Society nearly three years ago.

At a meeting of this Committee held at Lyons in October last it was unanimously resolved:

" 1. That the various national committees<sup>1</sup> which have now been constituted, and which have formulated their constitution and programme in accordance with the policy and purposes of the Central Committee, should be as soon as possible co-ordinated and advised by a central body having more authority than the present Committee. The Committee

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<sup>1</sup> Committees have now been formed in Germany, France, The Netherlands, Belgium, Czechoslovakia, Sweden, Hungary, Austria, as well as in England.



considers it very desirable that health centres (both spas and clinics) where the investigation of rheumatic diseases is carried on and treatment given, especially for insured patients, should be periodically visited, and guidance given with reference to the most fruitful lines of research and the most approved methods of treatment.

" 2. That assistance shall be sought from the Health Committee of the League of Nations in order to give more authority, permanence and effectiveness to the movement initiated by the Society for the combating of rheumatic diseases; and that the Chairman be asked to bring the matter before the British Ministry of Health, as it is considered by the representatives of other countries that proposals for this purpose could best be made by the British Government. "

The great development of the activities of the International Committee on Rheumatism, in a social as well as a scientific sense, has now demonstrated the necessity of an International Advisory Office on chronic rheumatic disease. We recognise, however, that it will probably be more practicable to begin this organisation with a small Committee of Experts to be appointed by the Health Committee of the League of Nations. We propose that this Committee should be asked to report upon the following questions:

1. The incidence in different countries of acute rheumatism and chronic rheumatic diseases.
2. The investigation of early cases of rheumatism with special reference to abnormalities of the skin.
3. The influence of climate and occupation in causation.
4. The organisation of the most effectual methods of treatment, particularly in early cases.

May we request you to be so good as to bring this matter before the next meeting of the Health Committee of the League of Nations?

(Signed) R. Fortescue FOX,  
Chairman.

(Signed) J. VAN BREEMEN,  
Hon. Secretary.

C.H. 712.

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## ANNEX 2.

### REPORT ON THE WORK OF THE CANCER COMMISSION PRESENTED TO THE HEALTH COMMITTEE ON MAY 1ST, 1928.

Geneva, April 29th, 1928.

The Health Committee, at its last session, on consideration of the reports then submitted to it by the Cancer Commission, decided that further enquiries should be made with a view to the selection of the subjects on which international enquiries in regard to cancer seem likely to yield results of importance. Since then, numerous enquiries have been made, and suggestions received. The Cancer Commission, after discussing these suggestions at its meetings on April 27th and 28th, at which they were assisted by Dr. Carozzi and Dr. Janet Lane-Clayton, concluded that the following subjects deserve special attention at the present time, and recommends that the action indicated in each case should now be taken.

#### I. INVESTIGATION INTO OCCUPATIONAL CANCER.

At our last meeting in October 1927, the members had before them a suggestion from the Sub-Committee of Statisticians that an international enquiry into the incidence and causes of occupational cancer should be undertaken. The Commission, with the aid of the Secretariat, has explored the possibilities of the situation and, with the kind aid of Professor Carozzi, of the International Labour Office, has reached certain conclusions which it desires to recommend to the Health Committee for its acceptance for the reasons set out below. It has in this connection given special attention to communications from Professor Roussy, Colonel Smallman (British Cancer Committee) and the publications in "Hygiène du Travail".

Experience has already shown that available statements as to the incidence of occupational cancer cannot be accepted at their face value. The presence of cases of cancer due to the occupation undertaken can be masked in several ways. A long interval frequently exists between the occurrence of the predisposing causes and the development of the cancer, so that the doctor who is eventually consulted may be unaware of the relationship of the cancer with the previous occupation of the individual. Or a man may change the nature of his occupation and the fact that the disease was due to the first form of work may be concealed by this change of employment.

Apart from tar-cancer, which has received so much experimental study, occupational cancer has been definitely traced in relation to one branch of aniline-dye workers, to certain methods of cotton-spinning (mule-spinner's cancer), to the process of briquette-making, to workers in cobalt-mines, to those exposed to special rigours of climate and, formerly, to the occupation of chimney-sweepers.

But present knowledge shows that there is a very irregular distribution of cancer in different countries, even among workers in the same industries. The causes of this unequal distribution can only be guessed at. It is probable that they are less simple than might appear and that valuable lessons on the causation of cancer could be learnt from their intensive study. This means much more than a question of collecting notifications and deaths from cancer known to be due to the occupation of the individual. Moreover, the subject has a great economical importance on account of the loss, both in labour and in insurance liabilities, which is entailed.

Another subject on which enquiry is needed is the application of methods of control. Already preventive methods have been effectively applied in the case of aniline-dye workers in Germany, where cancer of the bladder was found to occur among the workers. This disease may now be said to have been almost eliminated from among the aniline-dye workers of that country.

The Commission believes that the most effective way of investigating this important problem will be to proceed with the advice of a few persons who would form a small Sub-Committee. It is evident that the expert advice needed will be along the lines of general knowledge of industrial conditions and of industrial diseases, the method of collecting and of handling statistically the evidence collected, of the pathological aspects of the disease and also of detailed knowledge of the special cancerous process arising in relation to the occupation considered. These requirements would appear to be fully met by inviting the aid of a Sub-Committee consisting of:

Professor CAROZZI, Chief of the Health Section at the International Labour Office.  
Professor GREENWOOD, Professor of Statistics, School of Hygiene, London.  
Professor ROUSSY, Professor of Pathology at the University of Paris.  
Dr. TELEKY, District Medical Inspector of Factories, Düsseldorf.

The Secretarial work of this Sub-Committee would be carried out jointly by the Secretariat of the League of Nations and the International Labour Office.

As a general plan of work, the Commission suggests that the several occupations which are known to produce cancer in all those countries where the industry is carried on should be considered separately, whether cases of cancer arising out of that occupation have or have not been reported from all the countries concerned. An intensive study of the position in each country as to the occurrence of cancer either during or after the working life of the workers in the industry would show the causes to which the presence or absence of cancer is attributable — whether, on the one hand, it is due to differences in the factory methods or, on the other hand, to differences in ascertaining the medical facts.

The information could be obtained both directly by application to the factory medical inspectors of the several countries and also through a small national committee in each country, which would collect the necessary data for examination by the Sub-Committee. It is suggested that, if necessary, one or more co-opted members might be temporarily added to the Sub-Committee to aid in the investigation of each industry, as and when it is undertaken by the Sub-Committee. Professor Carozzi has already been good enough to ascertain informally the attitude of many of the industrial medical inspectors toward the proposition, and found it uniformly favourable, though it is perhaps right to note that the question of the expense incurred in obtaining information for the Commission may in some instances have to be specially considered.

## II. POSSIBILITIES OF INTERNATIONAL WORK IN RADIOLOGICAL METHODS, ETC.

The experience which has now been gained in the radiological treatment of cancer is sufficient to show that it is a therapeutic agent of high value. A great amount of work has been undertaken upon many thousands of patients suffering from cancer of different sites, and a vast literature upon the subject has already accumulated. In spite of this, there is a marked lack of agreement both as to the precise action of the rays and as to the best method of applying them. It is evident that the means employed for their administration will necessarily differ according to the locality of the cancer, and also that very different methods must be employed for the use of radium and of Röntgen-therapy respectively. But want of agreement extends even to treatment by radium alone, when applied to cancer of the same degree affecting the same site.

The site for which the most extensive use has been made of ray-therapy is that of the uterine cervix. Other sites for which the data are less numerous or even scanty are the skin, tongue, breast and rectum. The data available upon the sites other than the cervix of the uterus hardly appear sufficiently numerous to warrant any detailed international investigations.

In the treatment of cancer of the cervix, intensive practical experience has been gained in a fairly large number of important clinics in various countries, and a statistical examination of the results obtained five years after treatment has shown that those obtained by the employment of the best surgery and by the use of radio-therapy are roughly equal in value. Further, radio-therapy is the only known means of dealing successfully with those patients who, at the time of making application for treatment, are already in an inoperable stage of the disease.

In the case of these inoperable patients, the result of radio-therapy, in certain clinics, is that at least 10 per cent are alive and well five years after treatment. In some clinics the percentage is still greater and improving year by year.

There appears to be considerable divergence, both of practice and of opinion, amongst many of the heads of the above-mentioned clinics in regard to the use of radium. It is impossible at the present time to explain these divergences by appeal to differences in the physical action of the rays. The most expert physicists are not agreed upon many of the fundamental points, although they are actively engaged in research directed to elucidate the real basis of many aspects of radio-therapy.

Nevertheless, the practical application of radium is being pursued, seemingly with increasing success in many large clinics, though on somewhat different lines. The success of the treatment has induced smaller clinics and also many doctors in general practice to undertake radium treatment with such small amounts of the radio-active substance as they can afford to purchase — amounts often entirely inadequate for the effective treatment of cancer. Many practitioners in every country are apt to regard radium in the light of a drug which can be applied repeatedly for the relief of obvious symptoms, such as the discharge and hæmorrhage from the growth, as and when these are troublesome. They are surprised and disappointed when they find that no cure has been effected by treatment applied on this basis.

At present it would seem that much radiological practice is necessarily empirical. The results obtained by the methods now in use in many places are as a whole sufficiently good to warrant hopes of even better things; but, in face of the considerable divergences of method, it is impossible to indicate the direction in which further progress can be achieved. It is not possible to say precisely how wide the divergences really are, or how small they may be, because the published data are not sufficiently detailed to enable this to be done.

So far as can be ascertained generally, it seems that the practice in many smaller hospitals is often very unsatisfactory owing to ignorance of the advances in treatment which have been made in the larger clinics. These remarks are believed to be true for all countries.

In these circumstances, looking to the small number of the larger clinics in question and to the different countries in which they are placed, it seems that the study of practical methods of radio-therapy, from an international aspect, may be of value, and the Cancer Commission has, after due consideration, decided to endeavour to promote a better understanding of the subject.

The Commission believes that the best means of dealing with the problem would be to obtain precise details of the method or methods which are employed in those clinics where the published results of ray treatment of cancer of the uterus over a series of years have been good.

While it cannot be anticipated that the use of radium will ever be effectively taught by any mere document, without practical instruction in the art, an authoritative statement upon, at least, the basic principles of the method or methods which ought to be followed would itself be of the utmost value. At present, there is great uncertainty in many clinics as to the methods used in other clinics where successful results have been obtained. Moreover, if danger results from the way in which radium is frequently used by the general practitioner or by the staff of the smaller hospitals, the nature of the danger should be pointed out, on good authority.

The question thus arises as to the best method of securing such a survey of expert opinion and conclusions of as authoritative a nature as it may be possible to obtain at the present time.

It seems to the Commission that the best way of achieving the desired result would be by the formation of a small Sub-Committee of suitable persons who would lay down the details for the proposed enquiry. The Commission proposes that the number of members should not exceed seven, and that they should be directors of important clinics with the largest published experience, or should be nominated by these directors to represent the knowledge of the clinic.

The primary function of the Sub-Committee would be to determine the precise form of the enquiry and to prepare any documents relating to it. It should be clearly understood that the study will not depend only on the clinics to which the members of the Sub-Committee belong. The Sub-Committee would be asked to invite the co-operation of all suitable clinics so that the data ultimately obtained are really comprehensive. The Commission notes with much satisfaction that already several important institutes and clinics have signified their willingness to co-operate as soon as a programme has been fixed.

The Commission suggests, therefore, that for this purpose the following heads of clinics should be asked to become either themselves members of the Sub-Committee or to nominate a responsible deputy:

Professor RÉGAUD, Fondation Curie, Paris.  
Professor FORSELL, Radiumhemmet, Stockholm.  
Professor PESTALOZZA, Policlinico di Roma, Rome.  
Professor VAN ROOY, Professor of Gynæcology, Amsterdam University.  
Professor DÖDERLEIN, Universitäts-Frauenklinik, Munich.  
Professor LAHM, Direktor der Gynäkolog. Abteilung, Stadtsptal, Chemnitz.  
Mr. Comyns BERKELEY, Director of the Middlesex Hospital, Cancer Charity,  
Gynæcological Section.  
Dr. Janet LANE-CLAYPON, Investigation Officer.

Owing to the great distance away, it seems hardly possible to invite American co-operation on the Sub-Committee, but the Commission sincerely trusts that both the United States and Canada will be willing to participate in the general enquiry.

In addition to details of methods and their relation to results, it might be well for the Sub-Committee to take cognisance of the following points:

1. Available supplies of radium.
2. The centralisation of radium in each country for the supply of the smaller clinics and individual practitioners, if this is considered desirable.
3. The form of record which should be kept with the view of comparing the results obtained in different countries some five years later.

At the present time, it seems fairly certain that there is considerable misunderstanding in all countries both as to the high curative value of the treatment and as to its dangers if undertaken by those without sufficient expert knowledge.

An investigation on the above lines cannot fail to add to the sum of knowledge as to the treatment of cancer of the uterus by radiological methods and to remove much of the dread with which this disease is now commonly and justifiably regarded. Further, it should serve as a most valuable guide to those clinics or individual practitioners not so well equipped in technical knowledge as to the advice and treatment which they should secure for patients found or suspected to be suffering from cancer of the uterus.

### III. INCIDENCE OF CANCER IN RELATION TO "CONSTITUTION".

The Commission has received on this subject through Dr. Lutrario a valuable contribution from the Italian group of workers, which should be circulated to members of the Committee and others interested. The Commission is of opinion that it should be an instruction to each of the Sub-Committees above proposed to consider the possibility of obtaining information on this subject in the course of their respective enquiries and to consider any suggestions on this matter which may be made by the Italian group of workers.

Meanwhile, the Commission draws attention to the document which has been prepared by the Italian group describing the reasons which justify the enquiry in Italy upon the question of "constitution" in relation to the incidence of cancer, together with a short summary of other published material on the same subject.

It is desirable that the question of extending similar enquiries on this subject to other countries should be deferred until the results are obtained from Italy. The Commission therefore welcomes the suggestion that the Italian group should undertake investigations on the subject and then make a further communication in due course.

The Commission would also refer to a communication made to it by Professor Nagayo, in which he expresses his sense of the importance of the suggestion of the Italian group and the possibility of an investigation on somewhat similar lines being undertaken in Japan.

It also draws attention to a preliminary study concerning heredity in relation to cancer which has been commenced in the Netherlands by Dr. Jitta and Professor Deelman whose report has been sent to the members of the commission.

### IV. OTHER PROPOSALS.

Suggestions of certain new lines along which the work of the Cancer Commission should continue have been received. It is hoped that these suggestions will be amplified, and in this connection further communications will be sent to distinguished cancerologists and other competent authorities. The Commission proposes to discuss these suggestions and the action to be recommended, at a subsequent session.

### V. ITALIAN STATISTICAL DATA.

The Italian group of investigators, which participated in the statistical investigations already summarised in the report submitted by the President to the Health Committee in October last, has now prepared a report which sets out the completed series of Italian data, embodying control

observations. Dr. Lutrario, on behalf of the group, has presented this report to the Commission at the present session.

The general effect of the Italian enquiries was already known to the Commission and to its Statistical Sub-Committee when the summarising report was prepared. The Commission desires to express its great obligation to the Italian investigators for having continued their labours to the point of presenting so complete and useful an analysis of the results of the laborious work which they undertook on behalf of the Commission.

#### VI. COMMUNICATIONS RECEIVED.

The Commission has also received at this session the documents specified in the list annexed, and in due course will make recommendations in regard to their distribution or publication.

#### VII. PROPOSED ADDITIONS TO THE COMMISSION.

The Commission draws attention to the fact that, on the above programme, it is hoping to obtain extensive assistance from German experts, while as yet there is no representative of that country on the Commission itself. It recommends, therefore, that Dr. HAMEL be invited to become a member of the Commission. Moreover, in consequence of the information given to the Commission by Dr. NAGAYO that special cancer studies on the lines of those of the Commission are being undertaken in Japan, it recommends that a similar invitation should be extended to him.

#### Appendix.

##### LIST OF DOCUMENTS DISTRIBUTED.

1. "Les cancers professionnels", by Dr. ROUSSY AND Dr. HÉRAUX.
2. "Tumeurs professionnelles" according to a report submitted to the International Labour Office by Dr. BAYET, Brussels.
3. "La radiothérapie du cancer du col de l'utérus à la clinique gynécologique universitaire d'Amsterdam au cours de la période 1923-1927", by Dr. VAN ROOY, Dr. JANSEN and Dr. SALOMONSON.
4. "Le traitement des cancers du col de l'utérus par les radiations", by Dr. Cl. RÉGAUD.
5. "Enquête de contrôle du groupe italien sur le cancer du sein": Part I, by Professor NICEFORO; Part II, by Professor FICHERA.
6. "Considération sur la fréquence du cancer de l'utérus en Italie", by Professor E. PESTALOZZA (C.H./Cancer/55.).
7. "La signification des observations statistiques anatomiques faites sur le cancer pendant huit années dans sept instituts italiens d'anatomie pathologique", by Professor A. DIONISI (C.H./Cancer/54 and Annexes).
8. Report by Professor FICHERA upon "Le cancer du sein et d'autres sièges, en Italie".
9. "Radiologues", according to a report submitted to the International Labour Office by Professor PERUSSIA, Milan.
10. "L'Istituto nazionale Vittorio Emanuele III per lo studio e la cura del cancro in Milano", by Professor FICHERA.
11. "Répartition du cancer selon les groupes ethniques au Japon", by Professor Eug. PITTARD.
12. "Etude statistique de la mortalité cancéreuse au Japon", by Dr. Hiroshi KUSAMA.
13. "Note préliminaire sur l'hérédité du cancer", by Professor H. Th. DEELMAN, of Groningen.

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#### ANNEX 3.

C.H.707.

#### REPORT ON THE WORK OF THE SMALLPOX AND VACCINATION COMMISSION.

*Submitted to the Committee on May 1st, 1928.*

Geneva, April 27th, 1928.

The Smallpox and Vaccination Commission met on April 25th and 26th, 1928 and considered the position of its work under the following heads:

##### I. ENQUIRIES INTO THE INCIDENCE AND CHARACTER OF SMALLPOX IN DIFFERENT EUROPEAN COUNTRIES.

Since our last session, the Epidemiological Intelligence Service has been so good as to collect data with regard to the incidence and character of smallpox in different European countries during the course of the last two years. This work has been of advantage to the Service and to us.

These data concern England, Switzerland, the Union of Socialist Soviet Republics, Latvia, Estonia, Roumania, Bulgaria, Hungary, Czechoslovakia, Germany, Belgium, Greece and France. They are prefaced by a table of the cases and deaths notified in European countries between 1919 and 1927. Examination of this documentation and statistical data incomplete as they necessarily are at this stage, gives certain indications of a general order which deserve mention.

(a) Smallpox is on the decrease almost everywhere, with the exception of England and Wales, where the alastrimic form of the disease of an exceedingly mild type is widespread. This form of smallpox has been known also in Switzerland during the last three years in certain cantons, where it no longer exists. From Portugal it passed to the Azores in 1923.

Taking Europe as a whole and comparing the general prevalence eight years ago with that of to-day, it may be said that smallpox has declined to almost insignificant proportions. Can this be attributed to more general vaccination? Without doubt. But it is quite possible that periodicity and a more or less spontaneous change in type, of a kind met with in other important epidemic diseases, are also amongst the factors which have been operating.

Not only has there been a decrease in the incidence but often also a decrease in the severity of the disease. Taking, for example, the figures for Italy, a country in which smallpox morbidity after the war amounted to tens of thousands of cases, but where the cases to-day can be counted in tens or in simple units, the fatality (case mortality) rates here fell from 50 per cent or 40 per cent to 25 or 20 per cent, and subsequently to approximately 10 per cent. This last figure (10 per cent) indeed might be taken as representing a general fatality rate for the usual form of smallpox. This figure, however, must be adopted with a reservation, because it is not known whether the alastrimic form also occurs and because sufficient information is not available regarding the vaccinal conditions of the cases and other important factors. In a small outbreak in a rural area in Portugal, the case mortality rate was not above 6 per cent.

(b) Only sporadic cases of the disease are reported in less densely populated countries. Occasionally, it has been possible to trace the original source of infection, but more often this is impossible, the cases having been widely separated in time and space without any apparent connection between them. This phenomenon seems to be similar to that experienced in connection with other infectious diseases, such as measles or scarlet fever.

It should be noted that in Roumania two cases occurred in association with "sheep-pox". "Sheep-pox" belongs to the smallpox family, and perhaps this virus is only a derivative of that of smallpox, as is vaccine.

Isolated cases can be severe and hæmorrhagic in type. Two instances of this have been disclosed by the enquiry — one in Germany and the other in Estonia, both cases occurring in very young unvaccinated children.

These localities where the disease does not exist in epidemic form, and where sporadic cases are of rare occurrence, can be the cause of infection elsewhere. Mention is made in the enquiry of a case observed in Hamburg, where the infection was imported from Lisbon, in which city smallpox is very rare. We have also noted a curious fact reported by Dr. Chapin, Medical Officer of Health, Providence. A Portuguese boy, born in America, came to visit his relatives in Portugal last September; he stayed for some days in Lisbon; on his return to Valley Hall in America, he developed smallpox and gave rise to five other cases, which Dr. Chapin classified as alastrim. In the part of Lisbon where the boy stayed no case of smallpox had been observed for three months. During the two months of August and September, only five cases had been notified in the city as a whole. Sufficient indication is not available to make it possible to state that alastrim exists at Lisbon.

(c) The enquiry has elicited cases notified as smallpox which have later been recognised as chicken-pox. It is important, especially during an epidemic, to differentiate these pseudo-smallpox cases.

The Commission considers that the enquiry has proved to be useful and should be continued. At present restricted to Europe, it should be extended and made to include certain countries outside Europe from which, according to suggestions made to the Commission, it seems probable that useful information could be obtained, notably in North America and the Dutch Indies. It is very desirable that both cases and deaths should be classified by age and according to vaccinal conditions. Such data would enable us to draw conclusions as to the part played by vaccination in the declining morbidity and mortality. Moreover, it is only by limiting ourselves to the unvaccinated population that we can obtain satisfactory evidence that the natural severity of the disease is declining. The influence of age on the incidence of the disease and its gravity should also be determined wherever possible.

Although in certain countries smallpox is now confined to places scattered throughout the territory, small epidemics are observed here and there in rural areas. In such cases, it is very desirable that the figures concerning these small epidemics should be separated from the general figures. An individual study of such small homogeneous outbreaks, which are easy to keep under observation, occurring as they do in a limited area, such as villages, is most desirable. As such data are received by the Epidemiological Intelligence Service, they should be communicated to the members of the Commission. The Commission hopes, at a later stage, to review the data which have been collected in the light of other experience of the epidemiology of smallpox, including the reports which have been furnished to the Office international d'hygiène publique.

## II. ENQUIRIES AS TO AFFECTIONS OF THE NERVOUS SYSTEM OCCURRING AFTER VACCINATION.

With reference to so-called post-vaccinal encephalitis, the Commission proposes that this question should be considered at a special meeting of the Commission, to which experts should

be invited. The question is one of capital importance, both from the epidemiological and prophylactic points of view. It interests several countries where cases have been reported, more especially England and the Netherlands. In the latter country, the application of the law concerning compulsory vaccination at school-age has just been suspended for a year in view of this serious, though rare, complication. It is an international duty to consider this situation, and to endeavour, by the co-ordination of researches and investigations, to find a solution to a problem of such urgency for preventive medicine. The report of the English Commission is about to be published, and investigations by the Netherlands Commission are in progress. Within three months from now, valuable documentation should be available, so that, if the Health Committee approves this proposal, the Commission could meet during the month of August.

### III. FURTHER WORK BASED ON THE PROGRAMME ADOPTED AT THE HAGUE, 1926.

Under this heading, the Commission has considered a memorandum prepared by its President, which is annexed to this report (see Appendix). The different investigations contemplated in this memorandum have already been approved in principle as desirable for study; but, as it is necessary to proceed by steps, the Commission proposes to give precedence to such matter as appears ripe for consideration and will not involve a very long study. In this connection, it recommends that further consideration should be given by the Commission, with the assistance of its experts, to the particular investigations which have been suggested by Sir George Buchanan in the note annexed to the Chairman's general memorandum. The opportunity which will be afforded by the next session of the Commission to consider post-vaccinal encephalitis may advantageously be taken to continue the examination of this question also, with expert assistance.

#### PROPOSALS OF THE SMALLPOX AND VACCINATION COMMISSION.

The Smallpox and Vaccination Commission, subject to the approval of the Health Committee, proposes:

1. To continue, by the aid of the Epidemiological Intelligence Service, to obtain information on the incidence and character of the smallpox now prevailing in Europe and certain countries outside Europe with the view to the preparation, in due course, of a special report on this subject.

2. To review, at the earliest possible date, the evidence regarding the extent, characteristics and causation of the conditions termed post-vaccinal encephalitis which has now been observed in many countries. For this purpose, efforts should be made to hold a meeting in the month of August, at which the Commission will have the advice and assistance of its experts.

3. To take steps, in consultation with the experts, to give effect to outstanding items of the programme of the Hague Conference, 1926, such as are indicated in the memorandum annexed to this report.

#### Appendix.

##### I. DRAFT PROPOSALS TAKING INTO ACCOUNT THE SUGGESTIONS OF SIR GEORGE BUCHANAN. By Professor Ricardo Jorge.

*Vaccine*: — In addition to the subjects already dealt with by the enquiry carried out according to the questionnaire approved by the Hague Conference, further enquiry should be carried out in the principal vaccine institutes to ascertain:

A. 1. The nature, origin and age of the strains of lymph employed.

2. Whether, since the introduction of these strains, their virulence has lessened, and whether recourse has been had to passage through other animals, notably rabbits, to recover the lost strength; the date from which such a method of reinforcement of activity has been employed should be stated; whether it is frequently used; and if by such a method, or otherwise, the vaccine has become increasingly active.

3. The methods employed for the titration of the vaccine lymph and the degree of dilution. Have these dilutions remained constant, or has one had to increase them progressively?

4. The technique and dose of human vaccination. Are scarifications used? If so, their number and size should be stated. Are simple punctures used? Is the modern American method of Leake used with success? What are the ages at which primary vaccinations and revaccinations are performed? What are the methods used?

B. It is desirable that laboratory experiments and tests be carried out with selected strains to ascertain if vaccinia viruses are absolutely identical, or if varieties exist.

C. As immunisation is the aim of vaccination, the question arises whether it would be possible to measure the degree of this immunisation in man and animals, and if local reactions (either the immediate reaction of Pirquet or the later reaction, vesical and pustule formation) afford an index of the immunity conferred.

D. Is it possible to kill or attenuate the vaccinia virus without depriving it of its immunising power? Experiments should be carried out in this direction.

E. Can the viruses of other animal diseases allied to smallpox replace cow-pox?

*Smallpox Viruses.* — A collective study of the chief viruses of the smallpox family and their relation to one another would be useful.

## II. NOTE BY SIR GEORGE BUCHANAN.

1. At the present time, we appear to have good reason for endeavouring to obtain more exact knowledge regarding the possibilities of using vaccine lymph which is more dilute than that ordinarily used. In the first place, when we are dealing with the alastrim variety of smallpox, it is found that the reluctance of the population to accept vaccination sometimes results from a comparison between the certain discomfort of vaccination, as practised with lymph of ordinary strength, with the possible risk of contracting a disease of slight intensity. In the second place, it is not impossible that risks of nervous complications might be substantially diminished by the use of a more dilute lymph. The question of the degree of dilution which may be permitted should be tested by means of observations on the human subject. The criterion would be obtaining a characteristic reaction. The lymph pulp would be diluted to different degrees, perhaps as low as one in a hundred, and the results observed and recorded in a sufficient number of cases. Such observations should show:

(a) What difference, if any, there is between the local reaction and the constitutional disturbance produced by the diluted lymph as compared with the same lymph at the normal strength at which it is at present employed.

(b) What difference, if any, exists between the immunity which is set up by different dilutions of lymph when tested by the Pirquet reaction (*i.e.*, the immediate reaction of the Americans.)

The above might be done with advantage in the vaccination practice of several countries and institutes, and the results compared. Side by side with this, work might be done with the same lymph, on the lines indicated in Dr. Gordon's special report (1925, page 84)<sup>1</sup>, to determine the minimal infective dosage of the virus on the skin of the rabbit.

2. Another practical point is the relationship of the various strains of vaccine which are in use by different lymph establishments all over the world at the present time. Questions are always being asked about the origin of particular lymph strains on the assumption that very great importance attaches to the pedigree of the lymph, according to whether it is descended from an original vaccine such as Jenner's cow-pox, or has been obtained recently or remotely from human smallpox, or again, according to the extent to which the calf lymph has passed through a series of rabbits or other non-bovine animals.

If this is taken up, we might arrange for certain typical vaccine institutes to send each other their vaccine pulp for comparative testing.

I have put these suggestions, 1 and 2, first because they seem easily feasible to obtain with a little organisation and without much expenditure. There are many and much bigger problems in the programme which one would like to see pursued, but which would probably require more preliminary consideration and a good deal more time. Those which especially occur to me are:

3. Would it be well to invite some vaccine authorities, such as Professor Gins, to make experiments with a view to determining the comparative nature of a few disinfectants, such as ethers, phenol, etc., on different viruses, *e.g.*, vaccine, herpes, rabies, and foot-and-mouth virus? It may well be that the future of vaccination may lie with the virus which is a killed virus in the same sense as the carbolised virus for rabies is a killed virus.

4. Another and allied suggestion would be to invite some one expert authority to prepare for us a detailed monograph summarising the present knowledge on the mutual relationship of these different viruses — in other words, expanding from the pathological side the observations and studies of the literature on this subject which Professor Ricardo Jorge has himself given us in his several reports to the Commission and to the Office international d'hygiène publique.

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### ANNEX 4.

C.H./Variole/25

### SMALLPOX IN EUROPE.

Geneva, April 26th, 1928.

*Memorandum by the Secretariat, submitted to the Committee on May 1st, 1928.*

In accordance with a resolution adopted by the Health Committee at its last session (October-November 1927), European sanitary administrations have been asked to furnish information on the incidence and character of smallpox that has occurred in their respective countries during 1926 and 1927, and to supply full information as regards future cases which may occur. The following notes are based chiefly on the replies received.

At the last meeting of the Health Committee, attention was directed to the remarkable decrease in the incidence of smallpox that had been noted in European countries during recent years. England and Wales offer the sole exception to this general rule; here the mild form of smallpox, or alastrim, has been almost exclusively present, and its prevalence has increased year

<sup>1</sup> See Report No. 98 in the Medical Research Council's Special Series Reports.



by year, but has been responsible for a mortality that is almost negligible. This mild form of the disease has been conspicuously absent from Continental Europe, with the exception of Switzerland, where, between 1921 and 1926, it persisted in epidemic form. At the present time, the alastrim form of the disease appears to be exclusively confined to England and Wales, so far as Europe is concerned.

In the following table are set out the number of cases and deaths that have been ascribed to smallpox in each European country year by year since the war. The figures given are those officially reported. The deaths are in most cases based on figures supplied by the national statistical offices, and differ in a few cases from those given by the health administrations. Where such discrepancies are noteworthy, attention is directed to them in this note. Figures for four administrations on the Mediterranean coast of Africa have been included in view of the fact that from them smallpox infection has been introduced not infrequently into Europe during the past two years.

SMALLPOX CASES REPORTED IN EUROPEAN AND NORTH AFRICAN COUNTRIES FROM 1919 TO 1927.

Country	1919	1920	1921	1922	1923	1924	1925	1926	1927
<i>Europe:</i>									
Austria . . .	411	253	18	4	17	0	0	0	0
Belgium . . .	42	91	21	23	31	31	12	3	0
Bulgaria . . .	874	527	22	24	20	5	0	1	3
Czechoslova- kia . . . . .	11,209	4,529	1,542	70	36	9	3	1	0
Danzig . . . .	185	22	0	0	0	0	0	0	0
Denmark . . .	0	0	7	0	0	25	0	0	0
England and Wales . . . .	294	263	315	973	2,485	3,765	5,365	10,255	14,767
Estonia . . . .	267	435	136	50	13	4	5	6	4
Finland . . . .	1,759	77	27	91	12	1	2	1	0
France . . . .	572	392	341	172	195	210	456	554	410
Germany . . .	5,012	2,042	688	215	17	16	24	7	4
Gibraltar . . .	0	0	0	3	0	6	3	0	0
Greece . . . .	—	—	—	—	2,116	250	16	27	106
Hungary . . .	—	—	131	2	9	1	0	0	0
Ireland, Northern	—	—	—	—	0	1	0	0	0
Italy . . . . .	34,365	26,453	4,644	534	495	430	204	112	59
Latvia . . . .	—	422	255	160	23	25	17	3	1
Lithuania . . .	—	1,213	1,035	345	25	58	12	3	2
Luxemburg . . .	0	0	0	0	0	0	0	2	0
Malta . . . . .	—	—	—	1	0	0	84	20	0
Netherlands	5	50	1	0	2	3	2	13	0
Norway (towns) . . . .	0	0	1	0	0	0	1	0	2
Poland . . . .	1,864	3,948	5,078	2,399	502	861	77	69	36
Portugal . . .	—	—	—	—	—	—	—	—	1,169 <sup>1</sup>
Roumania . . .	20,523	3,467	2,744	865	89	9	28	6	2
Kingdom of the Serbs, Croats and Slovenes . . .	—	4,156	2,119	728	1,042	330	14	4	3
Scotland . . .	9	725	106	7	3	4	2	0	164
Spain . . . . .	—	—	—	—	—	—	—	—	—
Sweden . . . .	7	11	2	0	0	1	0	0	0
Switzerland . .	3	2	596	1,159	2,145	1,234	351	57	0
Ukraine . . . .	—	—	—	—	—	—	—	—	—
Union of So- cialist So- viet Rep.	—	34,730	28,123	11,095	3,710	1,188	501	278	164
Other territi- ories in Europe	169,545	121,587	68,503	40,839	29,133	20,412	10,927	9,946	4,649
<i>Northern Africa:</i>									
Algeria . . . .	812	1,172	755	184	141	483	1,747	2,473	4,336
Egypt . . . . .	7,928	3,021	93	309	519	799	762	2,677	240
French Pro- tectorate of Morocco	—	—	—	—	—	—	—	—	1,289
Tunis . . . . .	—	—	—	—	279	606	1,270	188	93

<sup>1</sup> 6 Months, July to December.

SMALLPOX DEATHS REPORTED IN EUROPEAN AND NORTH AFRICAN COUNTRIES FROM 1919 TO 1927.

Country	1919	1920	1921	1922	1923	1924	1925	1926	1927
<i>Europe:</i>									
Austria . . .	96	46	1	0	0	0	0	0	0
Belgium . . .	31	45	12	15	30	16	0	—	—
Bulgaria . . .	96	70	5	3	6	0	0	0	0
Czechoslovakia . . . .	1,886	723	312	11	5	33	38	9	5
Danzig . . .	36	3	0	0	0	0	0	0	0
Denmark . . .	0	0	1	0	0	2	0	0	0
England and Wales . . .	28	30	5	27	7	8	0	11	49
Estonia . . .	—	—	—	—	5	4	5	5	7
Finland . . .	430	18	2	7	—	—	—	—	—
France . . .	159	113	96	—	—	—	113	—	—
Germany . . .	704	332	109	26	10	6	9	0	1
Gibraltar	—	—	—	—	—	—	—	—	—
Greece . . .	—	—	—	—	683	50	4	1	3
Hungary . . .	—	—	25	0	4	0	0	0	0
Ireland, Northern	0	1	0	0	0	0	0	0	0
Italy . . . .	16,380	11,037	1,360	37	16	46	13	—	—
Latvia . . .	474	57	26	1	0	—	—	—	—
Lithuania . . .	—	196	121	30	0	12	0	0	0
Luxemburg	0	0	0	0	0	2	0	—	0
Malta . . . .	—	—	—	0	0	0	16	3	0
Netherlands	0	0	0	0	0	0	0	2	0
Norway (towns) . . .	0	0	0	0	0	0	0	0	0
Poland . . .	264	687	825	519	83	126	3	5	5
Portugal . . .	8,864	1,208	267	191	—	—	—	1	140 <sup>1</sup>
Roumania . . .	5,834	781	560	153	11	1	2	1	1
Kingdom of the Serbs, Croats and Slovenes	—	941	483	165	198	64	3	2	0
Scotland . . .	0	152	24	0	0	0	0	0	0
Spain . . . .	3,620	3,280	2,097	1,325	525	1,214	851	114	167
Sweden . . .	1	0	1	0	0	0	0	0	0
Switzerland	0	0	7	3	2	2	1	1	0
Ukraine . . .	—	—	—	—	—	—	—	—	—
Union of Socialist Soviet Repub.	—	—	—	—	—	—	—	—	—
Other territories in Europe . . .	—	—	—	—	—	—	—	—	—
<i>Northern Africa:</i>									
Algeria . . . .	—	—	—	—	—	—	—	—	—
Egypt . . . .	1,938	805	24	90	145	221	158	544	34
French Protectorate of Morocco . . .	—	—	—	—	—	—	—	—	—
Tunis . . . .	—	—	—	—	—	—	—	—	—

<sup>1</sup> Six months, July to December.

ENGLAND AND WALES.

Space does not allow of anything like a complete description of the smallpox experiences of England during the last few years. Most complete and informing summaries have been published each year in the Annual Reports of the Chief Medical Officer of the Ministry of Health. Here attention will be directed to a few facts of outstanding interest and importance.

From the beginning of 1923 to the end of 1927, 36,563 cases, with 81 deaths, were attributed to smallpox. The disease has been limited largely to the North of England and the Midlands. Thus, of the 10,141 cases reported in 1926, no less than 10,070 were reported from six counties:

Durham . . . . .	6,645
Yorkshire . . . . .	1,270
Derbyshire . . . . .	982
Northumberland . . . . .	843
Nottinghamshire . . . . .	191
Lancashire . . . . .	139
	10,070

In the previous year, 1925, this concentration of infection was less marked. The cases of smallpox reported in that year were only half as numerous as those in 1926, but they were reported from twenty-two counties as compared with fourteen only in 1926.

During the winter of 1927-28, a wider diffusion of infection has taken place. During the first quarter of 1928, cases have been reported from thirty-eight counties. The outbreak in the northern counties is less severe than it was a year ago. There is at present an important centre of infection in South Wales. During the first three months of 1928, 4,711 cases have been reported. In a consideration of the limitation of spread during the earlier years, several facts have to be taken into consideration in addition to the nature of the virus itself. A considerable proportion of the population has been protected by army vaccination; the control of cases and contacts by local authorities has been carefully exercised in most areas; and vaccination in the face of the epidemic has proved successful, sufficient Government lymph having been always available.

The disease has been most in evidence in the spring and the autumn.

From a clinical point of view, the differences between this disease and classical smallpox have been differences of degree rather than of kind. As evidenced by the above figures, the case mortality rate is almost negligible. Prodromal rashes have occurred. In some cases delirium has been noted. Secondary fever is generally absent. The distribution of pustules resembles very constantly that of the very severe type of the disease. The rash may appear on the extremities twenty-four hours later than on the face. The lesions may pass through the various stages very rapidly, or may abort. Permanent loss of vision has been recorded. In spite of the fact that all the above symptoms are met with in classical smallpox, there is a remarkable absence of any correlation between the outward signs of the severity of the disease and the general state of the patient, which is almost invariably relatively good. Severity of initial symptoms by no means indicates a severe attack. Certain observations that have been made indicate the possibility of cases occurring without a rash of any kind. Vaccination within ten years appears to give complete immunity to the disease; thus, in 1926, there was not a single case among children below 12 years of age who had been vaccinated in infancy, whereas there were no less than 3,980 cases among children less than 12 years of age who had never been vaccinated. In doubtful cases, vaccination is a most useful aid to diagnosis. Very little is known as to the duration of the immunity to vaccination conferred either by an attack of mild smallpox or a mild attack of classical smallpox. Observations by Garrow indicate that there is little if any immunity to vaccination twelve months after an attack of mild smallpox, such as is now prevalent in England. No second attacks have been noted.

Side by side with mild smallpox, the classical form of the disease has been introduced into England several times during the last few years, generally from the continent of Europe.

From an administrative point of view, the mild form of smallpox has been treated in every way as if it had been classical smallpox. If this were not done, the administrative measures that are so essential whenever the classical form of the disease is introduced would be very difficult to carry out. Moreover, though there is no mortality, a few patients are very ill. Hospital accommodation has to be provided, at considerable cost to the local authorities. The loss of work and wages is also serious. Therefore, from every point of view, it is considered important to take all possible measures for the control and eventual eradication of the disease.

SWITZERLAND.

In relation to the existing epidemic of mild smallpox in England, the experiences of Switzerland from 1921 to 1926 are of considerable interest. As stated above, the Swiss outbreak is the only epidemic on any considerable scale of the mild form of the disease yet reported on the continent of Europe.

In 1921, there was a small localised outbreak of classical smallpox in Basle. Forty-four cases were reported, of which 7 terminated fatally. The infection was imported from abroad, and there was nothing extraordinary or exceptional about the outbreak. Shortly after, numerous cases of mild smallpox were reported in the canton of Glarus. One hundred cases had occurred before energetic measures were adopted, which included the isolation of patients and the general vaccination of the population. Thanks to these measures, the disease disappeared from Glarus early in 1922. In this canton 362 cases were notified, without a single death. Chiefly because of the mild nature of the disease, the source of infection was never established. It can be stated, however, that there was no connection between the outbreak in Glarus and that of classical smallpox in Basle. Some of the cases were extremely ill, and in these, at any rate, there was not the least doubt as to diagnosis. The disease appeared almost simultaneously near Zurich. Here, as in Glarus, the early cases were confused with chicken-pox. Thus began an epidemic which spread between 1921 and 1926 over a large part of Switzerland. French Switzerland and the cantons of Grisons and Ticino, in which cantons vaccination is compulsory, escaped in a most striking manner. This fact alone is sufficient proof that the disease in question was really smallpox. The following table gives the number of cases and deaths reported in the different cantons each year from 1921 to 1926.

SMALLPOX IN SWITZERLAND, 1921 TO 1926.

Cantons	1921		1922		1923		1924		1925		1926		Total	
	C.	D.	C.	D.	C.	D.	C.	D.	C.	D.	C.	D.	C.	D.
Zurich . . . .	182	—	557	1	242	1	79	1	1	—	—	—	1,061	3
Berne . . . .	—	—	402	—	1,315	1	725	1	54	1	5	—	2,501	3
Lucerne . . . .	—	—	14	—	145	—	258	—	183	—	5	—	605	—
Uri . . . . .	—	—	—	—	6	—	27	—	—	—	—	—	33	—
Schwytz . . . .	—	—	10	—	2	—	13	—	6	—	—	—	31	—
Obwald . . . .	—	—	—	—	—	—	21	—	65	—	16	1	102	1
Nidwald . . . .	—	—	—	—	—	—	1	—	6	—	12	—	19	—
Glarus . . . .	341	—	21	—	—	—	—	—	—	—	—	—	362	—
Zug . . . . .	1	—	2	—	5	—	12	—	1	—	—	—	21	—
Fribourg . . . .	—	—	—	—	—	—	7	—	—	—	—	—	7	—
Soleure . . . .	1	—	—	—	41	—	9	—	1	—	1	—	53	—
Basle-Urban . .	44	7	3	—	35	—	5	—	2	—	—	—	89	7
Basle-Rural . .	1	—	30	—	30	—	6	—	7	—	—	—	74	—
Appenzell (Outer Rhodes)	—	—	—	—	14	—	—	—	—	—	—	—	14	—
Appenzell (Inner Rhodes)	—	—	—	—	34	—	—	—	—	—	—	—	34	—
Saint-Gall . . .	8	—	29	—	60	—	8	—	—	—	1	—	106	—
Grisons . . . .	—	—	1	—	—	—	—	—	1	—	—	—	2	—
Aargau . . . .	16	—	25	1	149	—	94	—	2	—	—	—	286	1
Thurgau . . . .	—	—	60	—	60	—	3	—	—	—	1	—	124	—
Ticino . . . . .	—	—	5	—	2	—	—	—	—	—	1	—	8	—
Vaud . . . . .	—	—	—	—	5	—	3	—	—	—	—	—	8	—
Neuchâtel . . .	1	—	—	—	—	—	3	—	—	—	—	—	4	—
Geneva . . . . .	1	—	—	—	—	—	—	—	—	—	6	—	7	—
Total . . . . .	596	7	1,159	2	2,145	2	1,274	2	329	1	48	1	5,551	15

It will be noted that, during this period, 5,551 cases were reported, with 15 deaths. If from this number of deaths be subtracted the 7 that occurred in Basle, and which were caused by the classical form of the disease, the case mortality rate is reduced to 1 per thousand, a comparable rate to that of England.

The year 1926 witnessed the extinction of this widespread epidemic. In that year a small outbreak of 6 cases occurred in Geneva, 4 of which owed their origin to a case that was infected in Algeria. A case reported in Ticino was also infected abroad, apparently in Italy. The remaining cases reported in Switzerland in that year represent the termination of the widespread epidemic of mild smallpox. Largely owing to the mildness of the disease, many cases are believed to have

escaped detection. For this reason, it was extremely difficult in certain cases to establish the source of infection.

Of the 48 cases reported in 1926, 28 were mild, 16 were of average severity and 4 were severe cases. Of the 48 cases, 32 occurred among unvaccinated people.

The table reproduced below gives the distribution of the 4,576 cases according to age and vaccination condition.

SMALLPOX IN SWITZERLAND: DISTRIBUTION ACCORDING TO AGE AND STATE OF VACCINATION OF THE PATIENTS.

Age of patients	Vaccinated	Revaccinated	Not vaccinated	Total
Less than 1 year . . .	—	—	69	69
Years 1-4 . . . . .	2	—	286	288
» 5-9 . . . . .	12	1	571	584
» 10-14 . . . . .	9	1	618	628
» 15-19 . . . . .	11	1	783	795
» 20-29 . . . . .	46	21	1,132	1,199
» 30-39 . . . . .	40	18	429	487
» 40-49 . . . . .	66	21	180	267
» 50-59 . . . . .	97	15	33	145
» 60-69 . . . . .	61	15	11	87
» 70-79 . . . . .	19	1	7	27
Total . . . . .	363	94	4,119	4,576

This table corroborates the English experience as to the almost absolute protection afforded by recent vaccination against smallpox of the alastrim type.

UNION OF SOCIALIST SOVIET REPUBLICS.

The highest incidence of smallpox in continental Europe in recent years has been reported from certain parts of the Union of Socialist Soviet Republics, but the persistent decrease in the number of cases notified throughout the territory is very remarkable. The figures for eight recent years for the whole territory are as follows:

Year	Total cases	Rate per 10,000 population
1919 . . . . .	186,755	30.0
1920 . . . . .	156,317	18.0
1921 . . . . .	114,046	12.0
1922 . . . . .	70,617	7.0
1923 . . . . .	47,617	3.8
1924 . . . . .	28,523	2.1
1925 . . . . .	18,514	1.3
1926 . . . . .	16,547	1.1

The figures for the last four years compare very favourably with those of the pre-war period. In 1912, the smallpox incidence rate was 5 per 10,000 inhabitants, and in 1913 4 per 10,000. The decline persisted in 1927 in the Russian Soviet Republic and in the Ukraine, the only two Republics for which figures for that year are as yet available.

The following table shows the recent trend of smallpox in the various component parts of the Union of Socialist Soviet Republics (cases per 10,000 inhabitants) :

	1924	1925	1926	1927
Russian Soviet Republic . . . . .	2.6	1.7	1.4	1.2
Ukraine . . . . .	0.5	0.2	0.09	0.06
White Russia . . . . .	0.5	0.4	0.3	—
Azerbeidjan . . . . .	2.0	0.5	0.9	—
Armenia . . . . .	0.1	0.1	0.2	—
Georgia . . . . .	0.2	0.7	0.5	—
Turkmenistan . . . . .	—	1.3	2.1	—
Uzbekistan . . . . .	—	1.3	2.9	—

In 1927, only five Governments out of the twenty-eight which constitute the Soviet Republic of Russia had a smallpox incidence rate exceeding 1 per 10,000. These were:

Viatka . . . . .	4.3
Penza . . . . .	4.0
Samara . . . . .	1.3
Toula . . . . .	1.7
Oulianovsk . . . . .	2.5

No other Government had a rate exceeding 0.4 per 10,000 inhabitants.

A high degree of prevalence still exists, however, in the Republics of Central Asia, Turkmenistan and Uzbekistan. Regions of high incidence are also to be found in the Middle Volga and Ural Districts and in the Republics of Bashkirs, Yakouts and Cossacks and in the Far East Republic, *i. e.*, in those parts of the Union which are inhabited by nationalities other than Russian.

At the present time, smallpox is very largely a rural disease in the Union. Cases that occur in the towns are sporadic in nature. In 1926, a very large number of the big towns were completely free from the disease. In that year, only 10 cases of smallpox were notified in all the towns of the Ukraine, with a combined population of close on 3,000,000 inhabitants.

The marked improvement evidenced by the above figures is testimony to the increasing efficiency with which vaccination is enforced. The Law of April 10th, 1909, made vaccination compulsory for all newborn children, for all entering schools or who join the army, the navy, industrial enterprises or other establishments. The law of October 1924 was still more rigid, making revaccination compulsory between the ages of 10 and 11 and of 20 and 21. Everybody is entitled to free vaccination. The Public Health Commissariat distributes vaccine to its provincial organisations free of charge. The Law of February 1927 lays down that in towns one vaccinator per 20,000 inhabitants has to be employed, and in rural districts one vaccinator for 25,000 inhabitants. Similar legislation is in force in all the Republics of the Union. In the Ukraine, three vaccinations are compulsory.

There are certain sparsely populated parts of Russia, however, inhabited for the most part by people of different nationalities, where these laws are difficult to enforce, and where vaccination is not as effectively carried out as it is in the more important centres.

The total number of vaccinations performed in the Union during recent years is as follows:

Year	Number Vaccinated	Rate per 10,000
1924 . . . . .	6,524,573	646.1
1925 . . . . .	7,718,527	825.2
1926 . . . . .	7,717,897	775.5

Vaccination is more efficiently carried out in towns than in rural areas. Thus, in 1926, vaccination in towns of the Union of Socialist Soviet Republics amounted to 1,057 per 10,000 inhabitants, whilst for rural areas the corresponding figure was 753 per 10,000 inhabitants.

In individual towns and Governments much higher figures are reported.

Vaccine is prepared at the Central Vaccine Institute of the Commissariat of Public Health, as well as in special departments of bacteriological institutes. The Central Institute was created in 1922, and carries out research with regard to the preparation and standardisation of vaccines. It prepares approximately 10,000,000 doses of vaccine a year. In 1926, the Central Institute and provincial institutes prepared altogether some 30,000,000 doses of vaccine. All vaccinations are entered on special forms and a certificate is given to the person vaccinated free of charge. These certificates have to be produced on entry to schools or when the individual concerned is engaged in a factory, etc.

#### LATVIA.

In Latvia, three cases were notified in 1926 and only one in 1927. All three cases in 1926 occurred in the same house in a village in the Dvinsk district. None of the three patients had been vaccinated. All were uncomplicated mild cases, and all resulted in recovery. The first two patients fell ill on the same day (March 10th) and the third case fifteen days later. They were children of 4, 6 and 8 years respectively.

The evidence in favour of the accuracy of the diagnosis is not very convincing, and there is more than a possibility that these were actually cases of chicken-pox. The diagnosis was made by a medical assistant. Nowhere in the district had any cases of a disease resembling smallpox been noticed during the preceding six months.

The solitary case that occurred in 1927 was that of a girl aged 13 years. She had been vaccinated during the first year of life, and her attack was a mild one, without complications. The father of this case was an employee on the railways, and they lived in employees' barracks. It is thought possible that her father or one of the employees had brought infection from one of the long journeys which they were accustomed to make.

#### ESTONIA.

In Estonia, the decline in smallpox prevalence has also been noteworthy. In 1920, no less than 435 cases were reported. In 1926, there were 6 cases, and in 1927 only 4. Reference to the death returns, however, seems to indicate that notification is incomplete in rural areas. In some of these cases the diagnosis is, in the nature of things, open to some doubt. In 1926, 5 deaths were ascribed to smallpox, and in 1927, 7.

As full information as possible has been obtained regarding the 10 cases that were notified.

The first case, that of a child 8 months old, had never been vaccinated. The child was taken ill on May 2nd, 1926. Infection was supposed to have been contracted from workmen who had come from the province of Petsesimaa, where a case of smallpox had recently been reported. The child recovered.

The second case was also that of an unvaccinated child of 1 year of age. The disease was of the hæmorrhagic type, and ended fatally. The source of infection was not ascertainable. The whole population of that and of neighbouring villages was revaccinated, and no other cases occurred therein.

The third case that was notified was found on subsequent investigation to be a case of chicken-pox of a severe type.

The fourth case was that of a child 6 months old who had been vaccinated three days before the onset of symptoms.

The child recovered after a month's illness, which was described as mild confluent smallpox. There seems to be some doubt as to whether or not this was a case of generalised vaccinia. No contact with any smallpox patient was established.

The fifth case was that of a boy 8 years old who had been vaccinated six years previously. He suffered from a mild confluent form of smallpox and recovered. The source of infection was not traced.

The sixth case was the brother of the last patient and fell ill three days subsequently. He also had a mild attack of confluent smallpox and recovered.

Of the cases that occurred in 1927, three were members of the same family living in the province of Harjumaa. The first case was that of a girl aged 11 years. She had been vaccinated eight years previously. The infection was supposed to have been imported from England, the father of the child being a seaman. The child had a mild attack and recovered.

The second case, which occurred two days later, was that of a child of 3 years, brother of the previous patient. He had been vaccinated a year previously. He had a mild attack and recovered.

The third case, a child of 14 months, also of the same family, developed the disease five days after her sister. She had not been vaccinated. In this case the disease was somewhat more severe, but ended in recovery.

The fourth and last case, in 1927, was that of a girl aged 3 years, who had not been vaccinated, living in the province of Laanemaa. The rash was confluent, but the child recovered. The source of infection was undiscovered.

#### ROUMANIA.

In 1926 and 1927, 8 cases of smallpox were notified in Roumania.

Before the war, smallpox was extremely rare in Roumania, the immunity of that country to the disease being readily explained by the strict enforcement of vaccination laws, which require compulsory vaccination of the newborn child, revaccination at school age and on entering military service. Towards the end of the war, however, a serious epidemic occurred, infection having been introduced from Russia. General vaccination of the population was applied throughout the country, with the results shown in the table on page 2<sup>1</sup>.

All the 8 cases that were reported in 1926 and 1927 occurred in the eastern part of Roumania, 5 of them occurring in the ports of Constantza, Braila and Galatz.

The first case (commune of Lunca) was that of a woman who had been vaccinated and revaccinated in her youth. The source of infection was not discovered as no case of smallpox, or any disease resembling smallpox, or even of chicken-pox, had been reported in the locality in which she was living. The entire population of the village was revaccinated.

Similar doubt was attached to the origin of infection in the second case (commune of Scanteia), an infant of 6 months of age, who had not yet been vaccinated. No smallpox-like disease could be found in the neighbourhood, but it is interesting to note that an epizootic of sheep-pox was prevalent in the village, and in close proximity to the house in which the child lived.

The third case was that of a man living in Focsani, who had been vaccinated in infancy and revaccinated, without success, at the beginning of the war, *i.e.*, twelve years previously. No contact with any smallpox patients was established. During the two months previous to his attack, numerous vaccinations had been carried out in the street in which the patient lived.

Two cases occurred at Braila at a month's interval. Both cases had recently arrived, one from Greece and the other from Transylvania, which was free from smallpox. Neither had ever been vaccinated. A case that occurred at Galatz had also recently arrived from Transylvania, probably in a state of incubation of the disease. There was in Galatz at the time no disease in any way resembling smallpox.

<sup>1</sup> See pages 71 and 72.

Two fatal cases were reported from Constantza, the first in September 1926, the second in May 1927. They came from widely separated communes. The first patient was admitted to hospital suffering from erysipelas, and developed fatal smallpox three days later. The second case was admitted to hospital for cellulitis of the hand and forearm. Both patients had been vaccinated and revaccinated, with success, during their youth. No disease of the smallpox group of infections was prevalent in the commune from which the first patient came, but the second patient came from a locality in which an epizootic of sheep-pox was prevailing when he left it, just before his admission to hospital.

It is noteworthy that, of these 8 cases, no less than four occurred among unvaccinated people, in a country where unvaccinated persons are exceptionally difficult to find. The association of two of the cases with concomitant sheep-pox is interesting. In none of the cases was it possible to trace definitely the source of infection.

#### BULGARIA.

Bulgaria has been almost completely free from smallpox during the last three years. The prevalence of the disease was considerable in that country immediately after the war. Thus, in 1919 and 1920, 874 and 527 cases respectively were notified. The number of notifications for 1925, 1926 and 1927 were 0, 1 and 3 respectively.

The case reported in 1926 was that of a man 46 years of age, who had been vaccinated in infancy and never revaccinated. The source of infection was never ascertained. This was the first case that had ever been reported from the village in question, and nowhere in the locality had any cases been observed remotely resembling smallpox. The patient recovered without complications.

The three cases ascribed to smallpox during 1927 all turned out on further investigation to be cases of chicken-pox. Almost absolute proof of this was furnished by the fact that the first case was vaccinated during convalescence with a positive result. The second child was revaccinated eight months after recovery with a similar positive result.

#### GREECE.

A preliminary note received from the Director of Health of Greece emphasises the progressively lowered incidence which has been observed during the last few years. Not only has the disease become less prevalent, but it has also become relatively mild. No hæmorrhagic case has been reported during the last few years.

Confluent smallpox is very rarely met with. The vast majority of the cases have been in the nature of "varioid". The case mortality rate appears to have diminished very considerably. Thus, of 16 cases reported in 1925, 4 died; in 1926 there was only 1 death in 27 cases, and in 1927 there were 2 deaths among 16 cases. Previously to these last three years, smallpox was very widespread in Greece, confluent and hæmorrhagic types of the disease predominating.

A certain number of cases reported during the last two years were so mild as to be confused with chicken-pox. Numerous cases notified as smallpox turned out on investigation to be chicken-pox. The Director of Health is of opinion that there are no epidemiological differences between the mild form of smallpox called alastrim and the classical form of the disease.

In Greece, the mild type has been found alongside the serious type of the disease.

The decreasing prevalence as well as the mildness of the infection in Greece are ascribed to vaccination and revaccination, which has been applied in a systematic manner since 1923.

#### HUNGARY.

An enquiry has been made into the 4 cases of smallpox notified as having occurred in Hungary during 1926 and 1927 by the Director of the State Hygiene Institute in Budapest.

Enquiry has shown that not one of the 4 cases was really smallpox. Each was due to a reporting error.

#### CZECHOSLOVAKIA.

The cases and deaths from smallpox officially notified in Czechoslovakia during the last four years were as follows:

Year	Cases	Deaths
1924 . . .	9	2
1925 . . .	3	1
1926 . . .	1	1
1927 . . .	0	0



A fatal case, ascribed to smallpox, in 1926, was found on subsequent investigation to have been due to glanders.

Thus, according to official reports, Czechoslovakia was free from smallpox during the years 1926 and 1927. The Death Returns, however, as issued by the Central Statistical Bureau of Czechoslovakia, disclose that during the four years mentioned above no less than 33, 38, 9 and 5 deaths were ascribed to smallpox. The Ministry of Health is now making an enquiry into the circumstances of these deaths that were attributed to unnotified smallpox, the results of which have not yet been received.

#### GERMANY.

In 1926 and 1927, 11 cases of smallpox were notified in Germany. The first occurred on January 5th, 1926, in the province of Malchin. It was a moderately severe case, in a child, aged 4, who had been vaccinated in infancy. She recovered after a month's illness. The source of infection was not traced.

On April 17th of that year, a case was reported in Upper Silesia — a man aged 30, who had been vaccinated in infancy and unsuccessfully revaccinated in 1907. He developed a mild attack and recovered after four weeks' illness. In this case also the source of infection was not ascertained.

The next four cases all occurred in the Düsseldorf district, on September 1st, 2nd, 3rd and 20th, 1926. The last three of these cases, a male aged 20 and two children of 6 years and 1 year of age respectively, all occurred in the same house. All three suffered from mild attacks in spite of the fact that the child of 1 year of age had never been vaccinated. The man aged 20 and the child 6 years had both been vaccinated in infancy and had well-marked vaccination scars. All recovered after an illness which averaged about three and a half weeks.

The first case that occurred in Düsseldorf was that of a man aged 21, who was vaccinated in infancy and again in 1917. He had a mild confluent attack, the total duration of illness being three weeks. There was no obvious connection between this case and the three referred to above; the source of infection was not traced.

The last case in 1926 was that of a boy aged 9, in Sondershausen, who had been vaccinated when he was 2 years of age, and had four well-marked scars. His illness was of the severe hæmorrhagic form, but ended in recovery after somewhat more than a month's duration. Nothing is known of the source from which this patient was infected.

On January 16th, 1927, a case was reported in Dresden; a child 1 year of age who had never been vaccinated developed a severe hæmorrhagic attack of smallpox, from which he died six days later. The source of infection was not definitely traced; his father worked in a paper-mill.

The other three cases that occurred in 1927 all obtained their infection abroad.

A man aged 30 fell ill on June 18th, in Berlin. He had been vaccinated in infancy and revaccinated in 1914. He suffered from a mild attack lasting three weeks; he was believed to have been infected in Moscow.

The second case was that of a man aged 24, who had been vaccinated in childhood. He fell ill at Bremerhaven on November 22nd. He suffered from a mild form of discrete smallpox from which he recovered after an illness of four weeks. His infection was acquired on board ship. The boat in question had come from Jamaica, which was supposed to have been the source of infection.

The last case was that of a man aged 49, in Hamburg. He was taken ill on December 18th, 1927; his infection was acquired in Lisbon. It was a severe case, which, however, ended in recovery after nearly two months' illness. He stated that he had been vaccinated in childhood, but no marks of vaccination were found.

#### BELGIUM.

In Belgium, three cases were notified in 1926; not a single case was reported in 1927. The first case occurred on September 12th, 1926, and died eight days later. The diagnosis was fully confirmed. The patient had very recently returned from Paris, where, presumably, the infection was acquired. The second case occurred some three weeks later; this case recovered. Infection was traced to the first case. The third case was that of a child 2 years of age, who was on the point of death when first seen by the health inspector. The source of infection in this case was not discovered.

In Belgium, very full enquiries are made by a Government health official whenever a case of smallpox is notified, and every step is taken to verify the diagnosis.

#### FRANCE.

The following information concerning smallpox in France has been extracted from official returns received from the Central Health Service; annexes attached to a communication by

M. Lucien Camus to the International Health Congress, which was held at the Pasteur Institute, Paris, in October 1927; and from a report on the epidemics of smallpox in 1926 presented to the Académie de Médecine on behalf of the Commission des Epidémies by Professor Léon Bernard (*Bulletin de l'Académie de Médecine*, No. 39, XCVIII).

The present considerable prevalence of smallpox in France dates from 1922. In May of that year there was a small outbreak in the Toul district. Infection appears to have been introduced by a family of Polish workpeople. Subsequent hospital infections resulted in 12 cases, of which 2 died.

In 1923, 195 cases were reported throughout France, and in 1924, 210 cases.

In 1925, there were 456 cases, with 113 deaths, the Department of Haute-Garonne being responsible for 160 cases, with 45 deaths. This last outbreak commenced in Toulouse, in an unvaccinated Spanish quarter of the town, of which the occupation is rag-sorting. Some of the earlier cases were undiscovered, and, though numerous vaccinations were performed, it was some months before the outbreak was under control; infection was conveyed to other departments. At the end of 1925, 2 cases were discovered in the northern suburbs of Paris; the patients were an Algerian and his wife, who had arrived twelve days before. At the end of January 1926, an Arab and a woman living in the house occupied by this case also contracted smallpox. The subsequent outbreak in Paris lasted four months, 24 cases of smallpox being notified, of which 5 died. During this outbreak, 187,000 vaccinations were carried out in Paris.

Cases at St. Etienne, in July 1926, owed their infection to an Algerian, who fell ill a day after his landing in Marseilles.

At Douai, an outbreak began in September 1926 and lasted two months. The first case was that of an Algerian who had just arrived. There were 26 cases notified, of which 7 died. Compulsory vaccination was enforced.

At Valence, 12 cases, of which 5 were fatal, originated from infection introduced by an Arab coming from Algeria. He was admitted to hospital on November 15th, 1926, having landed at Marseilles on the 11th.

In December 1926, an outbreak of 7 cases, with 2 deaths, occurred in a lunatic asylum in Ardèche.

An outbreak at Provins was responsible for 17 cases and 4 deaths. The earliest cases were not recognised. Hospital infection played a considerable part in this small outbreak.

In the autumn of 1926, the disease reappeared in Paris. The first case was that of an Arab who was admitted to hospital on August 22nd, 1926, and died on the 29th. Between September 10th and 13th, 9 further cases were reported. They were scattered cases. Mild cases, continuing at work, and a certain amount of resistance to vaccination were factors contributing to the spread of the disease. On November 9th, the Prefect of the Seine reported that 76 cases had occurred, of which 16 had ended fatally. The Vaccination Service of the City of Paris carried out 400,516 vaccinations. The Vaccinations Service of the Prefecture of Police performed an additional 53,325 vaccinations.

The Claude-Bernard Hospital in 1926 treated 237 cases of smallpox up to the end of September, of which 82 died. Among those treated, women were twice as numerous as men; 49 cases were children, of which 29 died — a case mortality rate of 60 per cent. About one-fifth of the Paris cases were foreigners.

During the last quarter of 1926, the Valley of the Tinée was infected. Fifteen cases and 5 deaths occurred. Infection was introduced by an Arab from the Department of Constantine, and another Arab who had come direct from Algeria via Marseilles. The latter died rapidly from hæmorrhagic smallpox.

An outbreak at Montpellier lasted from January to March 1927, infection having been introduced from Constantine; 37 cases and 14 deaths occurred. Here, also, hospital infections were responsible for several cases.

In the Gers district, smallpox was imported from Spain in May 1927. Five cases occurred.

In Aveyron, 8 cases and 2 deaths occurred in July 1927.

This resumé, incomplete as it is, indicates that persons in the incubation stage of smallpox landing in France from overseas, chiefly Algeria, have frequently been accused of introducing infection.

The greater prevalence among women is an indication that women are less frequently revaccinated than are men. The mortality rates are relatively high. Fatal cases have occurred in almost all the outbreaks referred to above. All outbreaks appear to have been classical smallpox, and there is no indication of the existence in France of the mild or alastrim form of the disease, such as is at present prevalent in England.

In the following table is set out such information as has been received up to date regarding the number of cases and deaths attributed to smallpox in European and certain North African countries during the first three months of the present year. The figures are compared with those of the corresponding period of the previous year. It will be noted that there is a decreased prevalence in England and Wales, and that the prevalence in France is only one-fifth of what it was last year. Smallpox is likewise less in evidence in Algeria and Morocco than it was in the spring of 1927.

SMALLPOX CASES AND DEATHS REPORTED IN EUROPE AND NORTH AFRICAN COUNTRIES SINCE THE BEGINNING OF 1928.

Country	From January 1st up to:	1928		1927	
		Cases	Deaths	Cases	Deaths
<i>Europe:</i>					
Belgium . . . . .	March 31st	1	0	0	0
England and Wales	March 31st	4,711	—	6,166	—
Estonia . . . . .	February 29th	1	—	0	—
Finland . . . . .	March 15th	2	—	0	—
France . . . . .	February 29th	21	—	108	—
Germany . . . . .	March 31st	2	0	1	1
Greece . . . . .	March 15th	8	0	40	0
Italy . . . . .	January 15th	3	—	3	—
Latvia . . . . .	February 29th	1	—	0	—
Poland . . . . .	March 24th	4	0	10	1
Portugal . . . . .	February 29th	258	30	—	—
Union of Socialist Soviet Republics.	January 31st	875	—	735	—
<i>Northern Africa:</i>					
Algeria . . . . .	March 31st	184	—	557	—
Egypt . . . . .	March 4th	4	1	129	14
French Protectorate					
Morocco . . . . .	March 31st	127	—	322	—
Tunis . . . . .	April 1st	40	—	28	—

No smallpox case was reported in Bulgaria, Czechoslovakia, Denmark, Gibraltar, Hungary, Lithuania, Luxemburg, Malta and Roumania, either in January or February; in Sweden, no case up to March 15th; in the Kingdom of the Serbs, Croats and Slovenes, the Irish Free State, Northern Ireland, Scotland and Switzerland, no case up to March 31st. Norway was free from smallpox in January. No information for 1928 has been received as yet for Spain.

C. H. 690.

ANNEX 5.

REPORT BY THE MEDICAL DIRECTOR ON THE WORK OF THE HEALTH ORGANISATION SINCE OCTOBER 1927.

As the report on the work of the Health Organisation for the year 1927 (document A.10.1928. III) contains details of the work of the various Commissions and the Health Section up to the end of December 1927, and even gives the results of certain meetings held at the beginning of the year, the information now submitted to the Committee can be somewhat briefer in form than usual.

I propose in the present report to direct the Committee's attention to a number of new features in our current work instead of reverting to what has been done in the past or dwelling upon the regular routine work.

A. THE SERVICE OF EPIDEMIOLOGICAL INTELLIGENCE AND PUBLIC HEALTH STATISTICS.

I. GENEVA OFFICE.

1. *Publications.* — The improved method of presenting the material in the *Monthly Epidemiological Reports*, previously mentioned to the Health Committee, has now been completed. The change has resulted in an economy of space (26 pages of tables as compared with 50 pages a year ago), but at the same time permits the inclusion of new and important material and has the following advantages:

1. All data are now tabulated under "disease" headings, making reference easier.
2. Dysentery, undulant fever and measles are now included, whereas space for these diseases was formerly lacking.

3. When necessary, statistics concerning malaria, whooping cough, chicken-pox, anthrax, trachoma, puerperal fever, syphilis, gonorrhœa, Rocky Mountain spotted fever and military fever are given.

4. While figures regarding plague, cholera, yellow fever, smallpox and typhus are given every month, data concerning other diseases are included monthly only during the period of their seasonal prevalence. When less in evidence they are mentioned only every two or three months. Such are relapsing and enteric fevers, dysentery, influenza, epidemic cerebro-spinal meningitis, acute poliomyelitis, encephalitis lethargica, undulant fever, scarlet fever, diphtheria and measles.

5. The tables of mortality from specified causes in large towns have been further revised and now show the death rate from each particular cause for each of the three preceding years and the number of deaths reported in each quarter of those three years.

A similar policy has been followed in the composition of the "General Review". Every issue contains detailed reference to plague, cholera and smallpox. Other diseases are dealt with as occasion demands. The space thus economised is devoted to a more complete analysis of morbidity and mortality statistics which are accumulating in our files.

Special subjects have received particular attention in various numbers. For example, the March 1928 number contained an analysis of the trend and incidence of syphilis in countries where its notification is compulsory. The geographical distribution of this disease in the United States of America and in the U.S.S.R. was illustrated by maps. An analysis of the prevalence by sex, age, race and civil status<sup>1</sup> was made. Statistics of mortality from syphilis, including general paralysis of the insane and tabes dorsalis, were shown for a series of years, and the movements of the mortality from general paralysis of the insane apart from other forms of syphilis were described.

Other special subjects dealt with in "General Reviews" have been the smallpox situation in 1927, the cholera epidemic in Iraq, the poliomyelitis epidemics in 1927, the course of natality and general mortality in various countries, and the movement of infected ships between ports reporting to the Singapore Bureau.

The February *Report* contained a summary of the history, etiology and geographical prevalence of yellow fever, with particular reference to its recent manifestations in West Africa.

2. *Yellow Fever*. — The marked revival of yellow fever in West Africa has been reported upon regularly in our publications. The disease reappeared in 1925 in Nigeria, on the Gold Coast, on the Ivory Coast and in French Sudan: altogether 37 cases were reported. In 1926, cases appeared also in Dahomey, the Upper Volta and Senegal: 74 cases in all. Senegal had not been infected with yellow fever since 1912. In 1927, there were serious epidemics in Senegal and in certain localities of the Gold Coast Colony; later it spread to Gambia, Portuguese Guinea, Liberia, Togoland, and at the end of the year to Boma and Matadi in Belgian Congo. Reports of 257 cases were received during the year. The difficulties of obtaining complete reports in these areas are, of course, considerable and these figures are indicative only of the progressive spread of the disease but not of its actual incidence.

It appears that in Senegal all reported cases were among Europeans, Syrians and half-breeds. Numerous cases among the natives were found, on the other hand, at Asamankese and Suhum in the Gold Coast Colony. In the Belgian Congo, the number of cases among Europeans and among natives were approximately equal and the case mortality rate was at least as high among the latter as among the former.

Our thanks are due to the Health Service of French West Africa at Dakar, from whom the Health Section received weekly reports by air-mail regarding the situation in Senegal and elsewhere. Telegraphic information was also received through the kind offices of the French and Belgian Colonial Offices and of the British Ministry of Health.

3. *Revision of the AA Cable Code*. — Work is progressing with the revision of the AA cable code, now used by the Singapore Bureau so as to make it serviceable for the telegraphic exchange of epidemiological intelligence between health services of all parts of the world.

A list of the ports and other geographical names, covering the entire world, has been prepared with the assistance of Dr. BROOKE, formerly Director of the Singapore Bureau. Lists of phrases and words to be added have been prepared by the Singapore Bureau and by the Geneva Office.

Further valuable suggestions regarding additions have been received from Surgeon-General CUMMINGS, of the United States Public Health Service.

The Australian Commonwealth Health Service has agreed to send suggestions for additions and modifications and further suggestions are expected from the Sanitary Maritime and Quarantine Board of Egypt with special reference to the needs of the pilgrim traffic.

These additions and modifications will be incorporated into the code and the resulting project will be submitted to administrations chiefly interested for further suggestions and approval. In

<sup>1</sup> Information as to whether the patients were single, married, etc.

view of the inconvenience attendant upon frequent revisions of a telegraphic code, it is desirable that every step be taken to ensure that it will meet all ordinary requirements before publication is decided upon.

## II. SINGAPORE BUREAU.

During 1927, the value of the work of the Eastern Bureau at Singapore to the Far Eastern Health Administrations was considerably increased by the following developments:

1. Increase in the number of ports in communication with the Bureau. There are now 140 ports in weekly telegraphic communication with the Bureau, which may be said to have attained its maximum development along this line until it is possible to add Chinese ports. Eighteen important ports were added during the year. The new epidemiological centre at Melbourne now sends regular cables to the Bureau regarding health conditions in the Pacific Islands.

2. The amount of information collected has been increased by including whole countries as well as their ports; examples are: Federated Malay States (cholera, plague, smallpox, diphtheria and cerebro-spinal meningitis — by cable), Egypt (cholera and unusual outbreaks — by cable), Siam (cholera — by cable). In addition, a considerable amount of such information referring to whole countries is received regularly by post.

3. The weekly wireless bulletin, thus improved, was transmitted by means of an increasingly efficient network of wireless, which resulted in a considerable saving on cables. The message is transmitted by a number of powerful stations in code, and a summary in clear retransmitted by smaller stations, so that the opportunities for picking it up are much greater, especially for ships at sea. New wireless stations to transmit the message are those at Antananarivo, Mogadiscio and Karachi. The Japanese Government has generously agreed to have a Japanese station repeat the summary of the weekly message in clear at its own expense.

4. The amount and value of information in regard to infected ships was much improved. Thirty-five Far Eastern Public Health Administrations now notify the Bureau, usually by cable, of the arrival of infected ships at their ports. During the first eleven months of 1927, 162 ships were notified as infected, 65 with smallpox and 25 with cholera, etc. Infected west-bound ships leaving Panama are notified, and the Bureau now has in its possession all relevant information concerning the Hedjaz pilgrimage. This year eighteen pilgrim ships were notified to the Eastern Bureau as infected with smallpox on their arrival at various ports as a result of an outbreak at Jeddah which coincided with the disbandment of pilgrims. A resolution on the development of intelligence regarding infected shipping was adopted by the Advisory Council in December 1927, emphasising the value of this service to the various administrations.

Detailed information in regard to the Bureau may be found in the Annual Report of the Health Organisation for 1927 and in the Minutes and resolutions of the January and December 1927 sessions of the Advisory Council.

## B. INTERCHANGES. — SYSTEM OF LIAISON WITH THE HEALTH ADMINISTRATIONS OF THE DIFFERENT COUNTRIES.

1. Since the last session of the Health Committee the Second International Health Course has been held in London, and a collective study tour has taken place in India. The final conference of the interchange in Germany coincided with the eleventh session of the Health Committee, and the members of the Committee were able to realise the high standard of the discussions and the participants' evident appreciation of the opportunities for observation and study they had been afforded by the Federal, State and local German health authorities.

2. The interchange in India — the second collective study tour organised by the Health Organisation of the League of Nations in the Far East — began in Delhi on January 1st, 1928, and ended on February 18th at Bombay. Fifteen medical officers of health from twelve administrations participated<sup>1</sup>.

The participants studied successively the more important public health and medical work in the Punjab, United Provinces, Bihar and Orissa, Bengal, Assam, Madras, Mysore and Bombay.

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<sup>1</sup> Australia,  
Ceylon,  
China (2),  
Egypt,

Federated Malay States,  
French Indo-China (2),  
Japan (2),  
Netherlands East Indies,

New Zealand,  
Philippines,  
Siam,  
Straits Settlements.

They were given every opportunity of observing at close range the work of the central, provincial and municipal public health services. Particular attention was paid to problems connected with the provision of safe water supplies and the proper disposal of sewage. Public health and medical institutions of every description were visited, full descriptions of the steps taken to prevent malaria were given, and the participants were afforded every opportunity of studying the anti-cholera programme, special attention being devoted to the measures applied to prevent the spread of cholera during fairs. Although a considerable time was given to subjects relating to tropical medicine and hygiene, opportunity was afforded to study the prevention of tuberculosis, child welfare, medical research work and other subjects which are of interest and importance to every country, wherever situated.

On assembling, the participants were presented with a volume of 388 pages dealing with the health organisation of British India, prepared by the officers of the central and provincial health departments. The members of the Health Committee have received copies of this volume, which gives a most complete picture of public health and medical organisation in India.

The interchange was opened by the Honourable Khan Bahadur Sir Mohammad HABIBULLAH, K.C.S.I., K.C.I.E., Kt., Member of the Governor-General's Council for Education, Health and Lands. The participants were accompanied on the first part of the tour by Dr. Th. MADSEN and Col. J. D. GRAHAM, who will no doubt desire to furnish further information in regard to the interchange to their colleagues. The Health Committee will wish, in the first place, to express to the Public Health Commissioner with the Government of India, and to the members of his staff concerned, its high appreciation of the painstaking care and attention which they devoted to the preparation and conduct of the interchange. The Committee will also wish to thank the officers of the provincial and municipal Governments for their hospitality and courtesy extended so freely to the participants.

At the suggestion of the Public Health Commissioner with the Government of India, the Honourable Member for Commerce and the Commissioner of Railways secured very considerable concessions on the railways all over India, thus reducing the estimated cost of such travel by about half, and the Health Committee will wish to record its appreciation of this generosity. Finally, the Committee will wish to signify its appreciation to all the other central and local agencies and individuals who, by their assistance and hospitality, added so much to the value of the interchange and combined to make it a memorable event in the experience of every participant.

3. The Second International Health Course was held in London at the headquarters of the Society of Medical Officers of Health, beginning on November 3rd, 1927, and ending on December 15th with a final conference in the library of the British Ministry of Health. There were twenty participants from seventeen public health administrations<sup>1</sup> and a number of other persons.

As circumstances necessitated restricting the course to a much shorter period than the first course, held in Paris, the theoretical and practical stages were combined, lectures being delivered in the morning; visits to public health and medical institutions were arranged in the afternoons. By this means the participants were enabled to visit a large number of the health administrations, hospitals, dispensaries, medical, sanitary and research institutions which abound in and near Greater London.

A list of the subjects and of the lectures has already been placed before the Health Committee (document C.579.M.205.1927.III, pp. 82-83).

The Committee will wish to thank all the lecturers, and in particular Sir George NEWMAN and Sir George BUCHANAN, for the time and attention they gave so freely to ensure the success of the course, and to express appreciation to the Society of Medical Officers of Health, as well as to all the individuals who contributed to the course during the practical stage. It is hardly necessary to add that the participants were received with the usual hospitality, to which they paid tribute on many occasions.

4. *Interchange on Rural Hygiene.* — In accordance with the decision of the Health Committee, plans have been completed for the interchange on rural hygiene, which is scheduled to begin on May 28th, 1928, in the Kingdom of the Serbs, Croats and Slovenes, and to end with a final conference at Geneva during the week of July 23rd. Selected rural districts will be visited successively in the following countries:

Belgium,	Netherlands,
France,	Hungary,
Germany,	Kingdom of the Serbs, Croats and Slovenes.

Following the wise precedent established by the interchange in Germany, the national health authorities concerned have agreed to prepare short descriptions of the areas and institutions to

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<sup>1</sup> Brazil,  
Czechoslovakia,  
England,  
France,  
Germany (2),  
Netherlands,

Hungary,  
Iceland,  
Irish Free State (2),  
Kenya Colony,  
Northern Ireland,  
Norway,

Scotland,  
Kingdom of the Serbs, Croats and Slovenes,  
Sweden,  
Switzerland (2 alternatively),  
United States of America.

be visited and summaries of the lectures to be delivered, so that the participants may have the opportunity of acquainting themselves beforehand with the main problems and methods of solution adopted in the different countries.

In every country visited the participants will study the governmental machinery designed to provide public health protection for rural districts. This study will not be restricted to public health agencies properly so called, but will include all branches of government which may have an influence on rural public health, such as public welfare agencies and agricultural schools. In addition, reference will be made to private and semi-private agencies and organisations which exercise a favourable influence on rural life and health, such as co-operative associations, health insurance funds, building associations, societies having to do with water supplies, etc. On the other hand, particular attention will be paid to rural sanitation, including housing, town-planning as applied to villages, village and individual water supplies, collective and private methods of sewage disposal, and protection of milk supplies.

Through the kindness of the national health authorities concerned, it has been possible to prepare a programme which will enable the participants to devote particular attention to aspects of rural health work which are peculiar to certain countries or which are specially well developed in those countries.

In France, a method of collecting vital statistics in rural districts which has given exceptionally favourable results will be studied in the Seine-Inférieure, while collective water supplies, housing and model villages will receive particular attention in the Aisne. At the suggestion of Professor Léon BERNARD, the participants will be shown the system used in France to ensure the development and safety of rural water supplies.

Belgium presents a favourable field for studying the influence of co-operative associations on the health of the rural population, and, through the kindness of M. VELGHE, this and many other features of rural hygiene will be shown in detail to the participants.

Dr. JITTA has arranged a programme in the Netherlands which demonstrates the provincial system of water supplies, whereby practically all the villages in a province receive safe supplies of water from one source. In addition, special attention will be paid to the work of a semi-official health agency, which provides medical, nursing, ambulance and health services to the rural population.

Dr. HAMEL and his colleagues in the Reich and certain German States have taken great pains to ensure that the participants shall see typical rural health work in three or four German States, notably Saxony, Prussia, Schleswig-Holstein and perhaps Bavaria. The visit to Germany will enable the participants to take note of the work of rural health insurance organisations, which are particularly well developed in Germany.

Dr. STAMPAR plans to show the participants representative work in three or four markedly different rural areas of his country. In Dalmatia, attention will be given to anti-malaria measures, particularly the co-operation of villages in the construction of cisterns for water supply. Public health institutes will be visited, and the participants will visit the areas and inspect the work shown to members of the Health Committee after the opening of the new Public Health School at Zagreb.

Medical officers of health or sanitary engineers dealing with the administration of important rural districts from the following countries have been invited to attend:

Brazil,	Germany,	Portugal,
Bulgaria,	Greece,	Roumania,
Colombia,	Guatemala,	Kingdom of the Serbs,
Czechoslovakia,	Hungary,	Croats and Slovenes,
Denmark,	Italy,	Spain,
Estonia,	Panama,	U.S.S.R.
France,	Paraguay,	

A member of the Health Section will accompany the interchange throughout, and the participants will include experienced sanitary engineers and medical officers, who will act as leaders. A general report will be submitted to the Health Committee on the rural health problems presented during the interchange, and, if necessary, recommendations for further studies by the Committee will be included.

5. *Interchange in Italy.* — This interchange will be organised along the lines of the recent interchange in Germany. The participants will assemble in Rome, where the first period will be devoted to studies of the central health administration and of the numerous health and welfare institutions and organisations located there. Advantage will also be taken of the stay in Rome to see public health work and institutions of interest in the neighbouring districts. During the second period the participants will study particular subjects in groups. Thus, in one area, particular attention will be paid to the prevention of tuberculosis, in another housing and town-planning will be studied, in a third urban sanitation will be the subject of enquiry, while in a fourth the Italian campaign against malaria will be considered. The programme will be so arranged as to give each group as complete a picture as possible of the public health services in Italy, and to this end carefully prepared descriptions of the work and areas to be seen will be distributed to the participants beforehand. Following the example of the German interchange, it is planned to hold

a final conference in Italy, to which a number of the Italian health authorities will be invited, and the usual conference will be held in Geneva.

The participation of public health officers from the following administrations has been invited:

Argentine,	France,	Netherlands,
Austria,	Germany (2),	Portugal,
Belgium,	Great Britain,	Spain,
Brazil,	Irish Free State,	Switzerland,
British India,	Japan,	United States of America.
Canada,		

6. *Individual Missions.* — In accordance with the usual practice, a number of individual missions have been granted for the study of special subjects. Thus, a German public health officer has been enabled to study, in London, hospital facilities, school hygiene, public welfare work, anti-venereal clinics and infant welfare in crowded districts. A professor of physical education has visited special centres and schools dealing with that subject in a number of countries, in order to study the methods employed and to give an account of his study as a basis for the report called for by a resolution of the Health Committee. A malariologist will attend the course on bacteriology given by Professor CALMETTE at the Pasteur Institute, and a Japanese public health officer is now in Europe to study the schools of physical education and the methods used in different countries to apply physical education to elementary school children.

### C. COMMISSIONS.

#### 1. Joint Commission of Experts for the Study of the Relationship between Public Health Services and Health Insurance Organisations.

This Commission, constituted on a recommendation of the ninth session of the Health Committee, is composed of six experts selected by the Governing Body of the International Labour Office, to represent sickness insurance organisations, and six experts selected by the Health Committee to represent the public health services.

The Committee will remember that the Joint Commission met on April 11th and 12th, 1927, at Geneva and prepared a report (document C.H.590) in which it recommends:

1. That, in the interests of preventive medicine, measures should be taken with a view to further co-operation and co-ordination between public health services and social insurance.
2. That appropriate surveys of certain aspects of both services should be carried out in selected countries.
3. That the following questions should be studied:
  - (a) Education of the insured in hygiene.
  - (b) Protection of maternity, infancy and the child of pre-school age.
  - (c) Prevention of tuberculosis.
  - (d) Prevention of venereal diseases.
  - (e) Protection of the child of school age.

During the session it was decided that the surveys should also cover private organisations. Further, the term "preventive medicine" was defined in a wide sense by Sir George NEWMAN, the Chairman of the Commission (document C.H.584).

Since that session, the Secretariat has been occupied, on the one hand, in collecting and analysing the information relating to these questions and, on the other, in organising the surveys (documents C.H./11th session/Minutes, and C.H.682).

It is at present analysing a large amount of information. The first results of this analysis reveal the complexity of the problems submitted to the Commission.

Owing to this complexity, it was decided to confine the Commission's work in 1928 to the examination of two questions:

1. The prevention of tuberculosis.
2. The protection of maternity, infancy and the child of pre-school age.

Local studies are now being carried out.

General studies of the solutions adopted by the various organisations concerned with the prevention of disease have been begun.

A comprehensive report on *German sickness insurance from the point of view of social hygiene*, now being printed, represents the first stage in this series of studies. This most interesting and



exhaustive work, which has been edited by Dr. GROTHJAHN, Professor of Social Hygiene at the University of Berlin, and Dr. Franz GOLDMANN, a member of the principal Health Office of the Municipality of Berlin, is being published in English, French and German by the International Labour Office.

Dr. McLEARY, of the British Ministry of Health, has prepared a similar, though shorter, report for England, which has been distributed to members of the Joint Commission.

The information so far obtained shows the importance of the psychological factor. It was chiefly in view of the part played by this factor in the relations between the public health services and sickness insurance institutions that the Secretariat decided to study a scheme of interchanges for the medical officers attached to sick funds. The purpose of the scheme, which is at present under consideration, is to give these medical officers an opportunity of becoming acquainted with the methods of health administration and of coming into contact with the officials of the public health services. Local studies are now being made.

*Germany.* — It will be remembered that Dr. HAMEL, Chairman of the Sub-Commission on Tuberculosis, by arrangement with Dr. GRIESER, initiated enquiries at Cologne, Dresden and Munich into tuberculosis preventive measures. Two rural districts (Breslau and Düsseldorf) have now been added to these three urban districts. The results of the enquiries, revised by Dr. Hamel and Dr. Grieser, are to be embodied in a single report.

*Austria.* — At Vienna, Dr. FORAMITTI, by arrangement with the chief medical officer of the principal workers' fund, started and has now concluded an enquiry into measures for the prevention of tuberculosis. The report is being drawn up and certain parts have already been translated.

Two rural districts in the neighbourhood have now been added to the urban district of Vienna. Enquiries are at present being carried out there.

*Belgium.* — M. VELGHE and M. JAUNIAUX (a member of the Sub-Commission on Tuberculosis) selected two districts: the urban district of Charleroi and the rural district corresponding to the *arrondissement* of Antwerp. Enquiries are being carried out there with the help of Dr. TUMBAL.

All these enquiries are conducted on the basis of a questionnaire drawn up by the Secretariat after consultation with the members of the Sub-Commission on Tuberculosis.

It also seemed advisable to compare and contrast the different *national anti-tuberculosis programmes*.

The persons best qualified for the purpose in each country are drawing up a comprehensive report on the organisation of anti-tuberculosis measures. The national programmes adopted in Austria, Belgium, Czechoslovakia, Denmark, England, France, Germany, Italy, Poland and the United States can thus be submitted to the Commission after being analysed in detail, so as to bring out points of resemblance and fundamental differences.

The enquiries by the Sub-Commission set up to report on the protection of maternity, infancy and the child of pre-school age are summed up in very important conclusions submitted by M. WINTER.

M. WINTER's report has been distributed to members of the Commission and copies will be sent to any members of the Health Committee who may wish to have them.

In the case of the other enquiries, information is still being collected and in some instances these enquiries are closely connected with other work of the Section. This applies, for example, to the enquiries on the protection of the child of school age and the prevention of syphilis (enquiry into the incidence of syphilis in different countries).

Attention should be directed to the growth of legislative and administrative work in different countries with a view to co-ordinating efforts and thus increasing the efficacy of preventive medicine.

A *Czechoslovak* National Commission was formed to put into force the recommendations passed by the Joint Commission.

In *Germany* instructions (Richtlinien) were recently published by the Ministry of Labour regulating co-operation and co-ordination between the Public Health Service, social insurance institutions and private organisations.

In *Austria* the revision of the legislation concerning social insurance, under which invalidity and sickness insurance are more closely co-ordinated, has had the effect of increasing the importance of the preventive aspects of sickness insurance, as may be seen from Dr. FORAMITTI's report.

In *Belgium* a National Anti-Tuberculosis Committee has been set up to co-ordinate preventive measures.

In *France* the law concerning compulsory social insurance has been passed both by the Senate and by the Chamber of Deputies.

In *Italy* a law for compulsory insurance against tuberculosis has just been passed.

Information on the laws and administrative work of different countries in this matter is at the disposal of members of the Committee.

## 2. Opium Commission.

The report of the Chairman of the Commission constitutes a special item on the Committee's agenda. It remains for me to communicate to the Committee the replies received from the

Governments on the subject of Articles 8 and 10 of the Opium Convention and the measures taken by the Secretariat to give effect to the Council's decision adopted in pursuance of the Committee's recommendation concerning eucodal and dicodide.

APPLICATION OF ARTICLE 10.

1. In pursuance of the resolution adopted by the Council at its forty-eighth session, the Secretary-General sent the following letter, dated January 27th, 1928, to the Governments of the States signatory to the Opium Convention of February 1925:

" Sir,

" I have the honour to inform you that the Council of the League of Nations adopted, on December 7th, 1927, during its forty-eighth session, the following resolution concerning the application of Article 10 of the Opium Convention of February 1925:

" ' The Council,

" ' Having taken note of the resolution adopted by the Health Committee at its eleventh session to the effect that *eucodal* and *dicodide* are narcotics capable of producing harmful results similar to those specified in the Convention and should consequently be subject to its provisions;

" ' Decides to request the Secretary-General to forward this recommendation to the States signatory to the Convention in accordance with the provisions of Article 10 of the Convention.'

" In accordance with the terms of Article 10 of the above-mentioned Convention, I should be glad to know if your Government is willing, for their part, to agree to *eucodal* and *dicodide* being subject to the provisions of that Convention. "

So far, the following countries have replied in the affirmative:

*Portugal* (letter of February 9th, 1928) (*vide* Appendix I). — I would direct the attention of members of the Health Committee to the last paragraph of the letter of the Portuguese Government stating that the latter, by Decree Law No. 13,444 of April 2nd, 1927, has included *eucodal* and *eucodide* under the terms of the Convention. This is obviously a mistake, as no such substance as *eucodide* exists, the formula mentioned being that of *dicodide*.

*Sudan* (letter of February 15th, 1928).

*Latvia* (letter of March 1st, 1928). — " As the formalities required for the application of the Convention to *eucodal* and *dicodide* cannot be complied with until after ratification of the Convention by the Saeima, the Latvian Government proposes to notify the Secretariat of the League of Nations in due course of its formal acceptance of the above-mentioned recommendation.

*Austria* (letter of March 3rd, 1928).

*Netherlands* (letter of March 12th, 1928). — " As regards the Netherlands overseas territories, the question is still under consideration."

*Belgium* (letter of March 13th, 1928).

*Switzerland* (letter of March 13th, 1928).

*Luxemburg* (letter of March 14th, 1928).

*Bulgaria* (letter of March 19th, 1928.)

*Germany* (letter of April 10th, 1928).

*India* (letter of April 17th, 1928).

*Poland* (letter of April 18th, 1928).

*Great Britain* (letter of May 5th, 1928).

*Czechoslovakia* (letter of May 12th, 1928).

*Spain* has simply acknowledged receipt (letter of February 3rd, 1928).

On the other hand, *Hungary* (*vide* Appendix II) considers that *eucodal* and *dicodide* should not come under the provisions of the Convention.

2. In accordance with the resolution adopted by the Health Committee at its eleventh session, the Permanent Committee of the Office international d'hygiène publique was asked to examine the injurious effects of *dilaudide*, on the one hand, and of *benzoylmorphine* and other extracts of morphine, on the other, as narcotics liable to cause toxicomania, and to state whether it was of opinion that those products, or certain of them, should also come under the International Opium Convention. The Permanent Committee of the Office appointed a Commission of experts, which is to meet in Paris on April 17th to study this question.

#### APPLICATION OF ARTICLE 8.

Since the last session of the Health Committee, the Siamese Government has sent to the Secretary-General for the information of that Committee a letter dated September 15th, 1927, to which were attached two lists of habit-forming drugs which come within the provisions of the special Siamese laws.

### 3. Malaria Commission.

The next meeting of the Malaria Commission is convened for June 25th, 1928. The meeting will discuss, first, the report of Colonel JAMES and Professor SWELLENGREBEL on their visit to the United States of America and, secondly, the conclusions reached in the second general report of the Malaria Commission (document C.H./Malaria/73).

In order to obtain the American view on the report of Colonel James and Professor Swellengrebel, invitations to attend the Conference have been sent to a number of prominent American malariologists, three of whom hope to be at the meeting.

*Malaria Courses.* — As in previous years, arrangements have been made for special courses on Malaria to be held in London, Hamburg and Paris. In addition, through the courtesy of Professor ASCOLI, a similar course will be held at the Superior School of Malariology in Rome. The theoretical courses will be followed by practical work in Spain, Italy and the Kingdom of the Serbs, Croats and Slovenes. In the case of Italy, practical courses will be arranged at the Experimental Antimalaria Station at Rome and the provincial stations and at the Superior School of Malariology, in co-operation with the Experimental Station.

Fourteen scholarships to these courses will be awarded by the Health Organisation, in addition to those provided by the International Health Division of the Rockefeller Foundation. The allotment of the scholarships of the Health Organisation is as follows: Albania, 1; Belgium, 1; Bulgaria, 1; France, 1; French Colonies, 1; Greece, 1; Russia, 2; Kingdom of the Serbs, Croats and Slovenes, 1; Dominica, 1; unallotted, 4.

*Indian Tour.* — Colonel S. R. CHRISTOPHERS, whose assistance to the Malaria Commission in India would be invaluable, has unfortunately been ordered to leave India for a year on medical grounds. Under these circumstances, the Chairman of the Health Committee, in consultation with Colonel JAMES and Colonel GRAHAM, reached the conclusion that the Indian tour should be postponed until October 1929.

*Secondary Alkaloids.* — There is at present no progress to report.

With a view to further practical investigations, however, arrangements have been made with Professor VAN HOOF for a supply of cinchona bark to be sent from the Belgian Congo, and it is hoped shortly to receive samples of barks from India and French Indo-China through the Singapore Bureau.

*Malaria in Bulgaria.* — A representative of the International Health Division of the Rockefeller Foundation is now resident in Sofia and anti-malaria work began in the Petritch district in March 1928 with a preliminary survey. This work is being carried out by the National Public Health Authorities, who are fortunate in having obtained the assistance of the Rockefeller Foundation.

The Bulgarian Government is making serious efforts to deal with health conditions generally, and especially with malaria. A full and comprehensive report on the whole situation has been received from Dr. MARKOFF, Chief Inspector of Malaria, in which the Government's scheme of anti-malaria work is explained.

### 4. Expert Committee on Sleeping-Sickness.

The Council approved the resolution adopted by the Health Committee at its eleventh session, and the Secretary-General sent a letter to all the Governments which had participated in the first International Sleeping-Sickness Conference, held in London in 1925, asking if they would be willing to send technical delegates to a second Conference, to study the final report of the Commission of Enquiry, and the observations of the Committee of Experts thereon. These Governments are the British, Belgian, Spanish, French, Italian and Portuguese. They were asked, at the same time, to make suggestions as to the date and place of the meeting of this Conference, should the proposal to hold a Conference meet with their approval.

Replies, copies of which have been sent to the Governments interested and to the members of the Committee, have been received from the Governments of Great Britain, France, Belgium and Portugal.

The Belgian Government, in a letter dated January 30th, 1928, suggested Paris as the most suitable place of meeting, and would like the Conference to be held at the end of September. The British Government has expressed the desire that the Conference be held in London between July 9th and August 4th, 1928 (letter dated February 1st, 1928). The French Government suggests the end of October as a suitable date, and Paris as the place of meeting (letter dated February 8th, 1928). The Government of Portugal would also like the Conference to be held in Paris, during the month of September (letter dated March 7th, 1928).

A meeting of the Expert Committee on Sleeping-Sickness in Equatorial Africa was held in London on December 15th and 16th, 1927, and was attended by Dr. Andrew BALFOUR, Dr. BAGSHAWE, and Professor VAN CAMPENHOUT. Unfortunately, Professor Gustave MARTIN was unable to attend. The final report of the Commission of Enquiry was considered.

The report of that meeting is at the disposal of the members of the Health Committee.

The Committee recommends, *inter alia*, that the general recommendations for the control of sleeping-sickness in Equatorial African Dependencies made by members of the Commission be submitted to the International Conference referred to above, with special regard to their applicability under different local conditions. The Committee considers that the work successfully begun by the Commission should be continued in the different national laboratories in sleeping-sickness areas of Africa, and that the Health Organisation of the League might render most useful service by keeping the workers in the various national laboratories in touch with one another by such means as may be found most practicable.

One of the most useful methods of establishing such contact would be to organise individual interchanges between workers in various national laboratories. In view of the remarkable differences that are characteristic of sleeping-sickness in different localities, such interchanges might do much to promote research.

The Health Committee will doubtless wish to consider what further it can do to foster and encourage research and investigation into problems connected with sleeping-sickness, of much interest and importance to several administrations. A suggestion that might be considered is the establishment of a small *ad hoc* Expert Committee, whose duty it would be to receive from the several institutes and centres of research engaged in this study, accounts of research work carried out in these institutes, say once a year. This Committee might likewise take note of all publications regarding sleeping-sickness of sufficient interest and importance. Once a year the Committee might circulate collected papers, with a short general review of the progress made in sleeping-sickness research and prevention, to the institutes referred to, as well as to the administrations concerned.

To facilitate the work of such a Committee, it might be empowered to recommend to the Health Committee, say once a year, the award to one or other of these institutes of a *bourse individuelle*, which would enable a member of the staff of the institute selected to visit some part of the world where work is being carried on of special interest to the laboratory or institute in question.

#### 5. Commission on Infant Mortality.

The enquiry in Austria was concluded on December 31st, 1927, and that in Great Britain during January. The enquiries in other countries are still proceeding and the experts will meet in London from July 2nd to 4th, 1928, to examine results, discuss a form for grouping the data on a uniform plan, establish the form of the final report and examine the proposal of Professor ROTT, the German member, concerning the continuation of the enquiry on different lines for a second period of twelve months.

The preliminary enquiries in the countries of Latin America are now concluded and the enquiry properly so called will be carried out in certain districts in *Brazil*, *Uruguay*, the *Argentine Republic* and *Chile* lasting over a period of twelve months and beginning, for the different countries, on the following dates:

Brazil:	February 1st,
Uruguay:	March 1st,
Argentine:	March 1st,
Chile:	April 1st.

Professor O. OLSEN, whose services were placed at the disposal of the Latin-American experts for co-ordinating the programme of studies, will be back early in April and will submit a note to the Committee on the results of his mission.

#### 6. Permanent Commission on Standardisation of Biological and Serological Products.

(a) The Permanent Commission on Standardisation and the experts engaged in the various studies have been invited to meet at Frankfort-on-Main, at Professor KOLLE's Institute for Experimental Therapy, from April 25th to 28th. The programme of studies and discussions includes an examination of the following questions:

1. Final agreement as to the standardisation of anti-dysentery serum.
2. Adoption of a standard for anti-tetanic serum.
3. Discussion on the results of studies with a view to the standardisation of an anti-scarlet-fever serum.
4. Discussions relating to the standardisation of tuberculin.

5. Discussions on the standardisation of standard sera for blood groups.
6. Communications from Professor DALE concerning the standardisation of biological products.
7. Standardisation of anti-anthrax serum.
8. Proposals and recommendations of the International Conference on Rabies.

The President of the Committee will submit a report to his colleagues directly after the Frankfort meeting, and a special place has been reserved on the Committee's agenda for the examination of this report.

(b) In accordance with the decision passed by the Committee at its October session, a new laboratory Conference has been convened at Copenhagen at the State Serum Institute from May 18th to June 1st. The following Institutes have been invited to compare the current method for the Bordet-Wassermann reaction with the various flocculation tests, more particularly the Sigma method as modified by the Copenhagen Serological Institute, and the Kahn method:

<i>Argentina:</i>	Public Health Institute, Buenos Aires. (Dr. SORDELLI.)
<i>Belgium:</i>	Institut Pasteur, Brussels. (Dr. RENAUX.)
<i>France:</i>	Institut prophylactique, Paris. (Dr. VERNES.)
<i>Germany:</i>	" Robert Koch " Institute, Berlin. (Professor OTTO and Dr. BLUMENTHAL.) Reichsgesundheitsamt (Public Health Office of the Reich), Berlin. (Professor DOLD.) Serologisches Institut, Hagen (Westphalia). (Professor MEINICKE.) Institut für experimentelle Krebsforschung (Institute for Experimental Cancer Research), Heidelberg. (Professor SACHS.)
<i>Great Britain:</i>	Ministry of Health, London. (Dr. HARRISON and Dr. WYLER.)
<i>Japan:</i>	Government Institute for Infectious Diseases, Tokio. (Professor NAGAYAO.)
<i>Poland:</i>	State Institute for Public Health, Warsaw. (Dr. SIERAKOWSKY.)
<i>Kingdom of the Serbs, Croats and Slovenes:</i>	Public Health Institute, Belgrade. (Dr. PAVLOVITCH.)
<i>Straits Settlements:</i>	College of Medicine, Singapore. (Professor A. Neave KINGSBURY.)
<i>United States of America:</i>	Graduate School of Medicine of the University of Pennsylvania, Philadelphia. (Dr. J. A. KOLMER.) State Hygienic Laboratory, Michigan. (Dr. KAHN.)
<i>U.S.S.R.:</i>	State Institute for Experimental Medicine, Leningrad. (Dr. ZABOLOTNY.)
<i>Uruguay:</i>	Syphilis Laboratory, Montevideo. (Dr. SCALTRITTI.)

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#### D. ACTION TAKEN ON THE RESOLUTIONS OF THE ELEVENTH SESSION OF THE HEALTH COMMITTEE.

##### I. WELFARE OF THE BLIND.

In accordance with the resolution on the welfare of the blind adopted by the Health Committee at its eleventh session, a circular letter dated January 27th, 1928, accompanied by a detailed

questionnaire relating to the measures in force for the welfare of the blind, was addressed to the following countries:

Argentine,	France,	Paraguay,
Australia,	Germany,	Persia,
Austria,	Greece,	Peru,
Belgium,	Guatemala,	Poland,
Bolivia,	Haiti,	Portugal,
Brazil,	Honduras,	Roumania,
Bulgaria,	Hungary,	Salvador,
Canada,	India,	Kingdom of the Serbs,
Chile,	Irish Free State,	Croats and Slovenes,
China,	Italy,	Siam,
Colombia,	Japan,	South Africa,
Costa Rica,	Latvia,	Spain,
Cuba,	Lithuania,	Sweden,
Czechoslovakia,	Luxemburg,	Switzerland,
Denmark,	Netherlands,	Turkey,
Ecuador,	New Zealand,	United States of America,
Egypt,	Nicaragua,	Uruguay,
Estonia,	Norway,	U.S.S.R.,
Finland,	Panama,	Venezuela.

Up to the present, replies have been received from the following countries:

Australia,	Ireland,
Canada,	Latvia,
Costa Rica,	Luxemburg,
Germany,	Poland,
Greece,	Siam,
Hungary,	Sweden.

who have sent the information requested.

The following countries have acknowledged receipt of the letter and promised to supply the information asked for:

Denmark,	Union of South Africa,
Japan,	United States of America,
Norway,	Uruguay,
Spain,	U.S.S.R.

The International Labour Office informed us that the social aspect of this question was within its competence, and suggested that it might perhaps help the Health Section in studying it. We replied that we should be glad of their assistance in examining the information forwarded by Governments and in preparing the note to the Health Committee.

## 2. STUDY ON DERATISATION.

*Deratisation by means of Hydrocyanic Acid.* — At its eleventh session, the Health Committee asked the Medical Director to examine the possibilities of carrying out a study of the methods of deratisation by means of hydrocyanic acid.

The experience of the last few years has shown that, all things considered, hydrocyanic acid, in one form or another, is the most satisfactory fumigant yet available for the destruction of rats on board ship. For this reason the present enquiry is to take no account of other forms of fumigation.

One of the most important points to determine relates to the possibility of ensuring the destruction of rats on board a ship in freight by methods of fumigation hitherto employed. If such a procedure be applicable, the limits of its applicability call for study, with special regard to the nature of the cargo and such like considerations.

There is no need in a note such as this to describe the various methods now in use, for all of which advantages are claimed. Hydrocyanic gas is used either alone or in conjunction with an irritant gas, affecting the respiratory passages or the conjunctiva, to serve as a danger signal. The methods may be divided into three classes, involving:

1. The use of liquid hydrocyanic acid gas;
2. The generation of gas by the action of an acid on a cyanide salt; and
3. The use of such preparations as "Cyklon B", which consists of silica impregnated with hydrocyanic acid, with the addition of an irritant gas.

It is evident that an enquiry, intended to assess the respective advantages and disadvantages of the various methods, and the limits of their applicability, might be carried out in one of two ways. The experts entrusted with the task might study the different methods in one selected port, testing the various methods, one against the other, in one and the same ship obtained for this purpose, both empty and in freight. Such a "laboratory" study would be prohibitively

costly, and might not yield incontrovertible results capable of general application. A more feasible plan would be to arrange for the selected experts to visit five or six ports in which different methods are being carried out by staffs experienced in the processes, and subsequently to compare the results achieved by each. For this purpose it is suggested visits should be paid to New York, Liverpool, Rotterdam, Barcelona and Genoa. In one or other of these ports all methods of cyanide fumigation for which special advantages are claimed could be studied. These ports might be visited in the order named, the experts holding a final meeting in Geneva, where their report could be prepared.

The expert Committee should be restricted in number. Its composition might be as follows: Dr. JITTA (Chairman), Dr. RAYNAUD, and an expert, with special experience of ship fumigation, from each of the Public Health Services of Germany, Great Britain, Italy, Spain and the United States of America, one of whom should be an expert chemist.

The comprehensive study of the merits and demerits of different methods of cyanide fumigation will obviously comprise the question of ventilation after fumigation and other procedure necessary to eliminate attendant risks. A more general question that might be referred to the Committee relates to the conditions which render it advisable to recommend fumigation of ships, and the conditions, if any, which render such fumigation essential.

The duration of the enquiry would probably be two months. It is hoped that it will be possible to defray the cost out of the current budget.

### 3. SURVEY OF THE HEALTH CONDITIONS OF CERTAIN ISLANDS OF THE PACIFIC.

The Health Committee at its eleventh session requested the Medical Director to study the possibility of making arrangements for carrying out a survey of the health conditions of certain Islands of the Pacific.

Replies are awaited to communications which have been addressed to the Ministry of Colonies in Paris and to the Colonial Office in London with regard to this matter.

It is hoped that these replies will be received in time to enable definite proposals to be placed before the Health Committee at its twelfth session.

### 4. STUDY OF THE INTERNATIONAL LIST OF CAUSES OF DEATH AND MORBIDITY STATISTICS.

#### 1. *Fourth Revision of the International List of Causes of Death.*

It will be recalled that, in accordance with a resolution adopted by the Health Committee and approved by the Council, a copy of the report of the Commission of Expert Statisticians, which met in Geneva on March 14th, 15th, 16th and 17th, 1927, was sent by the Secretary-General to all Governments, with the request that it be referred to the departments of the Government concerned. Letters were also addressed by the Medical Director to the chiefs of statistical bureaux and others specially concerned asking for their co-operation and directing attention especially to the resolutions regarding:

1. The International List of Causes of Death;
2. International uniformity of classification of still-births by causes;
3. Standard death certificate; classification of joint causes of death, and tabulation of deaths by age and by sex;
4. Preparation of a nomenclature of diseases.

(a) The Governments of *Argentina, Canada, Colombia, Cuba, Guatemala, Honduras, Mexico, San Salvador* and *Uruguay* have informed the League of Nations that they have referred the resolutions of the Commission of Expert Statisticians to the competent national authorities for study.

The Government of *Denmark* referred to the work of the special Committee that had studied the problem of the introduction of a uniform list of causes of death in the Scandinavian countries and has promised to keep the League informed regarding any further developments.

In *Finland*, the resolutions have been referred to the newly reorganised Department of Demographic Statistics.

The Government of *India* has taken note of the resolutions; it has no observation to make, pending examination of the views by technical authorities in Great Britain.

In the *Netherlands*, the question of uniform morbidity statistics is being studied by a special statistical commission of the "Gezondheidsrad".

The Director of Health of *Spain* has stated that the resolutions of the Commission are being studied by the statistical offices, whose observations will be forwarded in due course.

(b) In *Austria, China, Czechoslovakia, Germany, Greece, Hungary and Poland*, special national committees of expert statisticians have been formed to co-operate with the Commission of Expert Statisticians of the Health Organisation.

Observations on the resolutions of the Commission of Expert Statisticians have been received from competent authorities of the following countries: *Austria, Great Britain, Czechoslovakia, Estonia, Irish Free State, Roumania, Switzerland, Australia, New Zealand, the Union of South Africa* and the *United States of America*. The observations, some of which are very full, have been communicated to the Expert Committee of Statisticians and are available for the information of the Members of the Health Committee.

(c) As regards *France*, the Minister for Foreign Affairs, in a letter dated December 8th, 1927, addressed to the Secretary-General of the League of Nations, states the intention of his Government to convoke an International Conference in Paris in 1929 to revise the International List of Causes of Death, following the precedents of the previous Conferences of 1900, 1909 and 1920, and in accordance with the recommendations of the last-named Conference.

The French Government, as on previous occasions, had entrusted the preparatory work to the International Institute of Statistics (as the mandatory of the French Government) and with the framing of draft lists for submission to the Conference. A special Committee had been formed, whose recommendations have already been framed for submission to the plenary meeting of the Institute at Cairo on December 28th, 1927. Having been approved (as they have now been), they will be forwarded to the French Government, which will in turn communicate them to the other Governments with a request for observations. These observations having been received, an opportunity will arise for the co-operation of the Committee with the Commission of the Health Organisation of the League of Nations on the final preparation of the document which will serve as a basis of the work of the Conference. The French Government considers that it would be highly advantageous if the League of Nations were to nominate a number of delegates of its own selection to co-operate with the representatives of the International Institute of Statistics with a view to co-ordinating the proposals emanating from both organisations and the observations or criticism which those proposals may have elicited.

After the session of the Cairo Congress, the President of the International Institute of Statistics sent to the Health Section a copy of the *Vœux et Avis concernant les statistiques démographiques, économiques et sociales, adoptés par l'Institut au cours de sa dix-septième session au Caire, 1927-28*, with a circular letter which figures in Appendix III. Special attention is drawn to the conclusions of the studies of a special commission which was at work for a period of over two years.

The Health Committee will doubtless recommend to the Council the adoption of the suggestion of the French Government and welcome the opportunity of co-operation with the International Institute of Statistics in the manner indicated. It will be desirable in any event to convene a second meeting of the expert statisticians at an early date. At this meeting the observations of the various Governments that have already been received, or which may hereafter be addressed to us, should be considered, and, if the Committee were to approve our suggestion, certain of the expert members would be nominated to co-operate with delegates of the International Institute of Statistics, who will jointly be responsible for the preparation of the material for the International Conference of 1929.

## 2. *Morbidity Statistics.*

In accordance with the fourth resolution of the Commission of Expert Statisticians, a large amount of information concerning morbidity statistics has been collected. This information consists of lists of pathological conditions, nomenclatures of diseases used by sickness insurance funds, hospitals, dispensaries, army, navy and air forces, post, telegraph, railway administrations, etc., in many countries. Special studies on the actual state of morbidity statistics are being carried out in *Austria, Czechoslovakia, Italy and Switzerland*.

In many countries (*Austria, China, Czechoslovakia, Germany, Greece, Hungary, Poland*) National Committees have been set up to study morbidity statistics. These committees have promised to communicate their findings to the Health Committee, together with all relevant documents. Certain of these reports we hope to receive in the near future, when they will be analysed and correlated.

Special interest is being devoted to the study of morbidity statistics in sickness insurance funds.

In the Rhineland, an analytical study of morbidity statistics of sickness insurance funds is being made by Dr. TELEKY, Director of the West German Social Hygiene Institute. This material comprises the statistical data, extending over the period 1923-27, of about fifty sickness insurance funds in the Rhineland which have voluntarily agreed to the use of a uniform system of presenting their data. It is hoped that the result of this study will give indications of the value of such statistics to preventive medicine.

Another exhaustive analytical study is being undertaken by Dr. PRYLL and Dr. ROESLE, in Berlin. The material available for this study, which covers the period 1926-27, comprises data on morbidity statistics of about 800,000 insured members of the Union of Local Sickness Insurance Funds of Berlin, classified according to the detailed International List of Diseases.

A comparative analytical study of the frequency of the more common causes of morbidity as experienced by local sickness funds of Leipzig and environs, general local sickness funds in Berlin,



sickness insurance funds in Hungary, and the Government of Moscow, is being undertaken by Dr. ROESLE. This study may enable a "list of diseases" to be established best suited for the purpose of sickness insurance funds.

The large amount of data on morbidity statistics now available in sickness insurance organisations in many countries and the increasing attention which public health and social insurance authorities are paying to the problem of morbidity statistics suggest that a special international course for the study of sickness insurance morbidity statistics might be of great practical assistance to many countries.

## E. MISCELLANEOUS.

### I. CO-OPERATION WITH THE GREEK AUTHORITIES AND THE COMMISSION FOR THE SETTLEMENT OF GREEK REFUGEES.

The Seventeenth Quarterly Report of the Greek Refugee Settlement Commission refers to the terrible ravages caused by tuberculosis among the refugees in towns. Hitherto it has not been possible to take any measures to deal with this difficult problem. Extreme overcrowding in certain refugee quarters is considered to be the most important factor in this unfortunate state of affairs.

The Financial Committee on the Settlement of Greek Refugees, after considering the report, expressed itself as follows:

"The Committee is impressed by the remarks made in the Settlement Commission's Report, paragraph IV, page 9, regarding the prevalence of tuberculosis among the refugees. It suggests that contact might be established between the Refugee Settlement Commission and the Health Organisation of the League of Nations with a view to the latter rendering assistance to the public health authorities of Greece and to the Settlement Commission in dealing with this situation."

This report of the Financial Committee was approved and adopted by the Council on March 5th, 1928. A letter has been addressed to the Greek Government, asking whether it would welcome the assistance of the Health Organisation of the League of Nations in an attempt to deal with this problem, and the President of the Greek Refugee Commission has been informed of the action taken. Should an affirmative reply be received, it is hoped that the Director of the Public Health Service of Greece will be present at the meeting of the Health Committee, at which this question will be discussed.

### 2. PHYSICAL EDUCATION.

The Health Committee will recall that the study of physical education was proposed to the seventh ordinary session of the Assembly by the delegation of Czechoslovakia, and that the Committee adopted a resolution (document C.610.M.238.1926.III, page III), requesting the Medical Director to prepare a report after consultation with the competent Czechoslovak authorities. The Czechoslovak and other authorities and experts have been consulted and a considerable amount of information is being collected, which will later on form the basis of a report.

During the eleventh session of the Committee, reference was made to the possibility of holding an interchange in 1928 devoted to the subject of physical education, and indeed the time appears opportune, for a small interchange of directors of schools, studying collectively the problems of physical education during successive visits to a number of these schools, would result in the collection of much valuable information and in the selection of problems ripe for international study and solution. Should budgetary provisions permit, this interchange could be held during the latter half of 1928.

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**Appendix I.**

LETTER FROM THE PORTUGUESE GOVERNMENT CONCERNING EUCODAL AND DICODIDE.

[*Translation.*]

Lisbon, February 9th, 1928.

I have the honour to acknowledge receipt of your letter No. 12/1013/8041 of January 27th, informing me that the Council of the League of Nations adopted on December 7th, 1927, during its forty-eighth session, a resolution concerning the application of Article 10 of the Opium Convention of February 19th, 1925. Under the terms of this Convention, the Council, having taken note of the resolution adopted by the Health Committee at its eleventh session, to the effect that eucodal and dicodide (or eucodide?) are narcotics capable of producing harmful results similar to those of the products specified in the Opium Convention of February 19th, 1925, and should consequently be subject to its provisions, decided to request you to forward this recommendation to the States signatory to the Convention, in accordance with the provisions of Article 10 of the Convention.

I beg to inform you, in accordance with the terms of Article 10 of the Opium Convention of February 19th, 1925, that eucodal and eucodide, having been declared narcotic drugs by the Committee of Experts appointed by the Office international d'hygiène, and the Public Health Administration having stated that eucodal is beginning to be employed by drug addicts as a substitute for morphine, a practice which must be stopped, the Portuguese Government, under the terms of Article 1 of Decree Law No. 13443 of April 2nd, 1927, has declared eucodal ( $C_{18}H_{22}NO_4$ ) and eucodide ( $C_{18}H_{21}NO_3$ ) to be narcotic drugs, and has made the Convention applicable to both these drugs.

(Signed) E. VASCONCELLOS.  
*For the Minister.*

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**Appendix II.**

LETTER FROM THE HUNGARIAN GOVERNMENT CONCERNING EUDOCAL AND DICODIDE.

[*Translation.*]

Geneva, March 5th, 1928.

With reference to your letter No. 12.1002/804, of January 27th, 1928, I have the honour to inform you that, in the opinion of my Government, eucodal and dicodide should not be regarded as drugs within the meaning of the Opium Convention, and consequently the provisions of the Convention should not be made applicable to them.

(Signed) HEVESY.  
*Resident Minister.*

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**Appendix III.**

LETTER FROM THE INTERNATIONAL INSTITUTE OF STATISTICS.

[*Translation.*]

Paris,  
The Hague, March 1st, 1928.

In conformity with Article 1, paragraph 2, of the Statutes of the International Institute of Statistics, we have the honour to forward the resolutions adopted by the Institute at the session held in Cairo from December 29th, 1927, to January 5th, 1928, under the distinguished patronage of His Majesty the King of Egypt.

All these resolutions were studied with great care. They were prepared by special Commissions in the interval between the two sessions, and were then discussed at Cairo, first by the competent sections, and then by the General Assembly. We trust, therefore, that you may consider them deserving of attention, and that you will be good enough after examination to recommend their application to the Ministries or responsible persons concerned.

(Signed) H. W. METHORST,  
*Secretary-General.*

(Signed) A. DELATOUR,  
*President of the International  
Institute of Statistics.*

ANNEX 6.

BUDGETARY ESTIMATES OF THE HEALTH ORGANISATION FOR 1929.

SCHEDULE O, TO CHAPTER III, ITEM 22<sup>1</sup>.

	League contribution Swiss francs	1929 Estimates <sup>2</sup> Rockefeller contribution Swiss francs	Total Swiss francs
INTERNATIONAL HEALTH ORGANISATION. . . . .	998,853	543,110	1,541,963
<i>I. Health Committee, Secretariat and General Work of the Organisation.</i>			
1. Sessions of the Health Committee. . . . .	60,000		60,000
2. Salaries of the Health Section . . . . .	354,853		354,853
3. Travelling and removal expenses of the Secretariat. .	58,000		58,000
4. General printing and documentation. . . . .	16,000		16,000
5. Cables, telegrams and telephones . . . . .	13,000		13,000
6. Miscellaneous petty expenses and unforeseen contingencies . . . . .	2,000		2,000
<i>II. Intelligence, Technical and Research Work of the Organisation.</i>			
1. Technical Committees and Sub-Committees, missions, work of experts and collective and individual studies . . . . .	250,000	123,327 <sup>3</sup>	373,327
2. Salaries of the temporary staff . . . . .		231,784	231,784
3. Publications, printing and documentation . . . . .	70,000	45,763	115,763
4. Cables and telegrams. . . . .	5,000		5,000
5. Miscellaneous and unforeseen . . . . .	5,000		5,000
6. Contribution to Singapore Bureau . . . . .	15,000		15,000
<i>III.</i>			
Expenses in connection with a system of liaison between the various national health services. . . . .	150,000	142,236	292,236
	998,853	543,110	1,541,963 <sup>4</sup>

<sup>1</sup> For the sake of greater clarity the internal arrangement of the budget of the Health Organisation for 1929 has been somewhat modified.

<sup>2</sup> Including expenditure to be met or met out of Rockefeller Foundation grants, estimates for 1928 amounted to 1,381,333 francs; for 1927 to 1,534,861 francs; and expenditure in 1927 to 1,485,984 francs.

<sup>3</sup> Subdivision of Rockefeller grants as between various sub-heads:

	Swiss francs	Swiss francs
<i>Grant I:</i>		
Salaries. . . . .	116,894	
Interchanges . . . . .	142,236	
		259,130
<i>Grant II:</i>		
Salaries. . . . .	114,890	
Technical Committees, etc. . . . .	123,327	
Publications . . . . .	45,763	
		283,980
Total . . . . .		543,110

<sup>4</sup> Summary of Appropriations in Aid.

	1929	Estimates Swiss francs		Expenditure Swiss francs
		1928	1927	1927
Rockefeller Foundation grants. . . . .	543,110	388,695	538,161	571,383 *
I. For Interchange of Public Health Personnel: \$50,000 . . . . .	259,130	129,565	259,130	338,004 *
II. For Epidemiological Intelligence Service and study of demographic and public health statistics: \$54,795 . . . . .	283,980	259,130	{ 170,196 108,835 }	233,379

\* Apparent over-expenditure is due to the fact that during 1927 a further sum of \$16,224.75 was made available for the interchange of Public Health personnel.

ANNEX 7.

PERMANENT COMMISSION ON STANDARDISATION OF SERA,  
SEROLOGICAL REACTIONS AND BIOLOGICAL PRODUCTS.

REPORT BY THE PRESIDENT ON THE SESSION HELD AT FRANCKFORT-ON-MAIN  
FROM APRIL 25TH TO 28TH, 1928.

*Submitted to the Committee on May 4th, 1928.*

The members of the Committee will recall that Professor Kolle, Director of the Institute for Experimental Therapy at Frankfort, was kind enough to place his Institute at the disposal of the Commission for the 1928 session. This invitation was accepted, and the session was held last week from April 25th to 28th.

I need not tell you that the Commission was very well received and that every possible arrangement was made by the competent authorities of the Prussian Government, as well as by Professor Kolle and his colleagues, to facilitate our work.

It is hardly necessary for me to say that Dr. Hamel and his colleagues in the Reichsgesundheitsamt (Ministry of Public Health of the Reich) some of whom were present, did everything in their power to ensure the success of the session, and sent a special message of welcome by means of their representatives.

I am sure that the Committee will wish to express its appreciation to the authorities concerned and to Professor Kolle and Dr. Hamel for the most hospitable reception which was given to the members of the Commission.

The great interest that is taken in the work of this Commission in technical circles in Germany was evidenced by the presence of a number of prominent German workers in this field.

The agenda included a large number of subjects, and I am very happy to be able to inform the Health Committee that final agreement was reached concerning a majority of them.

At the same time, the Commission took account of the progress that has been made during recent years in regard to serological and biological work — progress which resulted in certain new proposals which I will place before you, and which also led to the amendment or suppression of certain conclusions which had been adopted in the past.

ANTI-DIPHTHERITIC SERUM.

In regard to anti-diphtheritic serum, the Commission noted that further comparison of the standard sera of London, Frankfort, Copenhagen, Paris and Washington had shown these to be identical in titre and it decided to study the possibility of utilising the flocculation method as a means of assaying the value of anti-diphtheritic serum and of diphtheritic antigen.

An interesting proposal made by Professor Louis Martin was adopted by the Commission in regard to active immunisation against diphtheria by means of anatoxin, and the Commission decided to study the value of the anatoxin in use as well as the method of vaccination employed.

ANTI-TETANIC SERUM.

The work which the Commission has carried on since October 1926 in regard to a standard serum and the international unit has led to the conclusion that the unit, as defined by the conference held in Geneva in 1926, is suitable for international use and may now be adopted definitely.

ANTI-DYSENTERIC SERUM.

The comparative studies on this subject which have been carried out by the Danish State Serum Institute and the participating laboratories have given concordant results, and the Commission now proposes to adopt as an international standard the standard serum prepared and distributed by the Copenhagen Institute.

SCARLET FEVER.

The Commission did not feel itself able to express an opinion on the ætiology of scarlet fever, but decided to adopt as a basis for study the standard serum prepared by the Federal Government of the United States. The members of the Committee will be pleased to learn that the Hygienic Laboratory at Washington is prepared to place at the disposal of the participating Institutes a sufficient quantity of the standard serum for the studies in question.

#### ANTI-GANGRENOUS SERA (*B. Welchii*).

Recent work has shown the interest which attaches to this subject, and the Commission decided, in view of the possibility of standardising the different sera, to institute comparisons of the standards in the countries concerned and to place this item on the agenda of the next conference.

#### TUBERCULIN.

Encouraging results have been obtained in this field, the comparison of the standards at the National Institute for Medical Research, London, and the Institute for Experimental Therapy, Frankfort, having shown these standards to be identical in potency. - The Commission considers that this question has, for practical purposes, been solved, and there is every reason to hope that an international standard may be adopted at a subsequent session.

#### BLOOD GROUPS.

The Committee has already expressed a favourable opinion in regard to the proposal for an international nomenclature of blood groups. The members will be pleased to learn that this nomenclature has been generally accepted. The Commission considers that, in order to avoid confusion, the test sera should be given a special designation, which will not only use the ordinary name of the serum but will also give an indication of its quality.

The Commission has also decided that the standard sera in use in various countries should be compared and that further studies should be made in regard to the preparation, conservation and distribution of test sera, as well as to methods of determining blood groups.

The Health Committee will recall that the Danish State Serum Institute acts as the central laboratory of the Health Organisation of the League of Nations for the comparative study and distribution of preparations and standards.

#### RABIES.

The Commission considered certain results of the International Rabies Conference with a view to the possibility of standardising the material used in the treatment of rabies, and considered that the proposals made by Dr. Remlinger in this respect provided useful methods of giving effect to its resolutions.

\* \* \*

Dr. Dale presided over a conference in which the standardisation of a whole series of therapeutic substances was discussed. Here also final agreement was reached in regard to a majority of the substances in question.

#### SALVARSAN.

The resolutions of the Geneva Conference, 1925, were endorsed and a number of recommendations were added. It was decided that the standard samples for neo-salvarsan and sulpharsphenamine provided by Professor Kolle and Professor Voegtlin respectively are suitable for adoption as the bases for the international standards.

When a new preparation of neo-salvarsan is required, it will be tested in the first instance in the Frankfort Institute for Experimental Therapy, and later by the National Institute for Medical Research, London, which will act for this purpose, and for the distribution of the standard, as the central laboratory of the Health Organisation of the League of Nations. The Commission made a similar recommendation in regard to sulpharsphenamine, the standard for which will be prepared by Professor Voegtlin at Washington.

Recommendations were made in regard to methods of conserving the samples and carrying out the tests, and a suggestion of Professor Hata in regard to the use of animals infected with spirochætes instead of trypanosomes as an alternative was adopted.

#### DIGITALIS.

The members of the Health Committee have learned with regret of the death of Professor Magnus, whose co-operation was of so much value to the Permanent Standards Commission. When the material prepared and supplied by Professor Magnus has been nearly exhausted or has become deteriorated, it will be necessary to make arrangements for the renewal of the standard, and this task has been entrusted to the Pharmacological Laboratory of the University of Utrecht, The Netherlands (Dr. Bijlsma).

As usual, the distribution of the standard will be undertaken by the National Institute for Medical Research, London, acting as the central laboratory of the Health Organisation of the League of Nations for this purpose.

The Commission adopted a certain number of recommendations in regard to methods of preparing and testing the standard and in regard to its use in the preparation of the drug for treatment.

#### STROPHANTHUS.

The Commission recommended that a sample of ouabain should be prepared and kept as an international standard for the biological assay of strophanthus and its preparations, and requested Professor Tiffeneau, of the University of Paris, to be responsible for the preparation of the standard; here, again, the National Institute for Medical Research, London, acting as the central laboratory for the Health Organisation of the League of Nations, will make the necessary arrangements for distribution.

#### SCILLA.

The Commission decided to study the possibility of preparing a stable standard from a suitable dried sample of the drug.

#### PITUITARY EXTRACT.

The international standard, as adopted during the conference held at Geneva in 1925, has given uniformly favourable results.

The Commission adopted detailed indications in regard to carrying out the various tests, in order to indicate the strength of the different active principles present. The unit was also defined in the case of each active principle.

#### INSULIN.

The Health Committee will be pleased to learn that the unit adopted and recommended at the 1925 Geneva session is now in use all over the world as the only unit of insulin.

Consideration was given to the permissible content of organic solid matter per unit in preparations of insulin and in regard to the stability of such preparations, and it was noted that general improvement had taken place in the preparation of insulin and in its manufacture in different countries in both these respects.

In view of the present satisfactory condition, the Commission decided to confirm the action of the Geneva session, particularly in regard to the final adoption of the international unit.

#### THYROID PREPARATIONS.

No action was taken in regard to these preparations.

#### ERGOT.

The Commission decided to endorse the recommendation of the Edinburgh conference for the standardisation of ergot and its preparations by a method measuring its content of the specific alkaloid (ergotoxin or ergotamine).

#### ANTHELMINTICS.

*Filix Mas.* — The Commission made no further recommendation concerning the standardisation of this preparation.

*Oil of Chenopodium.* — In view of the fact that the chemical determination of the ascaridol content of oil of chenopodium is more satisfactory than any biological method of assay, the Commission decided to make no recommendation in regard to this substance.

\* \* \*

The members of the Committee will, I am sure, feel gratified at the evidence of progress which is given in this report which I have the honour of presenting to you on behalf of the Permanent Standards Commission. I have no doubt that the Committee will wish to recommend to the Council of the League that the report and recommendations of the Frankfort session be now officially communicated to the various Governments and to the competent authorities of these Governments, together with all the relevant documentation, with a recommendation that official action be taken on the basis of the results of the Commission's work.

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ANNEX 7a.

REPORT OF THE PERMANENT COMMISSION ON STANDARDISATION OF  
SERA, SEROLOGICAL REACTIONS AND BIOLOGICAL PRODUCTS.

(Frankfort-on-Main, April 25th to 28th, 1928.)

I. STANDARDISATION OF ANTIGENS AND ANTI-BODIES.

I. ANTI-DIPHTHERITIC SERUM.

The Commission noted that, in pursuance of a resolution adopted at the Conference held in Paris in 1922, further comparison of the standard sera of Copenhagen, Frankfort, London, Paris and Washington, carried out at the Danish State Serum Institute, had shown these sera to be identical in titre.

In view of new facts brought to light by the phenomenon of flocculation occurring in the mixture of specific toxin and anti-diphtheritic serum, the Commission decided to study the evaluation of anti-diphtheritic serum and of diphtheritic antigen (toxin and derivatives) by the flocculation method.

To facilitate this study, the Pasteur Institute will place at the disposal of the Health Organisation of the League of Nations samples of serum and of antigen, the latter in the form of previously standardised anatoxin.

2. ANTI-DIPHTHERITIC VACCINATION BY MEANS OF DERIVATIVES OF TOXIN.

In view of the increasing importance of anti-diphtheritic vaccination by derivatives of toxin (anatoxin, etc.), the study of this subject is proposed.

It is desirable that investigations should now be commenced to determine the value of the preparations in use and of the method of vaccination.

In order to facilitate these investigations, the Pasteur Institute will place at the disposal of the Health Organisation of the League of Nations samples of the anatoxin prepared in the Institute.

3. ANTI-TETANUS SERUM.

In pursuance of the following resolution adopted by the Permanent Standards Commission at the session held in Geneva in October 1926:

“ The unit is to be determined with a standard serum in such a way that its relation to the American unit is exactly 2 International to 1 American unit.

“ This resolution is the consequence of the proposals made to the Second International Serological Conference of 1922 by Professor Louis Martin and Professor W. Kolle, and of the investigations carried out in the several laboratories since that date ” —

the Danish State Serum Institute compared the standard sera of the different laboratories and found them equivalent in titre, by the various methods in use.

On the basis of these comparative tests, the Commission now proposes to adopt the anti-tetanic unit as defined in the above resolution.

4. ANTI-DYSENTERIC SERUM (SHIGA).

In view of the following resolution adopted by the Permanent Standards Commission at the session held at Geneva in October 1926:

“ The method of assay for anti-dysenteric serum proposed by the State Serum Institute at Copenhagen, on the basis of the work carried out by the Committee for Investigation of Anti-dysenteric Serum (President: Professor Shiga), constitutes a real advance on former methods.

“ It is desirable to continue the trials by taking as standard the serum of the Copenhagen Institute. The Copenhagen Institute will send to each laboratory, every two months for a year, the standard serum, with an exact indication of the method of using this provisional unit.

“ The laboratories concerned will send every two months for a year, to Copenhagen, anti-dysentery serum exactly assayed according to this method, with a view to confirmation of the results obtained.

“ If all the results are in agreement, it will be possible to adopt a definite international unit, in terms of the standard serum of Copenhagen. Only then will it be possible to make a clinical investigation of the therapeutic potency of sera of different origins ” —

the Danish State Serum Institute and the participating institutes carried out the tests provided for in the resolution and obtained concordant results.

Accordingly, the Commission proposes to adopt a standard serum prepared and distributed by the Danish State Serum Institute to establish the international antitoxic unit.

The serum is prepared for distribution in such a way that 1 unit is contained in 1/200 of 1 c.c.; and that a dilution in the proportion of 1 : 200 contains 1 unit in 1 c.c.

A test dose of a dysentery toxin shall be defined as such a quantity that, when 1 c.c. of this serum dilution is mixed with it, the mixture shall cause death in one-third of the mice receiving it by intravenous injection.

When a toxin is standardised in this way, it may be used in titrating the sera.

### 5. SCARLET FEVER.

Without expressing an opinion on the ætiology of scarlet fever or on the methods of testing sera prepared with the products of culture of hæmolytic streptococci isolated from cases of scarlet fever, it would be useful to render future researches along this line more readily comparable. To this end, the standard serum adopted by the Federal Government of the United States may be selected as a basis for study; the Hygienic Laboratory has agreed to place at the disposition of the Health Organisation of the League of Nations a sufficient quantity of the standard serum.

### 6. ANTI-GAS-GANGRENE SERA.

In view of recent work on this subject, the Commission considered the possibility of standardising different anti-gas-gangrene sera, and decided to institute comparisons of the standards in the countries concerned, and to place this item on the agenda of the next session.

### 7. TUBERCULIN.

In pursuance of the recommendation adopted by the Commission at the session held in Geneva from October 11th to 13th, 1926, in regard to tuberculin, comparative studies of the standards at the National Institute for Medical Research, London, and the Institute of Experimental Therapy, Frankfort, have shown that these standards are identical in potency.

A large amount of this standard has been prepared at the National Institute for Medical Research and placed at the disposal of the Health Organisation of the League of Nations.

The Commission decides to continue the comparison of standards existing in various countries with the standard in question, the State Serum Institute of Copenhagen to act as the central laboratory of the Health Organisation of the League of Nations for this purpose.

In view of the encouraging results already obtained, the Commission considers that agreement may shortly be reached in regard to an international standard.

### 8. BLOOD GROUPS.

The Commission:

I. Learns with satisfaction that, on the initiative of the Health Organisation of the League of Nations, the nomenclature proposed by von Dungern and Hirsfeld for the classification of blood groups has been generally accepted, and recommends that this nomenclature shall be adopted for international use, as follows:

O            A            B            AB

To facilitate the change from the nomenclature hitherto employed, the following is suggested:

Jansky	O (I)	A (II)	B (III)	AB (IV)
Moss	O (IV)	A (II)	B (III)	AB (I)

II. Recommends the adoption of the following method of designating test-sera:

Test-serum A (anti-B),  
Test-serum B (anti-A).



III. Suggests that test-serum A (anti-B) should be placed in containers of white glass, test-serum B (anti-A) in containers of brown glass.

IV. Considers that the standard sera in use in various countries should be compared by the Danish State Serum Institute, acting as the central laboratory of the Health Organisation of the League of Nations with a view to the ultimate adoption of international standards. For this purpose, comparative experiments should also be made in regard to the preparation, conservation and titration of test-sera, and also of the methods of determining blood groups.

## 9. RABIES.

In view of the ultimate possibility of standardising the material used for anti-rabies treatment, the Commission considers that the proposals of Doctor Remlinger provide useful methods of giving effect to the recommendations of the International Rabies Conference.

## II. STANDARDISATION OF THERAPEUTIC SUBSTANCES BY BIOLOGICAL METHODS.

### I. SALVARSAN.

The Commission reviewed the recommendations of the Geneva Conference of 1925 as to the suitability of the standard preparations supplied by Professor Kolle, and distributed by Dr. Dale for experimental investigation. The following conclusions with regard to the Geneva recommendations were reached:

I. That the internationally recognised biological standardisation of remedies of the arsenobenzene group should be made with a series of standard preparations, one for each of the compounds in question. (Endorsed without modification.)

II. That the following are the remedies which at present should be the subject of internationally recognised standardisation (endorsed without modification):

1. Dioxydiamino-arsenobenzene dihydrochloride (syn. salvarsan, arsphenamine, arsenobenzol, etc.); and
2. Its metallic derivatives (silver-salvarsan); and
3. Its sodium salt (sodium salvarsan);
4. Dioxydiamino-arsenobenzene sulphoxylate of sodium (syn. neosalvarsan, neoarsphenamine, novarsenobenzol, etc.);
5. Neosilver-salvarsan;
6. Sulpharsphenamine (syn. sulfarsenol).

III. That Professor Kolle of the Georg-Speyer Haus, Frankfurt-on-M., be requested to accept the responsibility for preparing, maintaining and distributing the standard preparations (1) to (5) on behalf of the Health Organisation of the League of Nations, and that Professor Voegtlin, of the Hygienic Laboratory, Washington, be invited similarly to be responsible for the standard preparation of (6). (Endorsed.)

The Commission added the following recommendations with regard to the standard preparations of neosalvarsan and sulpharsphenamine:

(1) That the standard samples for neosalvarsan and sulpharsphenamine provided by Professor Kolle and Voegtlin respectively for trial, are suitable, as regards toxicity and experimental therapeutic activity, for adoption as the basis for the international standards;

(2) That, when a new preparation of neosalvarsan is required, it shall be tested in the first instance in the Frankfurt Institute of Experimental Therapy, and there found to be equivalent in toxicity and experimental therapeutic activity to the existing standard; and that its equivalence to the existing standard in these respects shall be confirmed by tests carried out in the National Institute for Medical Research, London, acting on behalf of the Health Organisation of the League of Nations, before its adoption for use as an international standard.

Similarly, when a new standard of sulpharsphenamine (sulpharsenobenzene, sulpharsenol, myosalvarsan) is required, this shall similarly be tested and found equivalent to the existing standard in the Hygienic Laboratory, Washington, and this finding shall be similarly subject to international confirmation, before the new standard is adopted for international use.

With a view to ensuring the greatest possible stability for the standards of these two salvarsan derivatives, the Commission considered that the following precautions should be adopted. The material intended for use as a standard should be tested for its stability by heating to 60° C. for several days; it should be dried to constant weight *in vacuo* over P<sub>2</sub>O<sub>5</sub>; it should be hermetically sealed in glass ampoules filled with a dry, neutral gas; and it should thereafter be kept at a temperature not higher than 0° C. before issue, and subsequently in the official institute in each country to which it is distributed.

IV. It was decided to recognise a test for experimental therapeutic action on animals infected with spirochaetes as an alternative to that in which trypanosomes are used. The recommendation of the Geneva Conference of 1925 was accordingly modified to read as follows:

“ That every batch of the remedies in question, before issue for therapeutic use on human patients, should be tested on normal animals for toxicity and on animals infected with a suitable strain of pathogenic trypanosomes or spirochaetes for experimental therapeutic activity.”

V. In view of experiments undertaken to determine the efficacy of different tests in recognising the presence in different preparations of a toxicity exceeding that of the standard preparation by varying percentages, it was decided that a 20% excess of toxicity above that of the standard would be a suitable limit of tolerance, and the recommendation of the Geneva Conference of 1925 was accordingly modified to read as follows:

“ That samples of every batch should be tested for toxicity on at least ten mice or five rats, or on both, material from several separate ampoules of each batch being separately tested, and that only such preparations should be passed for issue as exhibit, under identical conditions of experiment, a toxicity not exceeding that of the corresponding standard sample by more than 20 per cent.”

VI. The necessary modification was made in conformity with IV as now adopted:

“ (1) A series of mice or rats is to be taken, having the same degree of infection with trypanosomes or spirochaetes, as determined by some method of enumeration per unit volume of blood.

“ (2) In such a series of animals with a uniform degree of infection, each batch should be tested for therapeutic action in several (*e.g.*, two to four) doses, with at least three animals on each dose, and the result should be evaluated by comparison with the effects of the standard preparation, administered to animals of the same species, with the same degree of infection.

“ (3) Only such preparations should be passed for issue as exhibit, under identical conditions of experiment, an experimental therapeutic activity not less than that of the corresponding standard sample by more than 20 per cent.”

VII. It is further recommended that, before a batch of one of the remedies in question is certified for general issue, samples of it shall have been used on a series of human patients, under the supervision of a qualified expert. (Endorsed without modification.)

VIII. It was agreed that any individual State could modify its national standard, on the condition that its toxicity and its experimental therapeutic activity are determined by comparison with those of the International Standard.

## 2. DIGITALIS.

The Commission reviewed the recommendations of the Conference held at Geneva in 1925. In considering recommendation No. 1:

“ 1. That, as an international standard, a dry, powdered preparation of the leaves of *digitalis purpurea* shall be made by Professor Magnus, on behalf of the Health Organisation of the League of Nations, of the same strength ( $\pm 10\%$ ) as the experimental standard powder, prepared in accordance with the decision of the First International Conference on Biological Standardisation (Edinburgh, 1923), and forming the basis of the various reports presented to this Conference. This standard shall be prepared by the mixture of ten different powders, made from leaves properly dried at 55-60° C., shall be adjusted by biological assays, carried out by Professor Magnus (who will use the method of assay on cats), and shall be distributed for international use. The permanence of its activity shall be annually controlled by Professor Magnus. If it should deteriorate, or if the supply should be nearly exhausted, a new standard preparation shall be prepared by the same method, and of exactly equal activity.

“ The preparation shall be distributed in sealed ampuls of brown glass. These shall be placed at the disposal of the different countries, for the assay of their own national standard preparations” —

they had in evidence reports from different countries in which the standard preparation furnished by the late Professor Magnus had been on trial since 1925. In Germany, a national standard based on that prepared by Professor Magnus had been officially adopted, and in practical use since January 1st, 1928. There had been no difficulty in preparing the whole of the supply of *Folia digitalis* required for use in Germany to such a strength that 1 gramme contained from 2,200-2,350 lethal doses for the frog, a value which corresponded closely with that of the standard prepared by Professor Magnus. The results in other countries in which the standard had been tried, but without official adoption, being also uniformly favourable, the Commission decided that the standard preparation in question should now be definitely adopted for international use.

Owing to the lamented death of Professor Magnus since the Geneva Conference of 1925, it was necessary to recommend a new arrangement for the renewal of the standard when the present supply should be nearly exhausted or should show signs of deterioration. The Commission recommended that the Pharmacological Laboratory University of Utrecht, Holland, be requested to undertake this responsibility. They recommended that Dr. Bijlsma should be asked to prepare

such a standard by mixing a number of samples of carefully dried digitalis leaves from different sources, so as to obtain a mixture possessing specific activity identical with that of the existing standard as measured by the cat method. They further recommended that, before its adoption to replace the standard prepared by Professor Magnus and in international use, the new standard prepared by Dr. Bijlsma should be tested in other countries by other methods — by the infusion methods using guinea-pigs as recommended by Professor Knaffl-Lenz or dogs as recommended by Professor Tiffeneau, and particularly by the lethal dose method on the frog. Only when the reports from the experts in different countries, who would test it by such different methods, showed it to be practically identical in activity with the existing standard, should it be definitely adopted. It will then be kept and distributed by the National Institute for Medical Research, London, acting on behalf of the Health Organisation of the League of Nations. The Commission further recommended that, in preparing a standard for international use, it would be desirable to use more stringent precautions for drying the material than those which were adopted by Professor Magnus, so as to give a water-content in the final product, as distributed into glass ampuls for preservation, of not more than 3 per cent, in place of the 7 to 8 per cent water-content of the existing standard preparation.

“ No. 2. According to present knowledge, no particular method of extraction (infusion, cold alcohol, warm alcohol) can be recommended as the only correct one. It is necessary, however, for the purpose of assay, that the preparation to be tested and the standard preparation shall be extracted by the same method.” (Adopted without modification.)

No. 3. The Commission considered that they had now sufficient evidence before them to justify a somewhat wider recommendation with regard to comparative methods of testing than that adopted by the Geneva Conference of 1925. It considered that the following methods might be recommended as suitable:

(a) The frog method in the form recommended by the Geneva Conference, or in its other modifications.

(b) The method using intravenous infusion in the mammal, as described by Hatscher and modified by Magnus and his colleagues for the cat, by Knaffl-Lenz for the guinea-pig, or by Tiffeneau for the dog.

(c) The Commission considered that the methods described by Mansfeld, using portions of the isolated *sinus venosus* of the frog, and by Trevan, using the isolated auricle of the rabbit, merited further investigation, with a view to consideration on a future occasion.

With regard to the recommendation made by the Geneva Conference of 1925, in connection with the frog test, as described in detail in their report, for a tolerance of  $\pm 25$  per cent in relation to the standard, the Commission considered, in the light of experience since obtained, that this allowance was unduly generous, and that the tolerance of  $\pm 15$  per cent would give an adequate margin for practical use.

With regard to the preparation and standardisation of the *tincture* of digitalis, the Commission took the view that it is desirable to have regard to the conditions of its preparation, whether in small quantities, as by the individual pharmacist, or on a large scale, as in pharmaceutical factories. In the former case, no further prescription is necessary than the use, for preparation of the tincture, of a standardised powder, so as to conform to the international standard. In the latter case, which would apply also to the manufacture on a large scale of different proprietary preparations of digitalis containing the whole of the active principles of the drug, it was regarded as unnecessary to require the use of the drug of standard strength, provided that the activity of the tincture, as so prepared, is controlled by biological assay, and adjusted to identity in activity with the tincture prepared from the international standard. For the convenience of notation under such conditions, it was considered that the definition of a *unit* of digitalis activity, in terms of the international standard preparation, would be desirable, and the Commission made accordingly the following recommendation:

“ That, when the dosage of digitalis or its preparations is expressed in units of activity, the unit employed for any preparation and in any country should be an *international unit*, which should be defined as *the specific activity contained in 0.1 gramme of the international standard powder.*”

No. 4. With regard to the recommendation of the Geneva Conference of 1925 for the use of G. strophanthin (ouabain) as a standard for preparations of strophanthus, the Commission, considering the variable activity of different preparations of ouabain, due to varying proportions of water of crystallisation, recommends that, in using ouabain as a standard for biological assay, the quantity employed should be expressed in terms of the weight of water-free ouabain present. To facilitate this they recommended that a sample of ouabain should be prepared and kept as an international standard for the biological assay of strophanthus and its preparations, and that this standard should have an accurately determined content of water-free ouabain. Professor Tiffeneau will prepare such a standard and place it at the disposal of the League of Nations, the National Institute for Medical Research, London, keeping and distributing it on behalf of the Health Organisation.

### 3. SCILLA.

The Commission considered the possibility of establishing an international standard for scilla and its preparations and recommended that the possibility of preparing a stable standard from a suitable dried sample of the drug should be the subject of experimental enquiry.

#### 4. INSULIN.

The Commission had under review results from official and other laboratories in different countries, in which, since 1925, the standard preparations of insulin recommended by the Geneva Conference of 1925 have been in use. The Commission found that the results were uniformly favourable and that the unit adopted and recommended by the Geneva Conference of 1925 was now in use all over the world as the only unit of insulin. In view of this satisfactory position, the Commission decided to adopt the recommendations of the Geneva Conference of 1925 as regards the standard of insulin without modification:

" 1. That the dry preparation of insulin hydrochloride, prepared by the Medical Research Council of Great Britain, at the request of the Edinburgh Conference, should be accepted as the international standard preparation of insulin. That 1 milligramme of this standard contains 8 units of insulin (or 1 unit = 0.125 milligramme), as provisionally defined by the Insulin Committee of the University of Toronto.

" 2. That this standard preparation be kept, on behalf of the Health Organisation of the League of Nations, by the Medical Research Council, who will undertake to test the permanence of its potency from time to time.

" 3. That samples of this preparation, weighing 0.100 gramme each, be sent to some responsible organisation in each country (such as an Insulin Committee or a Government institution) who will undertake further distribution to testing laboratories. In those countries in which no suitable organisation for this purpose exists, samples of the standard will be distributed by the Medical Research Council after consultation with the Insulin Committee of the University of Toronto, or, in case this Committee be discontinued, with one appointed by the Committee of the League of Nations.

" 4. That each testing laboratory should prepare a standard of its own, and should compare the potency of this with the sample of the international standard placed in its hands for this purpose. When the latter is exhausted, further comparisons with the international standard should, where possible, be undertaken by the responsible authority for the particular country.

" 5. That either of the following methods be considered as suitable for the bio-assay of insulin:

" (a) *Methods depending on the effect on blood-sugar.*

" *First method.* — Varying quantities of insulin that are less than the convulsive dose are injected subcutaneously into rabbits of about two kilograms body-weight, from which food has been withheld for 18-24 hours, and the average of the blood-sugar percentages over a period of five hours after the injection is subtracted from the blood-sugar percentage immediately preceding the injection. The number of units of insulin present in each cubic centimetre of the preparation is then calculated by use of a formula (see report). Each rabbit used in the assays is tested at suitable intervals with a standard preparation which is periodically compared with the international standard.

" *Second method.* — Alternatively, one-half of a series of rabbits receives, in each case, an injection of  $\frac{1}{2}$  unit of the standard preparation per kilogram, and the other half receives, on the same day, the dose supposed to be equivalent to the sample under test. The percentage fall of the blood-sugar content over a period of five hours is determined as above. A few days later the determinations are repeated on the same series of rabbits in this way, that the rabbits previously receiving the standard preparation now receive that under test and *vice versa*.

" From the relation between the falls of blood-sugar content produced, on the one hand, by the standard preparation, and on the other hand by the sample under test, the true activity of the latter in units per c.c. can be calculated. (See separate report.)

" (b) *Method depending on the incidence of symptoms in white mice.*

" The assay is carried out by comparison with a standard preparation injected simultaneously with the unknown sample on an equal number of mice from a common stock. The onset of convulsions or collapse is used as the end point of the reaction and a mouse dose is the quantity producing convulsions (or collapse) in half the number of mice injected. During the test the mice are kept in an incubator at a uniform temperature of not less than 30° C. (For details of these methods see separate report.)

" 6. That the Conference appoint a sub-committee, which shall submit recommendations with regard to the permissible content of organic solid matter per unit in preparations of insulin and with regard to tests for the stability of such preparations.

" 7. That, in future, the term "unit of insulin" or "insulin unit" should only be used in the sense indicated above."

On the question raised concerning recommendation No. 6, no information had been received from the suggested Sub-Committee to put before the Commission, with a view to a decision concerning the permissible content of organic solid matter per unit in preparations of insulin, or with regard to tests for the stability of such preparations. In view of the general improvement of the preparations of insulin now manufactured in different countries in both these respects, the Commission is of opinion that international action with regard to them might no longer be necessary. Recommendation No. 6 of the Geneva Conference may be regarded as in abeyance until there is some further indication of the necessity of international action. It was decided that the standard will be conserved and distributed by the National Institute for Medical Research, London, acting on behalf of the Health Organisation of the League of Nations.

## 5. PITUITARY EXTRACT.

The Commission reviewed the recommendation made by the Geneva Conference of 1925, and reached the following conclusions:

Recommendations 1 and 2 should be endorsed without modification, the reports from different centres to which the standard material prepared by Professor Voegtlin had been distributed in the intervening period being uniformly favourable to its adoption, viz. :

" 1. That the dry (acetone) extracted substance of the fresh posterior lobe of the pituitary gland, which was recommended by Professor Voegtlin to the Edinburgh Conference as suitable for adoption as a standard of activity for pituitary extracts, and which has since been adopted as the standard for this purpose in the United States Pharmacopœia, Edition X, be now definitely accepted as the International Standard.

" 2. That, since the evidence before the Conference indicates that, by strict adherence to the instructions for its preparation, as given in the United States Pharmacopœia, Edition X, a sample of this powder of standard strength can be prepared at any time and in any country, the authority responsible for biological standardisation, in each country concerned, should prepare such quantities of the standard as are needed for distribution in its own country. That Professor Voegtlin be requested to furnish, on behalf of the Health Organisation of the League of Nations, a small sample of the standard, as originally prepared for examination by the Edinburgh Conference, to any authority which may need it for confirmation of its own national standard."

With regard to recommendations Nos. 3 and 4, the Commission regarded these as no longer necessary and as possibly undesirable, in view of the doubt expressed by certain members of the Conference as to whether these standard powders prepared by extraction with acetone retained the anti-diuretic activity of the original gland without loss. The Commission accordingly decided that recommendations Nos. 3 and 4 of the Geneva Conference should not be endorsed.

Recommendation No. 5 was discussed in detail and the Commission decided that it should be altered to read as follows:

" That the extracts from the standard powder should be prepared for the purposes of the comparative biological tests according to the method indicated in the United States Pharmacopœia, Edition X; for the purposes of biological assay, the test on the isolated uterus of the virgin guinea-pig as described in the United States Pharmacopœia, Edition X, is recommended for estimation of the oxytocic activity; for estimation of the pressor activity, comparative tests on the anæsthetised dog or the decapitated cat are recommended; for estimation of the anti-diuretic action, tests on the unanæsthetised dog, on the normal man, or on the patient with diabetes insipidus are regarded as suitable."

### Note.

The Commission has taken into consideration the effect on the recommendations of the Geneva Conference of 1925 of recent evidence proving that the pressor and oxytocic activities of the pituitary extract are due to different active principles, and of indications that the anti-diuretic activity may be due to yet another principle. It has noted that the discoverers of the method of separating the pressor and oxytocic principles have found no difficulty in expressing the activity of their univalent preparations in pressor and oxytocic units of the international standard powder. It is accordingly of opinion that, if the anti-diuretic action should prove to be due to yet another principle, it may be possible to express its activity in units of anti-diuretic action of the same standard powder, but considers that further evidence is necessary of the uniformity and stability as regards this action of different preparations of the standard.

The Commission accordingly recommends, in the light of the uniformly favourable experience obtained since the Geneva Conference of 1925, *that the dry preparation of the acetone-extracted fresh posterior lobe substance of ox pituitary be now definitely adopted as the international standard preparation for the biological evaluation of preparations of the posterior lobe of the pituitary body, whether containing all the active principles of the lobe, or the pressor or oxytocic principle only, in separate solution.*

It further recommends that the activity of any such preparation should be expressed in relation to the international standard in units of pressor or oxytocic activity, and that, in each case, *the unit of such activity shall be that of 0.5 milligramme of the standard powder.*

Concerning the suitability of the standard for assay of the anti-diuretic action, the Commission as yet expresses no final opinion.

No. 6. The Commission considered recommendation No. 6 of the Geneva Conference of 1925, and decided to adopt it with such modification as to make it read as follows:

" That, in making the assay for oxytocic action on the guinea-pig's uterus, it is recommended that a test for non-specific, stimulant activity on that organ should be applied. This can be done by treating the extract under examination with normal NaOH for one hour at the ordinary temperature, neutralising to litmus paper, and re-testing on the guinea-pig's uterus; or the untreated extract may be tested for such non-specific, stimulant action on the isolated guinea-pig's intestine in comparison with histamine. Neither method should show an activity corresponding to that of more than 0.1 milligramme of histamine (base) per 10 units of specific oxytocic activity. "

No. 7. In view of the evidence before them that the methods of indicating the strength of extracts in the units recommended by the Geneva Conference of 1925 have been found of practical value in different countries and particularly in the United States of America, where the standard, but not the unit, has already been adopted in the Pharmacopœia, the Commission decided to endorse the recommendation No. 7, of the Geneva Conference of 1925, with modifications, as follows:

“ That the strength of all extracts of the pituitary posterior lobes should be expressed in units of activity, the activity extracted from 0.5 milligramme of the standard powder under the conditions above indicated being defined as one unit. ”

#### 6. THYROID PREPARATIONS.

The question of the necessity of biological standardisation for thyroid preparations was further considered, and the Commission decided to make no further recommendation at present.

#### 7. ERGOT.

In view of results of recent clinical experiments showing that the essential factor in the activity of ergot on the uterus is the action of the specific alkaloids (ergotoxine, ergotamine), histamine having a subsidiary effect in accelerating the onset of the action, and experiments made on the parturient cat, which appeared also to indicate a potentiating effect of histamine on the action of the specific alkaloids, the Commission decided to endorse the recommendation of the Edinburgh Conference for the standardisation of ergot and its preparations by a method measuring its content of the specific alkaloid (ergotoxine or ergotamine). For this purpose, the method of Broom and Clark, using the isolated uterus of the rabbit, was recommended as convenient and accurate.

#### *Anthelmintics.*

#### 8. FILIX MAS.

The Commission made no further recommendation concerning the standardisation of this preparation.

#### 9. OIL OF CHENOPODIUM.

The different biological methods for standardising or controlling the activity of this substance, with reference to its content of ascaridol having proved unsatisfactory, and in every case inferior to a relatively simple colorimetric chemical determination of the ascaridol content, the Commission decided that no recommendation can at present be made for the biological assay of this oil.

#### LIST OF THE PARTICIPANTS.

##### I. *Permanent Standards Commission of Biological and Serological Products:*

Dr. MADSEN, Chairman.	Professor KOLLE.
Dr. H. H. DALE.	Professor LOUIS MARTIN.

##### II. *Serology: Sub-Commission for Anti-Dysentery Serum.*

Professor DOERR.	Professor DUMAS.	Professor LOUIS MARTIN.
Professor DOPTER.	Professor HIRSZFELD.	Dr. O'BRIEN.
Dr. DOUGLAS.	Professor KOLLE.	Professor TSURUMI.

The following were invited to discuss:

<i>Anti-Scarlet-fever Serum:</i>	<i>Tuberculin:</i>	<i>Blood Groups:</i>
Dr. H. H. DALE.	Dr. H. H. DALE.	Dr. H. H. DALE.
Dr. DOUGLAS.	Dr. DOUGLAS.	Dr. DOUGLAS.
Professor HIRSZFELD.	Professor KOLLE.	Professor HIRSZFELD.
Professor LOUIS MARTIN.	Professor LOUIS MARTIN.	Professor KOLLE.
Dr. O'BRIEN.	Dr. O'BRIEN.	Professor LOUIS MARTIN.
	Professor TSURUMI.	

*Anti-Rabies Treatment:* Dr. REMLINGER.

##### III. *Biological Products:*

The following were invited to discuss:

<i>Salvarsan:</i>	<i>Insulin and Pituitary Extract:</i>	<i>Digitalis:</i>
Dr. BIJLSMA.	Dr. BIJLSMA.	Dr. BIJLSMA.
Dr. H. H. DALE.	Dr. H. H. DALE.	Dr. BURN.
Professor HATA.	Professor HATA.	Dr. H. H. DALE.
Professor HIRSZFELD.	Professor KNAFFL-LENZ.	Professor KNAFFL-LENZ.
Professor KNAFFL-LENZ.	Professor ROST.	Professor ROST.
Professor ROST.	Professor TIFFENEAU.	Professor TIFFENEAU.
Professor TIFFENEAU.		

The following were also present at the meeting:

Professor Bieling, Professor Bürgers, Professor Busson, Professor Dold, Dr. Gonzales, Professor Haendel, Professor Hetsch, Professor Kraus, Professor Krohne, Professor Laubenheimer, Dr. Leist, Professor Lentz, Dr. Mouriz, Professor Neufeld, Professor Otto, Professor Sachs, Professor Saforcada, Dr. de Santana, Professor Schlossberger, Dr. Schmidt.

## ANNEX 8.

## ANTI-TUBERCULOSIS CAMPAIGN TO BE CARRIED OUT IN GREECE.

REPORT BY PROFESSOR LÉON BERNARD, SUBMITTED TO THE COMMITTEE ON MAY 4TH, 1928.

The situation described by Dr. Copanaris cannot leave us indifferent, and I think the Health Organisation should feel honoured by the request that it should collaborate from a technical point of view in the measures to be undertaken to combat the havoc caused by tuberculosis in Greece.

That noble nation has established new claims on universal admiration by the magnificent work accomplished after so many years of war in settling on her own historic soil thousands and thousands of refugees, in providing them with clothing, food, care, and at length ensuring their establishment by a progressive incorporation into the original population. History will one day celebrate this new epic. This work has been accompanied by the appearance of health problems, of which certain have previously been brought to our attention and in the solution of which we have rendered some assistance; the last — that of tuberculosis — to-day calls for our attention.

It is not surprising that material and moral conditions arising out of the privations, misery and suffering which have accompanied the exodus of these unfortunate Greeks from Asia Minor and elsewhere, and the crowding together of human beings, with the distress and promiscuity which are its inevitable consequences, should have in large measure favoured the development of the scourge of tuberculosis. As a result of the slow absorption of the refugees by the original population, the disease has extended to the main body of the people. At the present moment these two elements of the population can hardly be distinguished, and the problem should be treated as a whole.

The methods of approach to this problem should be those of which the success has been demonstrated wherever they have been applied energetically and methodically, notably in Great Britain, the United States of America, Germany and France. They include the creation of dispensaries, of hospital provision, and organisation for the protection of children. The dispensaries alone enable at one and the same time the search for patients, the diagnosis of the disease, the securing of proper treatment for each case, the carrying out of preventive measures in their families, and the educative measures so essential in the interests of both, to be effected. This is not the place to develop these ideas or to outline their methods of application, but the question arises, How many dispensaries are necessary and where should they be established? For the city of Paris, certain calculations led to the conclusion that one dispensary is necessary for about 900 tuberculous families. It would be necessary in Greece to carry out a local enquiry in certain districts selected — in the first place, for example, in Athens, the Piræus, Salonika and Patras — an enquiry which would give an approximate idea of the number and distribution of those suffering from the disease and subsequently of the number and situation of the dispensaries to be created. The classic experiment of Framingham, which was carried out some years ago in Massachusetts, might serve as a guide. It is hardly necessary to say that an investigation of that kind can only be carried out by specially trained doctors and visiting nurses. I shall come back to the point, but I should like to insist on the fact that it is not a question of a statistical study of morbidity statistics, into which many errors might creep, but a preliminary clinical enquiry dealing with the extent and distribution of a widely scattered and often hidden disease, an enquiry having as its main object to indicate the best manner of using the resources available for the campaign.

For hospital accommodation the costly construction of sanatoria is not indicated. It would be preferable to organise establishments which we call in France hospital-sanatoria, *i.e.* special hospitals furnished with facilities for the cure and prevention of tuberculosis, where all kinds of tuberculous patients can be sheltered. It is preferable that they should be situated outside but quite near to towns, and for this purpose existing buildings can often be used if they be specially fitted up, or temporary buildings can be constructed — a method which has been successfully adopted in many parts of France — if sites sufficiently accessible and with a proper exposure are selected. One may obtain in this way temporary structures, which, if well placed and well directed, can give inestimable service. As for the number of beds that should be provided, this would be determined by the number of deaths, for which purpose an enquiry is necessary. Experience in Denmark and the United States indicates the desirability that the number of beds should equal the number of deaths. According to certain comparative studies that I have made with regard to this matter, this provision is somewhat large, and two beds for three deaths is, in my opinion, sufficient. It is obvious that one cannot hope to fulfil all such desiderata. But this is the scale that should be aimed at and accepted as a guide for future effort.

However, the habitations in which a number of refugees suffering from tuberculosis are living would perhaps enable an experiment to be carried out more easily than elsewhere in the matter of creating villages for sufferers from tuberculosis, on the lines, for example, of the remarkable colonies in Great Britain, notably that of Papworth. Such tuberculosis villages, while assuring sufferers from the disease necessary care, would facilitate a rapid return, under medical supervision, to family and social life, including remunerative occupation, having regard to the patient's capacity for work. The protection of children should to-day be inspired by three principles:

1. The principle of separation, formulated by Grancher, which consists in separating children from tuberculous parents before family infection may have produced its sad results.

2. The creation of preventoria for children already infected.
3. The specific immunisation by Calmette's B. C. G. soon after the birth of children of tuberculous parents.

As for the first point, a local enquiry would be necessary to find out under what conditions Grancher's principle might be applied in Greece. In the first place, an educative effort should be made to convince the parents of the necessity for separation from their children. There is little doubt that the lively intelligence of the Greek race would respond readily to such teaching, if it be given with tact and conviction.

Another point is as to whether local manners and customs offer possibilities of placing the children out in peasant families, or whether the children separated from their parents should be placed in collective establishments. These two methods of placing the children out should be considered separately for small infants and for larger children. Such problems demand careful preliminary study.

The only difficulty in so far as preventoria are concerned is one of finance. Even that difficulty is not a very large one, because for these preventoria existing buildings might be used. There remains, however, the question of personnel, which we shall take up later. While waiting for a solution to these problems, there is a simple, easy, harmless method which can be used, the efficacy of which is becoming ever more apparent — that is, immunisation. I believe that, in populations decimated by tuberculosis, this is the first measure to be carried out; by it many lives would undoubtedly be saved.

Carrying out the measures that have been outlined necessitates a campaign of educative propaganda and a sufficient trained personnel. Without the health education of the population, the proposed measures can never be applied. The Rockefeller Foundation has laid down the lines on which this education should be carried out. Perhaps the Foundation might be willing to give its assistance in this matter. In any case, it should be carried out on the lines they have formulated and for that the technical personnel for the anti-tuberculosis campaign should be adequate.

This personnel consists of specialised medical officers and visiting nurses. Without both of these it is hardly worth while to carry out the work which we propose. A nucleus might be found in the specialists and nurses of the Red Cross, but provision should be made for the preparation of many new units. There are many schools for the training of visiting nurses in many countries, and I need hardly say that those of France and, in particular, the school of the National French Committee will be happy to offer hospitality and instruction to such young Greek applicants as may ask for it.

The doctors must also receive a special training for their task. As the knowledge of the French language is widespread in Greece, I should be happy to welcome a certain number of the future occupants of the posts which will be created in the clinic for tuberculosis which I am about to install in the Faculty in Paris. As a matter of fact, I propose to give there an instruction for specialists in anti-tuberculosis work.

Such, gentlemen, are the technical considerations which arise from a study of the Greek situation and from the request for help that has been addressed to us by the Director of the Health Services of that country. From the financial point of view, the organisation which has been set up under the auspices of the League of Nations for the settlement of refugees might perhaps assist step by step, as is imposed by the very nature of things, to the ultimate realisation of the proposals which I put before you. If you are in agreement with them, it will be well to recommend to the Council of the League of Nations the adoption of the proposals of the Health Committee. These proposals would include the outline of an anti-tuberculosis campaign that I have given, as well as the permanent assistance of our organisation by the despatch to Greece of a member of the Secretariat or of a member of the Committee, as circumstances may dictate, in connection with the enquiries to be carried out, the first measures to be applied, and, finally, the establishment of a methodic collaboration with Greek authorities in carrying out this work.

C.H.719.

#### ANNEX 9.

### DESIGNATION OF THREE ADVISERS TO THE HEALTH ADMINISTRATION OF THE FRONTIERS PROVIDED FOR IN THE DECLARATION OF JULY 24TH, 1923, ANNEXED TO THE TREATY OF LAUSANNE.

LETTER FROM THE TURKISH GOVERNMENT TO THE SECRETARY-GENERAL OF THE LEAGUE.

Berne, May 1st, 1928.

[Translation.]

The Government of the Turkish Republic some time ago approached the Office international d'Hygiène publique, through the intermediary of its Ambassador at Paris, with a view to the designation of candidates from among whom would be selected, in conformity with the Declaration



of July 24th, 1923, annexed to the Treaty of Lausanne, three expert medical officers as advisers to the Health Administration of the Frontiers.

The Health Committee of the League of Nations will have been kept informed by the Office international d'Hygiène publique of all the correspondence exchanged with regard to this matter; nevertheless, the selection of candidates seems to be postponed until the Permanent Committee of the Office international shall have examined the terms of appointment during its May session.

As the Government of the Turkish Republic desires to be able to make a selection of the advisers in question as soon as possible, I should be very much obliged if you would refer this matter to the Health Committee of the League of Nations, with the object of securing the prompt designation of candidates, and let me know the results of your kind action in this matter.

(Signed) Mehmed MUNIR,  
Minister.

C.H.711.

ANNEX 10.

YELLOW FEVER IN THE CONGO ESTUARY.

LETTER FROM THE BELGIAN GOVERNMENT TO THE SECRETARY-GENERAL OF THE LEAGUE.

Brussels, April 25th, 1928.

[Translation.]

His Majesty's Government has been informed that the League of Nations contemplates inviting the three countries situated on the estuary of the Congo (France, Portugal and Belgium) to enter into an agreement and to take common action in respect of all prophylactic measures necessary to avoid the spread of yellow fever.

His Majesty's Government wishes all success to this interesting undertaking, but it feels that it must point out that it would appear indispensable to see associated with this arrangement the British Colonies, Territories and Protectorates so as to ensure that Central Africa be protected from yellow fever.

The threatened penetration of this disease by way of the estuary of the Congo and by the important lines of communication which converge on the centre of Africa constitutes, as one knows, a danger of extreme gravity. Moreover, it must be noted that this danger exists not only for the countries established in the Congo Basin but also for the tropical regions washed by the Indian Ocean. The mosquito-carrier is found in the central bed of the river Congo and its tributaries, also on the East Coast of Africa, and the mosquito-carrier swarms in the East Indies.

In view of these circumstances, I have the honour to communicate to you the request of His Majesty's Government, acting on behalf of the Belgian Congo, that the League of Nations should enter into negotiations with the various interested Governments in order to conclude this arrangement and to prepare the lines along which action should be taken.

These countries will therefore be:

Great Britain, representing its possession in tropical Africa;  
France, representing its possessions in tropical Africa;  
Portugal, representing its possessions in tropical Africa;  
Belgium, for the Belgian Congo.

(Signed) HYMANS.

C.H.721.

ANNEX 11.

FOUNDATION FOR THE AWARD OF A DARLING MEDAL AND PRIZE.

MEMORANDUM BY THE SECRETARIAT SUBMITTED TO THE COMMITTEE ON MAY 4TH, 1928.

Geneva, April 23rd, 1928.

The Health Committee will remember that, at its sixth session, held at Geneva in April 1926, it approved a draft set of regulations (document C.H.465) for the award of a prize and of a medal to perpetuate the memory of Dr. S. T. Darling. This prize is to be awarded to the author of an original work on malaria (Appendix I).

At its eleventh session the Health Committee was again called upon to consider the Malaria Commission's proposal regarding the establishment of the Darling Foundation. The subscription list had then just been closed on reaching a total of 10,076 Swiss francs. It was proposed to carry the scheme definitely into effect, and Statutes had accordingly been drawn up.

Various objections being raised, however, by M. Velghe and Professor Pittaluga, the Medical Director was asked to draw up an amended text for the statutes after consulting M. Velghe and Dr. Lutrario. All the steps contemplated in the Health Committee's recommendation have

been taken, and the Medical Director, with the assent of M. Velghe and Dr. Eutrario, has the honour to submit the amended draft of the Statutes of the Foundation (Appendix III).

In accordance with these Statutes, it is proposed to fix the capital of the Foundation at 10,000 Swiss francs. The interest would, in the first place, be appropriated to the payment for the steel dies for the medal (£50) (see Appendix I); then it would be capitalised so as to constitute the cash prize which would be awarded for the first time as soon as an amount of 1,000 Swiss francs had been reached. The first prize would probably therefore only be awarded in 1932<sup>1</sup>.

II. It is further proposed to take the necessary legal steps to constitute the Foundation. With this object, the Medical Director has consulted a Geneva notary, who has submitted a draft constitution for the Foundation (Appendix II), which is valid in Swiss law and which, with a few indispensable alterations<sup>2</sup>, will enable the scheme set out in document C.H.465 to be put into effect.

The scheme contemplates:

1. The formation of a Darling Foundation Committee to award the prize.
2. The appointment of an Administrator to carry out the decisions of the Darling Committee. The Administrator will be the Medical Director of the Health Section of the League of Nations as such.
3. The appointment of a Manager of the Foundation's property. This duty will be discharged by the bankers of the League of Nations (Lloyds and National Provincial Foreign Bank), who will have to invest the capital in gilt-edged securities or keep it on long-term deposit.

#### Appendix I.

##### NOTE ON THE DARLING MEDAL AND PRIZE.

As the contributions amount in all to a capital of 10,000 Swiss francs, the accumulated interest will make it possible to award *at varying dates*:

- (1) A cash prize of a *net amount of 1,000 Swiss francs*;
- (2) A bronze medal.

The medal might be about 6 centimeters in diameter. On one side would be engraved the name and portrait of Dr. Darling, with the years of his birth and death, the whole surrounded by the inscription "The Darling Prize: Prix Darling"; on the other side, in the centre, the inscription "For his valuable research work on malaria" and below, the name of the person to whom the prize is awarded and the year, the whole surrounded by the inscription "League of Nations — Health Organisation: Société des Nations — Organisation d'Hygiène".

The sinking of two steel dies for a medal of this kind would cost about £50, which would be taken from the capital. This sum would be deducted from the first interest.

As the cost of striking the medal would be about 20 Swiss francs, the prize might be awarded approximately every two years, when the accumulated interest amounted to at least 1,020 Swiss francs.

#### Appendix II.

##### DRAFT DEED OF FOUNDATION.

###### Article I.

Under the style of the Darling Foundation there is established this day by..... a foundation..... which shall be administered in accordance with Articles 80 and following of the Swiss Civil Code and with the following special regulations:

###### Article II.

The Foundation is established for the purpose of awarding a prize every two years to the author of an original work on the pathology, aetiology or prophylaxis of malaria. The prize shall consist of a bronze medal and a sum of..... francs.

###### Article III.

The Foundation shall be established at the seat of the League of Nations.

###### Article IV.

The founder endows the Foundation with a capital of ..... Swiss francs.

<sup>1</sup> The accrued interest amounted to 162 francs at December 31st, 1927.

<sup>2</sup> These alterations are of a legal nature and relate to the League of Nations, which, as such, must not be a party to the Deed of Foundation.

*Article V.*

The officers of the Foundation shall be:

- (1) The Administrator of the Foundation, who shall be the Medical Director of the Health Section of the Secretariat of the League of Nations as such;
- (2) The Trustee of the funds of the Foundation (see Article IX).

*Article VI.*

Within the limits of these regulations, the Administrator shall execute the decisions of the Darling Committee, under the direction of the Health Committee of the League of Nations. He shall represent the Foundation in its dealings with third parties.

*Article VII.*

The Administrator shall audit and approve the accounts kept by the Trustee.

*Article VIII.*

The Foundation's funds shall be entrusted to Lloyds Bank, and this office is accepted on its behalf by .....

*Article IX.*

The Trustee shall have all the rights and duties of such an office. He shall follow the principle that the Foundation's funds are to be invested in gilt-edged securities.

*Article X.*

The Administrator of the Foundation is empowered to decide upon its dissolution with the consent of the Darling Committee.

He is also empowered to decide, with the consent of that Committee, how and to whom the assets are to be disposed of in the event of the Foundation being dissolved.

*Article XI.*

The Founder reserves the right to amend and add to the provisions of the present deed with the consent of the Darling Committee.

*Article XII.*

Notwithstanding the fact that this Foundation serves the same ends as the League of Nations, the latter, which is not a party hereto, assumes no general responsibility whatever in respect of the establishment or operation of the Foundation.

**Appendix III.**

FOUNDATION FOR THE AWARD OF A DARLING MEDAL AND PRIZE. STATUTES.

*Article I.*

A Committee styled the "Darling Foundation Committee" shall be formed, and shall be composed of the following members:

- The President of the Health Committee of the League of Nations as such;
- The three Vice-Presidents of the Health Committee of the League of Nations as such;
- The Chairman of the Malaria Commission of the Health Committee of the League of Nations as such.

The Medical Director of the Health Section of the League of Nations as such shall act as Secretary to the Committee.

*Article 2.*

The Darling Foundation Committee shall, in accordance with the Deed of Foundation and with the present Statutes, award a prize, to be known as the "Darling Foundation Prize", to the author of an original work on the pathology, ætiology or prophylaxis of malaria.

*Article 3.*

The Darling Foundation Prize shall consist of a bronze medal and a fixed sum of 1,000 Swiss francs. It shall be awarded whenever the accumulated interest on the Foundation's capital amounts to a net sum of not less than 1,000 Swiss francs, after deducting the total cost of striking the medal.

However, the interest will in the first place be appropriated to the creation of the Foundation, including the manufacture of steel dies for the bronze medal.

*Article 4.*

The Administrator shall ascertain twice yearly from the Trustee of the Foundation's funds the total amount of the interest accumulated since the last award of the Darling Prize. When the interest amounts to a sufficient sum for a prize to be awarded in accordance with the provisions of Article 3, the Administrator shall inform the members of the Darling Committee and of the Malaria Commission.

*Article 5.*

Any member of the Health Committee or of the Malaria Commission, and any national Department of Health, may put forward the name of any person whose candidature is thought worthy of examination with a view to the award of the prize; the nomination must be accompanied by a written statement of the reasons on which it is based. The same candidature may be submitted on several occasions if unsuccessful.

The candidature must be in respect of a work either published within five years preceding the award of the prize or submitted in manuscript to the Health Organisation of the League of Nations. No condition is made as to the age, sex, profession or nationality of the author.

*Article 6.*

When informing the members of the Darling Committee and of the Malaria Commission, in accordance with the provisions of Article 4, that the accumulated interest on the Foundation's capital enables the Darling Prize to be awarded, the Administrator shall likewise forward them copies of all nominations received by him since the last award. He shall then be at liberty to regard the list as closed.

*Article 7.*

At its first meeting following the communication from the Administrator, the Malaria Commission shall discuss in private the relative merits of the candidates nominated, and its Chairman shall notify the Darling Foundation Committee, by letter addressed to the Secretary of the Committee, of the results of these discussions, whatever they may be.

*Article 8.*

The Darling Foundation Committee shall have power to decide finally, by a majority of the members present, to what candidate the medal and prize are to be awarded. Three members at least must be present.

*Article 9.*

On the proposal of one of its members or of the Malaria Commission, the Health Committee may decide to revise the present Statutes. Such decision shall not, however, be valid unless taken by a majority of all the members of the Committee.

*Article 10.*

The Administrator of the Darling Foundation shall be responsible:

For the execution of the decisions taken by the Darling Foundation Committee within the limits of its powers as defined in these Statutes; and

For the observance of these Statutes and generally for the operation of the Darling Foundation as limited by the Deed of Foundation and by these Statutes.

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ANNEX 12.

REPORT OF THE HEALTH COMMITTEE ON THE WORK  
OF ITS TWELFTH SESSION  
(Geneva, April 30th to May 5th, 1928).

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The Health Committee met at Geneva on Monday, April 30th, 1928, at 11 a.m., the list of those attending being as follows:

- Dr. Th. MADSEN, President, Director of the State Serum Institute, Copenhagen.
- M. O. VELGHE, Vice-President (*ex officio*), President of the Comité permanent de l'Office international d'hygiène publique, Secretary-General of the Ministry of the Interior and of Health, Brussels.
- Dr. H. CARRIÈRE, Vice-President, Director of the Swiss Federal Public Health Service, Berne (attended the meetings from May 2nd).
- Professor Léon BERNARD, Director of the Institute of Hygiene of the Faculty of Medicine of Paris, Professor of Tuberculosis at the Faculty of Medicine of Paris and Technical Health Adviser at the Ministry of Health (attended the meetings from May 4th).
- Sir George BUCHANAN, Senior Medical Officer, Ministry of Health, London.
- Dr. Carlos CHAGAS, Director of the Oswaldo Cruz Institute, Rio de Janeiro.
- Dr. Witold CHODZKO, former Polish Minister of Health; Director of the State School of Hygiene, Warsaw.
- Surgeon-General H. S. CUMMING, Chief of the United States Public Health Service, Washington, D.C.
- Colonel J. D. GRAHAM, Public Health Commissioner with the Government of India, Delhi.
- Dr. C. HAMEL, President of the Reichsgesundheitsamt, Berlin.
- Dr. N. M. J. JITTA, President of the Public Health Council of the Netherlands, The Hague.
- Professor Ricardo JORGE, Director-General of Public Health, Lisbon.
- Dr. A. LUTRARIO, former Director-General of Public Health, Ministry of the Interior, Rome.
- Professor NAGAYO, Government Institute for Infectious Diseases, Tokio.
- Professor B. NOCHT, Rector of the University and Director of the Institute of Tropical Diseases, Hamburg.
- Professor D. OTTOLENGHI, Professor of Hygiene at the Royal University of Bologna.
- Dr. M. TSURUMI, Representative of the Public Health Service of Japan, Paris.
- Dr. C. E. A. WINSLOW, Professor of Public Health, Yale School of Medicine; Member, Public Health Council, State of Connecticut.
- Dr. L. RAJCHMAN, Medical Director, Secretary of the Committee.

At the request of Doctor CUMPSTON, who was detained, Dr. C. L. PARK, Chief Medical Officer, Australia House, London, attended the session.

The following also attended:

- Dr. Ph. COPANARIS, Director of Public Health, Ministry of Health and Social Welfare, Athens.
- Dr. J. SCOSERIA, President of the Health Council, Montevideo.

The following agenda was considered by the Health Committee:

1. Decisions of the Council of the League of Nations:
  - (a) Report by M. Adatci, approved by the Council on December 7th, 1927;
  - (b) Minutes of the Meeting of the Council held on December 7th, 1927;
  - (c) Development of the Work of the Technical Organisations in Latin America;
  - (d) Increase of the Grant from the Rockefeller Foundation for Interchanges during 1928
2. Report of the President on his Mission to India.
3. Report of the President on the Session of the Permanent Standards Commission at Frankfort-on-Main.
4. Report and Resolutions of the Third Session of the Advisory Council of the Eastern Bureau, held at Delhi from December 26th to 29th, 1927.
5. Collaboration with Latin America:
  - (a) International Centre for the Study of Leprosy in Brazil;
  - (b) International School of Public Health at Rio de Janeiro;
  - (c) International Centre of Puericulture at Buenos Aires.
6. Report of the Cancer Commission.
7. Report of the Smallpox and Vaccination Commission.
8. Report of the Chairman of the Opium Commission concerning the Report by the Office international d'hygiène publique on the subject of Preparations coming under the Provisions of Article 8 of the Opium Convention of 1925.
9. Budgetary Estimates for the Financial Year 1929; Report of the Budget Sub-Committee
10. Report of the Medical Director on the Work of the Health Organisation since the Session of the Health Committee held in October 1927.
11. Miscellaneous:
  - (a) Invitations to Congresses and Conferences.
  - (b) Miscellaneous.

\* \* \*

The Health Committee also decided to consider the proposal of Dr. N. M. J. Jitta in regard to X-rays and a letter from the Belgian Government to the Secretary-General of the League of Nations on the subject of yellow fever in the estuary of the Congo.

The Committee adopted resolutions on the various subjects mentioned above, but decided to consider at a subsequent session the report of the Opium Commission on the suggestion of the Chairman of that Commission.

The text of the resolutions adopted by the Health Committee was as follows:

## 1.

### REPORT OF THE PERMANENT COMMISSION ON THE STANDARDISATION OF SERA, SEROLOGICAL REACTIONS AND BIOLOGICAL PRODUCTS.

The Chairman of the Commission presented his report (document C.H.717) on the session held at Frankfort (April 25th to 28th, 1928), and the following resolution was adopted:

“ The Health Committee:

“ Adopts the report of the Chairman of the Permanent Standards Commission on the results of the session held at the Frankfort Institute of Experimental Therapy on April 25th, 26th, 27th and 28th, 1928;

“ Associates itself with the expressions of appreciation contained in the report in regard to the facilities and hospitality so generously offered by Professor Kolle and the interested authorities of the Federal and Prussian Administrations;

“ Recommends to the Council of the League that the report and recommendations of the Frankfort session be now communicated to the various Governments and to the competent authorities of these Governments, together with all the relevant documentation, in order that the necessary official effect may be given to this work.”

2.

REPORT OF THE CANCER COMMISSION.

The Health Committee considered the report of the Cancer Commission on the work of the session held at Geneva on April 27th and 28th, 1928.

The following resolution was adopted:

“ The Health Committee:

“ Accepts the recommendations of the Cancer Commission in the report which it has submitted at the present session (document C.H. 712), including:

“ (1) The formation of two Expert Sub-Commissions for the study respectively of:

“ (a) Occupational cancer, and

“ (b) Problems relating to the radiological treatment of cancer;

“ (2) That Dr. HAMEL and Professor NAGAYO should be added to the Cancer Commission.”

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3.

REPORT OF THE SMALLPOX AND VACCINATION COMMISSION.

Having considered the report of the Smallpox and Vaccination Commission on the work of the session held at Geneva on April 25th and 26th, the Health Committee adopted the following resolution:

“ The Health Committee accepts the recommendations of the Smallpox and Vaccination Commission in the report submitted at the present session (document C.H. 707), notably that the Commission should:

“ (1) Continue, by the aid of the Epidemiological Intelligence Service, to obtain information on the incidence and character of the smallpox now prevailing in Europe and certain countries outside Europe with the view to the preparation, in due course, of a special report on this subject;

“ (2) Review, at the earliest possible date, the evidence regarding the extent, characteristics and causation of the conditions of the central nervous system which have been termed post-vaccinal encephalitis. For this purpose, efforts should be made to hold a meeting in the month of August at which the Commission will have the advice and assistance of its experts;

“ (3) Make further recommendations to the Health Committee, after consultation with the experts, regarding outstanding items of the programme of the Hague Conference, 1926, such as are indicated in the memorandum annexed to their report (document C.H. 707).”

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4.

THE EASTERN BUREAU OF THE HEALTH ORGANISATION AT SINGAPORE.

The Report on the Work of the Third Session of the Advisory Council, held at New Delhi from December 26th to 29th, 1927, and the Annual Report of the Eastern Bureau for 1927 (document C.H. 705) were referred to a Commission, which presented the following resolutions, these being approved by the Health Committee:

“ A. *Growth of the Eastern Bureau.*

“ The Health Committee:

“ Having considered the Annual Report for 1927 of the Eastern Bureau and the resolutions adopted at the third session of the Advisory Council, held at New Delhi from December 26th to 29th, 1927:

“ Desires to place on record its appreciation of the continual growth of the Bureau's activities, and its thanks to Colonel Graham, the Chairman, and members of the Advisory Council for all the work they have done on behalf of the Health Organisation; and

“ Expresses its grateful appreciation to those Administrations which have contributed financially to the upkeep of the Bureau, and to those which have generously provided wireless facilities for the diffusion of epidemiological information emanating from the Bureau, thus contributing largely to the success of this work.”

*"B. Programme of Co-ordinated Research.*

" The Health Committee:

" (1) Approves the resolutions adopted by the Advisory Council of the Eastern Bureau concerning the lines along which co-ordinated research should be carried out and attaches special importance to the recommendations dealing with:

" (a) The collection of detailed information regarding the quarantine stations of the East and their value;

" (b) The continuation of the enquiry into the efficiency of oral vaccination; and

" (c) The investigation of rat and flea conditions in ports.

" (2) It further recommends that the Bureau should collect as full and detailed statistical information as is available concerning the seasonal prevalence of cholera and plague in all countries within the sphere of the Bureau's activity."

*"C. Intelligence regarding Infected Ships.*

" The Health Committee:

" Notes with satisfaction the progress that has been made with regard to the development of intelligence regarding infected ships and that this work has proved of great value to many Administrations.

" It endorses the hope expressed by the Advisory Council of the Eastern Bureau that those Administrations which are not now reporting such information telegraphically should assist in the development of this important function of the Bureau."

*"D. Constitution and Articles of Procedure.*

" The Health Committee,

" Having studied the modifications suggested by the Advisory Council in the draft constitution and articles of procedure which were communicated to it,

" Proposes the following new draft of Article 13:

" ' The present constitution and the present articles of procedure may, after consultation with the Advisory Council, be amended during any session by the Health Committee of the League of Nations by a majority of members present ';

" Requests the Council to adopt this proposal as amended above."

*"E. Budget.*

" The Health Committee,

" Having studied the proposed budget of the Eastern Bureau for 1929 and the further estimates relating thereto presented by the Advisory Council,

" Takes note of the introduction of a new credit for the carrying-out of the functions entrusted to the Bureau by agreement with the Permanent Committee of the Office international d'hygiene publique under the terms of the International Sanitary Convention of 1926; and

" Considers that the amount requested is necessary for the proper functioning of the Eastern Bureau and for carrying out the tasks with which it is entrusted, and recommends the adoption of the budget."

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5.

PLAGUE.

After having considered a memorandum on plague (document C. H. 716) prepared by Dr. Fabian Hirst, the Health Committee adopted the following resolution:

" The Health Committee:

" (a) Has taken note of a memorandum by Dr. Fabian Hirst on the lines of future research into the parasitology of plague;

" (b) Recommends that the memorandum be communicated to the Expert Plague Commission through the Advisory Council of the Eastern Bureau; and

" (c) Requests the Medical Director, after necessary expert consultation, to prepare a scheme for consideration by the Health Committee at its next session."

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6.

STUDY OF SHIP FUMIGATION.

The Health Committee referred to a Sub-Committee the proposal contained in the Medical Director's Report (document C.H. 690) and adopted the following resolution presented by the Chairman of that Sub-Committee:

"The Health Committee, having received the report of the Sub-Committee on the fumigation of ships:

"(a) Takes note with gratitude of the offer of co-operation made by Surgeon-General H. S. Cumming;

"(b) Authorises the Sub-Committee to make further recommendations to be submitted to the Permanent Committee of the Office international d'hygiène publique in this matter, as well as on the measures which may seem desirable and practicable to give effect to the proposals contained in the Medical Director's Report;

"(c) The Medical Director, in consultation with the Bureau of the Committee, is authorised, if necessary, to give effect to conclusions adopted by the Sub-Committee, in the interval before the next session."

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7.

THE PRESIDENT'S MISSION TO INDIA.

The President of the Health Committee described the results of his visit to India, to attend the third session of the Advisory Council, the Congress of the Far-Eastern Association of Tropical Medicine, and to participate in the interchange in India. The following resolution was adopted:

"The Health Committee:

"Desires to place on record its great appreciation of the welcome extended to its President, Dr. Madsen, by the Government of India, the Provincial Governments, Indian States, the President and Officers of the Far-Eastern Association of Tropical Medicine, and the numerous officials of the Central and Provincial Administrations, who contributed so largely to the success of his tour; and

"Requests that an expression of its thanks be transmitted to all concerned."

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8.

COLLABORATION WITH LATIN AMERICA.

Documents relating to collaboration of the Health Organisation of the League of Nations with Latin America were considered by the Health Committee, which adopted the following resolutions on this subject:

A.

"The Health Committee:

"Having considered the observations contained in the Minute of the meeting of the Council of the League of Nations held on March 5th, 1928 (document C./49th session/P.V. 1 [1]):

"Requests the Medical Director to examine the suggestions offered in regard to collaboration with Latin-American countries and to present a report on the subject at the next session of the Committee."

B.

"The Health Committee:

"Having considered the reply of the Federal Government of the United States of Brazil (document C.H.710) to the letter by which the Secretary-General has communicated to that Government the Council's resolution regarding an arrangement to be examined by the Secretary-General, in consultation with the Governments of Argentine and Brazil, whereby the schools and study centres to be organised in these two countries may be placed under the auspices of the League of Nations:

"Considers it is not called upon at this session to consider the plan relating to the International School of Public Hygiene at Rio;

"Recommends to the Council of the League of Nations to adopt the detailed resolution (No. 9) concerning the study of leprosy and that the high appreciation of the Committee should be expressed to Mr. Guinle for the generous aid he is giving to these studies."

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“ The Health Committee:

“ Having considered the communication of the Ministry of Foreign Affairs of the French Republic to the Secretary-General of the League of Nations, as well as the letter of the President of the International Institute of Statistics, forwarding a resolution of its Cairo Conference:

“ Recommends the adoption of the procedure proposed by the French Government to assure collaboration between the International Institute of Statistics and the Health Organisation of the League of Nations in the preparatory work for the forthcoming revision of the *International List of Causes of Death*.

“ Requests the Medical Director to communicate this resolution to an early meeting of the Commission of Expert Statisticians and to take action for the purposes indicated.”

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## 14.

### REPORT OF THE MEDICAL DIRECTOR.

The following resolution was adopted on the Report of the Medical Director:

“ The Health Committee adopts the Report of the Medical Director on the work accomplished since the eleventh session (October 1927-May 1928). ”

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## 15.

### BUDGET ESTIMATES OF THE HEALTH ORGANISATION FOR 1929.

“ The Health Committee approves the report of the Budget Commission on the budget estimates for 1929. The total of these estimates amounts to 998,853 francs, as compared with 992,638 francs for 1928. ”

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## 16.

### DANGERS RESULTING FROM THE USE OF X-RAYS.

The following resolution was adopted in this regard:

“ The Health Committee:

“ Having taken note of a memorandum (document C.H.714) (drawn up by Dr. Jitta in collaboration with Dr. Van der Plaats, Radiologist at Utrecht) concerning the dangers which may result from the use of X-rays:

“ Requests the Medical Director to ascertain the existing laws or regulations on this subject in different countries and other information necessary to ascertain what kind of action has been, or should be taken in order to obviate the dangers referred to. ”

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11.

TUBERCULOSIS AMONG GREEK REFUGEES.

After considering the reports of Dr. Copanaris, Director of the Public Health Service in Greece (document C.H.715), and Professor Léon Bernard (document C.H.723), the Health Committee adopted the following resolution:

“ The Health Committee:

“ Having taken note of the proposal formulated by the Finance Committee and approved by the Council with regard to the expediency of collaboration between the Health Organisation of the League of Nations and the Greek Authorities and with the Greek Refugees Settlement Commission for the campaign against the ravages caused amongst these refugees by tuberculosis;

“ Having also taken note of a memorandum presented by Dr. Copanaris and of a report by Professor Léon Bernard in which an anti-tuberculosis programme is outlined for Greece; and

“ Realising the necessity of organising in Greece an efficient campaign against tuberculosis, and desirous of supporting it:

“ Places at the disposal of the Greek Administration the services of the Health Organisation of the League of Nations in order to help to carry out a practical programme and an efficient campaign against tuberculosis;

“ Requests the Medical Director to study, in collaboration with the Director of the Public Health Service in Greece, a detailed plan of action conforming to the principles laid down in the report by Professor Léon Bernard, of which the first steps can be rapidly realised; and

“ Considers that this action could be usefully assisted by the collaboration of the Greek Refugee Settlement Commission, notably in setting up villages for the reception of tuberculous cases and their families, along the lines of analogous installations already set up in other countries.”

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12.

NOMINATION OF ADVISERS TO THE HEALTH ADMINISTRATION OF THE FRONTIERS IN TURKEY.

The Health Committee adopted the following resolution in this regard:

“ In view of the letter of the Turkish Government (document C.H.719) dated May 1st, 1928, addressed to the Secretary-General of the League of Nations, in regard to the designation of candidates to enable the Turkish Government to select from the list of candidates thus designated three medical officers as advisers to the Health Administration of the frontiers, as provided by the Declaration of July 24th, 1923, annexed to the Treaty of Lausanne:

“ The Health Committee:

“ Decides to suggest to the Permanent Committee of the Office international d'hygiène publique the joint appointment of a Sub-Committee of ten to make these designations;

“ Designates the following members of the Health Committee to sit on this Sub-Committee: Dr. MADSEN, M. VELGHE, Dr. CARRIÈRE, Dr. CHODZKO and Professor NAGAYO.”

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13.

INTERNATIONAL LIST OF CAUSES OF DEATH.

The Health Committee adopted the following resolution on the basis of suggestions contained in the communication of the French Minister for Foreign Affairs to the Secretary-General of the League of Nations (document C.H./E.S./38) and the letter of the President of the International Institute of Statistics (document C.H./E.S./65):

9.

LEPROSY.

In view of the information placed at its disposal by its President and various members in regard to leprosy, the Health Committee adopted the following resolution:

“ The Health Committee:

“ Recognising the international importance of the leprosy problem in view of: (1) the report of the President on his visits to Latin America and the Far East; (2) the reports presented by Professor Carlos Chagas since April 1926 (document C.H. 466); and (3) the communications of the members from Japan and India:

“ Decides to give at once, in its programme of work, a place to the study of leprosy suitable to its importance and to entrust to Professor Carlos Chagas, Surgeon-General Cumming, Colonel Graham and Professor Nagayo the preparation of a plan of international investigation of leprosy, requesting them to consult those experts whose opinion it would be desirable to obtain;

“ Requests the Medical Director to get into touch with the public health services which have made or may make the request, in order to discover the best method of organising an international enquiry.

“ The Committee is pleased to note that the Federal Government of the United States of Brazil offers special facilities for the study of leprosy, and also learns with much satisfaction that, in addition to the funds which will be devoted to these studies by the Federal Government, Mr. Guinle, founder of various sanitary undertakings in Brazil, offers an annual contribution equivalent to \$10,000.

“ The Committee is ready, within the limits of its possibilities, to designate one or more experts to collaborate in the study of leprosy with the public health services which request such collaboration, utilising particularly the facilities offered by the Federal Government of Brazil; and

“ Recommends that the Council be requested to ask the public health services of the interested countries what they might be ready to contribute to the studies on leprosy in the way of facilities for investigation and financial support on the basis that the League is prepared to participate in the expenses occasioned by the nomination, travelling expenses and work of the experts designated by the Health Committee.”

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10.

YELLOW FEVER.

The Health Committee considered the communication of the Belgian Government (document C.H. 711) in regard to measures necessary to prevent the spread of yellow fever by way of the estuary of the Congo.

The following resolution was adopted:

“ The Health Committee:

“ Takes note of the communication made by the Belgian Government to the League of Nations in the letter of His Excellency M. Hymans, Minister for Foreign Affairs, to the Secretary-General, of April 25th, 1928, on the subject of yellow fever in the estuary of the Congo;

“ Understands that this communication has been forwarded to the other Governments to which it refers; and

“ Will be at the disposal of those Governments at any time for the consideration of any action in the matter which they may agree to recommend to the Health Organisation of the League of Nations.”

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# INDEX

## ABBREVIATIONS

Com.	—	Committee.
Govt.	—	Government.
Int.	—	International.
Memo.	—	Memorandum.
Prof.	—	Professor.
Sec.-Gen.	—	Secretary-General.

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*See under* Fever

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Geneva, August 1st, 1928.

4

LEAGUE OF NATIONS

## HEALTH ORGANISATION

**REPORT ON THE CONFERENCE OF HEALTH EXPERTS ON  
INFANT WELFARE***Held in London on July 3rd, 4th and 5th, 1928.*

The Conference of Health Experts on Infant Welfare met in London on July 3rd, 4th and 5th, 1928, the following members attending :

Dame Janet CAMPBELL (*Chairman*), Senior Medical Officer, British Ministry of Health.

Dr. Taliaferro CLARK, Senior Surgeon, United States Public Health Service.

Professor A. COLLETT, Ministry of Social Affairs, Oslo.

Professor R. DEBRÉ, Professeur agrégé at the Faculty of Medicine, Paris.

Professor E. GORTER, Director of the University Child Clinic at The Hague.

Professor C. PIRQUET, Director of the University Child Clinic, Vienna.

Professor F. ROTT, Reichsanstalt zur Bekämpfung der Säuglingssterblichkeit, Charlottenburg-Berlin.

The Conference adopted the following agenda :

## AGENDA.

1. The Results of the Enquiries in the Various Countries.
2. The Form of the Final Report.
3. The Proposal to continue the Enquiry for a further Period along Different Lines.
4. Various Proposals received in regard to summarising the Data collected, etc.
5. Practical Conclusions to be considered on the Basis of the Experience resulting from the Enquiry.
6. Miscellaneous.

## I. THE ENQUIRY INTO INFANT MORTALITY.

## (a) RESULTS.

Each member of the Conference expressed his views on the results of the enquiry based on a study of all the infant deaths which had occurred in the selected districts during a period of twelve months, the full period originally fixed for the enquiry.

The conclusions, based on a preliminary examination of the whole material collected in each country, substantiate the opinions expressed at the Conference held in Vienna in September 1927. Three principal causes accounted for the largest proportion of infant deaths in all countries, namely, dead-birth and premature births, respiratory diseases and gastrointestinal affections. The chief importance of these three causes was constant in all the countries, although their relative importance differed in the different countries.



The causes of premature births and dead-birth were discussed by the Conference in the light of the enquiries in the different districts, and the view was expressed that these conditions might be due to the absence of adequate prenatal and obstetrical service, or to lack of supervision during pregnancy and undue obstetrical interference.

The Conference did not deem it advisable to express further opinions on the results of the enquiries until the material collected had been analysed and summarised in the final report.

(b) FORM OF THE FINAL REPORT.

The Conference discussed the possibility of emphasising the statistical side of the enquiry as had been suggested by Professors Gini and Rott. It was decided that the data obtained in some of the countries were sufficient to warrant analysis by statistical methods, which would usefully supplement the conclusions drawn on the basis of personal observation and clinical experience. The Conference noted with interest the plan proposed by Professor Rott, and suggested that Professor Gini should be asked to advise in regard to the method of analysing statistically the material collected in certain of the countries where relatively large numbers of births, dead-births and deaths had been investigated.

After discussion, the Conference decided that separate reports should be prepared on the results of the enquiry in each country, such reports to consist of an analysis of the material according to a uniform plan elaborated by the Conference (Appendix 1). Supplementary reports from each member were held to be desirable, and might consist in the statistical analyses mentioned above, as well as observations on special aspects of particular importance in various districts. The Conference emphasised the value of such supplementary reports based on special conditions obtaining in the districts, as these might furnish useful suggestions for the prevention of infant mortality in each country concerned. To facilitate the preparation of the reports, it was decided to arrange the material from each district according to the graphic method proposed by Professor Gorter (see p. 5).

The Conference decided that the general report on the enquiry as a whole should be elaborated by the Health Section on the basis of the national reports prepared according to the plan described in Appendix 1.

(c) FURTHER ENQUIRIES.

The Conference was of the opinion that certain problems had emerged from the preliminary study of the results of the enquiries, which were in some instances of general interest in relation to infant mortality and in others of special interest to some of the countries or districts. For example, the relatively large number of dead-births and infant deaths for which it was impossible to ascribe a specific cause is of general interest. Obviously, this problem requires further investigation, in which the collaboration of the pathologist is necessary. The causes of premature birth and of deaths occurring within a few hours of birth — phenomena of great importance in all the districts — also require further investigation, in which the obstetrician and the pediatrician should collaborate closely. The occurrence and prevention of broncho-pneumonia and allied respiratory conditions also call for further detailed investigation. The part played by syphilis in the causation of dead-birth, premature birth and precocious death has not hitherto been fully elucidated and requires further study. The relation of the milk supply to infant mortality is another problem of considerable and growing importance, particularly in urban districts. Some of these problems lend themselves readily to international investigation, others to national investigation with the help of the public and private health agencies concerned.

The Conference decided that its members should prepare detailed suggestions for further enquiry along these lines for consideration at the next session.

II. IMMUNISATION AGAINST DIPHTHERIA, SCARLET FEVER, MEASLES AND WHOOPING-COUGH.

The Conference took note of the measures that had been taken by the Permanent Standardisation Commission to deal with the international standardisation of diphtheria toxoid and scarlet fever serum, as well as the proposed co-ordinated studies of active immunisation undertaken by the public health schools and institutes of Central Europe. It was decided to continue the studies proposed during the Vienna Conference and to discuss the results at a subsequent session.

### III. PROPOSED ENQUIRY INTO THE OCCURRENCE AND PREVENTION OF RICKETS.

In view of the increasing interest attached to the incidence and prevention of rickets and the new light thrown on this subject as a result of recent work, the Conference at Vienna decided to study this subject at a subsequent session. The present Conference, after discussion, decided to submit the attached proposal (Appendix 2) to the Health Committee for consideration.

#### Appendix 1.

#### FORM OF GENERAL REPORT FOR EACH COUNTRY.

##### GENERAL OUTLINE.

- I. Description of each district.
- II. Statistical survey, totals, for each district.
- III. Relationship between causes of death and their factors in each district :
  - (a) In the case of still-born children ;
  - (b) In the case of deaths of children under twelve months.
- IV. Final conclusions for each district :
  - (a) Value of the enquiry ;
  - (b) Principal causes of death (by age-groups) ;
  - (c) Deaths which might have been avoided and steps to be taken for that purpose.
- V. General table, including data for all districts in each country.
- VI. General survey of each district ; comparison between various districts ; general conclusions.
- VII. Graphs.
- VIII. Photographs.

##### DEVELOPMENT OF CERTAIN ITEMS OF THE GENERAL OUTLINE

###### I. DESCRIPTION OF EACH DISTRICT

- (a) Brief summary of geography and distinctive features of the district (means of communication). Short historical survey.
- (b) *Vital statistics*, with figures. Population (males and females shown separately). Number of births each year, legitimate and illegitimate. Multiple births. General mortality. Mortality of children under twelve months. (If possible religion.)
- (c) *Economic data* :
  1. Industry and trades : percentage of female labour.
  2. Indices of wealth.
  3. Housing.
- (d) *Hygiene* :  
Drinking-water.  
Diet in general (milk supply).  
Sanitary conditions (sewers).
- (e) *Advice and assistance* :  
Medical practitioners, midwives, hospitals, insurance schemes and mutual-aid societies. Advice centres and charitable institutions.
- (f) *Intellectual and moral condition of the population* :
  1. General intellectual level. Public education, percentage of illiterate persons and training of children.
  2. Customs and superstitions.
  3. Alcoholism, drug addiction, etc.

II. STATISTICAL SURVEY, TOTALS FOR EACH DISTRICT.

No.....	Country.....	District.....
<p>Sex { Male Female</p>	<p>Age of infant at time of death</p> <p>(a) Dead-births, (b) First week, (c) First month, (d) First quarter, (e) 3-6 months, (f) 6-12 months.</p>	<p>Month of death. Legitimate. Illegitimate.</p>
<p>Births</p>	<p>1) Dead-births { Full-term, Premature, Twin births.</p>	<p>2) Live-births { Full-term, Premature, Twin births.</p>
<p>Mothers</p>	<p>Health during pregnancy :</p> <p>(a) Good, (b) Medium, (c) Bad, (d) Unknown.</p>	<p>Work during pregnancy :</p> <p>(a) Excessive, (b) Not excessive, (c) Unknown.</p>
<p>Births</p>	<p>Place :</p> <p>(a) Domicile, (b) Institution, (c) With midwife, (d) Unknown.</p> <p>Attendance :</p> <p>(a) Doctor, (b) Midwife, (c) Unqualified attendant, (d) Unknown.</p>	<p>Labour :</p> <p>(a) Normal, (b) Abnormal, maternal disease or defect ; malpresentation of foetus, (c) Unknown.</p>
<p>Infants</p>	<p>Feeding :</p> <p>(a) Breast (period) ; (b) Mixed (period) : (i) Good, (ii) Bad ; (c) Artificial (period) : (i) Good, (ii) Bad ; (d) Unknown.</p>	<p>Care of Infant :</p> <p>(a) Good, (b) Medium, (c) Bad, (d) Unknown.</p>
	<p>Housing conditions :</p> <p>(a) Good, (b) Medium, (c) Bad, (d) Unknown.</p>	
	<p>Social conditions :</p> <p>(a) Good<sup>1</sup>, (b) Medium, (c) Bad, (d) Unknown.</p>	

<sup>1</sup> "Good" means in comfortable circumstances.

III. RELATIONSHIP BETWEEN CAUSES OF DEATH AND THEIR FACTORS IN EACH DISTRICT :  
 a) IN THE CASE OF STILL-BORN CHILDREN.  
 b) IN THE CASE OF DEATHS OF CHILDREN UNDER TWELVE MONTHS.

*Enquiry into the Causes of Infant Mortality.*

Name of district . . . . . Name of Country . . . . .

1927.

*Relationship between Causes of Death and* . . . . .  
 . . . . . (factor of mortality) . . . . .

Causes of Death	
By Groups : (See list of causes of death in document C.H.534, page 12).	Details : . . . . .
. . . . .	
. . . . .	
. . . . .	

V. GENERAL TABLE : COMPARISON BETWEEN VARIOUS DISTRICTS.  
 (For the duration of the enquiry.)

District	Number of			Infant deaths			
	Inhabitants	Births	Deaths (total)	Still-born	First week	First month	First year

VII. METHOD OF GRAPHIC PRESENTATION OF DATA.

The questionnaires are taken in chronological order. From each questionnaire the principal data (see below) are transferred to an index card — red for dead-births, white for live-births. The causes of death are numbered according to the list adopted at the Paris Conference. The cards are now classified according to the causes of death, then arranged by groups of important cause from the most to the least important.

The graph is composed of vertical columns, each one centimeter in width, representing the important data concerning each case, so that the number of columns under one heading gives the number of deaths from one cause or one group of causes (*e.g.*, broncho-pneumonia, etc.). Facts concerning each case are represented vertically, so that, in respect of each death, the column will provide the following information :

1. Number.
2. Legitimacy.
3. Premature or twin birth, or both.

<sup>1</sup> This table will vary according to the form of correlation to be examined, such as that between :

1. Causes of deaths and the months in which they occurred (seasonal distribution);
2. Causes of death and age at death (age to be stated in months);
3. Causes of death and housing conditions;
4. Causes of death and social and financial status of the parents;
5. Causes of death and nature of treatment received;
6. Causes of death and diet;
7. Causes of death and birth : (a) normal,  
 (b) premature,  
 (c) multiple.

Special factors to be studied *in connection with dead-born or infants dying in the first week of life* :

8. Causes of death and assistance provided at child-birth (delivery by medical practitioner ; delivery by midwife ; delivery by unqualified person ; delivery without assistance).
9. Causes of death and prenatal care.

As regards the feeding of infants, the table should show the percentage of babies still alive one month after birth, giving separate percentages for (a) breast-fed infants, (b) infants receiving mixed diet and (c) infants fed artificially. The same percentages should be shown in the case of infants alive three months after birth.

4. Month of death.
5. Housing conditions.
6. Social conditions.
7. Care of the baby.
8. Age at death in weeks (each week one centimeter of the column).
9. Duration of breast, mixed or artificial feeding.

All premature deaths, when no other cause was determined, are grouped under the heading "unknown", as the term "congenital debility" has been omitted.

These graphs will be prepared by the Health Section at Geneva from data prepared in the various countries.

---

## Appendix 2.

### RICKETS ENQUIRY.

The object of the proposed enquiry is to determine the etiology of rickets — which is still very obscure — and to reach conclusions concerning the prophylaxis of this disease.

In view of the complexity of the factors which may occasion rickets, it would be highly desirable to conduct this enquiry in various countries presenting widely different conditions.

The Health Organisation of the League of Nations appears to be the right and proper body to undertake this work.

Such an enquiry should be conducted by children's specialists, with the assistance of physiologists, experts in bio-chemistry and physicists.

One of the main objects of this international enquiry, conducted in widely different regions, is to obtain accurate data concerning the relative frequency of rickets in different countries (varieties of climate, race, customs and diet), an essential point regarding which only fragmentary and by no means comparable data are available.

Two factors which would greatly enhance the value of this enquiry would be the unity of direction and the adoption of common tests. A number of districts — mainly urban — might be selected as research areas. In each district all children would be examined from birth up to the age of two years. It would be advisable to choose districts in which about one thousand children are born each year.

Later on, of course, we should have to lay down very precise rules for the diagnosis of rickets.

Every child would be examined five times; for instance, at the ages of three months, six months, twelve months, eighteen months and two years.

The examination should be a clinical one; in a certain number of cases, to be determined later, radiological and chemical tests should also be made. This precaution is essential if we are to ensure the comparability of data received from different districts.

Simultaneously, other enquiries should be conducted in respect of various factors, such as climate, housing, diet and the child's mode of life. Some of these tests would have to be made by physicists (for instance, regarding luminosity in the region concerned — ultra-violet rays) or by physiologists (as regards food-values and diet).

The influence on rickets of the various diseases of the child and its family should also be studied. Certain cases will be reserved for experiments in prophylaxy by physical or chemical means.

---

Geneva, August 27th, 1928.

LEAGUE OF NATIONS

## HEALTH ORGANISATION

## Commission on Smallpox and Vaccination

## REPORT ON THE SESSION HELD AT GENEVA

from August 22nd to 25th, 1928.

The Commission on Smallpox and Vaccination of the Health Organisation of the League of Nations met at Geneva from August 22nd to 25th, 1928, under the chairmanship of Professor Ricardo JORGE, Director-General of Public Health Services, Lisbon, member of the Health Committee.

Were present :

*Members :*

- Sir George BUCHANAN, member of the Health Committee ; Senior Medical Officer, Ministry of Health, London.  
 Dr. H. CARRIÈRE, member of the Health Committee, Director of the Federal Health Service, Berne.  
 Dr. N. M. Josephus JITTA, member of the Health Committee, President of the Health Council of the Netherlands, The Hague.

*Experts :*

- Professor H. ALDERSHOFF, Director of the State Serological Institute, Utrecht.  
 Dr. F. R. BLAXALL, Government Lymph Establishment, London.  
 Professor M. CAMÛS, Director of the Superior Institute of Vaccine, Academy of Medicine, Paris.  
 Professor Dr. H. A. GINS, Robert Koch Institute, Berlin.  
 Professor H. Mervyn GORDON, St. Bartholomew's Hospital and College and Medical Research Council, London.  
 Professor GROTH, Landesimpfanstalt, Munich.  
 Professor G. SOBERNHEIM, Director of the Health Institute of the University, Berne.

The CHAIRMAN outlined three important questions for consideration by the Commission :

1. The problem of post-vaccinal encephalitis.
2. The preparation and preservation of vaccine lymph.
3. The relationship between the different types of smallpox virus and those of certain human and animal pathogenic viruses.

In accordance with the suggestions of the Chairman, the preliminary discussion of questions 1 and 2 was entrusted to two Sub-Commissions, whose reports, printed below, were adopted by the Commission after discussion in full session. It was decided, with regard to question 3, to postpone discussion in the meantime, but to make the problem a subject of further examination.

## I. REPORT OF THE SUB-COMMISSION ON POST-VACCINAL ENCEPHALITIS.

1. We have given consideration at this session to numerous and important publications, as well as to communications to the Health Committee and to the Committee of the Office international d'hygiène publique, which have appeared during the last four or five years and relate to post-vaccinal encephalitis<sup>1</sup>.

<sup>1</sup> A bibliography of the recent work on this subject is attached as an Appendix.

2. We adopt this term for practical convenience, but make the following observations in respect of its use in this report. We use the term "post-vaccinal encephalitis" without necessarily implying that "post-vaccinal" is the equivalent of "propter-vaccinal". When regard is had to the thousands, even millions, of persons who are successfully vaccinated in any given year, and to the period, from a few days to a few weeks, during which each of these persons is being influenced by the virus of vaccinia while immunity to smallpox is being established, it is evident that some of them must fall ill during this period in the ordinary chances of life and apart from any influence of vaccination. While the vaccination is running its course, they are no more immune from diseases specially affecting brain and nerves than any other persons.

3. During recent years, many countries have experienced a considerable prevalence of epidemic encephalitis (or encephalitis lethargica). The disease has no connection with vaccination, but it may well be supposed that occasionally persons who have been recently vaccinated would be attacked by it as a matter of chance, like any others. Such rare coincidences, however, do not constitute the "post-vaccinal encephalitis" which we are considering. The same consideration applies to chance coincidences between vaccination and attacks of epidemic poliomyelitis.

4. One other consideration should be mentioned in order that the subject of our enquiry may be made clearer. Encephalitis may, as is well known, occur as a complication of numerous infections, such as measles, or various forms of toxæmia, and it occurs, though rarely, as a complication of smallpox itself. It would be permissible clinically, and perhaps also pathologically, to group all such encephalitis under a single term, encephalitis *post infectionem*. Vaccination is an infection, and we do not wish to imply that post-vaccinal encephalitis is not capable of being classed with, and attributed to, the same ultimate causes as "encephalitis *post infectionem*", although there are practical reasons for considering it separately and by a separate name at the present time.

5. The post-vaccinal encephalitis with which we are dealing has become a problem of itself mainly in consequence of the events of the last few years in the Netherlands and England and Wales. In each of these countries the cases which have occurred have been sufficiently numerous and similar to require them to be considered collectively. Their occurrence has led to the realisation that a new, or at least a previously unsuspected or unrecognised, risk attaches to the practice of vaccination. This risk, when taken at its maximum value, is only minute in proportion to the vast numbers of normal vaccinations to which the cases of post-vaccinal encephalitis correspond, and it is easy to exaggerate its importance. Nevertheless, it is one whose existence, in these two countries at any rate, has to be recognised, and its meaning considered. In fact, it has in the Netherlands been considered of sufficient gravity to cause the temporary suspension of the administrative measures by which the vaccination of children is secured, while in England the subject has already received the attention of two expert Committees appointed by the Ministry of Health, the second of which (the Rolleston Committee) has now presented a comprehensive report, embodying the information and conclusions arrived at by the first or Andrewes Committee, whose work was described to this Commission in 1926.

6. In the Netherlands, 139 cases of disease of the central nervous system following vaccination were described during 1923 to 1927, of which 41 died. In England and Wales, taking the arbitrary periods dealt with respectively by the Andrewes and Rolleston Committees, 62 cases with 36 deaths occurred between November 14th, 1922, and November 1st, 1923, while a further group of 40 cases occurred between January 1st, 1926, and September 30th, 1927. Of these 40 cases, however, 15 were excluded by the Rolleston Committee on account of their doubtful nature, leaving for consideration 25 cases, of which 12 died, in the second period. The two combined, on this basis, gave a total of 87, of which 48 were fatal, for England and Wales during the two periods under investigation by these Committees.

7. The clinical characteristics of the "post-vaccinal encephalitis", as met with in both countries, are usually as follows—we quote from the Rolleston Committee report, p. 157.

"The clinical picture is that of a disorder of the nervous system in which the initial symptoms are headache, vomiting, drowsiness and pyrexia, occurring usually about the tenth to the twelfth day after successful vaccination or re-vaccination. The onset is commonly sudden. Some of the cases in their subsequent course appear to be indistinguishable clinically from encephalitis lethargica. Some are mild and apparently recover completely in about a week, whereas others develop extensive spastic paralysis and pass rapidly into coma and death; the paralysis is almost invariably of the upper neurone type. Between these two extremes, the severity and duration of the disease vary greatly; a paretic case may live for weeks and ultimately die from septicæmia. Nearly one-half of the cases terminate fatally and most of the deaths occur within a week of the onset of the illness. The cardinal symptoms—headache, vomiting, drowsiness and pyrexia—are very constantly present in severe and rarely absent in mild cases; they may be the only symptoms present, even in fatal cases. Paralysis, when it occurs, is at first general spastic in type; later it may be flaccid.

"It is uncertain whether the flaccidity is due to an associated spinal lesion or to the lack of tone dependent upon a cerebral lesion. The paralysis may be extensive, but more commonly it is localised and may be transient; the occurrence of trismus has occasionally led to a diagnosis of tetanus. Incontinence or retention of urine is common. Convulsions, general or localised, athetosis, tremor and choreic movements have been observed. Irritability, photophobia and delirium may occur, and in some cases severe pain, especially in the legs, arms and shoulders, has been noted. The cerebro-spinal fluid is commonly under pressure but is sterile; its constitution is variable. The knee jerks and superficial reflexes, together with Kernig's sign, are variable. The *fundus oculi* is usually normal, but transient optic neuritis has been observed.

There is not any distinctive rash. The vaccinal process has usually proceeded normally and it has not been possible to trace any influence to a particular lymph.

“As already observed, recovery, when it occurs, is usually rapid and generally complete—thus differing from severe cases of encephalitis lethargica—although in a few cases some mental deterioration and residual paralysis have been reported. Most of the cases occur in children of school age rather than in infants, but adults are not exempt. There does not appear to be any relationship between the incidence of this condition and the known incidence of infectious disease of the nervous system. From analogy and from the occurrence of mild cases, it appears probable that the transient form may occur and that the incidence is in reality higher than the number of cases brought to our notice indicates.

“The cerebro-spinal fluid of several cases has been examined during life and in many of them no abnormality was detected, but two of them showed an increase in the chloride content in both cases similar to that observed occasionally in encephalitis lethargica. The hyperglycorrachia was, however, in one case nearly six times the normal and is much greater than that recorded in encephalitis lethargica or any other affections of the central nervous system.”

8. Pathologically, the fatal cases have shown diffuse encephalomyelitis, the inflammation being mainly perivascular in type and after accompanied by œdema. The histology of the brain in these cases has been minutely studied by several observers, notably by Perdrau in England and by Bouman and Bock and van Bôuwdyk Bastiaanse in the Netherlands. These observers have compared their histological findings, which are substantially identical. They have been fully reported in the *Journal of Pathology and Bacteriology*, Vol. xxi, 1928, and in the *Zeitschrift für die Gesamte Neurologie und Psychiatrie*, 1927, Band iii, Heft 4-5.

Here it is only necessary to mention that the pathological changes in some instances resemble those found in acute disseminated sclerosis, and that they differ in essential respects from those met with in fatal epidemic encephalitis. The presence of the vaccinia virus in the brain tissue of certain of the fatal cases has also been definitely established. This fact, however, must be considered in the light of modern knowledge regarding the dissemination of this virus after vaccination. The brains were examined at a period after vaccination when it would be anticipated that the brains of many normal vaccinated persons, could they be tested, would equally yield the vaccinia virus.

9. The period which usually elapses between vaccination and the onset of symptoms of encephalitis (the “incubation period”) is from nine to thirteen days. The Rolleston Committee found that, out of 125 cases collected from the British and Continental sources, the onset was between the ninth and thirteenth day after vaccination in 94, and the most favoured day was the eleventh. This was shown in the following table<sup>1</sup>:

Day after vaccination	Case	Totals
2 . . . . .	2 Br. . . . .	2
3 . . . . .	— . . . . .	—
4 . . . . .	2 Br. 1 Brr. . . . .	3
5 . . . . .	— . . . . .	—
6 . . . . .	1 Br. . . . .	1
7 . . . . .	3 Br. 1 D. 1 Cz. 1 Brr. . . . .	6
8 . . . . .	2 Br. 1 D. 1 Cz. 2 F. . . . .	6
9 . . . . .	3 Br. 2 D. 2 Cz. . . . .	7
10 . . . . .	5 Br. 7 D. 1 Aus. 5 Brr. . . . .	18
11 . . . . .	16 Br. 10 D. 1 Sw. 4 Brr. . . . .	31
12 . . . . .	12 Br. 8 D. 1 F. 5 Brr. . . . .	26
13 . . . . .	5 Br. 4 D. 3 Brr. . . . .	12
14 . . . . .	3 Br. 1 Aus. . . . .	4
15 . . . . .	2 Br. . . . .	2
16 . . . . .	1 F. . . . .	1
17 . . . . .	1 D. . . . .	1
18 . . . . .	1 Br. . . . .	1
19 . . . . .	1 D. . . . .	1
20 . . . . .	— . . . . .	—
21 . . . . .	— . . . . .	—
22 . . . . .	— . . . . .	—
23 . . . . .	1 Br. 1 D. . . . .	2
24 . . . . .	— . . . . .	—
25 . . . . .	— . . . . .	—
26 . . . . .	— . . . . .	—
27 . . . . .	— . . . . .	—
28 . . . . .	— . . . . .	—
29 . . . . .	— . . . . .	—
30 . . . . .	— . . . . .	—
31 . . . . .	— . . . . .	—
32 . . . . .	1 Brr. . . . .	1

<sup>1</sup> Aus. = Austrian, F. = French, Sw. = Swiss; Br. = British; Brr. = British series (1926-27); D. = Dutch; Cz. = Czechoslovak.



10. In both countries post-vaccinal encephalitis has occurred more rarely in infants under the age of 2 years than in older children and in adults. From a table supplied to us by Dr. Jitta regarding the four years 1924 to 1927, we find that, in the Netherlands 4 cases of post-vaccinal encephalitis occurred among 126,124 vaccinations under the age of 2 years, as against 130 cases of post-vaccinal encephalitis among 462,212 vaccinations between the ages of 3 and 12; in other words, 1 case to every 31,531 vaccinations at ages 0 to 2, and 1 case to every 3,555 vaccinations at ages 3 to 12. The vaccination figures are based on the doses of lymph issued and not on the actual vaccinations performed; they are therefore an over- rather than an under-statement.

In England and Wales, the predilection of the disease for older children has been equally notable, though figures comparable to the Dutch of vaccinations at ages are not obtainable. The vaccinations done by the public vaccinators in England and Wales under the vaccination law of the country are normally limited to the vaccination of infants under 2 years. But in the English series of 87 cases of post-vaccinal encephalitis above referred to, those under 2 years of age were only 8 in number. It has to be understood that during recent years, owing to the prevalence of smallpox, an exceptionally large number of school-children have been vaccinated who had escaped vaccination in infancy, and that the majority of the English post-vaccinal encephalitis cases have occurred among these school-children.

11. Most of the post-vaccinal encephalitis cases in both countries have occurred in children whose vaccination, to judge from all ordinary signs and cutaneous reactions, has run a normal course. A few cases have shown excessive local reactions, but only such as are ordinarily found from time to time in any ordinary series of vaccinations. The rule is a vaccination of normal course and normal appearance terminating without complications.

No single method of vaccinating has been exclusively concerned. The area scarified and the number of vaccination marks have presented no exceptional departure from the ordinary practice of vaccination in either country. It would have been interesting to ascertain whether in any case encephalitis has followed the use of those methods of vaccination by use of minimal quantities of vaccine lymph, which are now commonly adopted in the United States, Canada and elsewhere in America. The American practice has, up to the present, been so little followed however in either country that there are no data which permit this comparison to be made.

12. Many different vaccine lymphs have been used to vaccinate the cases which developed encephalitis, and no one source of lymph has been proved to be more associated with the occurrence of the disease than another. In England and Wales, where most of the lymph employed for vaccinating is prepared at the Government Lymph Establishment, the cases of encephalitis following the use of lymph thus prepared have been vaccinated from a strain of lymph which has been in continuous use since 1907, the vaccine having periodically undergone cutaneous passage through the rabbit. All the lymph used was derived from the calf, the previous vaccinifer being in most instances a rabbit, but in some a calf. Some of the cases in England and Wales were vaccinated with lymph prepared by well-known establishments such as the Lister Institute, or by commercial firms of repute which prepare their own vaccine lymph. Other cases, moreover, were vaccinated with imported lymph prepared at vaccine institutes on the continent of Europe.

The experience of the Netherlands shows definitely that the occurrence of post-vaccinal encephalitis may be associated with the use of lymphs of entirely different origin in the first instance, Dutch lymph being employed, a variola vaccine from old sources and retrovaccine. For about sixteen years, this vaccine has been passed through rabbits. Nevertheless, it was not until 1923 that cases of encephalitis were noted. The other lymphs employed have been obtained from Berne, from Hamburg and from Bandoeng (Dutch East Indies) where use is made of the buffalo in place of the calf, and still cases of encephalitis have continued to result from their use.

Neuro-lapine (neuro-vaccine) was also employed exclusively for six weeks and cases still occurred. This lymph was derived from a source furnished by Dr. Gallardo of the Health Institute Alphonse XIII, Madrid. Lymph has also been obtained from the town of Cassel, a second time from the Dutch East Indies, and from certain other countries where no case of encephalitis (except a possible sporadic case) has occurred. No information regarding the result of the use of these lymphs is yet available.

13. The geographical distribution of the cases in each country has been wide. Naturally, the cases have chiefly occurred in those regions and at those times when organised vaccination of the population was in progress—either because of the normal practice of the country in requiring children to be vaccinated or because of the local prevalence of smallpox. Nevertheless, it is noteworthy that, both in the Netherlands and in England and Wales, there have been large populous areas in which vaccination has been carried out on a large scale on persons of all ages during the past four or five years without the occurrence of any post-vaccinal encephalitis.

On the other hand, in certain rural districts, sometimes in quite small villages or rural communes local vaccination has been attended by a relatively excessive proportion of encephalitis cases. Striking illustrations of this circumstance have been supplied in the Dutch reports.

This is illustrated by the following table :

NUMBER OF CASES OF POST-VACCINAL ENCEPHALITIS IN THE COMMUNES FROM THE YEAR 1924 UNTIL JANUARY 1ST, 1927.

Communes	January 1st, 1927. Population	Cases	Deaths
Communes with more than 100,000 inhabitants	1,849,207	25	3
Communes with 20,001 to 100,000 inhabitants .	1,639,983	20	6
Communes with 5,001 to 20,000 inhabitants . .	2,168,486	32	12
Communes with less than 5,000 inhabitants . .	1,868,930	62	20
The Kingdom . . . . .	7,526,606	139	41

Originally, in the Netherlands, the local distribution of post-vaccinal encephalitis showed a notable degree of correspondence with the local distribution of known cases of epidemic encephalitis (encephalitis lethargica), but this correspondence has not been maintained in the later series of Dutch cases, and has never been established in any of the English series.

14. In the above paragraphs we have merely outlined the main facts which in the Netherlands, and in England and Wales have been associated with the occurrence of post-vaccinal encephalitis and—since cases continue to occur in these countries—are still so associated. Some cases of the same sort have been reported from, and have received careful study in, other countries; thus we have knowledge of an apparently similar case occurring in Portugal in 1922, 8 in Prague in 1924, 2 cases in Switzerland in 1924 (in the canton of Bern), at least 3 in Germany, 2 in Poland in 1927, 4 in the same year in the United States, and 1 in British Guiana in 1928. In none of these countries, however, has the occurrence of encephalitis been on any considerable scale.

15. In the present report we do not propose to record or analyse the considerable experimental work which has already been done, and the different researches now in progress, with the object of obtaining a consistent explanation of the cause or causes of the post-vaccinal encephalitis above described. This work, important and valuable as it is, has so far failed to give any sufficient or generally accepted explanation of the facts. We think it preferable at this stage to continue to collect the results of the investigations which are being made by distinguished workers in many laboratories, and to study them further before attempting to formulate any theories on the subject. For the same reason, we propose to postpone any observations on the results of the practical measures which have been suggested to ascertain whether the appearance of post-vaccinal encephalitis can be checked by the habitual use of smaller doses of vaccine, or by the adoption of different methods of vaccination (such as the American method referred to in paragraph 11). This and many other questions are being studied in the countries which are specially affected, and their solution seems to depend on national or individual scientific effort rather than on any international action. We hope, however, that the proposals, in the second part of this report, for international expert co-operation in the study of the different viruses allied to vaccinia; on the effect of diluting vaccine lymph; on the use of antiseptics in lymph preparation, and so forth, may prove to be of use, directly or indirectly, to those who are doing research work on post-vaccinal encephalitis.

16. We consider, however, that, from the international point of view, it is most important that further enquiries should be made as to the existence of post-vaccinal encephalitis in countries other than the Netherlands and England and Wales. More exact knowledge on this matter seems to be essential to the proper understanding of the causes which have operated to produce this disease in these two countries. If, as it appears, the condition is one which occurs with the utmost rarity among infants vaccinated under the age of 2 years, and if also it is the fact that post-vaccinal encephalitis is similarly of the utmost rarity after re-vaccination of older children or adults, it is probable that there are many countries in which little or no post-vaccinal encephalitis is likely to occur. In these countries, the great majority of the population is vaccinated in infancy. But, on the other hand, there are certain countries in which, like the Netherlands, primary vaccination at school age is habitually practised, or in which, as in England, large numbers of children of school age or adults are vaccinated for the first time on account of the appearance of smallpox. It is in such instances that the establishment of the negative, after full enquiry and observation, would be of the greatest value as a control to the English and Dutch experience.

It is fallacious to expect these cases to be brought to the notice of the Central Health Authority merely through the ordinary channels of infectious disease notification. This fact may be attributed either to failure on the part of the practitioner to connect the subsequent illness with previous vaccination, or to the fact that the doctor in attendance on the case during the nervous illness is not the same who performed the vaccination. A further complication in the enquiry is the occurrence of transient cases, or cases with indefinite symptoms, which are readily considered by the practitioner to be due only to vaccination. The four cardinal symptoms of the disease (temperature, vomiting, headache and drowsiness) may each or all occur in course of normal vaccination in a young child.

The possible fallacies of a negative return from either a country or districts in a country are therefore very great, and a statement that cases of post-vaccinal encephalitis do not occur in a given locality can only be of value if made after most careful enquiry on the spot by a competent investigator, who has access to doctors, hospitals, schools and all other sources of information in the area. The Secretariat should be requested to make enquiries with a view to indicating a limited number of countries or regions which would be appropriate for such investigations.

17. *Conclusions*: The facts and considerations which have been before the Smallpox and Vaccination Commission at its present session seem to permit the following conclusions :

(a) The foremost of these is the rarity of cases of post-vaccinal encephalitis, even in the countries specially affected, by contrast with the number of vaccinations. We are in fact concerned with a minimal proportion of them.

(b) Apparently the matter is not one in which mere coincidence between vaccination and encephalitis can be invoked ; in other words, we are not dealing with a merely fortuitous occurrence.

(c) In our present state of knowledge we must conclude that post-vaccinal encephalitis is a different disease from encephalitis lethargica. The conditions under which post-vaccinal encephalitis has manifested itself in the Netherlands and in England and Wales tend to show that children between 3 and 13 years of age are particularly susceptible, whilst infancy and adult ages are almost wholly exempt. All observations point to the conclusion that the appearance of encephalitis is not connected either with particular strains of lymph or with particular accidents of lymph preparation.

(d) Passing to the ætiologico-pathological side of the problem, it would appear in our present state of knowledge that the virus of vaccinia of itself cannot be considered responsible for the supervention of encephalitis. Rather it has to be supposed that some unknown factor exists—perhaps bacterial or a filter-passing virus, or a latent virus—which, by means of a reciprocal reaction, determines the occurrence of the accidents in question.

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## II. REPORT OF THE SUB-COMMISSION ON THE PREPARATION AND PRESERVATION OF THE VACCINAL LYMPH.

The Sub-Commission felt that it was not called upon to set up rules for guidance in the preparation of vaccine lymph or to lay down a uniform method for the use of the lymph which should be followed by all vaccine institutes. It thought that it should rather concern itself with certain questions which appear to be of particular importance in regard to the quality of lymph or to exercise favourable or unfavourable effects on lymph. With the aid of the reports received, in reply to the questionnaire drawn up by the Commission on Smallpox and Vaccination, and after discussion, the Sub-Commission put forward the following observations on the questions considered.

### I. *Origin of the Seed Lymph.*

There is no evidence to show that the origin of the strains used at vaccine institutes for the preparation of lymph has any effect on its properties. The strains obtained from cases of original smallpox, cowpox or other forms of animal-pox are capable of producing vaccine lymphs of equal value. In particular, there is nothing to show that the post-vaccinal accidents (called post-vaccinal encephalitis) have any connection with the origin of the strain. The treatment to which the seed lymph is subjected, the cultivation of the virus and the preparation of the lymph for vaccination, *e.g.*, glycerinated lymph, are the only factors which determine the quality of the lymph.

The Sub-Commission considers it desirable to recommend to vaccine institutes that they should carefully test the methods they use to maintain the standard and activity of the strain, with a view to ascertaining what factors appear to exert a favourable or unfavourable effect on virulence. The institutes are requested to communicate to the Health Section of the League of Nations for transmission to the Smallpox and Vaccination Commission all the information which they can collect on this point.

A number of institutes have, moreover, declared their readiness to place at the disposal of other institutes, through the intermediary of the Health Section of the League of Nations, samples of vaccine strains as to the pedigree and treatment of which detailed information is available for the purpose of comparative research work, which would include animal experiment and virulence tests on man. In connection with this research work, endeavours should be made to determine how far such strains differ with respect to association with post-vaccinal encephalitis.

## 2. Maintenance of the Virulence of the Vaccine Strain.

It is an established fact that the virulence of the vaccine virus can be maintained when it is carried on from calf to calf in unbroken series. Some institutes have followed this method with success for a considerable time. Other institutes, which are no doubt in the majority, have found, however, that a marked loss of virulence of the vaccine can easily occur under these conditions. Hence, in order to maintain the quality of the virus and to rejuvenate it, they have found it necessary to change the animal species periodically and to interpolate other passages—usually through the *rabbit*—in the calf-to-calf series, or to secure a *retro-vaccine*, using for the purpose lymph obtained from *man*.

The reasons for the contradictory results obtained in cultivating the virus exclusively from calf to calf are not yet clear. It would be desirable for vaccine institutes to endeavour to determine, by careful investigation, what are the conditions under which the virulence of the vaccine can be kept up to a constant standard when it is carried on continuously from calf to calf.

There would seem to be no objection to the rejuvenation of the lymph by the method of retro-vaccine. This method has been in current use for several decades. The interpolation of isolated rabbit passages (cutaneous infection) to rejuvenate the vaccine has proved successful in practice and there is nothing to show that such passages can produce a modification of the vaccine virus which is injurious to human health. It is impossible, at the moment, to say definitely whether a long series of passages through rabbits affects the properties of the virus or not, but experience shows that such long series are not necessary in practical lymph-production.

The use of other animal species for the rejuvenation of vaccines from time to time is free from objection.

According to experience gained, the occasional interruption of the calf-to-calf series by a single passage of this kind is also unobjectionable.

## 3. Neuro-lapine and Testicular Lapine.

*Neuro-lapine*, which is obtained by a series of intra-cerebral injections into rabbits, displays from time to time properties which differ from those of vaccine prepared in the ordinary way. The position as regards the effect of Neuro-lapine on man is not as yet sufficiently clear to enable conclusions to be formulated.

This applies with even greater force to *Testicular Lapine*.

## 4. Treatment of the Seed Lymph.

The Sub-Commission has not considered it necessary in this report to deal with all the other questions connected with the treatment of the seed lymph, which are undoubtedly also of the greatest importance from the point of view of the potency of the vaccine. It has also refrained from discussing such particular measures to be taken in this connection as the collection of the lymph from calves, rabbits or man, the method of preservation, the degree of dilution, etc. The Sub-Commission was of the opinion that vaccine institutes should work according to their own customary methods, which in many cases have stood the practical test of many years' experience. The reports received showed that it has been possible to adopt very different procedures as regards technical details and yet to achieve the same end.

## 5. Preparation of Vaccine for Human Vaccination.

Notwithstanding their importance, the Sub-Commission has not considered it necessary here to deal in detail with the various questions connected with the preparation of the *lymph ready for issue* which relate to the state of health, age, race and sex of the animals providing the vaccine, the method of their vaccination and of obtaining the crude lymph, the preparation and preservation of the lymph and many other details of institutional procedure. The several vaccine institutes are aware of the great responsibility resting upon them in regard to the preparation of an unexceptionable lymph, and do their best to take every possible precaution and employ the most approved methods. There is therefore no need to make any new proposals in this connection.

The Sub-Commission considers it important, however, to emphasise as strongly as possible its conviction that a veterinary control of animals used for lymph production is in all circumstances essential. It is desirable that this control should extend to the living animal before inoculation and it is essential that, after the vaccine has been obtained, the animal used for this purpose should be slaughtered and should be carefully inspected by a veterinary expert. Only if the result of the post-mortem is entirely unexceptionable, and in particular if there are no signs of tubercular lesions, should the lymph be employed for human vaccination.

## 6. Preparation and Employment of the Lymph.

In this connection special attention has been given to the question of the employment of *diluted* and *killed* vaccine.

(a) *Diluted Lymph*. — According to the experience of vaccine institutes and vaccinators, the lymph should possess a minimum virulence in order to give sufficiently reliable results in the varying circumstances of medical practice. This minimum standard was fixed by resolution

of the Berlin session on the basis of the report drawn up by the experts of the Smallpox and Vaccination Commission.<sup>1</sup> The employment of a diluted lymph does not necessarily imply the abandonment of this point of view, for it is not the same thing to inoculate a lymph of weak virulence, which is perhaps below the minimum standard, as to employ a lymph of sufficient virulence, and more or less above the minimum standard, in a diluted condition.

Research into the suitability of diluted lymph for purposes of immunisation is in any case of the greatest interest and deserves to be proceeded with, both in laboratory experiments and particularly also by practical application. In this connection, special attention should be paid to the durability of the dilution, and therefore to the nature of the diluent, as well as to the degree of dilution. At the same time it should be carefully ascertained whether, in view of the great differences in the vaccine technique employed by doctors, as well as the variations in individual susceptibility to vaccination, the diluted lymph gives sufficiently satisfactory results in practice and confers a reasonable degree of immunity. The Sub-Commission is of opinion that the investigation of this question should be left to the discretion of the institutes, and that the guiding principles briefly outlined above make it unnecessary to draw up a special plan of study. It would be desirable that any results obtained should be reported to the Health Section of the League of Nations for the information of the Smallpox and Vaccination Commission.

(b) *Killed Lymph.* — The experiments with *killed* lymph conducted up to the present whether by heat or by particular antiseptics have a scientific interest, although the results hitherto obtained have not so far shown themselves to be of practical application. It is important, however, that the researches on this subject should be continued. Here, too, the work should be left to the institutes which take an interest in the question.

(c) *Dry Lymph.* — The question of dry lymph was taken into consideration at the last session of the Smallpox and Vaccination Commission in Berlin, in the sense that researches by the directors of vaccine institutes represented on the Commission regarding the methods of preparation, preservation and durability were pronounced to be desirable. The continuation of these experiments appears to be most important.

(d) The Sub-Commission considers that the regular bacteriological supervision of the lymph is absolutely necessary.

#### 7. Potency of the Lymph.

In connection with this question, which has already been dealt with at the Berlin session of the Smallpox and Vaccination Commission, and under paragraph 6, the Sub-Commission desires to recommend strongly that the medical directors of the vaccine institutes should, wherever possible, be given an opportunity of themselves undertaking human vaccinations, or at any rate of satisfying themselves of the success of human vaccinations by personal observation. This is particularly necessary in countries in which vaccination is not compulsory or officially organised and in which the vaccine institutes are only informed of the results of human vaccination by the voluntary and casual reports of doctors. Even as an indirect method of information, this is insufficient. In these circumstances, the reports of doctors provide a quite unreliable basis when they do not describe the vaccine reaction in detail but only summarily indicate the result by the words "successful" or "unsuccessful".

An attempt should be made to record objectively the result of the vaccinal reaction. In the case of primary vaccinations, it is sufficient to describe them as successful or unsuccessful, while noting the percentage of *insertion successes*. In the case of *revaccination*, on the other hand, the type of reaction should be described in greater detail. On the basis of many years' experience, the adoption of the following three classes of reaction may be recommended :

1. Reaction of the primary vaccination type (Jenner's pustule).
2. Accelerated reaction (vesicular reaction) ; " modified vaccine ".
3. Allergic or early reaction (papular reaction).

In countries which have official vaccination records, these three categories should find a place in the form of records.

#### 8. Vaccine Technique.

Although the question of vaccine technique is not one for the Sub-Commission's discussion, it is nevertheless closely connected with that of the potency of the lymph and the clinical symptoms of vaccinal reaction.

The best lymph may have the most different results, according to the manner in which it is used. Next to the individual susceptibility, the most important factor is *vaccination technique*.

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<sup>1</sup> In this report (document C.H. 533) the Commission decided that vaccine lymph may only be considered potent if, at the time when ready for use and applied experimentally to a rabbit and a guinea-pig in a dilution of 1/1000 according to the method of Calmette, Guérin, Gins, Groth and Sobernheim, it will produce definite known results on the animals as detailed on page 2 of that report.

The Sub-Commission does not consider it desirable or even within its province to declare that any one particular defined method of vaccination should be exclusively employed by vaccinators in all countries. It would, however, advise that the technique and methods of vaccination which are permitted or are recommended should be carefully defined in each country on expert authority ; and that the extent to which these instructions or recommendations are followed in practice should be duly ascertained by the competent authorities of these countries, the results carefully recorded and reported, and, whenever possible, judged in respect of the actual immunity conferred on exposure to smallpox infection or on revaccination. It is only in this way that satisfactory or universally applicable rules or recommendations for the technique of vaccination can be ultimately adopted.

\* \* \*

None of the facts considered in this report lead the Commission to the conclusion that there is reason for discontinuing the use of vaccination, which remains the most powerful weapon against smallpox that we possess.

In view of the circumstances associated with the occurrence of nervous complications which, as explained in the first part of this report, are in any case of extreme rarity, the Commission draws attention to the advantage which may result from practising primary vaccination during early infancy rather than at later ages of childhood.

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#### Appendix.

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#### POST-VACCINAL ENCEPHALITIS : BIBLIOGRAPHY.<sup>1</sup>

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<sup>1</sup> Taken, with a few additions, from the Report of the Committee on Vaccination, Ministry of Health, London. Cmd 3148, 1928).

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Geneva, September 15th, 1928.

LEAGUE OF NATIONS

THE WORK OF THE HEALTH ORGANISATION

REPORT OF THE SECOND COMMITTEE TO THE ASSEMBLY

*Rapporteur:* Professor John M. O'SULLIVAN (*Irish Free State*).

The work of the Health Organisation, its Committees and activities, is characterised by the same principle of continuity that is found in the work of the League in general. Hence the present report is but a fragment with jagged ends, and must be read in conjunction with those of previous years. It looks back on the past and forward to the future.

As will be apparent from even a hasty reading of the various reports, the work of the Organisation is already quite extensive. Though at first there was some doubt of the wisdom of the League developing along this line, now the demands made are such that there is no prospect of satisfying them all. For here, as elsewhere, a somewhat rigid limitation of effort is a condition of producing work of real value, and the Health Organisation has shown its wisdom in recognising this. Its success has been due, among other things, to the fact that its programmes have been carefully thought out and often even confined to one aspect of a big subject, to a sphere of investigation comparatively small, no doubt, but one in which, owing to its very circumscription, results might be expected in a reasonable time. Yet this wise self-restraint does not hinder the progressive extension of the field of investigation.

The various conferences and sessions of Commissions which were held in the past twelve months were by no means instances of isolated activity; they represented successive stages in the logical solution of international health problems the preliminary steps in connection with which had been taken at an earlier period in the life of the Health Organisation. Thus at a conference held at Frankfort in May agreement was reached on a series of international standards which will serve as units of measure for the activity of sera and biological preparations, notably anti-diphtheritic, anti-tetanic and anti-dysenteric sera, and for the arseno-benzines, insulin, pituitary extract, digitalis, etc. That these results were achieved is due to previous conferences and to long and minute researches in the principal institutes concerned.

This work on sera and vaccines is not a bad illustration of the Organisation's manner of working and attaining its ends.

It is a technical organisation of the League, remains international and operates through existing national and international bodies. It stimulates, not supersedes, them. There is no encroachment on the activities of the different national administrations and research institutions. Success has been achieved not by the assertion of any claim to be, as it were, a central authority on medical service or a public health administration, exercising quasi-legislative powers, but by appealing to those who are responsible for the actual work in the different countries, getting them to co-operate and come to agreement, and by providing opportunity to public health officers, for example, of availing themselves, if they are willing, of the pooled wisdom of their colleagues in other countries.

Persuasion is sometimes necessary, for, though science may claim to know no national boundaries, we often find that in its application it is unduly hampered by differences of local idiosyncrasy, which cause much unnecessary waste. These difficulties may be overcome sometimes by goodwill, sometimes by active personal touch, but the goodwill has often awaited stimulation from the Health Organisation before it became effective, and the opportunity for collaboration has come more than once from the same quarter.

The increasing efficacy of the Organisation's activities is due to its success in bringing various institutions, and even individuals, into closer contact with one another and with the League. The

reports show that every year witnesses new demands from the nations and offers of co-operation. It is natural to suppose that the condition of advancement in the future is that the Organisation should continue to be guided by this principle, which indeed is fundamental to the League.

The matters with which the Health Organisation deals are both international and worldwide. It binds together not merely countries but quarters of the globe. The link with the Far East is furnished by the Eastern Bureau of the Health Organisation at Singapore. In addition, there has been this year an "interchange" or study tour, of health officers in India. The Government of that country has invited the Malaria Commission to study the problem of malaria there — an invitation that the Health Committee, with the approval of the Council, has gladly accepted. Furthermore, two experts have been appointed to investigate the health conditions in certain islands in the Pacific, in accordance with the suggestion of the International Pacific Conference held in Melbourne in 1926 — a suggestion considered and approved by the Assembly in 1927. As usual a number of Far Eastern public health officers and experts, notably from Japan, have been given facilities by the Organisation to study Western experience in the prevention of disease and the protection of the public health.

The Assembly at its last session noted with satisfaction the steps taken by the Health Organisation to extend its activities to various Latin-American countries and welcomed the practical suggestions for continued co-operation presented by the health authorities and experts of the Argentine, Brazil and Uruguay. During the last twelve months this collaboration has been actively pursued and the important investigation on infant mortality being carried on in seven European countries is being pursued along similar lines by experts nominated by the health administrations in the Argentine, Brazil, Chile and Uruguay. The work on the two continents is co-ordinated by the Health Organisation at Geneva. The investigation in Europe is now completed and in a year or so the results of the enquiry in the Latin-American countries will be available. It will thus be possible to utilise the experience acquired and compare the results of the measures employed to cope with infant mortality in various rural and urban districts of two widely separated parts of the globe.

A distinguished health expert from Uruguay has been sent to Europe by his Government to study under the auspices of the Health Organisation and the International Labour Office the experience of some of the older countries in regard to the problems of medical assistance and social insurance. This fruitful collaboration with the health authorities and experts of Latin America will, we hope, be amplified and extended to other countries of the New World in the near future.

I do not propose to describe in detail these or other activities of the Health Organisation; I shall merely catalogue a few of the more important of them which justify the statement that its work has extended to practically every country in the world, and then refer for a moment to two other matters: the work of the Eastern Bureau at Singapore and the system of liaison with public health administrations established by means of the collective and individual interchanges of public health and medical officers.

A general conference on the prevention of malaria held in Geneva in June was attended by malariologists from all the countries having an important malaria problem. The principles and methods of malaria control were discussed in the light of reports prepared by the Malaria Commission of the Health Committee on the basis of its study tours in the Old and New Worlds. A report was issued which is a consensus of the views of the most qualified malariologists and, as such, will be invaluable to any Government faced with a malaria problem.

One of the best methods of securing agreement among scientists is to undertake joint studies of the method or subject under discussion, and on a number of points on which the opinion of malariologists is still divided, on account of a lack of sufficient information, such common studies are being undertaken, the Health Organisation acting as the mechanism of co-ordination. In connection with malaria, mention must be made of the courses for the training of experts organised for the third successive year in London, Hamburg and Paris under the auspices of the Health Organisation. A fourth course was added this year in Rome, and the theoretical courses were followed by practical work in the Kingdom of the Serbs, Croats and Slovenes, Italy and Spain.

I have already mentioned the important work in connection with the standardisation of sera.

The Conference of Health Experts on Infant Welfare met in London in July, and was received hospitably by the Minister of Health and the Chief and Senior Medical Officers of his Ministry. Decisions were taken in regard to the preparation of the reports on the enquiries concluded in

twenty-nine urban and rural districts of seven European countries — enquiries which have been described in detail in previous reports to the Assembly.

The Cancer Commission continued its work along lines already indicated in previous reports, special attention being paid to occupational cancer (with the collaboration of the International Labour Office), a form which appears to be more susceptible to preventive measures than other forms. The Commission is also studying the methods and results of the radiological treatment of cancer, which in certain cases has proved of so much value. These subjects were discussed at sessions held in Geneva in April, in London in July and in Paris in August.

The Smallpox and Vaccination Commission held two sessions in Geneva this year (April and August), and was able to reach conclusions on a number of important points. At the last session, experts from many of the important vaccine establishments of the world were present, and proposals for co-ordinated studies will be presented to the Health Committee. In addition to the above, the Commissions on Opium, Education in Hygiene and Preventive Medicine, Leprosy and Fumigation of Ships met during the year, and progress was made with the work of the Commission of Expert Statisticians and the Joint Commission for the Study of the Relationship between Public Health Services and Health Insurance Organisations.

Effective help is given to sanitary police organisation by the epidemiological information supplied by the Health Organisation in ever-increasing completeness, reliability and quickness. Information received, if sufficiently important, is cabled, broadcast by wireless, and mailed daily to the different health administrations.

The work of the Eastern Bureau at Singapore, so frequently praised by delegates to previous sessions of the Assembly, continues to develop satisfactorily, thanks to the support it receives from the health administrations of Governments in that area.

Having succeeded in the rapid collection and transmission of information concerning epidemic diseases from the majority of ports in its area, the Bureau is now being furnished with intelligence of the same character relating to the hinterland of ports and of countries as a whole. The Bureau communicates this information to the health authorities concerned by means of an increasingly efficient network of wireless placed at the disposal of the Bureau by the generosity of the administrations of French Indo-China, Germany, the Netherlands East Indies, India, Japan, British North Borneo, Madagascar and Shanghai. The fact that this service is appreciated is evidenced by the action of the Governments concerned, which send yearly delegates to the Advisory Council; the majority of them contribute to the support of the Bureau, and place their wireless equipment at its disposal, in addition to supplying it with the accurate and immediate epidemic disease reports upon which depends its proper functioning. It is not too much to say that the work of the Eastern Bureau of the Health Organisation at Singapore furnishes to health administrations in that area the information needed to organise effective action against epidemic disease.

The Bureau also acts as a centre of co-ordination for the investigation of problems relating to plague and cholera, and on the suggestion of the Advisory Council, is collecting detailed information in regard to the quarantine stations of the East.

One division of the work of the Eastern Bureau to which I would call your special attention is that relating to infected ships. In the first eleven months of 1927, the Bureau received and distributed information in regard to 162 vessels having on board persons suffering from epidemic diseases. The reports which the Bureau is able to make to health administrations are becoming more timely and complete, and therefore more useful, from month to month.

In recent years, the Health Organisation has extended its efforts and investigations to the rather complicated questions of social and rural hygiene.

The "interchanges" or study tours of public health and medical personnel which provide a system of liaison with the various health administrations have been commented on favourably from year to year by successive sessions of the Assembly, and I should like to call your special attention to the record of the past twelve months in this regard. Groups of public health officers have studied the multiple aspects of hygiene and preventive medicine in Belgium, France, Germany, Hungary, India, the Netherlands and the Kingdom of the Serbs, Croats and Slovenes, and before the present session of the Assembly closes an interchange will have begun in Italy. Two important results are attained by these interchanges: first, the promotion of collaboration between the various health administrations themselves as well as between them and the Health Organisation; and second, the diffusion of information concerning public health principles and practice, for something worthy of imitation will be found in the public health work of every country.

This year for the first time an "interchange" restricted to the study of problems of rural hygiene was organised. As a representative of a State that is predominantly agricultural in character, I should like to pay a special tribute to the Health Organisation in this connection. The health administrations of the different countries concerned welcomed this innovation so warmly that this type of activity will probably be continued in the future. Typical rural areas in six countries of Central and Western Europe were visited by a group of twenty-two health officers and sanitary engineers from different countries. In each area a complete study was made of the system of public health organisation and administration, and, in addition, opportunity was given to examine the work of all other organisations, whether governmental, semi-public or private, which exert any influence on the public health. For example, questions of public instruction were studied in the public schools, the activities of co-operative organisations were reviewed, schools of agriculture were visited, problems of medical education and assistance were discussed,

so that every participant in the interchange was afforded an opportunity of studying rural hygiene as a whole in the light of information concerning every agency exerting any favourable influence. A detailed comparative study was possible of rural housing, water and milk supplies, sewage and its disposal, etc. At the final conference, held in Geneva, nearly all the participants declared their intention of applying in their own districts some of the practices or methods they had studied in other countries. A study tour such as this should serve to stimulate the development of rural hygiene by the interchange of ideas and suggestions, for which it furnishes a unique opportunity, and the accumulation of a mass of common knowledge in regard to principles which should govern the application of public health measures in general.

We should, I think, congratulate the Health Organisation on its study of rural hygiene, which is so important in nearly every country.

If the Health Organisation has been able to accomplish as much in this and other fields, it is due to the collaboration of the health administrations and experts of the various States within and without the League, for which the Health Organisation acts as a co-ordinating mechanism. If the work on standards, malaria, infant mortality, rural hygiene and all the other subjects mentioned in the reports submitted to the Assembly has been successful, it is due to the generosity and collaboration of the Governments concerned, which have spared no pains to ensure the success of this international work.

I do not make any comparison between the work which is the object of our deliberations to-day and the other, what some might consider the more obviously legitimate, work of the League. But it is clear that here we have work in the accomplishment of which no national rivalries need be aroused — co-operation, not rivalry, is what is most natural — we have aims in the pursuit of which all can unite. Even from the point of view of international peace, is there not something to be gained by this? Working together for a common aim, without any of the *arrière-pensées* that may sometimes influence us in the political and economic spheres, may bring the nations closer together. There is also this factor to be borne in mind — the work that is here being accomplished is so obviously useful to humanity, to the different countries, that it is not likely to encounter the facile cynicism that the League sometimes meets in its other endeavours.

The solidity and utility of the work of the League in other spheres cannot be called in question by anyone who has a real appreciation of the present conditions of the world, but the work of this Organisation is perhaps more readily appreciated by the ordinary citizen, and well worthy of the continued support of the League.

I have the honour to propose the adoption of the following draft resolution:

“ The Assembly:

“ Having taken note of the reports (documents A.6.1928 and A.6(a).1928) dealing with the work of the Health Organisation of the League during the past year,

“ Is gratified at these evidences of its increasing utility as an agency for the promotion of international collaboration in matters affecting the public health;

“ Expresses its appreciation to all the health administrations of the various Governments which have generously collaborated with the Health Organisation in the different branches of its work;

“ Records its gratitude for the services rendered by the members and experts of all the commissions and conferences of the Health Organisation, as well as the specialists and experts who have carried out individual missions;

“ Approves the work accomplished by the Health Organisation since the eighth ordinary session of the Assembly, and congratulates it on the increasing success of its far-sighted policy of practical collaboration with extra-European countries.”

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Geneva, October 31st, 1928.

**LEAGUE OF NATIONS**

**Health Organisation**

**HEALTH COMMITTEE**

**REPORT TO THE COUNCIL**

**ON THE WORK OF THE THIRTEENTH SESSION OF THE COMMITTEE**

*Held in Geneva from October 25th to 31st, 1928.*

The Health Committee has the honour to submit to the Council the following report on the work of its thirteenth session, held in Geneva from October 25th to 31st, 1928.

The following members were present :

Dr. Th. MADSEN, President, Director of the State Serum Institute, Copenhagen.

M. O. VELGHE, Vice-President (*ex officio*) ; President of the Comité permanent de l'Office international d'Hygiène publique, Paris ; Secretary-General of the Ministry of the Interior and of Health, Brussels.

Dr. H. CARRIÈRE, Vice-President, Director of the Swiss Federal Public Health Service, Berne.

Professor Léon BERNARD, Professor of Clinical Tuberculosis at the Faculty of Medicine of Paris and Technical Health Adviser at the Ministry of Health.

Sir George BUCHANAN, Senior Medical Officer, Ministry of Health, London.

Professor J. CANTACUZÈNE, Professor of Bacteriology and Director of the Institute of Experimental Medicine, Bucharest.

Dr. Witold CHODZKO, former Polish Minister of Health ; Director of the State School of Hygiene, Warsaw.

Colonel J. D. GRAHAM, Public Health Commissioner with the Government of India, Delhi.

Dr. C. HAMEL, President of the Reichsgesundheitsamt, Berlin.

Dr. Alice HAMILTON, Professor of Industrial Hygiene at Harvard University, Boston, Mass.

Dr. N. M. J. JITTA, President of the Public Health Council of the Netherlands, The Hague (attended the meetings from October 28th).

Professor Ricardo JORGE, Director-General of Public Health, Lisbon.

Dr. A. LUTRARIO, former Director-General of Public Health, Ministry of the Interior, Rome.

Professor B. NOCHT, Director of the Institute of Tropical Diseases, Hamburg.

Professor D. OTTOLENGHI, Professor of Hygiene at the Royal University of Bologna.

Dr. L. RAYNAUD, Inspector-General of the Health Services, Algiers.

Dr. L. RAJCHMAN, Medical Director, Secretary of the Committee.

\* \* \*

Dr. C. L. PARK, Chief Medical Officer, Australia House, London (representing Dr. CUMPSTON), attended the session.

Mr. S. KUSAMA, of the Japanese Office for the League of Nations attached to the Japanese Embassy, Paris (representing Dr. M. TSURUMI), attended the session.

The following members were absent :

Professor G. Araoz ALFARO, former President of the National Health Department, Buenos Aires.

Professor Carlos CHAGAS, Director of the Oswaldo Cruz Institute, Rio de Janeiro.

Surgeon-General H. S. CUMMING, Chief of the Public Health Service of the United States of America, Washington, D. C.

Professor NAGAYO, Director, Government Institute for Infectious Diseases, Tokio.

Professor G. PITTALUGA, Professor of Parasitology, Faculty of Medicine, Madrid University.

Dr. C. E. A. WINSLOW, Professor of Public Health, Yale School of Medicine ; member Public Health Council, State of Connecticut.

The following also attended the session of the Committee :

Dr. ABT, Director of the Office international d'Hygiène publique, Paris.

Dr. CAROZZI, Chief of the Health Service, International Labour Office.

Professor Mack EASTMAN, Head of Section in the Research Division, International Labour Office.

M. MARIGNAC, Deputy-Director of the Office international d'Hygiène publique, Paris.

M. A. TIXIER, Chief of the Social Insurance Service, International Labour Office.

## I. GENERAL.

At the opening of the session, the Health Committee expressed its deep regret at the death of Dr. H. Pottevin, the Director of the Office international d'Hygiène publique. Dr. Pottevin had been closely associated with the work of the Health Committee since its commencement.

The Committee proceeded to elect its Vice-Presidents for the year 1929. Dr. CHODZKO and Professor Ricardo JORGE were elected to replace Dr. Carrière and Dr. Chagas, the retiring Vice-Presidents for the year 1928.

The agenda as circulated to the members of the Committee was adopted (Annex 8).

On the proposal of Professor Léon BERNARD, made in accordance with Article IV of the Rules of Procedure, the subject of nutrition was added to the agenda.

## II. ASSEMBLY RESOLUTIONS AND DECISIONS OF THE COUNCIL.

The Committee learned with satisfaction that its work had received the general approbation of the Assembly of the League of Nations at its ninth ordinary session, and that its budget had been passed without discussion (documents A.10.1928, A.6., A.6(a).1928, Extract No. 2).

The Committee desires to express its gratitude and appreciation to the representatives of Japan on the Council of the League of Nations, who have acted as Rapporteurs to the Council on the work of the Health Organisation during the last five years, for the special interest they have taken in and the support they have given to its work, both in the Council and in the Assembly.

1. The Assembly at its ninth ordinary session adopted a resolution concerning alcohol, (document A.72.1928), the second paragraph of which reads as follows :

" The Assembly . . . decides to ask the Council to request the Health Organisation of the League of Nations to collect full statistical information regarding alcoholism considered as a consequence of the abuse of alcohol, giving prominence, *inter alia*, according to the data available, to the deleterious effects of the bad quality of the alcohols consumed . . .

" It is understood that this resolution does not refer to wine, beer or cider."

The Council of the League of Nations at its meeting on September 26th, 1928, decided to transmit this portion of the resolution to the Health Committee " for its opinion and for a report on the scheme suggested ". This question has accordingly been considered by the Committee at great length. It was agreed that the collection of a considerable mass of statistical data would add nothing appreciable to existing knowledge regarding the evil effects consequent upon the abuse of alcohol. There is already considerable scientific and medical knowledge and literature concerning the deleterious physiological and pathological effects of methyl-alcohol and of alcoholic liquors which may be described as alcohol of bad quality. Before, therefore, submitting a report to the Council on a plan of study, the Health Committee would like to obtain further information from the health administrations of Finland, Poland and Sweden, the delegations of which countries recommended the inclusion of this question in the League's programme of work. The Committee is especially anxious to obtain information as to the special lines of international enquiry, within the scope of the Assembly resolution, which are best adapted to supply the information of which these three administrations are especially in need.

### *Resolution :*

" The Health Committee,

" Having considered paragraph 2 of the resolution adopted by the Assembly concerning alcoholism, which was referred to it in accordance with the resolution adopted by the Council of the League of Nations on September 26th, 1928 ;

" Requests the Medical Director to apply to the health administrations of Finland, Poland and Sweden, the delegations of which countries recommended the inclusion of this question in the League's programme of work, for such suggestions concerning the special lines of international enquiry, within the scope of the Assembly resolution, as are best adapted to supply the information of which these three administrations are especially in need. "

2. The Committee also took note of the resolution adopted by the Assembly to the effect that the Minutes of committees and sub-committees would in no case be published unless

a formal request setting forth the reasons for such a course were submitted to the Council through the Secretary-General.

The Committee testified to the great utility of these publications and expressed regret at their discontinuance. The President was asked to convey to the Secretary-General the views of the Health Committee on the subject.

### III. MALARIA COMMISSION.

Dr. LUTRARIO, the Chairman of the Malaria Commission, presented a report on the work of the Commission at the Conference held in Geneva from June 25th to 29th, 1928 (document C.H./Mal./121). This Conference was attended by members and corresponding members of the Commission, in addition to several distinguished malariologists, numbering in all thirty-four. The Conference was divided into three sub-commissions, the first dealing with anti-malaria methods, the second with certain aspects of the epidemiology of malaria, and the third with the use of quinine and other drugs in the treatment of malaria.

The principles laid down in the Second General Report (document C.H./Mal./121) of the Malaria Commission formed the basis of the discussions. In spite of considerable diversity of opinion, it was possible to arrive at unanimous conclusions regarding the lines best suited to combat malaria in various circumstances.

The report also contains a programme of research to be brought to the attention of the malariologists of the world for their individual consideration. In addition, certain other studies are suggested as being particularly suitable for international study on preliminary lines with the co-operation of the Health Organisation of the League. These studies concern: (1) housing in relation to malaria; (2) a comparative study in Europe and in America of the anophelene mosquito chiefly responsible for the spread of the disease, with special reference to its relation to malaria transmission and prevention; and (3) the practical importance of intensive quinine treatment of infected persons in the prevention of malaria, experiments with other cinchona alkaloids, and the use of drugs other than quinine, with special reference to Plasmochin.

After a detailed discussion, in which many members took part, the Committee approved the report of the Malaria Commission, with the recommendations which it contains, and decided to leave to its Bureau, in consultation with the Chairman of the Malaria Commission, the selection of the subjects for international research within the limits of the available resources. Appreciation was expressed of the services rendered at the Conference by the distinguished malariologists who had attended. A vote of thanks to the Chairman of the Commission was passed unanimously.

#### *Resolution:*

"The Health Committee approves the report of the Conference of the Malaria Commission held in Geneva from June 25th to 29th, 1928, and the programme of studies which it contains, and pays a tribute to the work of the distinguished malariologists which resulted in unanimous recommendations with regard to malaria control. It requests its President and Bureau, in consultation with the Chairman of the Malaria Commission, to arrange for such of the international studies recommended as are possible with available resources."

### IV. LATIN AMERICA: CO-OPERATION BETWEEN THE HEALTH ORGANISATION OF THE LEAGUE OF NATIONS AND THE HEALTH ADMINISTRATIONS OF LATIN-AMERICAN COUNTRIES.

(a) *Infant Mortality.* — Since the last meeting of the Committee, considerable progress has been made in the infant mortality enquiry that is being carried out on comparable lines in Argentine, Brazil, Chile and Uruguay. The enquiry promises to give results of very considerable interest, notably in Brazil, where post-mortem examinations have been possible in a large proportion of the infant deaths investigated. It is probable that the enquiry will be terminated towards the middle of 1929, when it is hoped to arrange a second Conference of the experts responsible for these investigations. It may then be possible to extend the enquiry to other countries of South America.

(b) *Leprosy.* — Since the twelfth session of the Committee, the Leprosy Commission held a meeting in Paris on May 14th, 1928, when the general lines of the enquiry were decided upon. The Chairman of the Commission (Professor Chagas) has promised to draw up a detailed programme for the consideration of the Health Committee. Since his return to Brazil, a National Research Centre has been formed, under the direction of M. Guinle, who is contributing \$10,000 yearly for investigations into this disease. The Committee has promised to send a European expert to undertake research into the more important problems of leprosy. Steps have already been taken to obtain the services of an eminent expert to undertake this work.

The services of Dr. Etienne Burnet, of the Pasteur Institute, have been secured as technical secretary of the Leprosy Commission of the Health Organisation, and it is hoped that he will visit in the near future, several countries in Latin America whose collaboration in carrying out the enquiries is indispensable.

(c) *Syphilis.* — Advantage will be taken of Dr. Burnet's presence in Latin America to study the possibilities of extending to those countries the enquiries into the sero-diagnosis of syphilis and subsequently into the treatment of syphilis.



Professor G. PITTALUGA, Professor of Parasitology, Faculty of Medicine, Madrid University.

Dr. C. E. A. WINSLOW, Professor of Public Health, Yale School of Medicine ; member Public Health Council, State of Connecticut.

The following also attended the session of the Committee :

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Dr. CAROZZI, Chief of the Health Service, International Labour Office.

Professor Mack EASTMAN, Head of Section in the Research Division, International Labour Office.

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On the proposal of Professor Léon BERNARD, made in accordance with Article IV of the Rules of Procedure, the subject of nutrition was added to the agenda.

## II. ASSEMBLY RESOLUTIONS AND DECISIONS OF THE COUNCIL.

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### *Resolution :*

" The Health Committee,

" Having considered paragraph 2 of the resolution adopted by the Assembly concerning alcoholism, which was referred to it in accordance with the resolution adopted by the Council of the League of Nations on September 26th, 1928 ;

" Requests the Medical Director to apply to the health administrations of Finland, Poland and Sweden, the delegations of which countries recommended the inclusion of this question in the League's programme of work, for such suggestions concerning the special lines of international enquiry, within the scope of the Assembly resolution, as are best adapted to supply the information of which these three administrations are especially in need. "

2. The Committee also took note of the resolution adopted by the Assembly to the effect that the Minutes of committees and sub-committees would in no case be published unless

ERRATA - Pages 7 and 32, instead of "benzylmorphine" or  
"benzomorphine", read "benzoyl - morphine".

Page 36, lines 4 and 5, delete the words:  
"Nos. 11 and 12, preparations of Indian hēmp".

(d) *Health Insurance.* — The President of the Uruguayan National Council of Health has been engaged in a study, with the co-operation of the Health Organisation and of the International Labour Office, into the relations between public health services and health insurance institutions, with a view to the preparation of a draft law revising the health legislation in force in Uruguay.

The results of the Uruguayan Government's preliminary consideration of this proposed amalgamation of the present health legislation with social insurance legislation in a single public health Act will probably be submitted to the Health Organisation. It is possible that the Joint Committee of Experts for the study of this question may then be able to collaborate with the Uruguayan Government in a detailed examination of the question.

(e) *Liaison.* — A study will shortly be made as to how the Health Organisation's system of interchanges and individual missions can be made of more permanent benefit to the health administrations of Latin-American countries by studying the particular needs and special problems of the individual administrations.

*Resolution:*

"The Health Committee notes with satisfaction the progress being made with regard to the collaboration of Latin-American administrations in the work of the Health Organisation of the League, notably with regard to the enquiry into infant mortality and the facilities accorded to the health administration of Uruguay in its study of health insurance and preventive medicine.

"It approves the suggested arrangements for the leprosy enquiry and welcomes the proposals to extend to Latin-American countries the enquiries that have been carried out in connection with the sero-diagnosis of syphilis and to enlist the co-operation of Latin-American countries in the enquiry into the treatment of syphilis.

"It approves the suggestion to develop the liaison system of interchanges and individual missions in order to render it of more permanent value to the health administrations concerned."

V. INFANT MORTALITY.

The Committee considered the report of the meeting of Health Experts on Infant Welfare which was held in London on July 3rd, 4th and 5th, 1928 (Annex 1). At this Conference, the results of the enquiries that have been carried out in the seven European countries were considered, in each of which the investigations had extended over a period of twelve months, the full period originally fixed for the investigation. A report thereon is now being prepared in each of these countries, drawn up in a form suggested at the meeting and which has received the approval of the Health Committee. A general report of the enquiry as a whole will be submitted to the Health Committee on the basis of these national reports. Proposals regarding further investigations, the need for which has been demonstrated by the enquiries already carried out, will be submitted to the Health Committee at its next session.

*Resolution:*

"The Health Committee notes with satisfaction the progress made in the enquiry on infant mortality in European countries, and approves the proposals that have been made for the elaboration of the general report."

VI. REPORT OF THE MEDICAL DIRECTOR ON THE WORK OF THE HEALTH ORGANISATION SINCE THE LAST MEETING OF THE HEALTH COMMITTEE IN MAY 1928.

The Committee considered the report of the Medical Director on the work of the Health Organisation since its last session (document C.H. 747).

1. Recent developments in the work of the Service of Epidemiological Intelligence and Public Health Statistics were discussed at some length, and attention was drawn to the desirability of arranging a reciprocal exchange of information between the Singapore Bureau and the Pan-American Bureau in Washington. Current information supplied by the latter Bureau is of special interest and importance to Australia in view of the close commercial relations with the American continent. The Medical Director explained that steps were being taken to obtain such an exchange of information.

The Committee noted with satisfaction the progress that had been made in carrying out the resolutions adopted by the Advisory Council of the Singapore Bureau at its meeting at Delhi, in December 1927.

2. The system of liaison between the Health Organisation and public health administrations was discussed in detail. The great value to public health administrations of general and specialised interchanges and of individual missions was fully recognised, and suggestions were made as to how their utility might be increased. Every endeavour is made to curtail the duration of these interchanges without detriment to their utility; health administrations have found it difficult to spare the services of participants for the duration of a prolonged study tour. The hope was expressed that careful thought and consideration would be given by health administrations in the selection of their medical officers nominated to take part in these study tours. This system of interchanges or study tours, since its inauguration five or six years ago, exhibited a tendency to evolve into study tours of special subjects, an evolution which has its advantages, though those of the original general interchange were fully recognised. The recent introduction of the use of films illustrating phases of public health work in the countries visited was approved; the extended use of the cinema film will make it possible to reduce the amount of travelling in the countries visited.

The programme of interchanges for 1929 was approved, in accordance with the proposals contained in the Medical Director's report. It includes interchanges on rural hygiene, as well as tours devoted to the study of sanitary engineering, certain aspects of housing, industrial hygiene and milk supply. No general interchange was proposed for 1929, but it is hoped to hold one in 1930.

3. With regard to the Second International Conference on Sleeping-Sickness which is to take place on November 5th, 1928, it was suggested that that Conference might with advantage devote attention to the general health conditions of the native population in Africa. The Committee agreed to authorise its Bureau, in consultation with such members of the Committee as will attend the Conference, to consider and, if necessary, to take action upon any proposals emanating from the International Conference, before the next session of the Committee.

4. Considerable progress has been made with the work of the Joint Commission of Experts for the Study of the Relationship between Public Health Services and Social and Health Insurance Organisations, more especially with regard to the enquiry into tuberculosis. A general report on this subject, based on the reports already received, will be published before the end of the year. A meeting of a special Sub-Committee, composed of medical officers of Federations of Social and Health Insurance Associations of five or six countries and of health officers, will meet in the near future. It is proposed to arrange a special study tour for the members of this Sub-Committee, to enable them to visit certain areas where co-ordination between health insurance organisations and public health administrations already exists, and to study certain important aspects of preventive medicine.

5. With regard to the enquiry of the Health Organisation on the subject of the protection of the blind, it was agreed to place the documentation collected on this subject and on trachoma at the disposal of the International Ophthalmological Society. The Committee agreed that two of its members (Dr. JITTA and Dr. LUTRARIO) should represent the Health Committee at the next Congress of the above-mentioned body.

*Resolution :*

“ The Health Committee approves the report of the Medical Director on the work accomplished since the twelfth session (May to October 1928). ”

#### VII. CANCER COMMISSION.

Sir George BUCHANAN, Chairman of the Cancer Commission, presented a statement on the progress made by the Cancer Commission and its Sub-Committees since the last meeting of the Committee (Annex 2).

The Sub-Committee of Experts charged with the study of the radiotherapy of cancer is making good progress, and it is hoped to have a report early next year on the results of radiological treatment in three important institutions, namely, those of Munich, Paris and Stockholm.

The Cancer Commission considers that the time has not yet come to convene a conference of cancerologists, more especially as several questions suggested by the cancerologists are already being studied by its two Sub-Committees. The Commission calls attention to the enquiry which the Italian group proposes to carry out into the relationship between cancer and constitution. This enquiry is of special interest to the Commission, which asks that the Italian Government may be informed how much it appreciates this work and of its desire to be informed of the results of the enquiry.

The enquiry into occupational cancer, which is being carried out in collaboration with the International Labour Office, is directed towards the elucidation of a few specific points which require comparison of the experience of several countries.

#### VIII. SMALLPOX AND VACCINATION COMMISSION.

Professor Ricardo JORGE, Chairman of the Smallpox and Vaccination Commission, presented a report on the meeting of the Commission held in Geneva from August 22nd to 25th, 1928 (Annex 3). At that meeting: (1) post-vaccinal encephalitis and (2) the preparation and preservation of vaccinal lymph were considered. The number of cases of the disease that have occurred, even in the countries especially affected, is so small that the Commission considers that they afford no reason to contemplate any restriction of the use of vaccination, which remains the most powerful weapon against smallpox. The Commission drew attention to the advantages of practising primary vaccination during early infancy rather than at later ages of childhood. The Commission recommended that careful enquiries should be carried out in other countries where primary vaccination at school age is habitually practised, to ascertain whether cases of post-vaccinal encephalitis occur or have occurred.

During the session, the Commission presented a series of detailed recommendations, which are to be found in document C. H. 770, and which were approved by the Committee.

#### IX. PERMANENT STANDARDS COMMISSION.

Dr. MADSEN, Chairman of the Permanent Standards Commission, presented a report on the Laboratory Conference on the Sero-diagnosis of Syphilis, which was held at Copenhagen

from May 21st to June 4th, 1928 (document C.H.726, in proof form). The aim of the Conference was to compare the Bordet-Wassermann reaction with the various flocculation tests which have been employed in recent years. The special value of the Conference lies in the fact that the authors of the various methods were able to compare, with the same test material, the results of their own methods with those of others, one of the objects being a study of the possibility of securing uniformity in the sero-diagnosis of syphilis. The blood serum tests which depend on directly visible changes in mixtures of extract and serum have improved considerably since the last Conference in 1923. The best of these flocculation tests are equal in value to the best of the complement fixation tests (Bordet-Wassermann).

Forty participants from Austria, Denmark, Federated Malay States, France, Germany, Great Britain, India, Italy, Japan, Poland, the Kingdom of the Serbs, Croats and Slovenes, Sweden, Turkey, Union of South Africa, Union of Socialist Soviet Republics, the United States and Uruguay, took part in the work of the Conference. The sera from 944 patients, including controls, and 122 samples of cerebro-spinal fluid were examined during the Conference.

It was recommended that at least two different sero-diagnostic methods should be used and that the execution of the test should be placed only in the hands of specially trained serologists.

*Resolution:*

“ The Health Committee adopts the report of the Laboratory Conference on the Sero-diagnosis of Syphilis, held at Copenhagen from May 21st to June 4th, 1928, and congratulates its President and the members of the Conference on the successful results obtained.”

X. VACCINATION AGAINST TUBERCULOSIS BY MEANS OF BCG.

The PRESIDENT presented to the Committee a report on the conclusions of the Conference that had been convened to study the question of vaccination against tuberculosis by means of BCG and which met at the Pasteur Institute at Paris from October 15th to 18th, 1928.

The Conference formed three Committees to study bacteriological, clinical and veterinary problems respectively. Each of these three Committees presented recommendations regarding plans for future study (Annex 4).

The technical findings of the three Committees, in so far as these were concerned with the prophylactic value and innocuity of BCG, were not discussed by the Health Committee, whose attention was exclusively confined to the proposals that had been made for future study. The discussion was chiefly concerned with the recommendations of the Clinical Committee regarding enquiries to be carried out in various countries with the object of obtaining further information as to the innocuity and efficacy of BCG vaccine.

The rôle of the Health Section of the Secretariat will be to collect and collate the results of such enquiries as may be undertaken by the different Institutes recommended for this purpose, for submission to a second Conference of experts, to be convened at a date to be determined hereafter by the Health Committee.

On the proposal of Professor Léon BERNARD, who had presided over the Clinical Committee the enquiry proposed by that Committee will in the first place be entrusted to certain institutions in France, Germany, Italy and Sweden: It is hoped to secure assistance in this enquiry from the health administrations of Great Britain and the United States.

*Resolution:*

“ The Health Committee adopts the recommendations for further study contained in the report of the Conference of Experts for the Study of Anti-Tuberculosis Vaccination by means of BCG, and expresses its thanks and appreciation to the Directors of the Pasteur Institute, at which the Conference was held, as well as to the experts who took part in it.”

XI. OPIUM.

Dr. CARRIÈRE, Chairman of the Opium Commission, presented the reports of the Permanent Committee of the Office international d'Hygiène publique on the application of Articles 8 and 10 of the International Opium Convention of February 19th, 1925 (see document C.H.749).

(a) With regard to the application of Article 8, which deals with preparations containing narcotics which should not be brought within the scope of the Convention, the Health Committee has taken note of a report of its Opium Sub-Committee (Annex 5). The latter, having considered the list of such preparations adopted by the Permanent Committee of the Office international d'Hygiène publique, decided to recommend its acceptance by the Health Committee, with the exception of certain preparations with regard to which it appeared necessary to have further information, and which will consequently be referred back to the Office international d'Hygiène publique for further examination and report.

*Resolution:*

“ The Health Committee, having considered this report, decided to adopt its conclusions.”

(b) The Committee noted the opinion of the Permanent Committee of the Office international d'hygiène publique that the provisions of the International Opium Convention

of 1925 should be made applicable to dilaudide and benzomorphine, which are liable in the same way as morphine and heroin to cause toxicomania. The Permanent Committee also came to the conclusion that the esters of morphine, to which group benzomorphine belongs, should, generally speaking, be brought under control in a similar manner, because all those which are known and which have been examined hitherto possess the same properties as benzomorphine.

*Resolution :*

“ The Health Committee :

“ Having taken note of the opinion formulated by the Permanent Committee of the Office international d'Hygiène publique on its report of May 15th, 1928 ;

“ Having noted that dilaudide, on the one hand, and benzylmorphine and, in general, the morphine esters, on the other hand, are capable of producing toxicomania ;

“ Decides to inform the Council of the League of Nations, in conformity with Article 10 of the International Opium Convention of February 19th, 1925, that dilaudide, on the one hand, and benzylmorphine and the morphine esters generally are narcotics capable of producing harmful effects similar to those produced by products envisaged by the Convention, and that they should, in consequence, be brought within the scope of the Convention. ”

(c) The Committee likewise considered the procedure laid down in Article 10 of the International Opium Convention and the possibility of reducing as much as possible the delays necessitated by this procedure. It was accordingly decided to authorise its Opium Commission to examine directly the questions which may be submitted to it in accordance with Article 10 of the Convention and, after having received from the President of the Permanent Committee the opinion of the Office international d'Hygiène publique, to take such decisions as may appear to be necessary, with the approval of the President of the Health Committee.

## XII. REPORT OF THE MEETING OF EXPERTS ON SYPHILIS AND COGNATE SUBJECTS.

The PRESIDENT presented a report on the Meeting of Experts on Syphilis and Cognate Subjects, which was held at Geneva, from October 8th to 10th, 1928 (Annex 6). This meeting was attended by five experts, from Denmark, France, Germany, Great Britain and the United States respectively.

The report contains proposals for carrying out an enquiry into the methods of treatment of syphilis employed in different countries and into the results obtained. There was a unanimous opinion as to the need for and importance of such an enquiry.

The Committee approved the proposal to carry out a retrospective enquiry into the results of treatment of cases of syphilis which have been under treatment for more than six months and all the older cases for which adequate medical histories are available.

The information from clinics in different countries will be tabulated on the forms (individual case cards) proposed by the Meeting.

*Resolution :*

“ The Health Committee,

“ Having considered the report on the Meeting of Experts on Syphilis and Cognate Subjects held at Geneva from October 8th to 10th, 1928 ;

“ Approves the proposal to carry out a retrospective enquiry into the results of treatment of syphilis on the lines laid down in the report. ”

## XIII. DENGUE : THE PRESENT SITUATION IN GREECE AND CERTAIN OTHER COUNTRIES ON THE MEDITERRANEAN.

In response to an invitation received from the Greek Government, the services of Dr. M. D. Mackenzie, a member of the Health Section of the Secretariat, were placed at the disposal of the Greek Public Health Administration. Dr. MACKENZIE gave the Committee a description of the epidemiology, etc., of the recent outbreak and described the enquiries that had been made and the measures taken by the Public Health Service.

Further information was given to the Committee by Dr. RAYNAUD, Professor Ricardo JORGE, Dr. LUTRARIO and Professor CANTACUZÈNE concerning the epidemiology of dengue and the prevalence of *Ædes ægypti* in South European countries.

*Resolution :*

“ The Health Committee,

“ Considering the importance of obtaining fuller information than is at present available concerning the distribution and prevalence of *Ædes ægypti* in Mediterranean countries ;

“ Requests the Medical Director to enlist the co-operation of entomologists in carrying out a mosquito survey of these countries. ”

## XIV.

The Committee considered a letter addressed to it by the Under-Secretary of State for Health of Greece, asking for the collaboration of the Health Organisation of the League of Nations in the sanitary reorganisation of the country (Annex 7).

*Resolution:*

“ The Health Committee,

“ Having considered the letter addressed to it by the Under-Secretary of State for Health of Greece, asking for the collaboration of the League of Nations in the improvement of the health organisation of Greece ;

“ Declares its willingness to accede to this request subject to the approval of the Council of the League of Nations, and

“ Proposes that its President and permanent Vice-President, together with Professor Léon Bernard and Sir George Buchanan, should hold themselves at the disposal of the Council of the League of Nations and of the Greek authorities to give assistance, if so desired, in the matter of carrying out enquiries, and in giving the Greek Health Administration such advice as the situation may demand.”

XV. INTERNATIONAL LIST OF CAUSES OF DEATH : COLLABORATION WITH THE INTERNATIONAL INSTITUTE OF STATISTICS.

The Committee took note of the correspondence between the Medical Director and the President of the International Institute of Statistics concerning the creation of a mixed Commission for the revision of the International List of Causes of Death (documents C.H.738 and C.H.738(a)). This Commission will be composed of four members nominated by the Institute and four by the Health Committee, together with the President and Secretary-General of the Institute and the President and Medical Director of the Health Committee.

The Health Committee authorised its President to make the necessary nominations on its behalf.

◦ XVI. COMMISSION ON EDUCATION IN HYGIENE AND PREVENTIVE MEDICINE.

Professor Léon BERNARD presented to the Committee a memorandum on the work of this Commission (document C.H.759). This memorandum set forth :

(1) Progress achieved and work carried out in conformity with previous resolutions ;

(2) A proposal for collaboration between the Commission and the International Educational Cinematographic Institute, subject to the approval of the latter ;

(3) A proposal to entrust a small drafting committee with the task of formulating the fundamental principles of a programme of instruction for health personnel in schools of hygiene, based on the large mass of documentation now in the possession of the Commission.

The last two proposals received the approval of the Committee.

XVII. NUTRITION.

Professor Léon BERNARD made the proposal that the Committee should study the question of nutrition and presented a memorandum (document C.H.765) in support of this proposal. He asked that the Secretariat should collect information with regard to this matter which would enable an opinion to be expressed as to the possibilities and the limits of the future intervention of the Health Organisation in the study of this vast problem ; and that the Medical Director should present a report on this preliminary enquiry at the next session.

The Committee decided to include the question of nutrition in the agenda of its next session, and the Medical Director undertook to prepare a memorandum for distribution beforehand to the members of the Committee.

XVIII. LETTER FROM THE AUSTRALIAN PRIME MINISTER.

The Committee considered the letter dated August 2nd, 1928, addressed to the Secretary-General of the League of Nations by the Prime Minister of the Commonwealth of Australia, regarding the action taken on the resolutions adopted by the Pacific Health Conference in Melbourne in December 1926 (document C.H.754). The Committee noted with satisfaction the progress that had been made in giving effect to these resolutions and decided to forward to the Council a copy of the Minutes of the meeting at which this letter was discussed, together with the following resolution :

*Resolution:*

“ The Health Committee,

“ Having noted the contents of the letter from the Prime Minister of the Commonwealth of Australia and the replies received from the Governments represented at the International Pacific Health Conference held in Melbourne in 1926 relative to the resolutions passed by that Conference ;

“ Expresses its pleasure at the general agreement reached and at the establishment by the Government of Australia of an Intelligence Service for the Austral-Pacific Regional Zone,

“ Welcomes the proofs shown by the Governments in that Zone of their desire to collaborate with the Health Organisation of the League of Nations.”

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ANNEX 1.

C.H.737.

REPORT ON THE CONFERENCE OF HEALTH EXPERTS ON  
INFANT WELFARE

*Held in London on July 3rd, 4th and 5th, 1928.*

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The Conference of Health Experts on Infant Welfare met in London on July 3rd, 4th and 5th, 1928, the following members attending :

Dame Janet CAMPBELL (*Chairman*), Senior Medical Officer, British Ministry of Health.

Dr. Taliaferro CLARK, Senior Surgeon, United States Public Health Service.

Professor A. COLLETT, Ministry of Social Affairs, Oslo.

Professor R. DEBRÉ, Professeur agrégé at the Faculty of Medicine, Paris.

Professor E. GORTER, Director of the University Child Clinic at The Hague.

Professor C. PIRQUET, Director of the University Child Clinic, Vienna.

Professor F. ROTT, Reichsanstalt zur Bekämpfung der Säuglingssterblichkeit, Charlottenburg-Berlin.

The Conference adopted the following agenda :

AGENDA.

1. The Results of the Enquiries in the Various Countries.
2. The Form of the Final Report.
3. The Proposal to continue the Enquiry for a further Period along Different Lines.
4. Various Proposals received in regard to summarising the Data collected, etc.
5. Practical Conclusions to be considered on the Basis of the Experience resulting from the Enquiry.
6. Miscellaneous.

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I. THE ENQUIRY INTO INFANT MORTALITY.

(a) RESULTS.

Each member of the Conference expressed his views on the results of the enquiry based on a study of all the infant deaths which had occurred in the selected districts during a period of twelve months, the full period originally fixed for the enquiry.



The conclusions, based on a preliminary examination of the whole material collected in each country, substantiate the opinions expressed at the Conference held in Vienna in September 1927. Three principal causes accounted for the largest proportion of infant deaths in all countries, namely, dead-birth and premature births, respiratory diseases and gastrointestinal affections. The chief importance of these three causes was constant in all the countries, although their relative importance differed in the different countries.

The causes of premature births and dead-birth were discussed by the Conference in the light of the enquiries in the different districts, and the view was expressed that these conditions might be due to the absence of adequate prenatal and obstetrical service, or to lack of supervision during pregnancy and undue obstetrical interference.

The Conference did not deem it advisable to express further opinions on the results of the enquiries until the material collected had been analysed and summarised in the final report.

#### (b) FORM OF THE FINAL REPORT.

The Conference discussed the possibility of emphasising the statistical side of the enquiry as had been suggested by Professors Gini and Rott. It was decided that the data obtained in some of the countries were sufficient to warrant analysis by statistical methods, which would usefully supplement the conclusions drawn on the basis of personal observation and clinical experience. The Conference noted with interest the plan proposed by Professor Rott, and suggested that Professor Gini should be asked to advise in regard to the method of analysing statistically the material collected in certain of the countries where relatively large numbers of births, dead-births and deaths had been investigated.

After discussion, the Conference decided that separate reports should be prepared on the results of the enquiry in each country, such reports to consist of an analysis of the material according to a uniform plan elaborated by the Conference (Appendix 1). Supplementary reports from each member were held to be desirable, and might consist in the statistical analyses mentioned above, as well as observations on special aspects of particular importance in various districts. The Conference emphasised the value of such supplementary reports based on special conditions obtaining in the districts, as these might furnish useful suggestions for the prevention of infant mortality in each country concerned. To facilitate the preparation of the reports, it was decided to arrange the material from each district according to the graphic method proposed by Professor Gorter (see p. 13).

The Conference decided that the general report on the enquiry as a whole should be elaborated by the Health Section on the basis of the national reports prepared according to the plan described in Appendix 1.

#### (c) FURTHER ENQUIRIES.

The Conference was of the opinion that certain problems had emerged from the preliminary study of the results of the enquiries, which were in some instances of general interest in relation to infant mortality and in others of special interest to some of the countries or districts. For example, the relatively large number of dead-births and infant deaths for which it was impossible to ascribe a specific cause is of general interest. Obviously, this problem requires further investigation, in which the collaboration of the pathologist is necessary. The causes of premature birth and of deaths occurring within a few hours of birth — phenomena of great importance in all the districts — also require further investigation, in which the obstetrician and the pediatrician should collaborate closely. The occurrence and prevention of broncho-pneumonia and allied respiratory conditions also call for further detailed investigation. The part played by syphilis in the causation of dead-birth, premature birth and precocious death has not hitherto been fully elucidated and requires further study. The relation of the milk supply to infant mortality is another problem of considerable and growing importance, particularly in urban districts. Some of these problems lend themselves readily to international investigation, others to national investigation with the help of the public and private health agencies concerned.

The Conference decided that its members should prepare detailed suggestions for further enquiry along these lines for consideration at the next session.

## II. IMMUNISATION AGAINST DIPHTHERIA, SCARLET FEVER, MEASLES AND WHOOPING-COUGH.

The Conference took note of the measures that had been taken by the Permanent Standardisation Commission to deal with the international standardisation of diphtheria toxoid and scarlet fever serum, as well as the proposed co-ordinated studies of active immunisation undertaken by the public health schools and institutes of Central Europe. It was decided to continue the studies proposed during the Vienna Conference and to discuss the results at a subsequent session.

### III. PROPOSED ENQUIRY INTO THE OCCURRENCE AND PREVENTION OF RICKETS.

In view of the increasing interest attached to the incidence and prevention of rickets and the new light thrown on this subject as a result of recent work, the Conference at Vienna decided to study this subject at a subsequent session. The present Conference, after discussion, decided to submit the attached proposal (Appendix 2) to the Health Committee for consideration.

#### Appendix 1.

#### FORM OF GENERAL REPORT FOR EACH COUNTRY.

##### GENERAL OUTLINE.

- I. Description of each district.
- II. Statistical survey, totals, for each district.
- III. Relationship between causes of death and their factors in each district :
  - (a) In the case of still-born children;
  - (b) In the case of deaths of children under twelve months.
- IV. Final conclusions for each district :
  - (a) Value of the enquiry;
  - (b) Principal causes of death (by age-groups);
  - (c) Deaths which might have been avoided and steps to be taken for that purpose.
- V. General table, including data for all districts in each country.
- VI. General survey of each district; comparison between various districts; general conclusions.
- VII. Graphs.
- VIII. Photographs.

##### DEVELOPMENT OF CERTAIN ITEMS OF THE GENERAL OUTLINE.

###### I. DESCRIPTION OF EACH DISTRICT

- (a) Brief summary of geography and distinctive features of the district (means of communication). Short historical survey.
- (b) *Vital statistics*, with figures. Population (males and females shown separately). Number of births each year, legitimate and illegitimate. Multiple births. General mortality. Mortality of children under twelve months. (If possible, religion.)
- (c) *Economic data* :
  1. Industry and trades : percentage of female labour.
  2. Indices of wealth.
  3. Housing.
- (d) *Hygiene* :  
Drinking-water.  
Diet in general (milk supply).  
Sanitary conditions (sewers).
- (e) *Advice and assistance* :  
Medical practitioners, midwives, hospitals, insurance schemes and mutual-aid societies. Advice centres and charitable institutions.
- (f) *Intellectual and moral condition of the population* :
  1. General intellectual level. Public education, percentage of illiterate persons and training of children.
  2. Customs and superstitions.
  3. Alcoholism, drug addiction, etc.

II. STATISTICAL SURVEY, TOTALS FOR EACH DISTRICT.

No.....	Country.....	District.....
Sex { Male Female	Age of infant at time of death (a) Dead-births, (b) First week, (c) First month, (d) First quarter, (e) 3-6 months, (f) 6-12 months.	Month of death. Legitimate. Illegitimate.
Births	(1) Dead-births { Full-term, Premature, Twin births.	2) Live-births { Full-term, Premature, Twin births.
Mothers	Health during pregnancy : (a) Good, (b) Medium, (c) Bad, (d) Unknown.	Work during pregnancy : (a) Excessive, (b) Not excessive, (c) Unknown.
Births	Place : (a) Domicile, (b) Institution, (c) With midwife, (d) Unknown. Attendance : (a) Doctor, (b) Midwife, (c) Unqualified attendant, (d) Unknown.	Labour : (a) Normal, (b) Abnormal, maternal disease or defect ; malpresentation of foetus, (c) Unknown.
Infants	Feeding : (a) Breast (period) ; (b) Mixed (period) : (i) Good, (ii) Bad ; (c) Artificial (period) : (i) Good, (ii) Bad ; (d) Unknown.	Care of Infant : (a) Good, (b) Medium, (c) Bad, (d) Unknown.
	Housing conditions : (a) Good, (b) Medium, (c) Bad, (d) Unknown.	
	Social conditions : (a) Good <sup>1</sup> , (b) Medium, (c) Bad, (d) Unknown.	

<sup>1</sup> "Good" means in comfortable circumstances.

III. RELATIONSHIP BETWEEN CAUSES OF DEATH AND THEIR FACTORS IN EACH DISTRICT :  
 (a) IN THE CASE OF STILL-BORN CHILDREN.  
 (b) IN THE CASE OF DEATHS OF CHILDREN UNDER TWELVE MONTHS.

*Enquiry into the Causes of Infant Mortality.*

Name of district . . . . . Name of Country . . . . .

1927.

*Relationship between Causes of Death and* . . . . .  
 . . . . . (factor of mortality) . . . . .

Causes of Death		*
By Groups :	Details :	
(See list of causes of death in document C.H.534, page 12).		
. . . . .		
. . . . .		
. . . . .		

V. GENERAL TABLE : COMPARISON BETWEEN VARIOUS DISTRICTS.  
 (For the duration of the enquiry.)

District	Number of			Infant deaths			
	Inhabitants	Births	Deaths (total)	Still-born	First week	First month	First year

VII. METHOD OF GRAPHIC PRESENTATION OF DATA.

The questionnaires are taken in chronological order. From each questionnaire the principal data (see below) are transferred to an index card — red for dead-births, white for live-births. The causes of death are numbered according to the list adopted at the Paris Conference. The cards are now classified according to the causes of death, then arranged by groups of important cause from the most to the least important.

The graph is composed of vertical columns, each one centimeter in width, representing the important data concerning each case, so that the number of columns under one heading gives the number of deaths from one cause or one group of causes (*e.g.*, broncho-pneumonia, etc.). Facts concerning each case are represented vertically, so that, in respect of each death, the column will provide the following information :

1. Number.
2. Legitimacy.
3. Premature or twin birth, or both.

\* This table will vary according to the form of correlation to be examined, such as that between :

1. Causes of deaths and the months in which they occurred (seasonal distribution) ;
2. Causes of death and age at death (age to be stated in months) ;
3. Causes of death and housing conditions ;
4. Causes of death and social and financial status of the parents ;
5. Causes of death and nature of treatment received ;
6. Causes of death and diet ;
7. Causes of death and birth : (a) normal,  
   (b) premature,  
   (c) multiple.

Special factors to be studied *in connection with dead-born or infants dying in the first week of life* :

8. Causes of death and assistance provided at child-birth (delivery by medical practitioner ; delivery by midwife ; delivery by unqualified person ; delivery without assistance).
9. Causes of death and prenatal care.

As regards the feeding of infants, the table should show the percentage of babies still alive one month after birth, giving separate percentages for (a) breast-fed infants, (b) infants receiving mixed diet and (c) infants fed artificially. The same percentages should be shown in the case of infants alive three months after birth.

4. Month of death.
5. Housing conditions.
6. Social conditions.
7. Care of the baby.
8. Age at death in weeks (each week one centimeter of the column).
9. Duration of breast, mixed or artificial feeding.

All premature deaths, when no other cause was determined, are grouped under the heading "unknown", as the term "congenital debility" has been omitted.

These graphs will be prepared by the Health Section at Geneva from data prepared in the various countries.

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## Appendix 2.

### RICKETS ENQUIRY.

The object of the proposed enquiry is to determine the etiology of rickets — which is still very obscure — and to reach conclusions concerning the prophylaxis of this disease.

In view of the complexity of the factors which may occasion rickets, it would be highly desirable to conduct this enquiry in various countries presenting widely different conditions.

The Health Organisation of the League of Nations appears to be the right and proper body to undertake this work.

Such an enquiry should be conducted by children's specialists, with the assistance of physiologists, experts in bio-chemistry and physicists.

One of the main objects of this international enquiry, conducted in widely different regions, is to obtain accurate data concerning the relative frequency of rickets in different countries (varieties of climate, race, customs and diet), an essential point regarding which only fragmentary and by no means comparable data are available.

Two factors which would greatly enhance the value of this enquiry would be the unity of direction and the adoption of common tests. A number of districts — mainly urban — might be selected as research areas. In each district all children would be examined from birth up to the age of two years. It would be advisable to choose districts in which about one thousand children are born each year.

Later on, of course, we should have to lay down very precise rules for the diagnosis of rickets.

Every child would be examined five times; for instance, at the ages of three months, six months, twelve months, eighteen months and two years.

The examination should be a clinical one; in a certain number of cases, to be determined later, radiological and chemical tests should also be made. This precaution is essential if we are to ensure the comparability of data received from different districts.

Simultaneously, other enquiries should be conducted in respect of various factors, such as climate, housing, diet and the child's mode of life. Some of these tests would have to be made by physicists (for instance, regarding luminosity in the region concerned — ultra-violet rays) or by physiologists (as regards food-values and diet).

The influence on rickets of the various diseases of the child and its family should also be studied. Certain cases will be reserved for experiments in prophylaxy by physical or chemical means.

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## ANNEX 2.

C.H.744.

### STATEMENT OF PROGRESS MADE BY THE CANCER COMMISSION AND ITS SUB-COMMISSIONS, BY SIR GEORGE BUCHANAN, CHAIRMAN OF THE COMMISSION.

It will be remembered that, during the last session of the Health Committee, in April, the Cancer Commission presented a report which reviewed the position of the work it had done down to that date, and proposed certain new lines of investigation which were accepted, after a full discussion, by the Health Committee. Work on these lines has now been put in hand, but it will readily be understood that the time for reporting on it has not yet arrived.

It is proposed that the Cancer Commission should meet during the coming session of the Health Committee, when it will have before it information received since its last meeting, and the replies which have so far been obtained from those cancerologists and institutions for the treatment and study of cancer to whom communications have been addressed in accordance with the decisions taken at the last session.

It may be of interest to the Health Committee at the present time briefly to mention the progress made in the enquiries into occupational cancer and into problems which relate to radiological treatment of cancer. It will be remembered that a special Sub-Commission was appointed for the study of each of these subjects.

1. *Sub-Commission for the Study of Occupational Cancer.*

Professor GREENWOOD, Professor of Statistics, School of Hygiene, London.  
(Chairman);

Dr. CAROZZI, Chief of the Health Service at the International Labour Office,  
Geneva;

Professor G. ROUSSY, Professor of Pathology at the University of Paris;

Dr. L. TELEKY, District Medical Inspector of Factories, Düsseldorf.

This Sub-Commission held its first session in London on July 19th and 21st, 1928. Having considered various suggestions, made with the object of bringing to light the etiological factors of various cancers associated with occupation, the Sub-Commission requested its secretariat :

(a) To report on the practicability of an analytical study of the technical literature of industrial processes with the object of proving or disproving the statement that the primary existing cause of certain industrially localised forms of cancer is a particular chemical product;

(b) To keep informed of the progress of enquiries which are being made by the English Departmental Committee on Cancer, with the object of tracing back the industrial life of the patient in cases of skin cancer which come under observation in private hospital practice, or are reported under a voluntary notification system (the desirability of promoting similar enquiries elsewhere will be considered later in the light of the experience gained in Great Britain);

(c) To obtain any detailed information available respecting the incidence of cancer of the lung upon miners in places where conditions appear analogous to those of Schneeberg.

In consideration of the importance of medical enquiries into the existence and prevalence of occupational cancer in France, Professor ROUSSY was invited, after consulting the Ministry of Labour and Health in France, to study the method by which such an enquiry might be effected.

The Sub-Commission has further entrusted the Chairman, Professor GREENWOOD, and Dr. TELEKY to undertake an analysis of cancer in its relation to occupation in the German Krankenkassen, according to the analysis of cancer mortality in relation to occupation made by Dr. Stevenson, of the English General Register Office.

2. *Sub-Commission of Experts charged with the Study of the Radiotherapy of Cancer.*

Professor Cl. REGAUD, Fondation Curie, Paris (Chairman);

Mr. C. BERKELEY, Director of the Middlesex Hospital Cancer Charity, Gynaecological Section;

Professor DOEDERLEIN, Universitäts-Frauenklinik, Munich.

Professor HEYMAN, Radiumhemmet, Stockholm;

Professor LAHM, Director of the Laboratory, Staatliche Frauenklinik, Chemnitz.

Professor PESTALOZZA, Policlinico di Roma, Rome;

Professor VAN ROOY, Professor of Gynaecology, Amsterdam University.

Investigation Officer :

Dr. J. LANE-CLAYPON, British Ministry of Health, London.

This Sub-Commission met at Geneva on June 18th and 19th, 1928, for the purpose of establishing a plan for the international study of practical methods and results of radiotherapy as used in various clinics and institutes, in order to promote a better understanding on this subject. For this investigation cancer of the cervix of the uterus has been chosen, as it is for this form that radiotherapy has become of most urgent practical importance and as a large number of important clinics in various countries should be in a position to furnish useful data for this study.

The Sub-Commission decided to invite three experts possessing the experience and resources respectively of the Fondation Curie in Paris, the Universitäts-Frauenklinik of Munich and the Radiumhemmet of Stockholm to collaborate with their investigation officer, Dr. J. LANE-CLAYPON, in collecting and analysing the information regarding the results of radiological treatment of cancer of the uterus at clinics and institutions in different countries where the experience has extended over a sufficiently large number of years to make the results

of value. They have been fortunate enough to secure for this purpose the invaluable aid of Dr. LACASSAGNE, Professor VOLTZ and Dr. HEYMAN.

At its session at Geneva in June, the Sub-Commission gave much attention to the preparation of a schedule, or rather of an individual case-record, which, when completed at a considerable number of clinics using radiological methods, would permit a comprehensive analysis to be made of the histories of a large number of cases the end results of which were known. It was suggested that an examination and revision of the details of this schedule should be made in the first instance at the three institutes just mentioned, before the schedules and explanatory letters were sent out to other institutes.

Subsequently, however, some further consultation showed that it would be preferable to modify this procedure, and advantage was taken of the fact that members of the Sub-Commission of Radiologists were present in London in July for the International Cancer Conference to examine the matter again. The members of the Sub-Commission then agreed that there should be a first stage, at which the enquiry as to the results of radiological treatment should relate only to the three institutes named, *i.e.*, at Paris, Munich and Stockholm. It was agreed that, in the case of each institute, summaries should be made of the results of treatment over a number of years and that these summaries should be based on the preparation of a series of cards, in a specified form, for the individual cases. It was considered, however, that the carding could be very materially simplified, and that much of the material which it was originally intended to obtain by means of the schedule could be secured in a better way. It has now been arranged that Dr. Lacassagne, Professor Voltz and Dr. Heyman will meet in turn for conference at these institutes. The first meeting has already taken place in Paris, which Dr. Lane-Clayton and Dr. Tomanek attended. It is to be followed by a meeting next month in Stockholm and a third before the end of the year in Munich. The object is to obtain material from which the experience of each institute can be separately stated, and the position then reviewed as a whole by our three advisers, each of whom will have had the opportunity of detailed study of the material available in the other two institutes.

From the experience already gained in Paris the results of this collaboration promise to be of the greatest utility and it has been most cordially welcomed by all of the participants in the enquiry. It would appear possible to obtain their report early next year. The Radiology Sub-Commission and the Cancer Commission can then advise upon the steps to be taken at the next stage to communicate with other institutes, to collect additional experience from them and to establish a system of comparable case-records for the future.

The Radiology Sub-Commission in April, accepting the suggestions of Professor Regaud, formulated a series of questions regarding the radiotherapy of cancer from its practical side, which they considered called for a reasoned statement of opinion by the Commission. Steps have been taken, by publication in the medical Press and otherwise, to make it known that these matters are under the consideration of the Sub-Commission and communications in regard to them will be welcomed. They will receive further consideration at its next session. It is hoped that by that time the reports from the three institutes above referred to will be available and will assist the Sub-Commission in arriving at an opinion on these important practical questions. They include the action which should be taken to increase the number of centres for consultation, the better organisation of means to ensure early diagnosis, recommendations for radio-therapeutical equipment and like matters. The Sub-Commission has also considered that it may be of first importance that it should pronounce upon the value or disadvantages of radium treatment being given to patients suffering from cancer of the uterus without retaining them in the hospital or institute during the period of treatment. An equally important practical question is the supply of radium for use by individual practitioners or by hospitals and clinics whose resources and experience in the matter are necessarily limited.

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ANNEX 3.

REPORT OF THE COMMISSION ON SMALLPOX AND VACCINATION  
ON ITS SESSION

*Held at Geneva from August 22nd to 25th, 1928.*

The Commission on Smallpox and Vaccination of the Health Organisation of the League of Nations met at Geneva from August 22nd to 25th, 1928, under the chairmanship of Professor Ricardo JORGE, Director-General of Public Health Services, Lisbon, member of the Health Committee.

Were present :

*Members :*

Sir George BUCHANAN, member of the Health Committee ; Senior Medical Officer, Ministry of Health, London.

Dr. H. CARRIÈRE, member of the Health Committee, Director of the Federal Health Service, Berne.

Dr. N. M. Josephus JITTA, member of the Health Committee, President of the Health Council of the Netherlands, The Hague.

*Experts :*

Professor H. ALDERSHOFF, Director of the State Serological Institute, Utrecht.

Dr. F. R. BLAXALL, Government Lymph Establishment, London.

Professor M. CAMUS, Director of the Superior Institute of Vaccine, Academy of Medicine, Paris.

Professor Dr. H. A. GINS, Robert Koch Institute, Berlin.

Professor H. Mervyn GORDON, St. Bartholomew's Hospital and College and Medical Research Council, London.

Professor GROTH, Landesimpfanstalt, Munich.

Professor G. SOBERNHEIM, Director of the Health Institute of the University, Berne.

The CHAIRMAN outlined three important questions for consideration by the Commission :

1. The problem of post-vaccinal encephalitis.
2. The preparation and preservation of vaccine lymph.
3. The relationship between the different types of smallpox virus and those of certain human and animal pathogenic viruses.

In accordance with the suggestions of the Chairman, the preliminary discussion of questions 1 and 2 was entrusted to two Sub-Commissions, whose reports, printed below, were adopted by the Commission after discussion in full session. It was decided, with regard to question 3, to postpone discussion in the meantime, but to make the problem a subject of further examination.

I. REPORT OF THE SUB-COMMISSION ON POST-VACCINAL ENCEPHALITIS.

1. We have given consideration at this session to numerous and important publications, as well as to communications to the Health Committee and to the Committee of the Office international d'hygiène publique, which have appeared during the last four or five years and relate to post-vaccinal encephalitis<sup>1</sup>.

2. We adopt this term for practical convenience, but make the following observations in respect of its use in this report. We use the term "post-vaccinal encephalitis" without necessarily implying that "post-vaccinal" is the equivalent of "propter-vaccinal". When regard is had to the thousands, even millions, of persons who are successfully vaccinated in any given year, and to the period, from a few days to a few weeks, during which each of these persons is being influenced by the virus of vaccinia while immunity to smallpox is being established, it is evident that some of them must fall ill during this period in the ordinary chances of life and apart from any influence of vaccination. While the vaccination is running its course, they are no more immune from diseases specially affecting brain and nerves than any other persons.

3. During recent years, many countries have experienced a considerable prevalence of epidemic encephalitis (or encephalitis lethargica). The disease has no connection with vaccination, but it may well be supposed that occasionally persons who have been recently vaccinated would be attacked by it as a matter of chance, like any others. Such rare coincidences, however, do not constitute the "post-vaccinal encephalitis" which we are considering. The same consideration applies to chance coincidences between vaccination and attacks of epidemic poliomyelitis.

<sup>1</sup> A bibliography of the recent work on this subject is attached as an Appendix.



4. One other consideration should be mentioned in order that the subject of our enquiry may be made clearer. Encephalitis may, as is well known, occur as a complication of numerous infections, such as measles, or various forms of toxæmia, and it occurs, though rarely, as a complication of smallpox itself. It would be permissible clinically, and perhaps also pathologically, to group all such encephalitis under a single term, encephalitis *post infectionem*. Vaccination is an infection, and we do not wish to imply that post-vaccinal encephalitis is not capable of being classed with, and attributed to, the same ultimate causes as "encephalitis *post infectionem*", although there are practical reasons for considering it separately and by a separate name at the present time.

5. The post-vaccinal encephalitis with which we are dealing has become a problem of itself mainly in consequence of the events of the last few years in the Netherlands and England and Wales. In each of these countries the cases which have occurred have been sufficiently numerous and similar to require them to be considered collectively. Their occurrence has led to the realisation that a new, or at least a previously unsuspected or unrecognised, risk attaches to the practice of vaccination. This risk, when taken at its maximum value, is only minute in proportion to the vast numbers of normal vaccinations to which the cases of post-vaccinal encephalitis correspond, and it is easy to exaggerate its importance. Nevertheless, it is one whose existence, in these two countries at any rate, has to be recognised, and its meaning considered. In fact, it has in the Netherlands been considered of sufficient gravity to cause the temporary suspension of the administrative measures by which the vaccination of children is secured, while in England the subject has already received the attention of two expert Committees appointed by the Ministry of Health, the second of which (the Rolleston Committee) has now presented a comprehensive report, embodying the information and conclusions arrived at by the first or Andrewes Committee, whose work was described to this Commission in 1926.

6. In the Netherlands, 139 cases of disease of the central nervous system following vaccination were described during 1923 to 1927, of which 41 died. In England and Wales, taking the arbitrary periods dealt with respectively by the Andrewes and Rolleston Committees, 62 cases with 36 deaths occurred between November 14th, 1922, and November 1st, 1923, while a further group of 40 cases occurred between January 1st, 1926, and September 30th, 1927. Of these 40 cases, however, 15 were excluded by the Rolleston Committee on account of their doubtful nature, leaving for consideration 25 cases, of which 12 died, in the second period. The two combined, on this basis, gave a total of 87, of which 48 were fatal, for England and Wales during the two periods under investigation by these Committees.

7. The clinical characteristics of the "post-vaccinal encephalitis", as met with in both countries, are usually as follows—we quote from the Rolleston Committee report, p. 157.

"The clinical picture is that of a disorder of the nervous system in which the initial symptoms are headache, vomiting, drowsiness and pyrexia, occurring usually about the tenth to the twelfth day after successful vaccination or re-vaccination. The onset is commonly sudden. Some of the cases in their subsequent course appear to be indistinguishable clinically from encephalitis lethargica. Some are mild and apparently recover completely in about a week, whereas others develop extensive spastic paralysis and pass rapidly into coma and death; the paralysis is almost invariably of the upper neurone type. Between these two extremes, the severity and duration of the disease vary greatly; a paretic case may live for weeks and ultimately die from septicæmia. Nearly one-half of the cases terminate fatally and most of the deaths occur within a week of the onset of the illness. The cardinal symptoms—headache, vomiting, drowsiness and pyrexia—are very constantly present in severe and rarely absent in mild cases; they may be the only symptoms present, even in fatal cases. Paralysis, when it occurs, is at first general spastic in type; later it may be flaccid.

"It is uncertain whether the flaccidity is due to an associated spinal lesion or to the lack of tone dependent upon a cerebral lesion. The paralysis may be extensive, but more commonly it is localised and may be transient; the occurrence of trismus has occasionally led to a diagnosis of tetanus. Incontinence or retention of urine is common. Convulsions, general or localised, athetosis, tremor and choreic movements have been observed. Irritability, photophobia and delirium may occur, and in some cases severe pain, especially in the legs, arms and shoulders, has been noted. The cerebro-spinal fluid is commonly under pressure but is sterile; its constitution is variable. The knee jerks and superficial reflexes, together with Kernig's sign, are variable. The *fundus oculi* is usually normal, but transient optic neuritis has been observed.

"There is not any distinctive rash. The vaccinal process has usually proceeded normally and it has not been possible to trace any influence to a particular lymph.

"As already observed, recovery, when it occurs, is usually rapid and generally complete—thus differing from severe cases of encephalitis lethargica—although in a few cases some mental deterioration and residual paralysis have been reported. Most of the cases occur in children of school age rather than in infants, but adults are not exempt. There does not appear to be any relationship between the incidence of this condition and the known incidence of infectious disease of the nervous system. From analogy and from the occurrence of mild cases, it appears probable that the transient form may occur and that the incidence is in reality higher than the number of cases brought to our notice indicates.

"The cerebro-spinal fluid of several cases has been examined during life and in many of them no abnormality was detected, but two of them showed an increase in the chloride content in both cases similar to that observed occasionally in encephalitis lethargica. The hyperglycorrhachia was, however, in one case nearly six times the normal and is much greater than that recorded in encephalitis lethargica or any other affections of the central nervous system."

8. Pathologically, the fatal cases have shown diffuse encephalomyelitis, the inflammation being mainly perivascular in type and after accompanied by oedema. The histology of the brain in these cases has been minutely studied by several observers, notably by Perdrau in England and by Bouman and Bock and van Bouwdyk Bastiaanse in the Netherlands. These observers have compared their histological findings, which are substantially identical. They have been fully reported in the *Journal of Pathology and Bacteriology*, Vol. xxi, 1928, and in the *Zeitschrift für die Gesamte Neurologie und Psychiatrie*, 1927, Band iii, Heft 4-5.

Here it is only necessary to mention that the pathological changes in some instances resemble those found in acute disseminated sclerosis, and that they differ in essential respects from those met with in fatal epidemic encephalitis. The presence of the vaccinia virus in the brain tissue of certain of the fatal cases has also been definitely established. This fact, however, must be considered in the light of modern knowledge regarding the dissemination of this virus after vaccination. The brains were examined at a period after vaccination when it would be anticipated that the brains of many normal vaccinated persons, could they be tested, would equally yield the vaccinia virus.

9. The period which usually elapses between vaccination and the onset of symptoms of encephalitis (the "incubation period") is from nine to thirteen days. The Rolleston Committee found that, out of 125 cases collected from the British and Continental sources, the onset was between the ninth and thirteenth day after vaccination in 94, and the most favoured day was the eleventh. This was shown in the following table<sup>1</sup>:

Day after vaccination	Case	Totals
2	2 Br.	2
3	—	—
4	2 Br. 1 Brr.	3
5	—	—
6	1 Br.	1
7	3 Br. 1 D. 1 Cz. 1 Brr.	6
8	2 Br. 1 D. 1 Cz. 2 F.	6
9	3 Br. 2 D. 2 Cz.	7
10	5 Br. 7 D. 1 Aus. 5 Brr.	18
11	16 Br. 10 D. 1 Sw. 4 Brr.	31
12	12 Br. 8 D. 1 F. 5 Brr.	26
13	5 Br. 4 D. 3 Brr.	12
14	3 Br. 1 Aus.	4
15	2 Br.	2
16	1 F.	1
17	1 D.	1
18	1 Br.	1
19	1 D.	1
20	—	—
21	—	—
22	—	—
23	1 Br. 1 D.	2
24	—	—
25	—	—
26	—	—
27	—	—
28	—	—
29	—	—
30	—	—
31	—	—
32	1 Brr.	1

10. In both countries post-vaccinal encephalitis has occurred more rarely in infants under the age of 2 years than in older children and in adults. From a table supplied to us by Dr. Jitta regarding the four years 1924 to 1927, we find that, in the Netherlands, 4 cases of post-vaccinal encephalitis occurred among 126,124 vaccinations under the age of 2 years, as against 130 cases of post-vaccinal encephalitis among 462,212 vaccinations between the ages of 3 and 12; in other words, 1 case to every 31,531 vaccinations at ages 0 to 2, and 1 case to every 3,555 vaccinations at ages 3 to 12. The vaccination figures are based on the doses of lymph issued and not on the actual vaccinations performed; they are therefore an over- rather than an under-statement.

In England and Wales, the predilection of the disease for older children has been equally notable, though figures comparable to the Dutch of vaccinations at ages are not obtainable. The vaccinations done by the public vaccinators in England and Wales under the vaccination law of the country are normally limited to the vaccination of infants under 2 years. But in the English series of 87 cases of post-vaccinal encephalitis above referred to, those under 2 years of age were only 8 in number. It has to be understood that during recent years, owing

<sup>1</sup> Aus. = Austrian; F. = French; Sw. = Swiss; Br. = British; Brr. = British series (1926-27); D. = Dutch; Cz. = Czechoslovak.

to the prevalence of smallpox, an exceptionally large number of school-children have been vaccinated who had escaped vaccination in infancy, and that the majority of the English post-vaccinal encephalitis cases have occurred among these school-children.

11. Most of the post-vaccinal encephalitis cases in both countries have occurred in children whose vaccination, to judge from all ordinary signs and cutaneous reactions, has run a normal course. A few cases have shown excessive local reactions, but only such as are ordinarily found from time to time in any ordinary series of vaccinations. The rule is a vaccination of normal course and normal appearance terminating without complications.

No single method of vaccinating has been exclusively concerned. The area scarified and the number of vaccination marks have presented no exceptional departure from the ordinary practice of vaccination in either country. It would have been interesting to ascertain whether in any case encephalitis has followed the use of those methods of vaccination by use of minimal quantities of vaccine lymph, which are now commonly adopted in the United States, Canada and elsewhere in America. The American practice has, up to the present, been so little followed however in either country that there are no data which permit this comparison to be made.

12. Many different vaccine lymphs have been used to vaccinate the cases which developed encephalitis, and no one source of lymph has been proved to be more associated with the occurrence of the disease than another. In England and Wales, where most of the lymph employed for vaccinating is prepared at the Government Lymph Establishment, the cases of encephalitis following the use of lymph thus prepared have been vaccinated from a strain of lymph which has been in continuous use since 1907, the vaccine having periodically undergone cutaneous passage through the rabbit. All the lymph used was derived from the calf, the previous vaccifer being in most instances a rabbit, but in some a calf. Some of the cases in England and Wales were vaccinated with lymph prepared by well-known establishments such as the Lister Institute, or by commercial firms of repute which prepare their own vaccine lymph. Other cases, moreover, were vaccinated with imported lymph prepared at vaccine institutes on the continent of Europe.

The experience of the Netherlands shows definitely that the occurrence of post-vaccinal encephalitis may be associated with the use of lymphs of entirely different origin in the first instance, Dutch lymph being employed, a variola vaccine from old sources and retrovaccine. For about sixteen years, this vaccine has been passed through rabbits. Nevertheless, it was not until 1923 that cases of encephalitis were noted. The other lymphs employed have been obtained from Berne, from Hamburg and from Bandoeng (Dutch East Indies) where use is made of the buffalo in place of the calf, and still cases of encephalitis have continued to result from their use.

Neuro-lapine (neuro-vaccine) was also employed exclusively for six weeks and cases still occurred. This lymph was derived from a source furnished by Dr. Gallardo of the Health Institute Alphonse XIII, Madrid. Lymph has also been obtained from the town of Cassel, a second time from the Dutch East Indies, and from certain other countries where no case of encephalitis (except a possible sporadic case) has occurred. No information regarding the result of the use of these lymphs is yet available.

13. The geographical distribution of the cases in each country has been wide. Naturally, the cases have chiefly occurred in those regions and at those times when organised vaccination of the population was in progress—either because of the normal practice of the country in requiring children to be vaccinated or because of the local prevalence of smallpox. Nevertheless, it is noteworthy that, both in the Netherlands and in England and Wales, there have been large populous areas in which vaccination has been carried out on a large scale on persons of all ages during the past four or five years without the occurrence of any post-vaccinal encephalitis. On the other hand, in certain rural districts, sometimes in quite small villages or rural communes local vaccination has been attended by a relatively excessive proportion of encephalitis cases. Striking illustrations of this circumstance have been supplied in the Dutch reports.

This is illustrated by the following table :

NUMBER OF CASES OF POST-VACCINAL ENCEPHALITIS IN THE COMMUNES FROM THE YEAR 1924 UNTIL JANUARY 1ST, 1927.

Communes	January 1st, 1927. Population	Cases	Deaths
Communes with more than 100,000 inhabitants	1,849,207	25	3
Communes with 20,001 to 100,000 inhabitants .	1,639,983	20	6
Communes with 5,001 to 20,000 inhabitants . .	2,168,486	32	12
Communes with less than 5,000 inhabitants . .	1,868,930	62	20
The Kingdom . . . . .	7,526,606	139	41

Originally, in the Netherlands, the local distribution of post-vaccinal encephalitis showed a notable degree of correspondence with the local distribution of known cases of epidemic encephalitis (*encephalitis lethargica*), but this correspondence has not been maintained in the later series of Dutch cases, and has never been established in any of the English series.

14. In the above paragraphs we have merely outlined the main facts which in the Netherlands, and in England and Wales, have been associated with the occurrence of post-vaccinal encephalitis and—since cases continue to occur in these countries—are still so associated. Some cases of the same sort have been reported from, and have received careful study in, other countries; thus we have knowledge of an apparently similar case occurring in Portugal in 1922, 8 in Prague in 1924, 2 cases in Switzerland in 1924 (in the canton of Berne), at least 3 in Germany, 2 in Poland in 1927, 4 in the same year in the United States, and 1 in British Guiana in 1928. In none of these countries, however, has the occurrence of encephalitis been on any considerable scale.

15. In the present report we do not propose to record or analyse the considerable experimental work which has already been done, and the different researches now in progress, with the object of obtaining a consistent explanation of the cause or causes of the post-vaccinal encephalitis above described. This work, important and valuable as it is, has so far failed to give any sufficient or generally accepted explanation of the facts. We think it preferable at this stage to continue to collect the results of the investigations which are being made by distinguished workers in many laboratories, and to study them further before attempting to formulate any theories on the subject. For the same reason, we propose to postpone any observations on the results of the practical measures which have been suggested to ascertain whether the appearance of post-vaccinal encephalitis can be checked by the habitual use of smaller doses of vaccine, or by the adoption of different methods of vaccination (such as the American method referred to in paragraph 11). This and many other questions are being studied in the countries which are specially affected, and their solution seems to depend on national or individual scientific effort rather than on any international action. We hope, however, that the proposals, in the second part of this report, for international expert co-operation in the study of the different viruses allied to vaccinia; on the effect of diluting vaccine lymph; on the use of antiseptics in lymph preparation, and so forth, may prove to be of use, directly or indirectly, to those who are doing research work on post-vaccinal encephalitis.

16. We consider, however, that, from the international point of view, it is most important that further enquiries should be made as to the existence of post-vaccinal encephalitis in countries other than the Netherlands and England and Wales. More exact knowledge on this matter seems to be essential to the proper understanding of the causes which have operated to produce this disease in these two countries. If, as it appears, the condition is one which occurs with the utmost rarity among infants vaccinated under the age of 2 years, and if also it is the fact that post-vaccinal encephalitis is similarly of the utmost rarity after re-vaccination of older children or adults, it is probable that there are many countries in which little or no post-vaccinal encephalitis is likely to occur. In these countries, the great majority of the population is vaccinated in infancy. But, on the other hand, there are certain countries in which, like the Netherlands, primary vaccination at school age is habitually practised, or in which, as in England, large numbers of children of school age or adults are vaccinated for the first time on account of the appearance of smallpox. It is in such instances that the establishment of the negative, after full enquiry and observation, would be of the greatest value as a control to the English and Dutch experience.

It is fallacious to expect these cases to be brought to the notice of the Central Health Authority merely through the ordinary channels of infectious disease notification. This fact may be attributed either to failure on the part of the practitioner to connect the subsequent illness with previous vaccination, or to the fact that the doctor in attendance on the case during the nervous illness is not the same who performed the vaccination. A further complication in the enquiry is the occurrence of transient cases, or cases with indefinite symptoms, which are readily considered by the practitioner to be due only to vaccination. The four cardinal symptoms of the disease (temperature, vomiting, headache and drowsiness) may each or all occur in course of normal vaccination in a young child.

The possible fallacies of a negative return from either a country or districts in a country are therefore very great, and a statement that cases of post-vaccinal encephalitis do not occur in a given locality can only be of value if made after most careful enquiry on the spot by a competent investigator, who has access to doctors, hospitals, schools and all other sources of information in the area. The Secretariat should be requested to make enquiries with a view to indicating a limited number of countries or regions which would be appropriate for such investigations.

17. *Conclusions*: The facts and considerations which have been before the Smallpox and Vaccination Commission at its present session seem to permit the following conclusions:

(a) The foremost of these is the rarity of cases of post-vaccinal encephalitis, even in the countries specially affected, by contrast with the number of vaccinations. We are in fact concerned with a minimal proportion of them.

(b) Apparently the matter is not one in which mere coincidence between vaccination and encephalitis can be invoked; in other words, we are not dealing with a merely fortuitous occurrence.

(c) In our present state of knowledge we must conclude that post-vaccinal encephalitis is a different disease from encephalitis lethargica. The conditions under which post-vaccinal encephalitis has manifested itself in the Netherlands and in England and Wales tend to show that children between 3 and 13 years of age are particularly susceptible, whilst infancy and adult ages are almost wholly exempt. All observations point to the conclusion that the appearance of encephalitis is not connected either with particular strains of lymph or with particular accidents of lymph preparation.

(d) Passing to the ætiologico-pathological side of the problem, it would appear in our present state of knowledge that the virus of vaccinia of itself cannot be considered responsible for the supervention of encephalitis. Rather it has to be supposed that some unknown factor exists—perhaps bacterial or a filter-passing virus, or a latent virus—which, by means of a reciprocal reaction, determines the occurrence of the accidents in question.

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## II. REPORT OF THE SUB-COMMISSION ON THE PREPARATION AND PRESERVATION OF THE VACCINAL LYMPH.

The Sub-Commission felt that it was not called upon to set up rules for guidance in the preparation of vaccine lymph or to lay down a uniform method for the use of the lymph which should be followed by all vaccine institutes. It thought that it should rather concern itself with certain questions which appear to be of particular importance in regard to the quality of lymph or to exercise favourable or unfavourable effects on lymph. With the aid of the reports received, in reply to the questionnaire drawn up by the Commission on Smallpox and Vaccination, and after discussion, the Sub-Commission put forward the following observations on the questions considered.

### I. *Origin of the Seed Lymph.*

There is no evidence to show that the origin of the strains used at vaccine institutes for the preparation of lymph has any effect on its properties. The strains obtained from cases of original smallpox, cowpox or other forms of animal-pox are capable of producing vaccine lymphs of equal value. In particular, there is nothing to show that the post-vaccinal accidents (called post-vaccinal encephalitis) have any connection with the origin of the strain. The treatment to which the seed lymph is subjected, the cultivation of the virus and the preparation of the lymph for vaccination, *e.g.*, glycerinated lymph, are the only factors which determine the quality of the lymph.

The Sub-Commission considers it desirable to recommend to vaccine institutes that they should carefully test the methods they use to maintain the standard and activity of the strain, with a view to ascertaining what factors appear to exert a favourable or unfavourable effect on virulence. The institutes are requested to communicate to the Health Section of the League of Nations for transmission to the Smallpox and Vaccination Commission all the information which they can collect on this point.

A number of institutes have, moreover, declared their readiness to place at the disposal of other institutes, through the intermediary of the Health Section of the League of Nations, samples of vaccine strains as to the pedigree and treatment of which detailed information is available for the purpose of comparative research work, which would include animal experiment and virulence tests on man. In connection with this research work, endeavours should be made to determine how far such strains differ with respect to association with post-vaccinal encephalitis.

### 2. *Maintenance of the Virulence of the Vaccine Strain.*

It is an established fact that the virulence of the vaccine virus can be maintained when it is carried on from calf to calf in unbroken series. Some institutes have followed this method with success for a considerable time. Other institutes, which are no doubt in the majority, have found, however, that a marked loss of virulence of the vaccine can easily occur under these conditions. Hence, in order to maintain the quality of the virus and to rejuvenate it, they have found it necessary to change the animal species periodically and to interpolate other passages—usually through the *rabbit*—in the calf-to-calf series, or to secure a *retro-vaccine*, using for the purpose lymph obtained from *man*.

The reasons for the contradictory results obtained in cultivating the virus exclusively from calf to calf are not yet clear. It would be desirable for vaccine institutes to endeavour to determine, by careful investigation, what are the conditions under which the virulence of the vaccine can be kept up to a constant standard when it is carried on continuously from calf to calf.

There would seem to be no objection to the rejuvenation of the lymph by the method of retro-vaccine. This method has been in current use for several decades. The interpolation of isolated rabbit passages (cutaneous infection) to rejuvenate the vaccine has proved successful in practice and there is nothing to show that such passages can produce a modification of the vaccine virus which is injurious to human health. It is impossible, at the moment, to say definitely whether a long series of passages through rabbits affects the properties of the virus or not, but experience shows that such long series are not necessary in practical lymph-production.

The use of other animal species for the rejuvenation of vaccines from time to time is free from objection.

According to experience gained, the occasional interruption of the calf-to-calf series by a single passage of this kind is also unobjectionable.

### 3. *Neuro-lapine and Testicular Lapine.*

*Neuro-lapine*, which is obtained by a series of intra-cerebral injections into rabbits, displays from time to time properties which differ from those of vaccine prepared in the ordinary way. The position as regards the effect of *Neuro-lapine* on man is not as yet sufficiently clear to enable conclusions to be formulated.

This applies with even greater force to *Testicular Lapine*.

### 4. *Treatment of the Seed Lymph.*

The Sub-Commission has not considered it necessary in this report to deal with all the other questions connected with the treatment of the seed lymph, which are undoubtedly also of the greatest importance from the point of view of the potency of the vaccine. It has also refrained from discussing such particular measures to be taken in this connection as the collection of the lymph from calves, rabbits or man, the method of preservation, the degree of dilution, etc. The Sub-Commission was of the opinion that vaccine institutes should work according to their own customary methods, which in many cases have stood the practical test of many years' experience. The reports received showed that it has been possible to adopt very different procedures as regards technical details and yet to achieve the same end.

### 5. *Preparation of Vaccine for Human Vaccination.*

Notwithstanding their importance, the Sub-Commission has not considered it necessary here to deal in detail with the various questions connected with the preparation of the *lymph ready for issue* which relate to the state of health, age, race and sex of the animals providing the vaccine, the method of their vaccination and of obtaining the crude lymph, the preparation and preservation of the lymph and many other details of institutional procedure. The several vaccine institutes are aware of the great responsibility resting upon them in regard to the preparation of an unexceptionable lymph, and do their best to take every possible precaution and employ the most approved methods. There is therefore no need to make any new proposals in this connection.

The Sub-Commission considers it important, however, to emphasise as strongly as possible its conviction that a veterinary control of animals used for lymph production is in all circumstances essential. It is desirable that this control should extend to the living animal before inoculation and it is essential that, after the vaccine has been obtained, the animal used for this purpose should be slaughtered and should be carefully inspected by a veterinary expert. Only if the result of the post-mortem is entirely unexceptionable, and in particular if there are no signs of tubercular lesions, should the lymph be employed for human vaccination.

### 6. *Preparation and Employment of the Lymph.*

In this connection special attention has been given to the question of the employment of *diluted and killed* vaccine.

(a) *Diluted Lymph.* — According to the experience of vaccine institutes and vaccinators, the lymph should possess a minimum virulence in order to give sufficiently reliable results in the varying circumstances of medical practice. This minimum standard was fixed by resolution of the Berlin session on the basis of the report drawn up by the experts of the Smallpox and Vaccination Commission.<sup>1</sup> The employment of a diluted lymph does not necessarily imply the abandonment of this point of view, for it is not the same thing to inoculate a lymph of weak virulence, which is perhaps below the minimum standard, as to employ a lymph of sufficient virulence, and more or less above the minimum standard, in a diluted condition.

Research into the suitability of diluted lymph for purposes of immunisation is in any case of the greatest interest and deserves to be proceeded with, both in laboratory experiments and particularly also by practical application. In this connection, special attention should be paid to the durability of the dilution, and therefore to the nature of the diluent, as well as to the degree of dilution. At the same time it should be carefully ascertained whether, in view of the great differences in the vaccine technique employed by doctors, as well as the variations in individual susceptibility to vaccination, the diluted lymph gives sufficiently satisfactory results in practice and confers a reasonable degree of immunity. The Sub-Commission is of opinion that the investigation of this question should be left to the discretion of the institutes, and that the guiding principles briefly outlined above make it unnecessary to draw up a special plan of study. It would be desirable that any results obtained should be reported to the Health Section of the League of Nations for the information of the Smallpox and Vaccination Commission.

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<sup>1</sup> In this report (document C.H. 533) the Commission decided that vaccine lymph may only be considered potent if, at the time when ready for use and applied experimentally to a rabbit and a guinea-pig in a dilution of 1/1000 according to the method of Calmette, Guérin, Gins, Groth and Sobörnheim, it will produce definite known results on the animals as detailed on page 2 of that report.

(b) *Killed Lymph.* — The experiments with *killed* lymph conducted up to the present whether by heat or by particular antiseptics have a scientific interest, although the results hitherto obtained have not so far shown themselves to be of practical application. It is important, however, that the researches on this subject should be continued. Here, too, the work should be left to the institutes which take an interest in the question.

(c) *Dry Lymph.* — The question of dry lymph was taken into consideration at the last session of the Smallpox and Vaccination Commission in Berlin, in the sense that researches by the directors of vaccine institutes represented on the Commission regarding the methods of preparation, preservation and durability were pronounced to be desirable. The continuation of these experiments appears to be most important.

(d) The Sub-Commission considers that the regular bacteriological supervision of the lymph is absolutely necessary.

#### 7. *Potency of the Lymph.*

In connection with this question, which has already been dealt with at the Berlin session of the Smallpox and Vaccination Commission, and under paragraph 6, the Sub-Commission desires to recommend strongly that the medical directors of the vaccine institutes should, wherever possible, be given an opportunity of themselves undertaking human vaccinations, or at any rate of satisfying themselves of the success of human vaccinations by personal observation. This is particularly necessary in countries in which vaccination is not compulsory or officially organised and in which the vaccine institutes are only informed of the results of human vaccination by the voluntary and casual reports of doctors. Even as an indirect method of information, this is insufficient. In these circumstances, the reports of doctors provide a quite unreliable basis when they do not describe the vaccine reaction in detail but only summarily indicate the result by the words "successful" or "unsuccessful".

An attempt should be made to record objectively the result of the vaccinal reaction. In the case of primary vaccinations, it is sufficient to describe them as successful or unsuccessful, while noting the percentage of *insertion successes*. In the case of *revaccination*, on the other hand, the type of reaction should be described in greater detail. On the basis of many years' experience, the adoption of the following three classes of reaction may be recommended :

1. Reaction of the primary vaccination type (Jenner's pustule).
2. Accelerated reaction (vesicular reaction) ; " modified vaccine ".
3. Allergic or early reaction (papular reaction).

In countries which have official vaccination records, these three categories should find a place in the form of records.

#### 8. *Vaccine Technique.*

Although the question of vaccine technique is not one for the Sub-Commission's discussion, it is nevertheless closely connected with that of the potency of the lymph and the clinical symptoms of vaccinal reaction.

The best lymph may have the most different results, according to the manner in which it is used. Next to the individual susceptibility, the most important factor is *vaccination technique*.

The Sub-Commission does not consider it desirable or even within its province to declare that any one particular defined method of vaccination should be exclusively employed by vaccinators in all countries. It would, however, advise that the technique and methods of vaccination which are permitted or are recommended should be carefully defined in each country on expert authority ; and that the extent to which these instructions or recommendations are followed in practice should be duly ascertained by the competent authorities of these countries, the results carefully recorded and reported, and, whenever possible, judged in respect of the actual immunity conferred on exposure to smallpox infection or on revaccination. It is only in this way that satisfactory or universally applicable rules or recommendations for the technique of vaccination can be ultimately adopted.

\* \* \*

None of the facts considered in this report lead the Commission to the conclusion that there is reason for discontinuing the use of vaccination, which remains the most powerful weapon against smallpox that we possess.

In view of the circumstances associated with the occurrence of nervous complications which, as explained in the first part of this report, are in any case of extreme rarity, the Commission draws attention to the advantage which may result from practising primary vaccination during early infancy rather than at later ages of childhood.

Appendix.

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<sup>1</sup> Taken, with a few additions, from the Report of the Committee on Vaccination, Ministry of Health, London. (Cmd 3148, 1928.)



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ANNEX 4.

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REPORT OF THE TECHNICAL CONFERENCE FOR THE STUDY OF  
VACCINATION AGAINST TUBERCULOSIS BY MEANS OF BCG

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The Health Committee, at its twelfth session, having considered the proposal received from Professor Calmette that it should examine the results of vaccination against tuberculosis by BCG, authorised its President to convene a meeting of a few experts to draw up a programme of international studies to be submitted to the Health Committee. The meeting was accordingly held in the Pasteur Institute in Paris, from October 15th to October 18th, 1928.

The object of this meeting was to establish the best methods of elucidating the results, both immediate and remote, of vaccination with BCG in laboratory animals, cattle and man. These questions were studied by three Commissions, composed of bacteriologists, clinicians and veterinary surgeons respectively. The questions of common interest to the three Commissions were considered in plenary meetings; the others were discussed in sessions of the respective Commissions.

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Dr. E. ROUX, Director of the Pasteur Institute, Paris, presided over the Conference, the Bureau of which also included:

Prof. Th. MADSEN, Director of the Serological State Institute, Copenhagen, President of the Health Committee of the League of Nations.

Dr. L. RAJCHMAN, *Secretary (ex officio)*, Medical Director of the Health Organisation of the League of Nations.

The composition of the three Commissions was as follows:

I. *Bacteriological Commission.*

Professor BORDET, Director of the Pasteur Institute, Brussels (*Chairman*);

Professor R. KRAUS, Director of the Sero-therapeutical State Institute, Vienna;

Professor NEUFELD, Director of the Robert Koch Institute, Berlin;

Dr. TSEKHNOVITZER, Sanitary and Bacteriological Institute of Ukraine, Kharkoff.

*Honorary Secretary*: Professor C. PRAUSNITZ, Director of the Hygiene Institute of the University, Breslau.

The Commission invited the following to take part in their discussion :

Professor J. CANTACUZÈNE, Director of the Institute of Experimental Medicine, Bucharest ;  
Dr. A. REMLINGER, Director of the Pasteur Institute of Morocco, Tangier ;  
Mr. S. A. PETROFF, Bacteriological Laboratory of the Trudeau Institute, Saranac Lake,  
N. Y., also presented the results of his experiences at one of the meetings.

### 2. *Clinical Commission.*

Professor Léon BERNARD, Professor of the Clinique de la Tuberculose, Faculty of  
Medicine, Paris (*Chairman*) ;  
Dr. J. HEIMBECK, Physician at the Ullevål Hospital, Oslo ;  
Professor E. NOBEL, Clinic of Pediatrics of the University, Vienna ;  
Professor G. RONZONI, Director of the Institute for Tuberculosis, Milan ;  
Professor L. SAYÉ, Professor of the Faculty of Medicine, Director of the Service of Assis-  
tance to Tuberculosis Patients, Barcelona ;  
Professor A. SCHLOSSMANN, Director of the Pediatric Clinic, Düsseldorf.  
Dr. VAN BENEËN, Bacteriological Institute of the University, Liège ; Dr. WEILL-HALLÉ,  
Director of the Ecole de Puériculture of the Faculty of Medicine, Paris ; and Professor  
J. PARISOT, of the Faculty of Medicine, Nancy, attended one meeting of this Commis-  
sion and related the results of their vaccinations with BCG.

### 3. *Veterinary Commission.*

Professor J. NOWAK, Director of the Institute of Research in Human and Veterinary  
Medicine, Cracow ;  
Professor A. ASCOLI, Istituto vaccinogeno antitubercolare, Milan ;  
Dr. H. BERGER, Chief Inspector of the Veterinary Services of the Netherlands, The Hague,  
assisted by Dr. FRENKEL, Veterinary Section of the State Hygienic Laboratory,  
Utrecht, Professor VALLÉE, Director of the National Research Laboratory of the  
Ministry of Agriculture, Alfort (Seine) ;  
Dr. ZELLER, Veterinary Section of the Reichsgesundheitsamt, Berlin.  
Professor GERLACH, Federal Institute for combating Cattle Disease, Mödling, near Vienna,  
also attended the meetings of this Commission.  
Professor A. CALMETTE, Deputy-Director of the Pasteur Institute, Paris, and  
M. C. GUÉRIN, Chef de Laboratoire at the Pasteur Instituté, Paris, took part in the proceed-  
ings of the Conference and of its Commissions.

#### *Secretariat :*

Dr. Y. BIRAUD, Health Section of the Secretariat of the League of Nations,  
Dr. E. BURNET, Secretary of the Leprosy Commission of the Health Committee ;  
Dr. G. ICHOK, Paris ;  
Dr. G. POIX, Paris.

\* \* \*

The conclusions reached by the Commissions are the following :

#### I. BACTERIOLOGICAL COMMISSION.

The bacteriologists attending the meetings of the Commission agree unanimously that  
experimental results justified the conclusion that BCG was a harmless vaccine (Ascoli, Berger,  
Bordet, Cantacuzène, Frenkel, Gerlach, Kraus, Neufeld, Nowak, Remlinger, Tsekhnovitzer,  
Vallée, Zeller).

Professor Nobel, however, maintains that in exceptional conditions BCG was capable of  
producing fatal tuberculosis in laboratory animals.

The Commission considers that the data already published regarding experimental work  
on laboratory animals clearly justifies the conclusion that BCG does not give rise to progressive  
tuberculosis (*tuberculose évolutive, progrediente Tuberkulose*).

The Commission took note of researches undertaken by the institutes referred to.

\* \* \*

In order that such studies may be comparable and capable of furnishing definite conclu-  
sions at a subsequent meeting, the Commission considers that it would be useful to investigate  
the following questions :

1. Methods of maintaining the fixed properties recognised as characteristic of BCG.
2. Methods to be followed in studying the influence of passage through animals  
on BCG.
3. Methods to be adopted in carrying out immunising experiments : determination  
of the doses of BCG and of virulent bacilli to be used in such experiments ; the adoption  
of strains of known virulence for the test inoculations.
4. Methods to be adopted in the studies on variability and dissociability of BCG.
5. Methods to be adopted for the comparative study of the histological changes  
produced by inoculation of BCG and of virulent tuberculosis bacilli.
6. The necessity of limiting the preparation of BCG (culture, preparation and dis-  
tribution of the vaccine emulsions) to institutes of recognised scientific standing.

## 2. CONCLUSIONS OF THE CLINICAL COMMISSION.

I. The following conclusions are drawn from the documents studied by the Commission :

1. That BCG administered by mouth to infants within the first ten days of life and by subcutaneous inoculation in other children and in adults is incapable of producing virulent tuberculous lesions.

2. That vaccination by BCG produces a certain degree of immunity against tuberculosis.

\* \* \*

However, further research over a longer period, and carried out in a uniform manner, with special regard to the morbidity and the mortality from tuberculosis among persons of different ages and in different environments; is necessary to enable the Commission to pass final judgment on the value of antituberculosis vaccination with BCG.

II. To this end, it requests the Committee of Expert Statisticians of the League of Nations to indicate the best methods for collecting and analysing data concerning the morbidity and mortality of infants, both vaccinated and unvaccinated.

III. With the object of obtaining a documentation as uniform and as free from criticism as possible, the Commission prepared a draft individual form to be used by the organisations carrying out these studies, which form should be submitted to the Committee of Expert Statisticians for opinion.

Moreover, the Commission has prepared a draft clinical observation sheet, which gives indications for the post-mortem information necessary for subsequent studies.

The Commission considers that such studies should be entrusted to a limited number of dispensaries and hospital clinics. The documents collected by such organisations according to the method laid down by the Committee of Expert Statisticians and with the form and protocol adopted will be collected and analysed by the Health Section of the Secretariat of the League of Nations for consideration at a later meeting of this Conference.

The Commission requests the Health Committee to invite such organisations to undertake this work as it may suggest.

The Commission considers that the conclusions adopted by the Commissions of veterinary surgeons and bacteriologists still further justify the recommendations made above.

## 3. CONCLUSIONS OF THE VETERINARY COMMISSION: PROPHYLAXIS OF BOVINE TUBERCULOSIS.

I. The experimental facts published and the *unanimous* opinion of practitioners who have used BCG in cattle justify the conclusions that vaccination carried out according to the technique of Calmette and Guérin, among bovines, is a perfectly *harmless* procedure.

II. Similar experimental data and published observations with regard to the use of BCG among bovines demonstrate that this strain of bacteria *confers definite immunity* against both experimental and natural tuberculosis infection. These recognised "pre-immunising" (*pré-munisantes*) qualities *justify and encourage* the extension of the experimental use of BCG in the prevention of bovine tuberculosis. Such work should be carried out in different countries in accordance with the international experimental Protocol; a copy of which is attached, under the control of the official veterinary service and of competent bacteriological and pathological authorities. Wherever possible, a strict experimental method should be adopted (Protocol I).

On the other hand, a less exacting method may be used to suit the requirements of cattle-breeding, providing the work is carried out under official and constant control (Protocol II).

ANNEX 5.

REPORT OF THE OPIUM COMMISSION ON ITS MEETING

*Held at Geneva on October 27th, 1928.*

The Opium Commission met at Geneva on October 27th, 1928.

The following members were present :

Dr. H. CARRIÈRE, *Chairman*,  
M. O. VELGHE,  
Dr. W. CHODZKO,  
Dr. C. HAMEL,  
Prof. Ricardo JORGE,  
Prof. B. NOCHT.

The CHAIRMAN read the reports forwarded by the Permanent Committee of the Office international d'Hygiène publique on November 17th, 1927, concerning the application of Article 8 of the International Opium Convention of February 19th, 1925, and on May 15th, 1928, concerning the application of Article 10 of the said Convention.

The conclusions of the Permanent Committee of the Office international d'Hygiène publique concerning these two questions are reproduced in detail in document C.H.749.

The Opium Commission unanimously approved the views expressed by the Permanent Committee of the Office international d'Hygiène publique in its two reports, with the exception of certain details mentioned below, and decided to submit to the Health Committee the following proposals.

I. APPLICATION OF ARTICLE 8 OF THE INTERNATIONAL OPIUM CONVENTION OF  
FEBRUARY 19TH, 1925.

The Opium Commission took note of the opinion expressed by the Permanent Committee of the Office international d'Hygiène publique in its report of November 14th, 1927 (see document C.H.749), and decided to request the Health Committee :

A. To inform the Council of the League of Nations, in conformity with the provisions of Article 8 of the International Opium Convention of February 19th, 1925, that among the preparations contained in the lists submitted by various Governments (see Appendix A) the provisions of the Convention should not, in their opinion, be applicable to the following :

1. From the British Government list :
  - All the preparations proposed, with the exception of *Pulv. Cretæ Aromat. c. Opio, B.P.*
2. From the Argentine Government list :
  - Anodyne Balm.*
3. From the list of the Government of South Africa :
  - All the preparations proposed, with the exception of *Pulv. Cretæ Aromat. c. Opio, B.P.*
4. From the list of the Government of the Sudan :
  - Pilulæ Cimifugæ et Morphine Co.*
  - Pulvis Kino Co.*
  - Pulvis Doveri.*
  - Ung. Gallæ c. Opio.*
5. From the German Government list :
  - Emplastrum Opii.*
  - Caustic " Nerve Pastes ".*
  - Natrium Biboracicum Compositum cum Cocaino.*
  - Cardiazol-Dicodide Solutions.*
6. From the Austrian Government list :
  - Tablettæ Albumin. Tannic. c. Opio.*
  - Tablets of Powdered Ipecacuanha with Opium.*
  - Dover's Powder.*
  - Yatren 105 (Yatren Powder).*
  - Solution of Yatren.*
  - Antalgine Liniment.*
  - Bernatzik's Injections (Nos. 16 and 17 of list only).*
  - Voice Tablets.*
  - Winter's Injections.*
  - Otalgan Solution.*
  - Stila's Injections (No. 19 of list only).*
7. From the Roumanian Government list :
  - Anticholerine.*
  - Anticholeric Tincture.*

8. From the Swedish Government list :  
All the preparations proposed.
9. From the French Government list :  
*Pilulæ Hydrargyri Bichlorati cum Opii Extracto (Dupuytren's Pills).*  
*Pilulæ Hydrargyri Iodati cum Opii Pulvere (Ricord's Pills).*

B. To refer to the Permanent Committee of the Office international d'Hygiène publique for advice and report certain of the preparations proposed by the various Governments (Appendix B).

## II. APPLICATION OF ARTICLE 10 OF THE INTERNATIONAL OPIUM CONVENTION OF FEBRUARY 19TH, 1925.

The Opium Commission took note of the advice of the Permanent Committee of the Office international d'Hygiène publique, given in its report of May 15th, 1928, and find that dilaudide, on the one hand, and benzylmorphine and generally the esters of morphine, on the other hand, are liable to cause toxicomania.

The Commission decided to request the Health Committee to inform the Council of the League of Nations, in conformity with the provisions of Article 10 of the International Opium Convention of February 19th, 1925, that dilaudide on the one hand, and benzylmorphine and generally the esters of morphine, on the other hand, are narcotics liable to produce similar ill-effects as the substances to which the Convention applies, and that consequently the Convention should be applied to them.

### Appendix A.

## LISTS SUBMITTED BY VARIOUS GOVERNMENTS, AND CONCLUSIONS OF THE PERMANENT COMMITTEE OF THE OFFICE INTERNATIONAL D'HYGIÈNE PUBLIQUE.

### I. LIST COMMUNICATED BY THE BRITISH GOVERNMENT.

1. Cereoli Iodoformi et Morphinæ, B.P.C.
2. Emp. Opii, B.P. 1898.
3. Lin. Opii, B.P.
4. Lin. Opii Ammon., B.P.C.
5. Pasta Arsenicalis, B.P.C.
6. Pil. Hydrarg. c. Opio, B.P.C.
7. Pil. Ipecac. c. Scilla, B.P.
8. Pil. Plumbi c. Opio, B.P.
9. Pil. Digitalis et Opii Co., B.P.C.
10. Pil. Hydrarg. c. Cret. et Opii, B.P.C.
11. Pulv. Cretæ Aromat. c. Opio, B.P.
12. Pulv. Ipecac. Co., B.P. (Dover's Powder).
13. Pulv. Kino Co., B.P.
14. Suppos. Plumbi Co., B.P.
15. Tablettæ Plumbi Co. Opio, B.P.C.
16. Ung. Gallæ c. Opio, B.P. (Gall and Opium Ointment).
17. Ung. Gallæ Co., B.P.C.

*Conclusions.* — All the above preparations are admitted excepting No. 11, Pulv. Cretæ Aromat. c. Opio, B.P., since the opium contained in this powder, which, as a matter of fact, is only a dry dilution, can be recovered easily.

Item 1, Cereoli Iodoformi et Morphinæ, B.P.C., can be considered as not offering any danger of giving rise to the drug habit on account of the presence of iodoform.

### 2. LIST COMMUNICATED BY THE GOVERNMENT OF THE ARGENTINE REPUBLIC.

1. Dover's Powder.
2. Anodyne Balm.
3. Elixir of Paregoric.
4. Syrup of Diacodium (Jarabe diacodico).

According to information received by letter on December 6th, 1927, the Anodyne Balm is composed as follows :

Dried officinal Opium (Siovo No. 4) . . . . .	60 grammes.
Soap . . . . .	120 grammes.
Camphor . . . . .	90 grammes.
Saffron . . . . .	30 grammes.
Alcohol, 80° . . . . .	3,000 grammes.

Dr. Carrière and Professor Bürgi were authorised by the Committee of Experts to admit this preparation to the list to which it is proposed that Article 8 should apply.

With regard to Items 1, 3 and 4, the Argentine Government has been invited to furnish the necessary details.

3. LIST COMMUNICATED BY THE GOVERNMENT OF THE UNION OF SOUTH AFRICA.

1. Cereoli Iodoformi et Morphinae, B.P.C.
2. Emp. Opii, B.P. 1898.
3. Lin. Opii, B.P.
4. Lin. Opii Ammon., B.P.C.
5. Pasta Arsenicalis, B.P.C.
6. Pil. Hydrarg. c. Opio, B.P.C.
7. Pil. Ipecac. c. Scilla, B.P.
8. Pil. Plumbi c. Opio, B.P.
9. Pil. Digitalis et Opii Co., B.P.C.
10. Pil. Hydrarg. c. Cret. et Opii, B.P.C.
11. Pulv. Cretæ Aromat. c. Opio, B.P.
12. Pulv. Ipecac. Co., B.P. (Dover's Powder).
13. Pulv. Kino Co., B.P.
14. Suppos. Plumbi Co., B.P.
15. Tablettæ Plumbi c. Opio, B.P.C.
16. Ung. Gallæ c. Opio, B.P. (Gall and Opium Ointment).
17. Ung. Gallæ Co., B.P.C.

*Conclusions.* — This list is identical with that communicated by the British Government and is admitted, with the exception of Pulvis Cretæ Aromaticus c. Opio, B.P. (see British Government's list).

4. LIST COMMUNICATED BY THE GOVERNMENT OF THE SUDAN.

1. Chloranodyne (sp.). — Morphine HCl, gr. iii in 1 oz., Ext. Cannabis Liq. m. 46; also HCN, m. 9; CHCl<sub>3</sub>, m. 46; Tr. Capsicum, m. 1 1/2.
2. Elixirs, Coca. — One contains 0.125% Cocaine and one contains 0.075 Coca alkaloids. Large doses of these elixirs have the effect of pure cocaine.
3. Pilulæ Aloes, Cascara and Hyoscyami. Contains equal parts of the extracts.
4. Pilulæ Cimifugæ et Morphine Co. — Contains 1/10 grs. Morphinae Sulph. and Quinine Sulph. grs. 2/3.
5. Pilulæ Codeine Co. — Contains Codeine, grs. 1/4, and Nux Vomica, grs. 1/2.
6. Pilulæ Colocynthi et Hyoscyami. — Contains Ext. Hyoscyami, Colocynth, Aloes et Hyoscyami Extract — 33% of mass.
7. Pinheroine (sp.). — Contains Heroin HCl, 1/5 gr. in 1 oz., and Terpene hydrate, 8 grs.
8. Elixir Heroin. et Terpene. — Contains Heroin, 1/5 gr. in 1 oz., and Terpene Hydrate, 8 grs. in 1 oz.
9. Pulvis Cretæ Aromaticus c. Opio. — Contains 2.5% of Opium, with Cinnamon, Nutmeg, Chalk, etc.
10. Pulvis Kino Co. — Contains 5% Opium with Kino, Cinnamon, etc.
11. Pulvis Opii Co. — Contains 10% Opium, with Pepper, Ginger, Gum.
12. Pulvis Doveri. — Contains 10% Opium, 10% Ipecacuanha and 80% of K<sub>2</sub>SO<sub>4</sub>.
13. Suppositories of Adrenaline and Cocaine. — Contain 1/2 gr. Cocaine, Formidine, Hammamelis and Adrenaline.
14. Tablets, Nasal. — Contains 1/4 gr. Cocaine, Soda Bicarb., Benzoal, chlorid.
15. Ung. Gallæ c. Opio. — Contains 2.5% Opium, Gallæ, Lard benzoated.

*Conclusions.* — Items 4, Pilulæ Cimifugæ et Morphinae Co., 10, Pulvis Kino Co., 12, Pulvis Doveri, and 15, Ung. Gallæ c. Opio, are admitted. Pilulæ Cimifugæ et Morphinae Co. are only admitted because, on account of their quinine content, they cannot give rise to abuse.

Items 3, Pilulæ Aloes, Cascara et Hyoscyami, 5, Pilulæ Codeine Co., and 6, Pilulæ Colocynthi et Hyoscyami, do not come within the scope of the Convention and need not therefore be discussed.

Items 7, Pinheroine (sp.), and 8, Elixir Heroin et Terpene, cannot be withdrawn from the effects of the Convention, because they contain heroin.

Items 9, Pulvis Cretæ Aromaticus c. Opio, and 11, Pulvis Opii Co., cannot be admitted for the same reasons as given in the British Government's list.

Item 13, Suppositories of Adrenaline and Cocaine, are rejected as containing an excessive quantity of cocaine, which is not compensated for by the presence of the adrenaline.

Item 14, Nasal Tablets, cannot be admitted, as being a preparation which is being used for illicit purposes.

As regards Item 1, Chloranodyne (sp.): Morphine HCl, gr. iii in 1 oz., Ext. Cannabis Liq. (Extract of Indian Hemp), m. 46; also HCN, m. 9; CHCl<sub>3</sub>, m. 46; Tr. Capsicum (Tincture of Capsicum) m. 1 1/2 — this is very similar to the chlorodyne contained in the British Pharmacopœia 1885, but the morphine content exceeds 0.2 per cent. It is a special preparation consumed by certain persons in large quantities and which might lead to the drug habit. This preparation cannot, therefore, be placed on the list of preparations to which the Convention should not apply.



5. LIST COMMUNICATED BY THE GERMAN GOVERNMENT.

The German Government submitted, in a letter dated May 14th, 1926, and in a further letter dated December 19th, 1927, two lists of preparations<sup>1</sup> which, in the view of that Government, should be withdrawn from the operation of the Geneva Convention in accordance with Article 8. These two lists were considered by the Permanent Committee of the Office international d'Hygiène publique in the course of its two sessions in November 1927 and May 1928. In the meantime, however, the German Government superseded these two lists by a letter dated August 23rd, 1928, and replaced them by a third list, which will be found in the following letter to the Secretary-General of the League.

German Consulate,  
Geneva, August 23rd, 1928.

With reference to your letter of November 6th, 1925, C.L.115.1925.III, I am directed by my Government to transmit a new list, superseding the previous lists transmitted in my letters of May 14th, 1926, No. 830/26, and of December 19th, 1927, No. 2056/27. The new list, given below, has been extended to take into account the present conditions of the drug market, and simplified in keeping with recent experience. It is drawn up on the same principles as the first list.

1. *Pulvis Ipecacuanhæ Opiatus*, German Pharmacopœia 6 (*Pulvis Doveri*, P.I.), and all other preparations of opium or drugs with a content of not less than 10 per cent of ipecacuanha-root powder.
2. *Emplastrum Opii* having a maximum opium content of 5 per cent.
3. Cocaine and Atropin Tablets with a content of not more than 0.0003 gramme of cocaine salts and not less than 0.0003 gramme of atropin salts to each tablet.
4. Caustic "Nerve Pastes" which, in addition to cocaine salts or morphine salts or both, contain at least 25 per cent of arsenous acid if made up with the requisite proportion of creosote or phenol to produce the consistency of a paste.
5. *Natrium Biberacicum Compositum cum Cocaine* in tablets, compressed tablets, lozenges, pastilles and the like, difficult to break up, and containing not more than 0.2 per cent of cocaine salts in conjunction with not less than 20 per cent borax and not less than 20 per cent antipyrine, or some similar analgesic, and not more than 40 per cent of flavouring matter. Maximum weight of each tablet, etc., 1 gramme.
6. Solutions of Morphine (or Eucodal) and Scopolamine (or Atropin), sterilised, in ampoules, having a maximum content of 2 per cent morphine (or eucodal) salts and a minimum content of 0.05 per cent scopolamine (or atropin) salts. Maximum contents per ampoule, 1.1 c.c. Similarly, tablets, lozenges, pastilles and the like, containing the same substances in corresponding proportions, each tablet, etc., being intended for the preparation of a 1 c.c. solution.
7. *Cardiazol-Dicodide Solution*, containing not less than 10 per cent of cardiazol and not more than 0.5 per cent of dicodide salts.

(Signed) VOELCKERS,  
Consul General.

A comparison of this new list with the former lists shows that the items: 2, *Emplastrum Opii*; 3, Cocaine and Atropin Tablets; 4, Caustic "Nerve Pastes"; 5, *Natrium Biberacicum Compositum cum Cocaine*; and 7, *Cardiazol-Dicodide Solutions* are respectively identical with Items 2, 6, 7 and 9 on the first list and Item 2 on the second list.

During its session in November 1927, the Permanent Committee of the Office international d'Hygiène publique accepted Nos. 2, 7 and 9 of the first list submitted by the German Government. Item 6 was accepted "on condition that the paste does not include more than 10 centigrammes of cocaine per 100 grammes of tablets and not less than 10 centigrammes of atropin".

*Conclusions.* — Items 2, *Emplastrum Opii*; 4, Caustic "Nerve Pastes", and 5, *Natrium Biberacicum Compositum cum Cocaine*, are accepted.

As regards the *Cardiazol-Dicodide Solutions*, the Permanent Committee of the Office international during its session in May 1928 stated as its opinion that this preparation could be accepted, in view of the fact that "the large quantity of cardiazol which it contains would always prevent an abuse of this preparation, and that it would be practically impossible to isolate the dicodide in this solution".

Items 1, *Pulvis Ipecacuanhæ Opiatus*, D.A.B.6, 6, Sterilised Solutions of Morphine (or Eucodal) and Scopolamine (or Atropin), in ampoules, having a maximum content of 2 per cent morphine or eucodal salts and a minimum content of 0.05 per cent scopolamine or atropin salts and 3, Cocaine and Atropin Tablets, have not yet been examined by the Office international d'Hygiène publique.

<sup>1</sup> See document C.H.749, Annex C, pp. 27, 28.

6. LIST COMMUNICATED BY THE AUSTRIAN GOVERNMENT.

Name of pharmaceutical preparation	Composition :	
	Narcotic and proportion thereof	Other substances
(a) <i>Preparations of Opium.</i>		
1. Tablettæ Albumin. Tannic. c. Opio	Opium Powder 0.02	Album. Tannic., Sacch. alb.
2. Laudanum, phials	Laudanum	Scopolamine.
3. Laudanum, phials	Laudanum	Atropine.
4. Pantopon, phials	Pantopon	Sulphate of Atropine.
5. Pantopon, phials	Pantopon	Scopolamine.
6. Tablets of Powdered Ipecacuanha with Opium	—	—
7. Otalgan, solution	Extract of Opium 0.25%	Antipyrin, Papaverin.
8. Dover's Powder	—	—
9. Yatren 105, Yatren Powder	Opium 5%	Yatren pure.
10. Solution of Yatren	Cocaine 2.5%	Yatren Casein.
(b) <i>Preparations of Indian Hemp.</i>		
11. Antalgine, liniment	Extract of Indian Hemp 1%	Menthol, Eucalyptol, Stearin, Liq.
12. Tablets of Indonal Bürgi	Extract of Indian Hemp 0.025	Caps. Comp. Acid. Diæthyl. barbitur.
(c) <i>Cocaine Preparations.</i>		
13. Conephrin	Cocaine mur. 0.01	Paranephrin, Sodium Chloride.
14. Lindesin Solution, Tropacocaine-Stovain-Suprarenin, Chinosol	Cocaine 0.01%	—
15. Bernatzik's Injections	Cocaine 0.01	Suprarenin.
16. Bernatzik's Injections	Cocaine 0.02	Hydrarg. Bicyanat.
17. Bernatzik's Injections	Cocaine 0.01	Hydrarg. Succin.
18. Stila's Injections	Cocaine 0.01, 0.04	Suprarenin., Aqua.
19. Stila's Injections	Cocaine 0.01, 0.03	Hydrarg. Succin., Aqua.
20. Nosucco phials	Cocaine 0.10%	Novocain., Suprarenin.
(d) <i>Morphine Preparations.</i>		
21. Phials	Morphine 0.02	Sulphate of Atropine.
22. Modiscop, phials: Weak	Morphium H. 0.02	Dionin, Hydrobromate of Scopolamine.
23. Modiscop, phials: Strong	Morphium H. 0.02	Dionin, Hydrobromate of Scopolamine,
24. Modiscop, tablets	Morphine H. 0.007	Aloin, Cocoa, Sacch.
25. Bernatzik's Injections	Morphine 0.02	Atropine.
26. Bernatzik's Injections	Morphine 0.01	Caffein., Natr. Benz.
27. Bernatzik's Injections	Morphine 0.02	Hyoscine.
28. Bernatzik's Injections	Morphine 0.01	Scopolamine.
29. Digimorval, tablets	Morphine 0.005	Pulv. Fol. Digit., Menthol, Valerian.
30. Stila's Injections	Morphine H. 0.015, 0.02.	Atropine.
31. Stila's Injections	Morphine H. 0.025, Cocaine H. 0.01, 0.1, 0.2	Sodium Chloride, Water.
32. Amnesin, phials	Morphine, Narcotine	Quinine.
33. Astuco (Asthma Spray)	Cocaine Nitros. 0.5	Extract of Quebracho Natr. Nitros., Atropine, Prussic Acid, Alcohol.
34. Rectonervan, suppositories	Morphine H. 0.02	Pyramidon, Caffein, Cocoa-butter.
35. Coffee-spirin, tablets	Morphine H. 0.005	Salicylic Acid, Acetic Acid, Citric Acid, Caffein.
36. Voice tablets	Cocaine 0.00025	Borate of Soda.
37. Winter's Injections	Cocaine H. 0.0095	Adrenalin in Phenol solution, Chlor. of Soda.

*Conclusions.* — The following preparations are accepted: No. 1: opium content is below the maximum authorised by the Convention; No. 6, Powdered Ipecacuanha with Opium; No. 7, Otagan Solution; No. 8, Dover's Powder; Nos. 9 and 10, Yatren (in view of the toxicity of the yatren, which precludes it from giving rise to abuse); Nos. 11 and 12, preparations of Indian Hemp; No. 11, because it is a product employed as a liniment; Nos. 16 and 17, Bernatzik's Injections, because they contain mercury; No. 19, Stila's Injections, for the same reason; No. 36, Voice Tablets, on account of their small morphine content; No. 37, Winter's Injections, on account of their small cocaine content.

A certain number of the preparations included in this list are composed of liquids for the purpose of injection, and the following items must be rejected: Nos. 2, 3, 4, 5, 13, 14, 15, 18, 20, 21, 22, 23, 25, 26, 27, 28, 30, 31, 32.

The following have also been rejected: No. 24, Modiscop Tablets, on account of excessive morphine content, which is not compensated for by the presence of aloin; No. 33, Astuco, on account of its excessive cocaine content; No. 34, Rectornervan Suppositories, on account of their excessive morphine content; No. 35, Coffee-spirin Tablets, on account of their excessive morphine content.

7. LIST COMMUNICATED BY THE ROUMANIAN GOVERNMENT.

1. Anticholerine.
2. Anticholeric Tincture.
3. Elixir of Paregoric.
4. Dover's Powder.
5. Syrup of Codeine.
6. Syrup of Diacodium.
7. Syrup of Opium.

According to information subsequently received, No. 1 on this list is contained in the Roumanian Pharmacopœia, 1926 Edition, and its composition is identical with No. 2 Anticholeric Tincture. The formula for these two substances is as follows:

Crocus .....	17
Opium .....	17
Cortex Cinnamoni.....	70
Rhizoma Rhei .....	70
Spiritus dilutus .....	1050
Oleum Menthæ .....	165

*Conclusions.* — Nos. 1 and 2 are admitted. As regards Nos. 3, 4, 5, 6 and 7, further explanations have been requested.

8. LIST COMMUNICATED BY THE SWEDISH GOVERNMENT.

1. Linctus Pectoralis, Swedish Pharmacopœia, 10th Edition,
2. Liniment, Chloroformii Compositum, Swedish Pharmacopœia, 10th Edition,
3. Pilulæ Terebinthinæ Compositæ, Swedish Pharmacopœia, 10th Edition,
4. Tinctura Thielemanni, Swedish Pharmacopœia, 10th Edition,
5. Tinctura Opii Benzoica, Swedish Pharmacopœia, 10th Edition,
6. Trochisci Glycyrrhizæ Opiati, Swedish Pharmacopœia, 10th Edition,

and all preparations in which are included any of the above-mentioned.

*Conclusions:* — The entire list is accepted.

9. LIST COMMUNICATED BY THE FRENCH GOVERNMENT.

1. Pilulæ Hydrargyri Bichlorati cum Opii Extracto (Dupuytren's Pills).  
 Hydrargyrum Bichloratum, triturated.... 10 cent grammes  
 Extract of Opium .....
 20 centigrammes |
- Extract of Couch-grass .....
 20 centigrammes |
- Liquorice Root in Powder..... *q.s.* for 10 pills.
2. Pilulæ Hydrargyri Iodati cum Opii pulvere.  
 Hydrargyrum Iodatum, freshly prepared 50 centigrammes  
 Opium Powder .....
 20 centigrammes |
- Powdered Liquorice .....
 30 centigrammes |
- White Honey..... *q.s.* for 10 pills.

*Conclusions.* — These two preparations are accepted.

The official letter of the French Government dated March 26th, 1928, contains a third preparation, Emplastrum Opii, of which the formula is as follows:

Extract of Opium .....	25 grammes
Resin, purified.....	25 grammes
Emplastrum Diachylum Gummatum ....	50 grammes

This preparation has not yet been examined by the Office international d'Hygiène publique.

Appendix B.

LIST OF PREPARATIONS REFERRED TO THE PERMANENT COMMITTEE OF THE OFFICE INTERNATIONAL D'HYGIÈNE PUBLIQUE FOR FURTHER ADVICE AND REPORT.

I. LIST SUBMITTED BY THE FRENCH GOVERNMENT.

*Emplastrum Opii.*

Extrait d'Opium.....	25 grammes
Hlemi purifié.....	25 grammes
Emplâtre diachylon gommé .....	50 grammes

2. LIST SUBMITTED BY THE GOVERNMENT OF THE GERMAN REICH.

1. *Pulvis Ipecacuanhæ Opiatus*, German Pharmacopœia 6 (*Pulvis Doveri*, P.I.), and all other preparations of opium or drugs with a content of not less than 10 per cent of ipecacuanha-root powder.
2. *Sterilised Solutions of Morphine* (or Eucodal) and *Scopolamine* (or Atropin), in ampoules, having a maximum content of 2 per cent morphine (or eucodal) salts and a minimum content of 0.05 per cent scopolamine (or atropin) salts. Maximum contents per ampoule, 1.1 c.c. Similarly, tablets, lozenges, pastilles and the like, containing the same substances in corresponding proportions, each tablet, etc., being intended for the preparation of a 1 c.c. solution.
3. *Cocaine and Atropin Tablets*, with a content of not more than 0.0003 gramme of cocaine salts and not less than 0.0003 gramme of atropin salts to each tablet.

3. LIST SUBMITTED BY THE INDIAN GOVERNMENT.

1. *Dover's Powder* (*Pulvis Ipecacuanhæ Compositus*, Compound Powder of Ipecacuanha).

Ipecacuanha Root, in powder .....	10 grammes
Opium, in powder .....	10 grammes
Potassium Sulphate, in powder.....	80 grammes
(Extract from the British Pharmacopœia 1914, page 319.)	

2. *Unguentum Gallæ cum Opio* (Gall and Opium Ointment).

Gall Ointment .....	92.5 grammes
Opium, in powder .....	7.5 grammes
(Extract from the British Pharmacopœia 1914, page 440.)	

3. *Chlorodyne of the British Pharmacopœia* 1885.

*Tinctura Chloroformi et Morphinæ* (Tincture of Chloroform and Morphine). Contains, in a 10-minim dose :

Chloroform, 1 fluid ounce.....	1 <sup>1</sup> / <sub>4</sub> minim
Ether, 2 fluid drachms .....	1 <sup>1</sup> / <sub>3</sub> minim
Rectified Spirit, 1 fluid ounce.....	1 <sup>1</sup> / <sub>4</sub> minim
Hydrochlorate of Morphin, 8 grains .....	1 <sup>1</sup> / <sub>48</sub> grain
Diluted Hydrocyanic Acid, 1/2 fluid ounce	5 <sup>5</sup> / <sub>8</sub> minim
Oil of Peppermint, 4 minims .....	1 <sup>1</sup> / <sub>80</sub> minim
Liquid Extract of Liquorice, 1 fluid ounce	1 <sup>1</sup> / <sub>4</sub> minim
Treacle, 1 fluid ounce .....	
Syrup (of sufficiency to 8 fluid ounces)	
(Extract from the British Pharmacopœia 1885, page 414.)	

This formula differs from that of the 1914 B.P., and its morphin content is stated to be 0.17 per cent whereas the morphin content of Chlorodyne by the 1914 B.P. is 0.38 per cent. The latter is subject to restriction.

4. LIST SUBMITTED BY THE ROUMANIAN GOVERNMENT.

1. *Elixir Parégorique* (*Tinctura Opii Benzoica*).

Acidum Benzoicum.....	5 grammes
Camphora .....	5 grammes
Ol. Anisi.....	5 grammes
Tinctura Opii.....	50 grammes
Sp. dilut. 70% .....	935 grammes

2. *Pulvis Doveri* (*Pulvis Opii et Ipecacuanhæ Co*).

Radix Ipeca. pulv.....	1 gramme
Pulvis Opii.....	1 gramme
Sacchar. Lactis .....	8 grammes

3. *Syrupus Diacodi* (*Syrupus Opii dilutus*).
 

Syr. simplex.....	75 grammes
Syrupus Opii .....	25 grammes
4. *Syrupus Opii*.
 

Extractum Opii.....	2 grammes
Aqua .....	8 grammes
Syrupus simplex .....	990 grammes

5. LIST SUBMITTED BY THE BULGARIAN GOVERNMENT.

1. *Pulvis Doveri*.
 

Radix Ipecacuanhæ pulverata.....	1 gramme
Opium pulveratum (10% Morph.) .....	1 gramme
Kalium Sulphuricum pulveratum .....	8 grammes
2. *Tinctura Opii Benzoica*.
 

Opium pulveratum.....	1 gramme
Oleum Anisi.....	1 gramme
Camphora .....	2 grammes
Acidum Benzoicum.....	4 grammes
Spiritus Vini 70% .....	192 grammes

After 5 days' maceration, filter through a paper filter.

The formulæ of the above preparations are those which appear in the Russian Pharmacopœia 6th Edition, at present in force in Bulgaria.

6. LIST SUBMITTED BY THE GOVERNMENT OF THE IRISH FREE STATE.

1. *Pulvis Ipecacuanhæ Compositas* (*Compound Powder of Ipecacuanha, synonym: Dover's Powder*).
 

Ipecacuanha Root, in powder.....	10 grammes
Opium, in powder .....	10 grammes
Potassium Sulphate, in powder.....	80 grammes
2. *Pilula Ipecacuanhæ cum Scilla* (*Pill of Ipecacuanha with Squill*).
 

Compound Powder of Ipecacuanha .....	30 grammes
Squill, in powder .....	10 grammes
Ammoniacum, in powder .....	10 grammes
Syrup of Glucose .....	a sufficient quantity.
3. *Pulvis Kino Compositus* (*Compound Powder of Kino*).
 

Kino, in powder .....	75 grammes
Opium, in powder .....	5 grammes
Cinnamon Bark, in powder .....	20 grammes
4. *Tinctura Camphoræ Composita* (*Compound Tincture of Camphor; synonyms: Paregoric, Paregoric Flixir*).
 

Tincture of Opium.....	50 millilitres
Benzoic Acid .....	5 grammes
Camphor .....	3 grammes
Oil of Anise.....	3 millilitres
Alcohol, 60% sufficient to produce .....	1,000 millilitres
5. *Tinctura Opii Ammoniata* (*Ammoniated Tincture of Opium*).
 

Tincture of Opium.....	100 millilitres
Benzoic Acid .....	20 grammes
Oil of Anise.....	5 millilitres
Solution of Ammonia .....	200 millilitres
Alcohol, 90%, sufficient to produce.....	1,000 millilitres
6. *Unguentum Gallæ cum Opio* (*Gall and Opium Ointment*).
 

Gall Ointment .....	92.5 grammes
Opium, in powder .....	7.5 grammes

7. LIST SUBMITTED BY THE AUSTRIAN GOVERNMENT.

1. *Tablets of Indonal Bürgi*.
 

Extracts of Indian Hemp 0.025,
Acid. Diaethyl. barbitur.
2. *Digimorval tablets*

Morphine 0.005
Pulv. fol. Digit.
Menthol. Valerianic.

ANNEX 6.

C.H.750.

REPORT ON THE MEETING OF EXPERTS ON SYPHILIS AND  
COGNATE SUBJECTS

*Held at Geneva, October 8th to 10th, 1928.*

The Experts met at Geneva, at the Secretariat, from October 8th to 10th, 1928. The following were present :

- Professor JADASSOHN, Director of the University Skin Clinic, Breslau (*Chairman*).  
Dr. Th. MADSEN, Director of the State Serum Institute, Copenhagen, President of the Health Committee.  
Colonel L. W. HARRISON, of the British Ministry of Health, London.  
Dr. LOUIS QUEYRAT, President of the Ligue nationale française contre le Péril vénérien, Paris.  
Dr. J. H. STOKES, Professor of Dermatology and Syphilology, School of Medicine, University of Pennsylvania, Philadelphia. Chairman of the Scientific Committee of the Committee on Research in Syphilis, Inc., New York.  
Professor C. RASCH, Director of the State Hospital, Copenhagen, was unable to attend.

The Chairman referred to the preliminary discussions between Dr. Madsen, Colonel Harrison, Professor Jadassohn and Professor Rasch, which took place at Copenhagen on June 6th and 7th (see document C.H.742 (i)), and also to the suggestions which had passed between the experts by correspondence (see documents C.H./S.S.68(1); C.H./S.S.69(1)).

At his proposal the following agenda was adopted :

1. Variations in the prevalence of syphilis :  
Methods of determining the underlying causes.
2. Prevention of Syphilis :  
Comparative study of the experience gained by the Public Health agencies concerned in various countries. Proposed plan of enquiry into the effectiveness of the treatment of syphilis in selected clinics and dispensaries of several countries.
3. Miscellaneous :  
Methods of teaching medical students the modern treatment of syphilis in the Medical Schools. Standardisation of drugs used in treatment of syphilis (work of the Permanent Standards Commission). Other proposals by the Experts.

The Experts, after discussion of the points before them, summed up their views in the following terms :

I. ENQUIRY INTO SYPHILIS TREATMENT.

The Experts have been struck by the fact that, in the fight against syphilis, the results obtained have not been such as the almost universally recognised progress of syphilis therapy would give reason to expect.

The explanation which suggested itself, and which has indeed been confirmed by various experts, is that new discoveries in the matter of syphilis diagnosis and therapy are not exploited everywhere in the right way and with such promptness as would be desirable, and that a uniform generally recognised method of treatment does not exist as yet.

The Experts therefore considered whether a statistical compilation regarding the various methods of treatment in clinics, dispensaries, etc., would not enable a better general idea to be gained of the efficacy of these methods.

The material available at individual clinics is large enough and had usually been treated by one, or at most, a very few methods. The attempt must therefore be made to bring together as much material as possible from different clinics in different countries, to enable the various methods to be compared on the broadest possible basis.

In this connection, it appeared desirable to keep in view the two purposes to which every treatment of syphilis should be directed, namely, the suppression of contagiousness as quickly and as effectively as possible, and the protection of the patient from the severe late effects of syphilis.

The Experts recommend that the work be organised on the following lines. The material from the various clinics which are ready to participate would be sent to the Health Section acting as central bureau of this enquiry on cards relating to individual patients ("individual case record") (Appendix 1). A special individual card has been elaborated for cases of syphilis in pregnancy (Appendix 2). On the basis of the material thus received, the bureau would then have to work up the various questions which arise in connection with the treatment of syphilis and its results.

For this purpose, a large number of cards giving as accurate particulars as possible will be required.

Directors of clinics would therefore be requested to work up their cases for a given period of years to be determined by them, and would include all cases of syphilis I, II, and III which have been under observation in their clinic for more than six months and all the older cases for which adequate medical histories are available. Beyond this, however, no further selection of cases would be made.

The manner in which the cards are to be filled in will be plain from the questions themselves and from the explanatory notes (see Appendix 1).

In addition to the cards, which will be filled in under his supervision, the Director of each institute will also be asked to prepare a general settlement of the principles which he applies or of the various principles which he has applied at different times. A draft questionnaire with reference to this statement is attached (see Appendix 3).

Apart from this retrospective statistical compilation, it should be suggested to those clinics which are prepared to place their material at the disposal of the Health Organisation in this form that they should start, at a given date, recording all newly-arriving cases of (fresh or old) syphilis on the lines of these individual cards, in order that, a few years hence, they may be in possession of records which will lend themselves without further ado to these statistical uses.

It would be desirable that, in the larger centres, those agencies which are concerned with this matter — for instance, insurance funds, private institutions and dispensaries — should join hands for the purposes of this investigation.

## II. PROPERTIES OF DRUGS USED IN TREATMENT OF SYPHILIS.

The Experts are of opinion that it is highly regrettable that bismuth preparations which do not correspond to the manufacturers' indications should be placed on the market in various countries.

They suggest that the practice already adopted in certain countries of official chemical testing of bismuth preparations should be made widely known, perhaps through the machinery of the Health Organisation.

The Health Committee may wish to suggest to the Sanitary Administrations of the countries following this practice that they communicate periodically the results of the observations made to the Secretariat of the League. In the view of the Experts, the national studies on the biological and chemical composition of various bismuth compounds will have to be continued in the different countries before the question of an international co-ordination of any such studies may be taken into consideration.

## III. METHODS OF TEACHING THE MODERN TREATMENT OF SYPHILIS.

The Experts consider that, in view of the prophylactic importance of modern methods for the diagnosis and treatment of syphilis, no national plan of preventive measures against syphilis is complete which does not provide for theoretical and practical training of medical students in syphilology, followed by the sanction of official examination.

In the view of the Experts, the authorities should also facilitate in every way continuation courses in syphilology for general practitioners and medical officers.

## IV. VARIATIONS IN THE PREVALENCE OF SYPHILIS.

In view of the complexity of this question, the Experts decided to adjourn discussion on this point to a later date.

**Appendix 1.**

**LEAGUE OF NATIONS.**

**Health Organisation.**

ENQUIRY INTO SYPHILIS TREATMENT — INDIVIDUAL CASE RECORD.

Clinic : ..... Identification No. of patient : .....  
 ..... Date of first attendance at this Clinic : .....  
 ..... Race of patient : .....

Duration of infection at time of first attendance at this Clinic : .....

Summary of treatment prior to attendance at this Clinic (State duration of infection when treatment elsewhere first commenced) : .....

Classification of case (according to scheme) on first attendance at this Clinic :

	Duration in weeks	Serological reactions <sup>6</sup>			Salv. 1	Bi 2	Hg			Cl.R. 4	Compl. 5	Observations
		Before	During	After			a	b	c			
1st course.....												
Interval.....												
2nd course.....												
Interval.....												
3rd course .....												
Interval.....												
4th, and subsequent courses .....												
S.R. after suspension of treatment.....												

*Results of Cerebro-Spinal Fluid Tests.*

Observation	Date	S.*	G.*	Ly.*	Coll.*	
					P.	L.
At the beginning of observation.						
During observation .....						
At the end of observation ...						

*Periods of Observation.*

Total duration of observation from time of infection to last attendance at this clinic : .....

From beginning of clinical observation at this Clinic : .....

Date : .....

Signature : .....

\* S = Serological.  
 Ly. = Lymphocytes per cmm.  
 Coll. = Colloidal reaction

G. = Globulin.  
 P. = Paretic curve.  
 L. = Luetic curve.

*If the space is not sufficient, please attach another sheet.*



## Proposed classification of stages of syphilis.

(A) <i>Acquired Syphilis.</i>	(B) <i>Congenital Syphilis.</i>
S.1. Primary syphilis with negative serum reactions at the time of the first injection. <sup>1</sup>	C.S.1. Infants with clinical signs at birth or within the first week :
S.2. Serodiagnostic positive primary syphilis;	C.S.2. Infants with signs, either clinical or serological, appearing after the first week, but within the first six months ;
S.3. Secondary manifestations in the first year of the disease ;	C.S.3. Children with signs, either clinical or serological, detected after the first six months, but within the first three years.
S.4. Secondary manifestation later than the first year of the disease.	C.S.4. With late congenital syphilis.
S.5. Tertiary, all later; viz :	(a) With skin and mucous membrane lesions.
(a) Tertiary with skin and mucous membrane lesions ;	(b) With bone and joint disease and malformation.
(b) Tertiary with visceral disease except aortitis and aneurysm ;	(c) Interstitial keratitis.
(c) Tertiary with aortitis and aneurysm ;	(d) With labyrinthine disease.
(d) Tertiary with bone and joint disease.	(e) Teeth.
(e) Tabes.	(f) With visceral disease (stating type).
(f) General paralysis.	(g) With disease of the central nervous system (stating type).
(g) With clinical signs of syphilis of the central nervous system other than the above.	
(h) Latent treated.	
(i) Latent untreated.	

### NOTE.

1. State dose in grams, name of preparations...

A.S. = Old salvarsan  
N.S. = New salvarsan  
S.S. = Silver salvarsan  
N.S.S. = Neo-silver salvarsan

and the total number of injections, for example :

4 A.S. (10) = 4 grams of old Salvarsan in ten injections.

If the preparations above mentioned are not used, the name of the preparation employed should be stated. If another route than the intravenous is employed, please state, thus : I.M. = intramuscular.

2. State the preparation and the number of injections.

3. Give : (a) The preparation.

(b) Dose and route [Inj. = injection, Fr. = friction, Int = by mouth].

(c) Number of administrations (doses).

4. Clinical Relapse \*\*

ΣII. Secondary relapse (including iritis)

N.S. = Neuro-relapse.

ΣIII. Tertiary syphilis of skin, mucous membrane, bones ; malformation.

C.V. = Cardio-vascular relapse.

JΣ. Late syphilis of the liver, lungs, kidneys, etc.

C.N.S. = Syphilis of brain and spinal cord.

T = Tabes.

P = Paralysis.

5. Compl. = Accidents and complications of treatment.

J. = Icterus.

D. = Slight skin eruptions.

D.<sup>1</sup> = Severe skin eruptions.

P. = Serious pains.

GT. = Severe gastro-intestinal reaction.

ALA. = Acute yellow atrophy of the liver.

P.c. = Hæmorrhagic complications (specify).

+ = Exitus (Cause).

6. Notation of Serological Results.<sup>4</sup>

(a) A negative reaction should be reported as “ — ”.

(b) A reaction which is just positive to a degree which, in the hands of the serologist, has been afforded practically only by sera from cases of syphilis (and of a few well-defined pathological conditions) should be reported as “ + ”. Stronger reactions could be reported as “ ++ ”.

(c) A reaction which is neither “ + ” nor “ — ” should be reported as “ ± ”.

<sup>1</sup> It is felt to be impracticable, in this classification, to distinguish cases which remain negative after the first injection from those which become positive a week or so later.

<sup>2</sup> Please state cases of chancre recurring, and re-infections.

<sup>3</sup> For the purpose of this enquiry, “ relapse ” means any fresh manifestation of the disease.

<sup>4</sup> See Report on the Laboratory Conference on the Serodiagnosis of Syphilis, held at Copenhagen, from May 21st to June 4th, 1928 (document C.H.726).

**Appendix 2.**

**LEAGUE OF NATIONS.**

**Health Organisation.**

ENQUIRY INTO SYPHILIS TREATMENT.

*Individual Card for Syphilis in Pregnancy.*

Mother	Identification Number	Married or Single

Date of first examination in this Clinic .....

Date when clinical symptoms were first observed .....

Date of first serum test and result .....

Summary of treatment before first examination at this Clinic :

	Duration in weeks	Serological reactions			Salv. 1	Bi 2	Hg			Cl.R. 4	Compl. 5	Observations
		6					a	b	c			
		Before	During	After								
1st course .....												
Interval.....												
2nd course.....												
Interval.....												
3rd course .....												
Interval.....												

*Result of Pregnancy.*

Pregnancy terminated at .....th month.

Result (give details, e.g., macerated, dead-born, living at term, healthy, etc.) : .....

*(If the child was infected and treated, please fill up a separate individual card and attach.)*

*Placenta and Cord.*

Please give  
all available  
information.

*Serology of the Child.*

Cord blood : .....

Placenta blood .....

Child's blood .....

days after birth

Subsequent tests : .....

.....

Date .....

Signature .....

**Father.**

If the *father* has been examined at this Clinic, please fill up a card for his case, giving serial number here, and attach.

Is there any other reliable evidence of infection of the father? If so, please specify.

Appendix 3.

DRAFT QUESTIONNAIRE.

The Directors of clinics are requested to supply information more particularly on the following questions :

Principle of the treatment administered over the whole of the period covered by the individual cards.

(If the principle of treatment should have varied at some particular time, or on several occasions during this period, please specify).

Pure salvarsan treatment :

Throughout ;  
Or at particular stages :  
Or under special conditions.

What salvarsan preparation has been used exclusively or for preference ?

(Where several salvarsan preparations are used, please state under what conditions this or that preparation is administered.)

Doses used in pure salvarsan treatment.

Total dose for a course of treatment in stages I, II, III, IV and V.

Doses for single injections.

Do you begin with large doses ?  
Or with small doses ?

(Please specify what are regarded as " large " and " small " doses.)

Do you make any difference in the sequence of doses according to the stage of the disease ?

What interval elapses between the injections :

In a first course of treatment for fresh syphilis ?  
Between the first injections ?  
Between later injections ?

What interval elapses between the different courses of treatment :

At the beginning in stage I ?  
" " II ?  
" " III ?  
" " IV ?  
" " V ?

Treatment with salvarsan preparations in combination :

(1) *With bismuth.*

(With reference to salvarsan, same questions as above.)

What preparation do you use exclusively or for preference ? If you use several bismuth preparations, how do you distinguish the indications of the various preparations ?

What dose of the preparation or preparations do you use :

Per injection ?  
Per course of treatment ?

Do you give bismuth simultaneously with the salvarsan course ?

Or before  
Or interpolated in } the salvarsan course ?  
Or after

and what are the indications which determine the use of the one or the other ?

Do you give bismuth at the same sitting as salvarsan, or at alternate sittings, and in the latter case how do you administer it ?

What is the total dose of bismuth for one course of treatment ? (Please state total doses according to stage of disease if they differ.)

(2) *With mercury.*

(Same questions as above with reference to salvarsan.)

What preparation and what method do you use exclusively or for preference ? If you use a number of different preparations and different methods, how do you distinguish between indications ?

What dose of the preparation or preparations do you give :

Per injection ? Per inunction ? Per os ?

Do you give mercury simultaneously with the salvarsan course ?

Or before  
Or interpolated in } the salvarsan course ?  
Or after

and what indications determine the use of the one or the other method ?

Do you give mercury injections at the same sitting as salvarsan or at alternate sittings, and in what way ?

What is the total dose of mercury for one course of treatment :

Injections ?      Inunctions ?

*Combination of salvarsan, bismuth and mercury.*

The principles of this treatment should be stated so far as possible on the lines of the questions set forth above.

*Treatment with bismuth only.*

The principles of this treatment should be stated so far as possible on the lines of the questions set forth above.

*Treatment with mercury only.*

The principles of this treatment should be stated so far as possible on the lines of the questions set forth above.

*Treatment with bismuth and mercury (without salvarsan).*

The principles of this treatment should be stated so far as possible on the lines of the questions set forth above.

In the case of the so-called continuous treatment, the doses, the preparations, the intervals, etc., should be given, separately, if need be, for the various stages.

The Experts have purposely refrained from considering iodide or other forms of treatment.

It is impossible, of course, to cover all possible points in such a questionnaire as this. All possible particulars as to indications, counter-indications, etc., are desirable. You are requested to give detailed particulars on the following points :

What methods of testing serological reactions are used :

Original Wassermann test ?  
Flocculation      }  
                  or        }      test ?  
Turbidity

What criteria are adopted in determining whether the reaction is :

Strongly positive ?  
Positive ?  
Weakly positive ?  
Doubtful ?

Please state what indications regarding treatment are derived from serological reactions.

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ANNEX 7.

C.H.766.

LETTER FROM THE UNDER-SECRETARY OF STATE FOR HYGIENE  
OF THE GREEK GOVERNMENT TO THE MEDICAL DIRECTOR  
OF THE HEALTH ORGANISATION.

Athens, October 20th, 1928.

On behalf of the Greek Government, I am to thank you for the warm interest that you have taken in the epidemic of dengue fever which was shown by the fact that you sent Dr. Mackenzie to Greece; who has proved a valuable collaborator in the solution of the vital problems of our country.

We would in the first instance take the opportunity of expressing to you our gratitude for this, and we would further submit to your consideration certain suggestions and requests respecting the sanitary policy of the Government.

As you are aware, the President of the Greek Council, M. Venizelos, acting with the breadth of outlook for which he is noted, has formed a Secretariat of Health, the control of which has been entrusted to me.

In my wish to justify the trust thus confided to me, I am requesting the collaboration of the League of Nations and of those colleagues who have already shown their sympathy with the development of my work.

I consider that one of the primary considerations of every leader should be the acquisition of detailed knowledge regarding the enemy with which he has to deal, and knowing as I do the interest that your Organisation bears towards my country, I earnestly request your assistance by such means as may be at your disposition. I should suggest that, if you agree, this should take the form partly of an investigation into the morbidity of my country, and partly of the special instruction of personnel who might be sent abroad for this purpose. Furthermore, we should appreciate any suggestions as to the best means of undertaking a campaign for the improvement of the sanitary conditions of Greece. You will realise that serious diseases, such as plague and typhus fever, are endemic in several towns and that, in addition, malaria occurs practically throughout our population. Moreover, tuberculosis constitutes a widespread menace, and, finally, trachoma, leprosy, syphilis and other infectious diseases, especially amongst children, undermine our health and threaten our whole national constitution.

The economic crisis, which has resulted from the catastrophe of which you are aware, unfortunately prevents us from undertaking at the moment all the campaigns which medicine and social improvement make desirable.

Dr. Mackenzie, our valuable collaborator, will submit to you our plan for the sanitary reorganisation of the country. Any observations which you may have to make in this connection will be received with gratitude.

(Signed) A. DOXIADES,

*Under-Secretary of State for Hygiene.*

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### ANNEX 8.

#### AGENDA OF THE 13TH SESSION

- I. Assembly resolutions and decisions of the Council.
  - II. Collaboration with Latin America.
  - III. Report of the Medical Director on the Work of the Health Organisation since May 1928, and proposals regarding the programme of work for 1929.
  - IV. Report of the Malaria Commission (session of June 1928).
  - V. Report of the Chairman of the Cancer Commission on the meetings of the Sub-Commissions of Experts, namely, the Sub-Commission for the Study of occupational Cancer and the Sub-Commission for the Study of the Radiotherapy of Cancer.
  - VI. Report of the Smallpox and Vaccination Commission (session of August 22nd to 25th, 1928).
  - VII. Report of the Conference of Health Experts on Child Welfare (London session, July 1928).
  - VIII. Report of the Copenhagen Laboratory Conference on the Serodiagnosis of Syphilis.
  - IX. Report of the meeting of Experts on Syphilis and Cognate Subjects.
  - X. Report of the Technical Conference on Vaccination against Tuberculosis with BCG (October 1928).
  - XI. Opium :
    - (1) Report of the Comité permanent de l'Office international d'hygiène publique on the application of Article 8 of the International Opium Convention of February 19th, 1925 ;
    - (2) Application of Article 8 of the International Opium Convention of February 19th, 1925 : Communication from the German Government.
    - (3) Report of the Comité permanent de l'Office international d'hygiène publique on the application of Article 10 of the International Opium Convention of February 19th, 1925 ;
    - (4) Application of Article 10 of the International Opium Convention of February 19th, 1925 : Eucodal and Dicodide. Communication from the British Government.
  - XII. International List of Causes of Death : Collaboration with the International Institute of Statistics.
  - XIII. Dengue : The present situation in Greece and certain other countries on the Mediterranean.
  - XIV. Miscellaneous.
-

Geneva, December 1928.

LEAGUE OF NATIONS

Health Organisation

HEALTH COMMITTEE

REPORT TO THE COUNCIL ON THE  
WORK OF THE THIRTEENTH SESSION OF THE COMMITTEE

Held in Geneva from October 25th to 31st, 1928.

SUPPLEMENT TO ANNEX 5

Report of the Opium Commission on its Meeting of October 27th, 1928.

It should be noted that the preparations of the Austrian list accepted for application of Article 8 (See Doc. C.555. M.175. 1928, page 31 No. 6) contain the following percentages of narcotic substances:

Tabletæ Albumin. Tannic. c.Opio	Morphine .....0.2%
Tablets of Powdered Ipecacuanha with Opium	Opium .....10%
Dover's Powder	Opium .....10%
Yatren 105 (Yatren Powder)	Opium .....5%
Solution of Yatren	Cocaine .....2.5%
Antalgine Liniment	Extract of Indian hemp .....1%
Bernatzik's Injections (Nos. 16 and 17 of list only)	Cocaine: 2% and 1% respectively
Voice Tablets	Cocaine .....0.075%
Winter's Injections	Cocaine .....0.95%
Otalgan Solution	Morphine .....0.025%
Stila's Injections (No. 19 of list only)	Cocaine: 1% and 3%

Geneva, September 14th, 1928.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN

REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY

*Rapporteur*: Mme. T. HAINARI (Finland).

The Fifth Committee has considered the report on the work of the seventh session of the Traffic in Women and Children Committee. It takes note of the fact that the Council, during its June session, approved the resolutions contained in this report and instructed the Secretary-General to take the necessary action arising therefrom.

The Traffic in Women and Children Committee devoted considerable time during its seventh session to the consideration of Part II of the Report of the Special Body of Experts. It proposed that the Governments and voluntary organisations should be invited to send to the League such additional information as they might have on the subject of the enquiry. The question of continuing the enquiry was also discussed; the Committee was unanimously of the opinion that the enquiry of the Experts should be continued, and the Fifth Committee agrees with this view.

The Assembly at its eighth ordinary session adopted a resolution requesting the Traffic in Women and Children Committee to examine as soon as possible the desirability of recommending to all Governments the abolition of the system of licensed houses. During its last session, the Committee discussed this question and passed a resolution expressing the hope that the Governments of those countries which still retain the system of licensed houses should examine the question in the light of the report made by the Body of Experts. In order to facilitate this examination, the Secretariat was asked to make a study of the laws and regulations in force in those countries where the system has been abolished. Various delegates from such countries on the Fifth Committee informed their colleagues of the experiences gained in this respect; they were unanimous in stating that experience had shown that the policy of abolition had been attended with nothing but good results.

The Fifth Committee agrees with the Advisory Committee as to the necessity of adopting stricter measures against *souteneurs* in order to put a stop to their operations, which are among the main causes of the traffic in women. The Fifth Committee therefore noted with satisfaction that the Secretariat has been requested to prepare a concise study of the laws and penalties relating to the *souteneur*.

The Fifth Committee also expresses its satisfaction with the fact that the Advisory Committee has taken up the question of the dangers to which music-hall and similar artistes are exposed when travelling abroad.

Note was taken of the decision relating to the subject of obscene publications, namely, that the question of calling a further conference to deal with the matter will be considered at the next session of the Advisory Committee.

The Fifth Committee once more draws attention to the necessity of the employment of women police in order to combat the traffic, and to the good work women police can perform in protecting the morals of young people. A resolution was adopted on this subject.

The Fifth Committee has the honour to submit the following resolutions to the Assembly:

" I. The Assembly takes note of the report of the Traffic in Women and Children Committee, thanks the Committee for the good work it has accomplished, and expresses the hope that this work will be continued along the same lines.

" II. The Assembly takes note of the second part of the Experts' Report published in November 1927, and expresses its appreciation of the splendid work done by the Special Body of Experts and their co-workers. It expresses the hope that it will be possible to extend the investigations to countries where no investigation has taken place before.

" III. The Assembly notes with satisfaction that the Advisory Committee has examined the resolution passed by the Assembly at its eighth ordinary session as to ' the desirability of recommending to all Governments the abolition of licensed house ', and it supports the Advisory Committee's request that ' the Governments of all those countries which still retain the licensed-house system will investigate the question as soon as possible in the light of the report made by the Body of Experts '.

" IV. The Assembly desires to call attention to the great importance of the employment of women police as a preventive measure."

Genève, le 14 septembre 1928

## SOCIÉTÉ DES NATIONS

# TRAITE DES FEMMES ET DES ENFANTS

## RAPPORT DE LA CINQUIÈME COMMISSION A L'ASSEMBLÉE

*Rapporteur*: M<sup>me</sup> T. HAINARI (Finlande).

La cinquième Commission a examiné le rapport sur les travaux de la septième session du Comité de la traite des femmes et des enfants. Elle prend acte du fait que le Conseil, au cours de sa session de juin, a approuvé les résolutions contenues dans ce rapport et invité le Secrétaire général à donner audit rapport la suite qu'il comportait.

Le Comité de la traite des femmes et des enfants a, au cours de sa septième session, consacré un temps considérable à l'examen de la partie II du rapport du Comité spécial d'experts. Il a proposé de prier les gouvernements et les organisations bénévoles de bien vouloir envoyer à la Société les renseignements complémentaires qu'ils pourraient posséder sur la question qui a fait l'objet de l'enquête. Il a examiné également s'il convenait de continuer l'enquête et il a été unanimement d'avis que l'enquête des experts devrait être poursuivie. La cinquième Commission se rallie à cette opinion.

L'Assemblée, lors de sa huitième session ordinaire, a adopté une résolution priant le Comité de la traite des femmes et des enfants d'examiner, aussitôt que possible, l'opportunité qu'il y aurait à recommander à tous les gouvernements l'abolition du système des maisons de tolérance. Au cours de sa dernière session, le Comité a discuté cette question et voté une résolution dans laquelle il exprimait l'espoir que les gouvernements des pays qui conservent encore le système des maisons de tolérance voudraient bien examiner la question en s'inspirant du rapport présenté par le Comité d'experts. Afin de faciliter cet examen, le Secrétariat a été prié de procéder à une étude des lois et règlements en vigueur dans les pays où le système a été aboli. Divers délégués de ces pays à la cinquième Commission ont fait connaître à leurs collègues l'expérience acquise à cet égard; ils ont été unanimes à déclarer que, d'après les expériences faites, la politique d'abolition n'a eu que de bons résultats.

La cinquième Commission est d'accord avec la Commission consultative en ce qui concerne la nécessité d'adopter des mesures plus rigoureuses contre les souteneurs, afin de supprimer le trafic auquel ils se livrent et qui est l'une des causes principales de la traite des femmes. En conséquence, la cinquième Commission a appris avec satisfaction que le Secrétariat a été prié de préparer une brève étude sur les lois et sanctions concernant les souteneurs.

La cinquième Commission est également heureuse de constater que la Commission consultative s'est occupée de la question des dangers auxquels sont exposées, lorsqu'elles voyagent à l'étranger, les artistes de music-hall et des établissements similaires.

Elle a pris acte de la décision concernant les publications obscènes et aux termes de laquelle la question de la convocation d'une nouvelle Conférence, chargée d'étudier ce problème, sera examinée lors de la prochaine session de la Commission consultative.

La cinquième Commission signale une fois de plus la nécessité de l'emploi des femmes dans la police, en vue de lutter contre la traite, et l'œuvre utile que les femmes employées dans la police peuvent accomplir au point de vue de la protection de la moralité des jeunes gens.

Une résolution a été adoptée sur cette question.

La cinquième Commission a l'honneur de soumettre à l'Assemblée les résolutions ci-après:

« I. L'Assemblée prend acte du rapport soumis par le Comité de la traite des femmes et des enfants; elle remercie le Comité de l'œuvre féconde qu'il a déjà accomplie et exprime l'espoir que cette activité se poursuivra dans les mêmes voies.

« II. L'Assemblée prend acte de la seconde partie du rapport des experts, publiée en novembre 1927, et rend hommage aux travaux accomplis par le Comité spécial d'experts et ses collaborateurs. Elle exprime l'espoir qu'il sera possible d'étendre les enquêtes à des pays ou une enquête n'a pas encore eu lieu.

« III. L'Assemblée constate avec satisfaction que le Comité a examiné la résolution adoptée par l'Assemblée lors de sa huitième session ordinaire, sur l'opportunité qu'il y aurait à recommander à tous les gouvernements l'abolition du système des maisons de tolérance; elle appuie la requête formulée par le Comité, tendant à prier les gouvernements de tous les pays qui conservent encore le système des maisons de tolérance de bien vouloir examiner la question aussitôt que possible, à la lumière du rapport soumis par le Comité d'experts.

« IV. L'Assemblée désire attirer l'attention sur la grande importance de l'emploi de femmes dans la police comme mesure préventive. »



Geneva, September 20th, 1928.

## LEAGUE OF NATIONS

# RUSSIAN, ARMENIAN, ASSYRIAN, ASSYRO-CHALDEAN AND TURKISH REFUGEES.

### Report of the Fifth Committee to the Assembly.

*Rapporteur: M. P. BASTID (France).*

As their title indicates, the reports on the refugee question submitted this year to the Assembly do not, as in the past, concern Russian and Armenian refugees alone; they also refer to other categories of refugees (Turkish, Assyrian, Assyro-Chaldean and refugees assimilated to them) to which the Council, at its fiftieth session, decided to extend the measures previously adopted on behalf of Russian and Armenian refugees.

The extension of these measures to these new categories of refugees, who, in all, can hardly number more than 29,000, does not appreciably affect the general policy of the work undertaken by the High Commissioner for Refugees.

Looking at this work as a whole, the Assembly cannot but be satisfied with the progress achieved in 1928. In spite of difficulties due to the general economic situation, over 7,000 refugees have this year been transferred to countries in which they have found work. Moreover, the settlement in the country and towns of over 7,000 Armenian refugees from the Aleppo, Alexandretta, and Beirut camps is proceeding smoothly. It should also be pointed out that these figures do not in any way represent the full results of official activity, since the competent services may claim credit for a large number of "invisible placings".

This does not mean, however, that the League's task is at an end. Though it is a long way from the originally estimated figure of 1,300,000 refugees, most of whom were indigent, there nevertheless remain no fewer than 200,000 refugees unemployed, though capable of work. In certain countries, particularly in Bulgaria, China, Greece, Syria and Czechoslovakia, very many refugees are in a most precarious situation. In some cases, indeed, the problem is an urgent one; for instance, in Turkey, from which about 2,000 refugees will be obliged to emigrate before February 6th, 1929.

Apart from the problem of finding work for refugees, the progress achieved in the administrative and legal sphere should be mentioned. This very progress makes it desirable to organise the refugee service on more rational lines.

Each of these various aspects of the problem calls for the Assembly's consideration.

#### I. PROGRAMME OF REFUGEE SETTLEMENT.

The most urgent problem in 1929 will be the evacuation of the refugees from Constantinople; these refugees are living under the threat of a decree of expulsion, in virtue of which the Turkish Government calls upon them to leave Turkish territory before February 6th, 1929. Thanks to a subsidy of \$100,000, granted by American philanthropic organisations, preparations are already being made to transfer the refugees still left in this town to countries where they will be able to obtain work. The refugees in question numbered, at the beginning of 1928, 2,500, of which 800 have already been evacuated. In view of the gravity of their situation, an appeal is made to the various Governments to authorise their consuls in Constantinople to waive the usual procedure and issue immigration visas without requiring refugees to prove that they will obtain immediate employment.

Considerable progress was made last year with the settlement of Armenian refugees in Syria; 7,660 were taken from the Aleppo, Beirut and Alexandretta camps and settled elsewhere. The Armenian Advisory Committee attached to the League of Nations High Commission for Refugees has expressed its gratification at these results, and has tendered its thanks to the mandatory

Power. The work will be proceeded with during the coming year. The work that still remains to be accomplished is very considerable, since at least 40,000 refugees had to be settled. It may be hoped that the solutions contemplated by the Armenian Advisory Committee will help to expedite the conclusion of this task.

The Report of the High Commissioner for Refugees gives very detailed and interesting information on this subject. The High Commissioner lays special stress on the progress due to methodical and regular agricultural colonisation in which the main idea is that the refugees should be settled definitely on land which will eventually, through their own efforts, become theirs. The results are all the more remarkable in that the experiment was a very difficult one to carry through, and this without prejudice to the work accomplished in the matter of urban settlement; 1,533 families are now in process of being settled (375 in the country and 1,158 in the towns), at the relatively low cost of £51,850.

The High Commissioner's report also mentions other tasks, such as the establishment in certain countries of readaptation centres and agricultural colonies intended to facilitate the assimilation of refugees who cannot find employment in their own trade or profession. The execution of these plans, which during the next five years would affect 63,000 refugees, including 32,000 Armenian refugees in Syria, depends, however, on the funds that the High Commissioner will have at his disposal. In his report, Dr. Nansen estimates the necessary expenditure at £203,000. The working fund in his possession amounts at present to £130,000, from which must be deducted the cost of evacuating refugees from Constantinople. It is hoped that the revenue derived from the Nansen stamp and gifts from philanthropic societies will enable the Refugees Service to continue this work unremittingly.

## II. INTER-GOVERNMENTAL ARRANGEMENTS IN CONNECTION WITH REFUGEES.

In the administrative and legal sphere, the progress achieved this year may be summarised under two headings: a wider adoption of existing passport rules and the establishment of new rules for the unification of the legal status of refugees.

The Inter-Governmental Arrangements of July 5th, 1922, and May 31st, 1924, concerning passports for Russian and Armenian refugees have now been recognised by 51 and 38 Governments respectively. The important Arrangement adopted by the Inter-Governmental Conference in May 1926, endorsing the previous Arrangements and creating a working capital fund to which refugees themselves contributed (Nansen stamp system), has been accepted by twenty Governments. Over 200,000 Swiss francs have already been collected by this method. Large credits have also, in response to the recommendation contained in this Arrangement, been granted by the Czechoslovak and German Governments for the settlement of unemployed refugees from their territories. It may be hoped that a wider application of this system will enable the High Commission to expedite the solution of the problem of ensuring the refugees' material welfare.

The Inter-Governmental Conference, which met on June 28th to 30th last, endorsed the conclusions of the previous Conferences and also considered the possibility of regularising the personal status of refugees, which is at present very insecure, owing to the inadequacy and variety of the relevant provisions. It adopted an Arrangement which, on behalf of the refugees, confers certain powers on the High Commissioner's delegates, such as that of certifying civil status. These powers can only be exercised under the supervision of the Government of the country in which the delegates are established. Indeed, the representatives themselves will not be appointed without the full approval of the Government concerned. These stipulations provide Governments with every safeguard as regards the choice of persons.

The fresh duties thus entrusted to the League of Nations High Commission will not involve the League in any expenditure, since the Arrangement lays down that the working costs will be covered out of the proceeds levied on non-indigent refugees.

In conformity with the resolution adopted by the Council at its fiftieth session, the above Conference also extended previous Arrangements to Assyrian, Assyro-Chaldean and Turkish refugees, who were held by the Council to be "in a condition analogous" to that of the Russian and Armenian refugees, *i.e.*, that they had lost their nationality of origin as a result of the world war. The Council formally stated that the refugee Arrangements should only apply to these categories of refugees.

## III. REORGANISATION OF THE REFUGEES SERVICE.

The complexity of the problems arising in connection with refugees proves the necessity of organising the refugee services on a more rational and uniform basis. The International Labour Office itself recognised at its last session — at which were represented twelve of the Governments most by closely concerned in the refugee problem — that it was hardly qualified to deal with refugee problems, and that the work for which it had hitherto been responsible might profitably be entrusted to the High Commission. The authority of the High Commission, which already deals with passports, legal protection and financial problems, would be enhanced by the fact of its undertaking to assist the 200,000 refugees still unemployed; such a solution would, in all probability, be of advantage to all concerned.

In order to lighten the inordinately heavy responsibility thus laid upon the High Commissioner, it will be necessary to afford him assistance in the shape of a Mixed Commission, consisting of representatives appointed one-half by the League of Nations and the other by the Governing Body of the International Labour Office. In this connection, the High Commissioner has suggested that the members of the Mixed Commission should be chosen from among the representatives of the countries most directly interested in the refugee questions, and that the Secretary-General of the League and the Director of the International Labour Office should be authorised to be present, in an advisory capacity, at the meetings of the Mixed Commission, or to send their representatives for the purpose.

#### IV. CONCLUSION.

Neither the reorganisation of the Refugees Service on more rational lines nor the establishment of rules to govern the legal status of refugees must be taken to imply that the question as it at present stands is a matter capable of final solution.

The very expression "refugees" shows that the League is dealing with a transitional situation which can only be terminated by the return of the refugees to their country of origin, or by naturalisation in their adoptive countries. Clearly these are the two solutions to which all the efforts of the services dealing with refugees should be directed.

At the present time, however, general political conditions make it impossible, in most cases, to contemplate the former solution; the second is only practicable if the naturalisation of refugees is preceded by a settled sojourn long enough to establish a real bond of interest between the refugees and their adopted country. We think, therefore, that it will be necessary, without losing sight of these final solutions, which must continue to be the League's ultimate goal, to maintain the present system for some time to come.

As the Arrangements adopted by the various inter-Governmental Conferences come to be applied on a more effective and general scale, the work of refugee settlement should become financially more independent, thanks to the revenue derived from Nansen stamps and the taxes levied on refugees for the regularisation of their legal and personal status. It would seem very desirable, however, that the League should continue to supervise these activities until the above-mentioned final solution can be attained.

The Fifth Committee accordingly submits the following resolutions to the approval of the Assembly:

" The Assembly:

" (1) After examining the reports submitted by the High Commissioner for Refugees and by the Director of the International Labour Office on questions connected with Russian, Armenian, Turkish, Assyrian and Assyro-Chaldean refugees;

" (2) Recognises the progress achieved in the course of the year;

" (3) Notes that a complete solution of the problem can only be provided by the return of the refugees to their country of origin or their assimilation by the countries at present giving them shelter;

" (4) Earnestly invites the Governments concerned to provide the refugees with all possible facilities for acquiring the nationality of the countries in which they at present reside;

" (5) Whereas, however, in present circumstances, international action is still necessary for some time to come;

" (6) In conformity with the resolution of the Governing Body of the International Labour Office, invites the Council to take urgently all necessary steps to appoint an Advisory Commission to be attached to the High Commissioner;

" (7) Recommends the Council to invite this Advisory Commission to submit to it, before the next session of the Assembly, a general report on the possibility of reaching a final solution as soon as possible and on the means by which this object might be attained;

" (8) Earnestly invites States Members to adopt and apply, on as wide a scale as possible, the Inter-Governmental Arrangements concluded on July 5th, 1922, May 31st, 1924, May 12th, 1926, and June 30th, 1928, which provide the refugee services with means by which they may gradually become financially independent;

" (9) Points out, however, that the respective Governments must be left free to decide whether and how far they are prepared to give force of law to the recommendations adopted by the Inter-Governmental Conference of June 30th, 1928;

" (10) Notes that the taxes to be levied will be fixed in consultation with the respective Governments, that only the representatives of the High Commissioner will be entitled to levy them, and that the employment of the proceeds will be subject to the control of the High Commissioner;

" (11) Declares that the Council's resolution of June 27th, 1921, shall be applied in regard to all categories of refugees;

" (12) Recalls with gratitude the endeavours of the High Commission and of the International Labour Office by which about 800 Russian refugees in Constantinople have been successfully evacuated during recent months;

" Cognisant of the very difficult situation of some 2,000 of these refugees who still remain in Turkey and who, in accordance with a Decree of the Turkish Government, must be evacuated from Turkey before February 6th, 1929;

" Expresses the hope that the High Commission will seize every opportunity to press forward their evacuation and that the various Governments will, as an exceptional measure, and subject to the safeguarding of their own interests, authorise the issue of emergency visas to enable the refugees to leave Turkey;

" (13) Adopts the Budget for the Refugees Services for 1929, as already approved by the Governing Body of the International Labour Office and by the Supervisory Commission, and

" Requests the Supervisory Commission to take into consideration the uncertainty of the position of the officials employed in that Service, to which attention has been drawn by the Governing Body of the International Labour Office, and to grant them the improvements asked for on their behalf. "

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LEAGUE OF NATIONS

Geneva, January 31st, 1928.

TRAFFIC IN WOMEN AND CHILDREN

Summary of Annual Reports for 1926,  
prepared by the Secretariat.

Annual Reports for the year 1926 have been received from the Governments of the following countries, colonies, possessions and mandated territories :

Belgium.

Cuba.

Czechoslovakia.

Denmark.

France.

\* French Colonies, Possessions, Protectorates and Mandated Territories : Cameroons, French Equatorial Africa, French Guiana, French Possessions in Oceania, French Settlements in India, French Somali Coast, French West Africa, Guadeloupe and Dependencies, Indo-China, Madagascar and Dependencies, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon, Togoland.

Germany.

Great Britain.

British Colonies, Possessions, Protectorates and Mandated Territories : Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Cayman Islands, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Iraq, Jamaica, Leeward Islands, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Seychelles, Sierra Leone, Straits Settlements, Swaziland, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

Hungary.

India.

Irish Free State.

Italy.

Japan.

Latvia.

Monaco<sup>1</sup>.

Netherlands.

Netherlands Colonies : Netherlands East Indies. (The report on Surinam is the same as the 1925 report. With regard to Curaçao, the only change is with regard to the reply to Question 2.)

Siam.

Sweden.

Switzerland.

Union of South Africa.

United States of America<sup>2</sup>.

LIST OF STATES MEMBERS OF THE LEAGUE WHICH HAVE NOT SENT ANNUAL REPORTS FOR 1926.

Abyssinia.

Albania.

Argentine Republic.

Australia.

Austria.

Bolivia.

Brazil.

Bulgaria.

Chile.

China.

Colombia.

Dominican Republic.

Estonia.

Finland.

Greece.

Guatemala.

Haiti.

Honduras.

Liberia.

Lithuania.

Luxemburg.

New Zealand.

Nicaragua.

Norway.

Panama.

Paraguay.

Persia.

Peru

Poland.

Portugal.

Roumania.

Salvador.

Kingdom of the Serbs,

Croats and Slovenes.

Spain.

Uruguay.

Venezuela.

<sup>1</sup> This report only states that no case of traffic in women and children occurred during the year.  
<sup>2</sup> The information received from the United States was submitted in the form of memoranda.

— 2 —

QUESTION 1.

1. OFFENCES DISCOVERED.

*" Please give as full information as possible of all cases during the year in which persons have been discovered procuring, enticing or leading away women or children of either sex for immoral purposes in order to gratify the passions of another person or attempting to commit these offences (Articles 1 and 2 of the Convention of 1910 and Article 3 of the Convention of 1921).*

*" Please give the age and nationality of the offender and of the victim, the nature of the offence, and the action taken; and distinguish as far as possible between cases relating: (a) wholly to your own country, and (b) partly or mainly to another country, specifying the country. "*

Replies.

BELGIUM.

Eighty Belgians were convicted for acts committed in Belgium and three for acts committed abroad.

CUBA.

There were three offences covered by Articles 1 and 2 of the 1910 Convention and by Article 3 of the 1921 Convention. Each was a case of the exploitation of a woman by an individual of foreign extraction.

It was discovered that one of these individuals, had sought, by contracting marriage, to conceal an offence essentially constituting traffic in women, and thus evade the provisions of the Immigration Law.

The three offenders were deported.

FRANCE.

The number of arrests and direct prosecutions in the Courts for infringements of the various paragraphs of Article 334 of the Penal Code (traffic in women, and other offences against public morals, the enticing of women or girls under age for immoral purposes, the exercise of the trade of *souteneur*, etc.) was 21.

Only five arrests were for clear cases of international traffic in women.

The Courts passed sentences varying from 20 days' to two years' imprisonment, and from 50 to 100 francs in fines. Three cases were dismissed, owing to the grounds being insufficient, two other prisoners were released, and one case was not proceeded with. The subsidiary penalty of local expulsion was enforced in two cases.

Various enquiries were made in regard to 11 persons whose associations and movements caused them to be suspected of trafficking, and they were watched. Special notices were sent to the Police agents at the ports and frontiers and to the divisional superintendents of mobile Police squads, with reference to 20 individuals reported to be traffickers.

FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Indo-China.* — No case of traffic in European women or girls has been brought to the knowledge of the judicial authorities.

As regards natives or half-castes, cases of such traffic have become less frequent, owing to the activity of the Police.

During 1926, however, within the areas of the Saigon and Hanoi Courts of Appeal, 13 cases of abduction of minors, one case of the sale of women or girls for immoral purposes, three cases of the enticing of minors for immoral purposes, and one case of kidnapping were recorded. Penalties of varying severity were imposed in all these cases.

GREAT BRITAIN.

1. A man, aged 44, was sentenced to 11 months' imprisonment for having attempted to incite a woman to conspire with him in order that a girl aged 10 might be indecently assaulted by him.

2. A woman, aged 39, was prosecuted for: (i) brothel-keeping; (ii) allowing a child to live in the brothel; (iii) exercising control. The woman was sentenced to three months' imprisonment with hard labour on each charge, the last sentence to be concurrent.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*British Solomon Islands.* — During the year 1926, the District Officer, Santa Cruz, reported that nine Reef Island native women were being carried about the district for purposes of prostitution. The women in question were between the ages of 20 and 30 and the offenders approximately 40 years of age. Steps were immediately taken for these women to be returned to their own villages in the Reef Islands, and information has since been received from the District Officer that the nine women have returned to their homes.

*Ceylon.* — A Sinhalese man, of about 35 years of age, procured a Sinhalese woman, of about 23, for the purpose of sexual intercourse with three European travellers on payment of a certain sum of money. The accused was sentenced to three months' rigorous imprisonment.

*Iraq.* — 1. A resident of Mosul, aged 29, was granted a passport to proceed to India together with his wife, aged 30, and the Persian maid-servant, aged 20. Three months later, the party returned from India. The maid declared that the man and his wife had made her practise prostitution, with the result that they had been arrested and deported. The man and his wife were convicted.

2. A woman, aged 20, enticed another woman, aged 20, to her house, where a man of 22 was hiding. On the arrival of the latter woman, he attempted to rape her. The two offenders were convicted.

*Federated Malay States.* — A. Selangor. — Two Cantonese women, each of about 40 years of age, were convicted for having procured a girl under the age of 20 for immoral purposes. The girl was sent to the Federal Home for Women and Girls pending satisfactory arrangements for her future.

B. Perak. — 1. A woman, of about 51 years, was sentenced to three months' rigorous imprisonment, and subsequently banished, for having brought a girl of 20 from China for the purpose of prostitution.

2. A girl of 18 was enticed from Penang to Taiping by a man who promised to find her work. In Taiping, he tried by threats to entice her to practise prostitution. He was sentenced to three months' rigorous imprisonment and subsequently banished.

3. A girl from Wai-chow, found in a brothel at Sunger Siput and subsequently sent to the Home for Women and Girls, declared that she had been enticed to Canton by a woman, who there sold her for \$290 to another woman. The latter brought her to Taiping and sold her to a servant in a brothel for \$450. This servant was arrested, sentenced to two months' rigorous imprisonment and subsequently banished.

C. Pahang. — A Tamil was charged with : (a) kidnapping a female child, aged 10 years ; and (b) having sexual intercourse with her ; he was sentenced to four years' penal servitude on each charge.

*Unfederated Malay States.* — A. State of Johore. — 1. Two men were discovered making a practice of bringing young prostitutes from Kuala Lumpur to Johore, where they would be without resources, without knowledge of their whereabouts, and then selling them. Action was taken against the men, and the two girls were returned to the protection of the Kuala Lumpur authorities.

2. A married Cantonese, aged 19, was kidnapped in Canton City, brought to Singapore and sold to an old woman. She was then taken to Batu Pahat by another woman, who attempted to place her in a brothel. The latter woman was convicted ; the Singapore broker and the procurer were not to be discovered. The girl was repatriated.

3. Two Cantonese girls, of 14 and 15 years, were kidnapped in China, sold in Singapore and taken to Mersing for purposes of prostitution. None of the procurers could be found ; the two girls, who had no known relatives, were committed to a place of safety.

B. State of Kedah. — 1. A certain number of girls imported by rail via Siam were stopped by the Protector of the Chinese, Penang, through information supplied by the Protector of Chinese, Kedah. The victims were Cantonese girls ; the nationality of the offenders is not known.

2. Six Cantonese girls, between 16 and 18 years of age, were removed from brothels, but the identity of the persons by whom they were procured has not been discovered.

*Malta.* — 1. A man, aged 40, was sentenced to 30 months' imprisonment for having lived wholly or in part on the earnings of a prostitute, aged 40.

2. A man, aged 21, was at the end of the year awaiting trial for having lived wholly or in part on the earnings of a prostitute, aged 18.

Both offenders were Maltese British-born subjects.

3. A man, aged 42, was sentenced to three months' imprisonment for having permitted alien artists of various nationalities to practise prostitution in his furnished apartments and for having shared in the profits thereof.

*Seychelles.* — Three natives were prosecuted for indecent assault on young native girls of the colony. Two were acquitted, one was sentenced to six months' imprisonment with hard labour.

*Straits Settlements.* — Details are given of 13 cases, some of which are summarised below.

1. Six Cantonese girls, between 14 and 21 years of age, were found at Penang in charge of a Cantonese woman, aged about 45. The girls stated that they had been brought down from China via Bangkok by the woman. The girls were committed to a place of safety and all were subsequently married. The woman was banished to China.

2. Nine Cantonese girls, giving ages between 18 and 26, were arrested on the train from Bangkok. They declared that they had been brought by two Cantonese men, who could not be traced.

Two Cantonese women, aged 41 and 51, found in the same railway carriage as the girls, were arrested, but subsequently discharged owing to lack of evidence.

3. Information was received from the Siamese Consul at Penang that a Siamese girl of 14 years had been imported from Siam by a Siamese woman, aged 32. The woman was arrested and sent for six months' imprisonment. The girl was subsequently repatriated through the Siamese Consulate.

4. A Cantonese woman, aged 40, was charged with selling a girl for the purpose of prostitution. The victim was a young Cantonese girl, under 10 years of age. The woman was sentenced to a fine of \$200.

5. Another woman was sentenced in Malacca to six months' rigorous imprisonment for having sold a Chinese girl, aged 7 years, for the purpose of prostitution.

Several cases were dealt with where the offenders violated minor girls, and a certain number of men were convicted for having lived wholly or in part on the earnings of prostitution.

In addition to the cases mentioned above, it is stated that security bonds were taken out in 67 cases for the protection of women and girls suspected of having been brought into the colony for immoral purposes.

*Zanzibar.* — A charge was brought against a brothel-keeper for hiring out children for prostitution, but the case was dismissed owing to lack of evidence.

## HUNGARY.

No case of international traffic or procuring occurred in 1926.

The Hungarian report contains information concerning 37 cases confined to Hungary alone. Brief particulars of some of these cases are given below.

1. A charge was brought by the Budapest Prefecture of Police against the wife of a restaurant-keeper at Salgotarjan for inducing three servant girls employed at the restaurant to have immoral relations with customers. Proceedings have been instituted by the Public Prosecutor.

2. A woman was condemned by the Balassegyarmat Court to ten months' imprisonment for procuring. She had corrupted for purposes of gain, several girls under 20 years of age living in her house.

3. An enquiry was made in regard to an entertainers' employment agency which was suspected of sending young girls abroad to lead an immoral life. It was ascertained that the agent, assisted by a variety artiste, had engaged a group of women dancers for a café-concert in another country. The accusation of trafficking in women or procuring could not be proved.

4. A charge of procuring was brought by the Budapest Prefecture of Police against the husband of the keeper of a brothel at Szeged, against a prostitute living in Budapest, and against a waiter in a Budapest café who had attempted to entice away seven girls for brothels in Szeged. They were arrested by the Police just as they were leaving for Szeged and were handed over to the Public Prosecutor, by whom proceedings have been instituted.

5. A charge of procuring was brought by a girl of 16, born in Budapest, against a charwoman and a market salesman. These two persons had endeavoured to deliver the girl to H.V., a bank official, in return for a sum of 10 million crowns. They have been handed over to the Public Prosecutor in Budapest. H.V. has fled.

6. A former prostitute of no occupation, 32 years of age was condemned to four months' imprisonment for procuring.

7. The Miskolc Police arrested the keeper of a brothel in Mezöcsát and three other individuals who, in connivance with the employees of an official employment agency, attempted to entice away young girls for the above-mentioned brothel. Proceedings have been instituted.

## INDIA.

*Bengal.* — Details are given of 12 cases, all of them concerning minors (girls and boys) who were taken by deceitful means for immoral purposes. The victims as well as the offenders were of Indian nationality.

*Bombay.* — Details are given of 57 cases relating wholly to Bombay, and of 7 cases relating partly or mainly to other countries. The 57 cases mainly concern offences of kidnapping for immoral purposes and living on the earnings of prostitutes. Many of the accused were habitual *souteneurs*. Some of the kidnapped girls were married; one of them, aged 14, was kidnapped by her mother and removed by two other women for the purposes of prostitution. The cases where the offenders or the victims, or both parties, were foreigners (Iraqi Arabs or Persians) include a case where there is reason to believe that the accused concerned are traffickers in women. In the other cases, the accused were charged with living on the earnings of prostitutes.

*Burma.* — A Burmese woman was sentenced to four years' rigorous imprisonment for having forced a girl of 14 to practice prostitution.



*Madras.* — 1. A Mohammedan prostitute of Meerut obtained possession of two Hindoo girls, of 11 and 12 years of age, with the help of two Mohammedans of Madras. The girls were taken to Meerut for the purpose of prostitution. The prostitute and her accomplices were arrested and punished by rigorous imprisonment. The children were rescued and sent to a children's home, where it was found that they had already contracted disease during their stay at Meerut.

2. A Mohammedan woman of 45 was sentenced to six months' rigorous imprisonment and a fine of 1,000 rupees for using a minor Hindoo girl, aged 13, for purposes of prostitution.

#### ITALY.

The number of prosecutions instituted amounted to 50 for offences connected with traffic in women and to 251 for procuring and corrupting minors. One hundred and twenty-seven persons were convicted. These figures do not include aliens. Twelve aliens were, however, prosecuted for aiding and abetting prostitution and corrupting minors.

During the year, many minors were apprehended in the act of engaging in prostitution, or were discovered in dancing-halls of ill repute. Of these minors, 579 were sent to institutions or repatriated; 1,453 were restored to their families, and parents were warned to exercise greater vigilance in future. Twenty-seven alien minors were turned back at the frontier. The Police closed numerous houses of clandestine prostitution, or houses the proprietors of which had infringed the regulations in force relative to prostitution.

A summary of some of the cases is given below.

1. *Province of Ancona.* — The woman, A. M., proprietress of a house of prostitution in Ancona, and mentioned in the Summary for 1925, was arrested again for trafficking, the victim being a minor. She was sentenced during the year, for another offence committed in July 1925, by the Court of Appeal to nine months and five days' imprisonment and a fine of 582 lire. Two accomplices were sentenced to five months and four days' imprisonment each.

Two cases of procuring were dealt with by the authorities.

2. *Province of Bari.* — A woman was sentenced to two years, five months and 15 days' imprisonment and a fine of 1,100 lire for having by false pretences induced her own cousin, aged 16, to follow her to Bari, and, with the assistance of a *souteneur*, handed her over for prostitution, receiving 500 lire for doing so. Her accomplice was sentenced to five months' imprisonment and 207 lire fine.

3. *Province of Brescia.* — Proceedings were instituted in three cases against five persons for having induced minors to engage in prostitution.

4. *Province of Florence.* — Proceedings were instituted against the director of an employment agency for women for trafficking; he had engaged as domestic servants two women, who were sent to Pienza (Siena) to the house of a man, who ravished them.

5. *Province of Naples.* — Proceedings were instituted against a procuress who had brought a minor girl to Palermo by fraud and under pretext of employing her as a maid. In Palermo, the procuress provided the girl with a false birth certificate and then obliged her to engage in prostitution in a brothel under her management.

In April 1926, the Italian Chargé d'Affaires at Bangkok telegraphed that a Russian woman, L. N., had embarked for Marseilles, whence she intended to proceed to Genoa and Naples for the purpose of recruiting pseudo-artistes, who were to be sent to Bangkok for immoral purposes. The woman arrived in Italy and settled in Naples, where she was watched by the authorities. She concluded a contract with a woman of 23, who was to proceed to Bangkok as a dancer in L. N.'s so called "hôtel de luxe". L. N. was arrested and proceedings were instituted against her. She was released owing to insufficient evidence and was deported.

6. *Province of Turin.* — As a result of domiciliary searches carried out on the premises of three women, a number of photographs, letters and addresses of brothels were confiscated, which proved that the women in question were carrying on employment agencies for prostitution. They were all convicted.

#### JAPAN.

The annual report for 1926 includes a table of offenders who appeared before the Police-courts in 1925.

This table shows that there were three cases of abduction or enticement of girls under age (three accused); 151 cases of abduction or enticement for lucrative, immoral or matrimonial purposes (183 accused); two cases of abduction or enticement with a view to conducting the victims abroad (two accused). Two of the accused who appeared were discharged and two were released owing to the grounds for prosecution being insufficient. In the remaining cases, penalties were imposed varying from three months' to ten years' imprisonment.

#### NETHERLANDS.

No new case occurred in 1926.

One case mentioned in the 1925 report was tried; the commercial traveller, aged 45, who had induced two girls of 18 and 19 to accept employment in another town where they would have to work in a café and place themselves at the disposal of customers desirous of gratifying their passions, was sentenced to two years' imprisonment.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — The number of cases of trafficking tried in 1926 was 61.

## SIAM.

Twenty-nine cases were discovered of procuring, enticing or leading away children of either sex or women for immoral purposes in order to gratify the passions of another person, or attempts to commit such offences. The offenders were sentenced to imprisonment for periods varying between three months and five years. All the offenders, as well as the victims, were of Siamese nationality.

## SWEDEN.

Twelve cases of procuring were prosecuted, seven of the accused being sentenced to penalties varying from one month's imprisonment (conditional sentence) to nine month's hard labour.

The persons accused numbered four men and eight women, and three men and four women were convicted.

The ages of the persons convicted varied from 26 to 55 years. With the exception of one woman of German origin, they were all Swedish subjects.

## UNION OF SOUTH AFRICA.

1. The individual referred to in the 1925 report was, early in 1926, sentenced to 12 months' imprisonment with hard labour.

2. A woman enticed three young girls, two of whom were 15 years of age and the other 14, to commit prostitution, the procuress receiving part of the earnings. One of the girls was the woman's sister, but the other two were unrelated to her. All the parties concerned are South African born. The procuress, who is married and 23 years of age, is at present awaiting trial in connection with the matter.

3. A woman suspected as a procuress, and believed in Pretoria to be recruiting girls for bars in Lourenço Marques, was found in Durban in the company of two young girls from Johannesburg. As a result of the activities of the Durban Police the woman stopped her practices.

## UNITED STATES OF AMERICA.

In the fiscal year ending June 30th, 1926, the number of convictions under the White Slave Traffic Act (the Mann Act) was 528. Fines amounting to \$36,458.82 were imposed and prison sentences amounting to 688 years 8 months and 27 days.

The number of convictions during the fiscal year ending June 30th, 1925, was also 528, fines amounted to \$26,788.00 and prison sentences to 536 years 1 month and 27 days.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 1:

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Jamaica, Leeward Islands, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands.

*Czechoslovakia.*

*Denmark.*

*French Colonies, Possessions, Protectorates and Mandated Territories:* Cameroons, French Equatorial Africa, French Guiana, French Possessions in Oceania, French Settlements in India, French Somali Coast, French West Africa, Guadeloupe and Dependencies, Madagascar, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon, Togoland.

*Germany.*

*Irish Free State.*

*Latvia.*

*Monaco.*

*Netherlands Colonies:* Curaçao, Surinam.

*Switzerland.*

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## QUESTION 2.

### CENTRAL AUTHORITIES.

" Please give: (a) the name and address of the Central Authority in your country; and (b) the particulars of any cases in which the Central Authority has had occasion to communicate with the Central Authority of any other country during the year. "

## Replies

### (a)

The following changes and additions have been made in the list published last year (document C.T.F.E.332):

ARGENTINE REPUBLIC :	Office of the Chief of Police, Buenos Aires.
BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES :	
<i>Bahamas</i> :	Commandant of Police, Nassau.
<i>British Honduras</i> :	Superintendent of Police.
<i>Gilbert and Ellice Islands</i> :	The Resident Commissioner, Ocean Island.
<i>Malta</i> :	The Commissioner of Police, Valetta.
<i>Mauritius</i> :	Hon. Lt.-Col. R. Deane, O.B.E., Police Headquarters.
CZECHOSLOVAKIA :	Bureau Central pour la Répression de la Traite des Femmes et des Enfants auprès de la Direction de la Police, Prague I, No. 313.
DENMARK :	Le Directeur de la Police, Copenhagen.
NETHERLANDS COLONIES :	
<i>Curaçao</i> :	Le Procureur Général, Chef de Police, Willemstad.

### (b)

#### CZECHOSLOVAKIA.

The Czechoslovak Central Authorities have been in communication with the competent German, Austrian, Hungarian and Serb-Croat-Slovene authorities.

#### GERMANY.

The German Central Authority has often communicated with the Central Authorities of other countries. Details are not given in the report in view of the considerable number of cases.

#### GREAT BRITAIN.

The British Central Authority has communicated with the Central Authorities for France, Italy, the Netherlands and Belgium in connection with five cases.

#### BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Unfederated Malay States.* — *Johore.* — Constant correspondence is kept up between the Central Authority (the Protector of Chinese) in Johore and the competent authorities elsewhere. All movements of prostitutes, female immigrants and girls under security bond are noted, and mutual aid afforded in keeping in touch with suspected characters and girls in need of protection. These communications amount to many hundreds in the course of the year.

#### HUNGARY.

The Hungarian Central Authorities have been co-operating with the German, Austrian and Roumanian Central Authorities.

#### ITALY.

The Italian Central Authority has communicated with the Central Authorities of Hungary and Switzerland.

#### NETHERLANDS.

The Netherlands Central Authority got into touch with the German Central Authority in several cases where the exploitation of women for immoral purposes was suspected. It also communicated with the Polish Central Authority and with the British Authority in cases which had given rise to like suspicions.

Further, the Netherlands Central Authority approached the Central Authorities of certain European countries with regard to a matter which is only indirectly connected with the traffic in women. Information was requested on the subject of decoy robberies, that is to say, robberies committed by prostitutes, generally with the complicity of their *souteneurs*, as well as on the subject of the measures taken to suppress them. During recent years, the

number of these thefts had considerably increased in certain towns in the Netherlands. The replies received showed that decoy robberies also occurred in other countries. The Netherlands Police have succeeded, mainly by preventive measures, in suppressing such robberies almost entirely.

#### SWITZERLAND.

The Federal Department of Public Prosecutions, acting as Central Office for Switzerland, has entered into communication with the Central Authorities of another country in regard to a suspected case.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 2(b) :

*Belgium.*

*British Colonies, Possessions, Protectorates and Mandated Territories :* Bahamas, Barbados, Bechuanaland, British Solomon Islands, Brunei, Cayman Islands, Ceylon, Cyprus, Fiji, Gilbert and Ellice Islands, Gold Coast, Jamaica, Kelantan, Federated Malay States, Malta, Mauritius, Nigeria, St. Lucia, St. Vincent, Seychelles, Sierre Leone, Straits Settlements, Trengganu, Trinidad, Zanzibar.

*Denmark.*

*India.*

*Irish Free State.*

*Japan.*

*Siam.*

*Sweden.*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have given no information :

*British Colonies, Possessions, Protectorates and Mandated Territories :* Basutoland, British Honduras, Gambia, Gibraltar, Leeward Islands, Southern Rhodesia, Windward Islands.

*Cuba.*

*France and French Colonies, Possessions, Protectorates and Mandated Territories.*

*Latvia.*

*Union of South Africa.*

*United States of America.*

No Central Authority has been appointed in the Falkland Islands, New Hebrides, Kedah, Nyasaland, Northern Rhodesia, Swaziland.

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### QUESTION 3.

#### EXTRADITION.

“(a) Please state in how many cases extradition procedure has been applied during the year to the offences mentioned in Question 1, giving the names of the countries to which and from which offenders have been extradited.

“(b) Mention whether during the year any new extradition treaties or arrangements have been made and whether any practical difficulties have arisen.”

#### Replies.

#### BELGIUM.

An extradition case based on offences under Chapter 6 of Part 7 of the Penal Code (corruption of young people, etc.) occurred in 1926.

France demanded the extradition of two persons, a man and a woman, convicted of enticing girls under age for immoral purposes, etc.; the offences had been committed in 1925.

Extradition took place.

#### GREAT BRITAIN.

During the year, extradition treaties with Czechoslovakia and Estonia were ratified. No practical difficulties have arisen.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Basutoland.* — The extradition treaties concluded between the British Government and the Governments of Estonia and Latvia have been made applicable in the colony.

*Bechuanaland.* — The extradition treaties concluded between the British Government and the Governments of Estonia and Latvia have been made applicable in the colony.

*Northern Rhodesia.* — Finland (Extradition) Order in Council 1925. Government Notice No. 119/1925.

*Seychelles.* — The extradition treaty between the British Government and the Government of Latvia has been made applicable in the colony.

*Swaziland.* — The extradition treaties between the British Government and the Governments of Estonia and Latvia have been made applicable in the colony.

LATVIA.

The Government of Latvia concluded two new extradition treaties during the year, *i.e.*, with Czechoslovakia and with Belgium.

Negotiations have been begun with a view to the conclusion of similar treaties with Hungary and Norway.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 3 (a) and (b):

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, British Guiana, British Honduras, British Solomon Islands, Cayman Islands, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Jamaica, Leeward Islands, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Straits Settlements, Trinidad, Windward Islands, Zanzibar.

*Cuba.*

*Czechoslovakia.*

*Denmark.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories.*

*Germany.*

*Hungary.*

*India.*

*Irish Free State.*

*Italy.*

*Japan.*

*Netherlands.*

*Siam.*

*Sweden.*

*Switzerland.*

*Union of South Africa.*

The Government of the *United States of America* has given no information.

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QUESTION 4.

REPATRIATION AND DEPORTATION.

“ Please give the number, age and nationality of the following classes of persons who have been repatriated or deported during the year:

“ (a) Women and children who have been victims of the offences specified in Question 1;

“ (b) Foreign prostitutes not included in (a);

“ (c) Men and women found or believed to be engaged in procuration or living on the earnings of prostitution.

“ In each case information should be given, if possible, of the circumstances under which the persons concerned entered your country. ”

Replies.

BELGIUM.

Fifty-seven foreign prostitutes were deported by Royal Decree; 78 were expelled by ministerial decision. The majority of these women were between 21 and 30 years of age. Four *souteneurs* were deported by Royal Decree and five expelled by ministerial decision.

CUBA.

Four prostitutes, six brothel-keepers and six *souteneurs* or other exploiters of women have been deported.

DENMARK.

Seven foreign women were deported; their ages varied from 16 to 26. Two of these women were deported twice in the same year.

The arrival in Denmark of these seven women (Norwegians and Swedes) had no connection with the traffic.

GERMANY.

Five foreign prostitutes were expelled. The eldest was aged 32 and the youngest 21. Six foreign men were expelled as *souteneurs* or procurers. Four other foreigners are going to be expelled on the same grounds.

GREAT BRITAIN.

Four alien prostitutes were deported.

Three foreign men and one woman were convicted and deported for brothel-keeping. One man was deported for living on immoral earnings.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Iraq.* — (a) A Persian woman, aged 20.

(b) Eleven foreign women were deported or expelled for prostitution; the majority were Syrians.

*Federated Malay States.* — During the year, the Siamese girl mentioned in last year's report was banished.

*Unfederated Malay States.* — *Johore.* — A Cantonese girl, aged 19, married, was kidnapped in Canton City, brought to Singapore and sold to another woman. She was taken to Batu Pahat by a third woman, who attempted to get her into a brothel. This girl was repatriated through the Protectorate Authorities in Singapore and Hong-Kong.

A Hong Kong-born Cantonese girl, whose marriage was a failure, was repatriated at her own request.

*Straits Settlements.* — (a) A Siamese girl, aged 14, was repatriated.

(b) One hundred and forty-two Cantonese girls, of ages ranging from 17 to 23 years, were repatriated. They were either under age or unwilling to practise prostitution.

(c) Three men and two women were deported.

HUNGARY.

Twenty foreign women were expelled for clandestine prostitution and vagabondage. All these women were nationals of neighbouring countries. Eleven registered prostitutes were expelled for reasons of public order; they had been registered at the time when the registration of foreign women was not prohibited. The youngest of them was born in 1899, the oldest in 1870.

Forty-seven persons were expelled for vagabondage and for living on the earnings of prostitutes. All were nationals of neighbouring countries.

INDIA.

*Bombay.* — One of the victims mentioned in reply to Question 1 has been deported; two of the offenders have already been deported, and one will be deported on her release from gaol. In addition to these cases, a Kurdi woman, an Iraq subject, who had obtained a passport under false pretences but who took to prostitution, has been deported; an Italian, who arrived in Bombay from Cairo and was found to be an international *souteneur*, was also deported.

## ITALY.

Seven foreign prostitutes were deported. Twenty-seven alien women were turned back at the frontier.

## NETHERLANDS.

One hundred and fifty-seven foreign women were reconducted to the frontiers, the majority belonging to neighbouring countries. Some of these women had to be deported several times. A few even came back five times.

Fourteen persons suspected of living on the immoral earnings of others were deported. Two of them were women.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — Eight Chinese prostitutes were deported and repatriated.

In 15 of the 61 cases mentioned in the reply to Question 1, the women concerned were expelled from the Netherlands East Indies.

## SIAM.

During the year, three Chinese men, and one Cantonese woman were deported for illegal keeping of brothels.

## SWITZERLAND.

Expulsion orders have been made by the Swiss Cantons against 57 foreign prostitutes.

## UNITED STATES OF AMERICA.

During the fiscal year ending June 30th, 1926, 56 foreign prostitutes or other aliens coming for any immoral purpose were debarred from entry to the United States. Thirty-nine persons were debarred as being found or believed to be engaged in procuring or living on the earnings of prostitution. During the same year, 276 foreign prostitutes or inmates of houses of prostitution or other aliens coming for any immoral purpose were deported. The number of men and women supported by the proceeds of prostitution or procuration deported from the United States was 103. Thirty-three aliens were found in the United States after having been deported as prostitutes or procurers or connected with prostitution.

In the fiscal year ending June 30th, 1925, 55 foreign prostitutes or other aliens coming for immoral purposes and 43 men and women found or believed to be engaged in procuring or living on the earnings of prostitution were debarred from entry to the United States. Two hundred and nine prostitutes or inmates of houses of prostitution or other aliens coming for any immoral purpose and 104 persons supported by the proceeds of prostitution were deported. Fourteen aliens were found in the United States after having been deported as prostitutes or procurers.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 4 (a), (b) and (c):

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Iraq, Jamaica, Kedah, Kelantan, Leeward Islands, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Seychelles, Sierra Leone, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*Czechoslovakia.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Sweden.*

*Union of South Africa.*

## QUESTION 5.

### EMPLOYMENT AGENCIES.

*“ Please mention any cases in which it is known or suspected that during the year women or children have been sent abroad for immoral purposes by means of employment agencies or that any attempt has been made in this sense. ”*

#### Replies.

##### ITALY.

Six employment agencies were closed, having been suspected of being engaged in the traffic.

##### UNION OF SOUTH AFRICA.

The conduct of registry offices in the Union is regarded as satisfactory. Action taken by the Police during the year has had the effect of making such offices very careful in sending young women to Lourenço Marques, Beira, or other such centres for employment.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 5:

*Belgium.*

*British Colonies, Possessions, Protectorates and Mandated Territories.*

*Cuba.*

*Czechoslovakia.*

*Denmark.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories.*

*Germany.*

*Great Britain.*

*Hungary.*

*India.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Netherlands.*

*Netherlands Colonies.*

*Siam.*

*Sweden.*

*Switzerland.*

The Government of the *United States of America* has given no information.

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## QUESTION 6.

### PROTECTION OF TRAVELLERS.

*“ Please give a statement of the work done during the year to protect women or children travelling in your country, especially at stations and ports. ”*

#### Replies.

##### CUBA.

Women and girls under age are not allowed to travel alone unless they obtain permission from their fathers or husbands. The legal provisions are strictly enforced by the port authorities, and minors of both sexes are forbidden to embark for any reason unless they can produce their passports and other duly legalised documents.



## CZECHOSLOVAKIA.

The Social Welfare Ministry, being desirous of strengthening the organisation of railway missions and of linking up the efforts of private social welfare societies, set up, in 1925, an advisory committee for railway protection services.

The principle was accepted that the communes should be responsible for the actual station service and that the benevolent associations concerned with the protection of children should establish and direct all other organisations required by the protection services.

## DENMARK.

The protection of travellers at railway stations is in the hands of the Society for the Welfare of Danish Women. The work of this organisation extends, where necessary, to the port of Copenhagen.

## FRANCE.

The usual measures of protection for women and children travelling alone have continued in operation at the railway stations and ports of embarkation.

## FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND TERRITORIES UNDER MANDATE.

*French Equatorial Africa.* — All persons entering the territory of French Equatorial Africa are required to comply with certain formalities to enable the local administration to exercise supervision and to a certain extent satisfy themselves as to the antecedents, character and means of subsistence of persons who settle in the colony.

No person is allowed to engage or transport emigrants or to recruit workers in the French Congo without the authority of the Commissioner-General. No master of a vessel may take natives on board bound for a foreign country without the permission of the local government.

The master must see that natives authorised to embark, land at the place of destination mentioned in the permit.

The Governor-General has issued an order requiring the deposit of the return passage in order that any native emigrant may be repatriated if necessary. The existing provisions have been strengthened by an order of January 20th, 1927, under which natives leaving the colony must be supplied with an identity card. The natives of Gaboon and the Middle Congo frequently embark without any supervision, sometimes even without notifying their families or employers, and without any identity document, their destination being either France, foreign countries or the neighbouring colonies, and they arrive without resources.

The aim of the order is to put a stop to this state of affairs.

*French Somali Coast.* — The chiefs of the interested services have been instructed to exercise a rigorous supervision in order to prevent the landing of prostitutes and with a view to discovering possible traffickers. These instructions are followed scrupulously by the Police, both at the railway-stations on the arrival of trains from Abyssinia and in the ports.

*French West Africa.* — Definite instructions have been issued for the organisation of a special supervisory service at the ports and railway-stations.

At Dakar, a special Immigration Office has been established, under conditions which enable effective supervision to be exercised as laid down in the International Agreements on the traffic in women.

Strict Police supervision is also exercised at the chief railway-stations in the colony.

*Guadeloupe and Dependencies.* — As soon as the steamers arrive, the Police go on board and exercise strict supervision over persons disembarking or embarking during the whole time the vessel remains in the port.

*Indo-China.* — Supervision at the railway-stations and ports is exercised by special detective Police detachments.

There is only one charitable organisation in Indo-China for the suppression of the traffic in women and children.

## GERMANY.

The Railway-Station Missions have considerably developed their work for the protection of women and children travelling alone. A considerable number of information offices have been established in order to warn them against the dangers to which they are exposed. Cheap or gratuitous lodging is provided. In the ports, the representatives of the Lutheran Emigrants' Mission, the Catholic St. Raphael Organisation and other private organisations give assistance to emigrants. The big shipping companies are in constant touch with these organisations. Child Welfare Offices also co-operate with the Central Office for Assistance to Emigrants, Berlin, Oranienburgerstrasse 13-14.

## GREAT BRITAIN.

The arrangements outlined in the report for 1922 continue to work satisfactorily.

## BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Bechuanaland.* — Police protection at stations is available to persons travelling on the railways.

*Ceylon.* — Passports are examined at Colombo and Talaimannar, special attention being paid to women and children travelling under suspicious circumstances. The Police also travel on the mail trains to these two ports.

*Cyprus.* — Notices have been published and posted at all railway-stations and ports in Cyprus warning the public against procurers and advising the public to appeal for assistance against such persons to commissioners of districts and the Police officers.

*Fiji.* — A member of the constabulary visits each incoming vessel and satisfies himself that all women and children are under the protection of relatives or are being met by respectable friends or members of their family.

*Gilbert and Ellice Islands.* — All vessels are inspected on arrival.

*Iraq.* — Special railway and port Police are maintained. One of their duties, among others, is to protect travellers. A special pilgrimage service for inspection of stations is also provided by the Railway Department.

*Federated Malay States.* — See report for 1925.

*Malta.* — The Police take a note of all foreigners arriving in the island and pay special attention to female foreigners calling themselves artistes. The latter are not allowed to accept employment in music-halls, bars, etc., except on conditions satisfactory to the Commissioner of Police; the duration of their stay depends on their behaviour. No unemployed woman is allowed to reside in Malta unless she is of good character and properly guaranteed in terms of the Aliens Law.

*Seychelles.* — The Inspector of Police boards every vessel that calls to prevent the landing of persons of immoral character.

*Straits Settlements.* — Notice of warning has been posted at the Police-stations in the colony and in the States of Johore and Kedah, at the ports and wharfs of Singapore, Penang and Malacca and in the front halls of all registered native passenger lodging-houses. Arrangements were also made that the steamship lines running immigrant ships from India and China should display copies of the notice on their steamers when arriving at Penang or Singapore from these countries.

*Trinidad.* — There is supervision by the Police at railway-stations and close scrutiny of persons arriving in and leaving the colony.

## HUNGARY.

Women and children passing through railway-stations are protected by the Hungarian Association for the Prevention of the Traffic in Women and by the National Catholic Women's Union.

The Station Mission of the National Committee has taken steps to assist more particularly young women desirous of seeking employment abroad and has endeavoured to protect them from unscrupulous agents.

The Station Mission at Budapest furnished information in 585 cases. It obtained accommodation for the night for 11 persons, placed 5 persons in the Madeleine Home and 34 persons in the Catholic Women's Domestic Institution. In 28 cases, children were looked after during their mothers' absence; in 44 cases, assistance was given to sick persons; and material assistance was given to 29 persons; many other services were also rendered. There are 8 persons working at the Budapest stations.

The Federation of Catholic Women's Domestic Institutions has been working on behalf of emigrants. Assistance was given to travellers by the Federation in 2,868 cases.

## INDIA.

*Bengal.* — New arrivals are watched at the port and railway-stations.

*Bombay.* — Railway Police accompany passenger trains, and one of their duties is to protect women and children. The district Police are responsible for these duties in the Karachi port limits. The passport-checking Police watch all arrivals and departures by boat, and take action for the protection of women and children when necessary.

## IRISH FREE STATE.

The principal society which carried out this work during the year was the International Catholic Girls' Protection Society, 44 Mountjoy Square, Dublin.

## ITALY.

Police officers and agents of private committees for the protection of girls and children gave assistance to about 1,300 women and children travelling alone and without means of support.

## NETHERLANDS.

Supervision at the railway-stations is exercised by the Police and private societies engaged in this work. Supervision at the ports is entirely in the hands of the Police, except as regards the embarkation of emigrants at Amsterdam, where private societies lend assistance.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — See report for 1924 and 1925.

## SWITZERLAND.

See the report for the year 1924.

## UNION OF SOUTH AFRICA.

The system of attending the arrival and departure of passenger trains and steamers still prevails. There are no voluntary organisations concerned with the protection of women and children, nor does there appear to be any necessity for such.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in respect of Question 6 :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, British Guiana, British Honduras, British Solomon Islands, Cayman Islands, Falkland Islands, Gambia, Gibraltar, Gold Coast, Jamaica, Leeward Islands, Mauritius, New Hebrides, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Swaziland, Turks and Caicos Islands, Windward Islands, Zanzibar.

*French Colonies, Possessions, Protectorates and Mandated Territories:* French Guiana, French Settlements in India, Madagascar, Martinique, New Caledonia, St. Pierre and Miquelon, Togo.

*Japan.*

*Latvia.*

*Siam.*

*Sweden.*

The Governments of *Belgium* and the *United States of America* have given no information.

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## QUESTION 7.

### IMMIGRATION AND EMIGRATION.

*" Please report on the measures taken during the year to protect the women and children travelling to or from or through your country as migrants. "*

### Replies.

## CUBA.

The provisions concerning immigration contained in Decree No. 384 of March 2nd, 1925, are being very strictly enforced. Immigrants are not allowed to enter Cuban territory unless they furnish proof of respectability and state their reasons for coming to Cuba. Women who state that they have come to Cuba to be married are not allowed to enter until the marriage has been celebrated in the immigrant camp.

## CZECHOSLOVAKIA.

A suitable escort for 122 girls under age has been provided by the Czechoslovak Red Cross.

The Prague emigration station, which is controlled by the Czechoslovak Red Cross, has given shelter to 2,113 women and 11,164 children.

## DENMARK.

The protection of emigrants and immigrants is in the hands of the immigration section of the Young Women's Christian Association, the Girls' Friendly Society, the Danish Committee for the Suppression of the Traffic in Women and Children and the Society for the Welfare of Danish Women.

A woman is always to be found on each vessel of the direct steamship line conveying emigrants to Canada and the United States, for the purpose of protecting the women and children.

## FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Cameroons.* — The conditions of immigration are governed by a Decree of October 30th, 1926. Permission to enter the territory is only granted to persons who :

- (1) Are provided with a passport;
- (2) Make a declaration of residence;
- (3) Deposit the cost of their repatriation.

Hotels are visited daily by the Police Superintendent.

*French Possessions in Oceania.* — There is no emigration. Immigrants only arrive in virtue of a regular contract of employment, and are placed under the supervision and control of the Government of the colony.

*French Somali Coast.* — The native emigration is strictly controlled. Immigration can only take place by virtue of a special permit from the Governor.

*French West Africa.* — European women residing in the colony enter and leave it with their families. The few who come alone earn their living by honest means.

Only at Dakar are white women to be found living by prostitution.

Native emigration is conditional upon a special permit and the deposit of a sum equal to the cost of the third-class return fare.

No case of emigration by native women and children is known.

*Indo-China.* — Native emigration is conditional upon the issue of a permit from the administrative authorities and a passport.

Children are not allowed to emigrate without their parents, or unless they have the latter's consent.

Strict supervision is exercised in every important district in Indo-China.

*Réunion.* — Immigrants (natives of Madagascar) are under the protection of the Immigrants' Protector, the Head of the Registration and Property Service and the delegate of the Governor-General of Madagascar.

*Togoland.* — The conditions of immigration into the territory are governed by the Decree of January 31st, 1927.

The passports of persons entering the territory must be presented at the time of disembarkation to the Commissioner of the Republic or his representative for endorsement. If the territory is entered by the land frontiers, passports must be presented for endorsement, as soon as possible, to the Commandant of the area in which the entry has taken place.

Failure to present the passport or presentation of an irregular passport involves immediate re-embarkation or deportation.

## GERMANY.

See reply to Question 6. In addition to the information given in that reply, it should be noted that the Union of Lutheran German Railway-Station Missions reported that it had given assistance in 130 difficult cases, almost all of them in connection with emigrants who want to return to their country. In some cases emigrants had been refused admittance in the country of destination because of feeble-mindedness.

## GREAT BRITAIN.

The measures stated in the report for 1922 continue in force and have worked satisfactorily.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Bechuanaland.* — See reply to Question 6.

*Ceylon.* — Immigration of prostitutes is prohibited under Ordinance No. 12 of 1907. There was no case in 1926.

*Cyprus.* — No special measures were taken. The number of women and children travelling to and from Cyprus as migrants is small, and careful enquiry is made before young women and children are granted passports to enable them to leave.

*Fiji.* — See reply to Question 6.

*Gilbert and Ellice Islands.* — All immigrant women and girls are either recruited under King's Regulation No. 1 of 1925 or granted a permit to travel by the local authority at the port of origin.

*Iraq.* — No special arrangements have been made, as there is little or no migration from, to or through Iraq. Zionist migrants are looked after by the Zionist organisations.

*Federated Malay States.* — See report for 1925.

*Unfederated Malay States.* — *Johore.* — All women immigrants entering Johore from Singapore or the Federated Malay States are photographed and the photographs are sent to the Chinese Protectorate; the women are put on security bond to report on arrival to the Protector of Chinese, who notes their destination and satisfies himself that they are not victims of the traffic.

Similar measures are taken with girls proceeding from Johore to the Federated Malay States or Singapore.

*Kedah.* — Enquiries regarding women and children immigrants are made in suspicious cases and action is taken where necessary. The mail train from Siam is boarded regularly and searched for suspicious cases.

*Malta.* — See reply to Question 6.

*Mauritius.* — The only migrants are natives of India, whose interests are safeguarded by a special Government department.

*Seychelles.* — See reply to Question 6.

*Straits Settlements.* — An officer of the Chinese Protectorate in Singapore and Penang boards each Chinese immigrant-ship on arrival and causes female immigrants to be conveyed to the Chinese Protectorate for examination. Suspicious cases are detained for further enquiry and, if the Protector is not satisfied, he calls for security to be provided under Section 7 of the Ordinance No. 143 that the woman or girl will not leave the Colony without the previous consent in writing of the Protector and shall not be trained or disposed of as a prostitute or for immoral purposes. If the required security is not given, the woman or girl is detained in a place of safety until the security is provided or she is married. In certain cases, the woman or girl reports that she is going to another settlement in the colony or to the Federated Malay States or Unfederated Malay States; if the truth of her story or of the stories of those in whose company she is travelling cannot be tested, the local Protector in the place of her destination is notified to expect her arrival. A similar procedure as regards notification and report on arrival is in force in the case of women or girls proceeding to North Borneo, Sarawak and the Netherlands East Indies. If a Chinese woman or girl has been kidnapped or brought into the colony by force or fraud and she is able to give names and addresses of responsible relatives in China, arrangements are made to send her home through the good offices of the Secretary for Chinese Affairs at Hong-Kong.

HUNGARY.

In order to protect women and children and to suppress the traffic, Decree No. 220902/926, XII, mentioned in last year's report, has been supplemented by the Minister of the Interior, who has issued a new Decree, No. 188098/926, XII, requesting all women from 12 to 40 years of age who have gone abroad to take up some occupation to report to the Hungarian authorities in the foreign country within forty-eight hours of their arrival. The object of this Decree is to enable Hungarian missions abroad to obtain information regarding Hungarian women who enter their respective areas and to ascertain the life they are leading, so that they can intervene if necessary.

## INDIA.

*Bengal.* — In the case of new arrivals, after enquiries are made, the persons concerned are placed in certain homes, such as St. Mary's Home, Young Women's Christian Association, and St. Vincent's Home. Measures are taken to prevent their falling into the hands of undesirables.

*Bombay.* — The Protector of emigrants and the Protector of pilgrims look after the interests of all emigrants and persons proceeding on or returning from pilgrimages. In Bombay city, protection work at railway-stations or harbours is done by the League of Mercy and other kindred societies.

*Burma.* — The interests of emigrants and immigrants are looked after by the Protector appointed for the purpose.

*Madras.* — The Collector of Madras is the Protector of emigrants.

## IRISH FREE STATE.

The agents of the International Catholic Girls' Protection Society meet emigrants and immigrants at railway-stations and at the port of Dublin. The agents keep the migrants under their supervision until they have started their journey.

## NETHERLANDS.

Dutch overseas emigration is in the hands of the *Nederlandsche Vereeniging Landverhuizing* (Dutch Emigration Society) and the *Emigratie Centrale Holland*. Certain municipalities have also taken steps to encourage emigration as an attempt to reduce unemployment.

The measures adopted to protect migrants have been mentioned in previous reports.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — See reports for 1924 and 1925.

## SIAM.

See report for 1925.

## SWITZERLAND.

See report for 1924.

## UNION OF SOUTH AFRICA.

Beyond the measures for protection of ordinary travellers, no special steps are taken in regard to the protection of women and children travelling through the country as emigrants. All persons travelling to Portuguese East Africa are required to be in possession of permits, and such persons are referred to the Police for a recommendation. Women who travel to Portuguese East Africa to take up employment, especially in the capacity of barmaids or tea-room waitresses, are warned how to safeguard themselves from any possible risks in connection with such matters.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 7:

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Falkland Islands, Gambia, Gibraltar, Gold Coast, Jamaica, Kelantan, Leeward Islands, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories:* French Equatorial Africa, French Guiana, French Settlements in India, Guadeloupe and Dependencies, Madagascar and Dependencies, Martinique, New Caledonia, St. Pierre and Miquelon.

*Italy.*

*Japan.*

*Latvia.*

*Sweden.*

The Governments of *Belgium* and the *United States of America* have given no information.

## DENMARK.

See report for 1922.

## FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Cameroons.* — An orphan child is never abandoned, but is always received by his father's family or, in the few cases in which there is no relative in the paternal line, by his mother's family. In Moslem countries, adoption is a well-known practice. No distinction is made between the legitimate child and the adopted child, except in the matter of inheritance. The administrative authorities of the territory continue to exercise supervision in order to ensure that this adoption does not take the form of traffic in disguise.

*French Somali Coast.* — No immigrants are allowed to disembark in the colony unless they furnish proof that they own a business, or have a written engagement containing a clause whereby the employer undertakes to repatriate them.

By an order of November 12th, 1926, the emigration of natives without a special permit issued by the Governor is forbidden.

*French West Africa.* — The Administration has authority to protect children, if necessary, from any exploitation for immoral purposes.

Special attention has always been given by the local governments to the question of half-castes, for whom Government orphanages have been established, where these children are received and cared for until they are of age. The public authorities have been greatly assisted in this work of child protection and education by the Catholic and Protestant missions.

*Togoland.* — The pawning of children and traffic in children are at present unknown in Togoland.

The adoption of children is practised, but not for any immoral purpose.

## GERMANY.

The Berlin Child Welfare Office take energetic measures against the exploitation of children for immoral purposes. A special Adoption Section of the Central Child Welfare Office, Berlin, Poststrasse 16, acts as an intermediary and preventive agent and keeps a watch on suspicious advertisements. The German Red Cross supervises the adoption of children in the closest association with the local authorities. It has adopted the following measures to prevent the exploitation and abduction of children :

1. Newspaper advertisements offering to deliver or asking to receive children are closely investigated.

2. Reports are at once sent to the competent authorities regarding :

- (a) Children requiring to be adopted ;
- (b) Children who, for health or other reasons, are unsuitable for adoption ;
- (c) Married couples who, in adopting children, are probably, or are known to be, actuated by dishonest motives ;
- (d) Persons who are suspected of being bogus adoption agents.

3. Married couples who are known by the Adoption Section to be unsuitable are placed upon a black list which, at regular intervals, is sent out as a warning to all authorities and associations concerned in the work of adoption.

4. Watch is kept upon unsuitable married couples when they change their home. In some cases, information is sent to the authorities in their new place of residence with a view to immediately keeping them under observation.

## GREAT BRITAIN.

Licences were issued during 1926 under the Children (Employment Abroad) Act, 1913, in respect of eight children (two boys and six girls) between 14 and 16 years of age, in order that they might be sent abroad for the purpose of singing, playing, performing or being exhibited for profit.

## QUESTION 8.

### CHILDREN.

“ In addition to any information in reply to previous questions, please state whether any other measures have been taken to protect children from exploitation for immoral purposes, especially whether any system of adopting, pawning or bartering of children exists. ”

### Replies.

#### BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Ceylon.* — The practice of pawning children is unknown but the adoption of children is not uncommon. Married Mohammedans often adopt small Sinhalese girls from 7 to 10 years of age and train them as domestic servants or to look after smaller children. Amongst the Sinhalese, children are often adopted because the married couple are childless or because they wish to train the child as a domestic servant. These adoptions are not made for any immoral purpose and no instances of such have come to notice during 1926. The adoption of children is often carried out with the permission of a magistrate or other official.

*Cyprus.* — It is a common practice in Cyprus to take female orphans, young girls and children of poor people and sometimes children of poorer relations as domestic servants. These girls do not ordinarily receive any wages but live with the family and they are virtually adopted. The employer usually provides a dowry in the event of their marriage, so that the system is in the main benevolent. The girls are not exploited for immoral purposes.

*Fiji.* — No case of bartering or pawning children has been reported during the year. The adoption of Indian orphan children by Indian residents is under the control of the Agent General of Immigration.

*Gilbert and Ellice Islands.* — To prevent the abuse of adoption, all native Governments have been instructed to regard adoptive relationships as equivalent to those of the full blood.

*Federated Malay States.* — See report for 1925.

*Unfederated Malay States.* — *Johore.* — Action is always taken under Section 9 of the Women and Girls Protection Enactment.

*Kedah.* — Four Chinese male children and one female child were admitted to the Home pending satisfactory arrangements for their safety being made.

*Seychelles.* — The protection of children from abuses of every kind is covered by Seychelles Ordinance No. 10 of 1897 (Absconding Minors Ordinance, 1897) and by the Seychelles Penal Code. There is no system of pawning or bartering children. Adoption of minors involves legal proceedings under Ordinance No. 4 of 1893. Measures are taken to prevent children leaving the colony without their parents or guardians. Sometimes minors above 15 years of age are permitted to engage as servants in British East Africa, but they do so with their parents' or guardians' consent.

*Straits Settlements.* — The Protector has power, after due enquiry, to detain in a place of safety until she attains the age of 19 or is married any girl under the age of 16 when he has reasonable cause to suspect that she is being used or trained for immoral purposes, or frequents or lives in any brothel, or is habitually in the company of persons connected with or interested in the business carried on in brothels or by prostitutes. Further, the Protector is empowered to detain in a place of safety, subject to the consent of the Colonial Secretary, any woman or girl: (a) whom he considers to need protection and whose lawful guardian cannot be found; (b) whom he certifies in writing to have been ill-treated and to need protection.

#### INDIA.

*Bengal.* — Bartering and adopting exist. When it is found that children are taken away from their lawful guardians for immoral purposes, action is taken under the law by the Police.

#### ITALY.

During the year, the Italian Central Office exercised strict and constant supervision in order to ensure the existing provisions governing the employment of women and children in private concerns. It has also continued to exercise strict supervision over all clubs and dancing schools. The immediate closing of all premises of doubtful repute was ordered. The number of places closed up to December 31st, 1926, was 229. The minors who were found on these premises were restored to their families.

#### NETHERLANDS.

In certain towns, there is a special section of Police to deal with young offenders and to protect children. The women employed for this service are specially trained for social work.



## NETHERLANDS COLONIES.

*Netherlands East Indies.* — In 1926, 114 young male immigrants and 22 young female immigrants were placed under the supervision of the Government Office. The total number of young immigrants under supervision at the present time exceeds 500.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 8 :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Falkland Islands, Gambia, Gibraltar, Gold Coast, Jamaica, Kelantan, Leeward Islands, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*Cuba.*

*Czechoslovakia.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories:* French Equatorial Africa, French Guiana, French Possessions in Oceania, Guadeloupe and Dependencies, Indo-China, Madagascar and Dependencies, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon.

*Hungary.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Siam.*

*Sweden.*

*Switzerland.*

*Union of South Africa.*

The Governments of *Belgium* and the *United States of America* have given no information.

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## QUESTION 9.

### LEGISLATIVE MEASURES.

*“ Please give particulars (including texts for reference) of any new legislative measures taken during the year which deal directly or indirectly with matters arising out of the traffic in women and children, and especially with the punishment of the offences mentioned in Question 1, repatriation of aliens, extradition, immigration and employment agencies.*

*“ (It is assumed that a complete collection of laws on this subject has already been sent to the Secretariat in response to previous requests.) ”*

### Replies.

#### BELGIUM.

Articles 383 and 384 of the Penal Code have been amended by a Law of June 14th, 1926, to enable Belgium to ratify the Geneva Convention concerning the Suppression of the Circulation of and Traffic in Obscene Publications.

#### DENMARK.

The draft of a new Penal Code has been submitted to Parliament, which has not yet dealt with it.

#### FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Cameroons.* — The Ordinance of January 31st, 1927, gives details as to the application of the Decree of October 30th, 1926, which deals with the conditions of admission into the French Mandated Territory of Togo and the Cameroons of persons of French and foreign nationality. Article 3 of this Ordinance stipulates that persons of French and foreign nationality are obliged to deposit in the Treasury the amount necessary for his or her repatriation to his or her country of origin.

*Togo.* — See Cameroons, above.

## GERMANY.

No new laws have been enacted during 1926. Two important draft Bills, however, were prepared in conformity with international agreements, particularly Article 3 of the Agreement of 1921. Paragraph 276 of the draft Reich Penal Code of 1925 penalises traffic in women and children as a new offence. Further, a proposed Reich law on theatres requires impresarios employing dancers, etc., to obtain a licence. The aim of this provision is to prevent undesirable persons from unscrupulously taking women and young girls abroad and leaving them there without protection, with the result that they may fall into bad hands. Finally, paragraph 16 of the Law on Venereal Diseases dated February 18th, 1927, has been embodied in paragraph 180 of the Penal Code as a supplement which penalises as procuring the keeping of a brothel or of a business akin to that of a brothel.

## GREAT BRITAIN.

The Borough of Guildford has obtained powers to make by-laws as to employment agencies, and these powers came into operation on January 1st, 1927.

## BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Federated Malay States.* — The legislation passed in 1925 regulating the employment of female domestic servants and making illegal the "Mui-tsai" system came into force on January 1st, 1926. Amendments to the Women and Girls Protection Enactment came into force on February 10th, 1926.

*Gold Coast.* — The Immigration Restriction Ordinance No. 9 of 1925 came into force on April 1st, 1926.

*Sierra Leone.* — Reference is made to Ordinance No. 42 of 1926.

## INDIA.

*Bombay.* — The Bombay Prevention of Prostitution Act of 1923 was amended with a view to making it more effective, and the punishment provided thereunder for soliciting was increased.

## ITALY.

By Royal Decree No. 184, of November 6th, 1926, approval was given to the single text of the Police Laws, in which is incorporated part of the Royal Decree No. 1207, of March 25th, 1923, concerning the suppression of the traffic in women and children. The part that was incorporated will remain in force until the completion of the new Penal Code in preparation, which will cover traffic offences.

## NETHERLANDS.

A Bill to bring the Penal Code and the Law on Extradition into line with the Convention for the Suppression of the Traffic in Women and Children has been submitted to the Second Chamber of the States-General.

A Bill has been drafted dealing with the regulation of employment agencies. This Bill contains special stipulations applicable to employment agencies conducted for profit.

Efforts are being made to introduce a new law dealing with immigration and emigration, to complete and amend the 1861 Law, which has not been altered since 1869.

## SWITZERLAND.

The Federal Law of September 30th, 1925, concerning the suppression of the traffic in women and children and the suppression of the circulation of and traffic in obscene publications came into force on February 1st, 1926.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 9 :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands,

Cayman Islands, Falkland Islands, Gambia, Gibraltar, Iraq, Jamaica, Leeward Islands, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Swaziland, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*Cuba.*

*Czechoslovakia.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories:* French Equatorial Africa, French Guiana, French Possessions in Oceania, French Settlements in India, French Somali Coast, French West Africa, Guadeloupe and Dependencies, Indo-China, Madagascar and Dependencies, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon.

*Hungary.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Siam.*

*Sweden.*

*Union of South Africa.*

The Government of the *United States of America* has given no information.

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Geneva, February 1st, 1928.

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE PROTECTION  
AND WELFARE OF CHILDREN AND YOUNG PEOPLE

CHILD WELFARE COMMITTEE

Fourth Session, March 19th, 1928.

THE CINEMA

After studying the information received in reply to circular letter C.L.74.IV, of July 10th, 1925, the Child Welfare Committee, at its third session, held at Geneva in May 1927, adopted the following resolution and questionnaire:

" The Child Welfare Committee has considered the resolution of the Assembly asking it to continue its enquiry into the cinema in relation to child welfare, and requests the Council to ask the Governments to furnish information on the lines of the questionnaire which it has drawn up.

" 1. Could any arrangements usefully be made for the exchange of information between different countries in regard to films which are good or bad for children and young people ?

" 2. Can any facilities be given for the better international circulation of films which are specially suitable for children and young people, either for instruction or amusement ? "

It was further arranged that, in sending the questionnaire to the Governments, a copy of the existing report on the cinema in relation to child welfare (document C.P.E.40(1)) should be enclosed and the Governments should be asked whether they could add any information to that already given on the subject.

This resolution and questionnaire were approved by the Council at its session in June 1927, and the Secretary-General was requested to give effect thereto, which was done on July 7th, 1927, by circular letter C.L.81.IV.

REPLY TO 1927 QUESTIONNAIRE.

Only twelve countries have so far replied to the questionnaire drawn up by the Child Welfare Committee at its third session. These are Brazil, Canada, Denmark and Iceland, the Free City of Danzig, Estonia, Latvia, Monaco, Norway, Poland, Sweden, Turkey and the Union of South Africa.

In reply to Point 1 of the questionnaire, the Governments are mainly in favour of the principle of an exchange between the supervisory authorities in the various countries of lists of films which each of them considers suitable for children and young people.

The Government of the Turkish Republic has communicated the suggestion of the Minister of Education that a permanent bureau should be established, under the supervision of the Child Welfare Committee at Geneva, for the purpose of keeping the Ministers of Education in the participating States regularly informed of the appearance of films considered to be suitable for, or harmful to, children and young people.

Sweden, on the other hand, is doubtful as to the value of such exchanges, as the supervision exercised in Sweden is generally much stricter than elsewhere. Moreover, any considerable divergencies of views and opinions in the matter would, to a large extent, discount the advantages to be derived by the various countries from international agreements to prevent the circulation and exhibition of demoralising films.

As regards Point 2 of the questionnaire, several countries which do not produce films state that they cannot express any opinion upon the technical and commercial aspects of the question. The suggestions received from other countries mainly refer to the possibility of obtaining Customs facilities, reductions in duties and transport tariffs.

The Governments' replies are published in Annex I.

#### ADDITIONAL INFORMATION TO DOCUMENT C.P.E. 40 (I).

Some additional information has been received from Governments which had already replied to the Secretary-General's circular letter of July 10th, 1925, concerning the measures in force in their countries for the control of films exhibited to children; and other Governments which had not hitherto complied with the Secretary-General's request have now sent the desired information. A complete summary of the data furnished by the forty-seven Governments mentioned below is attached to the present report (Annex II).

Argentine Republic	Great Britain	New Zealand
Australia	British Colonies:	Nicaragua
Austria	Federated Malay States	Norway
Belgium	Hungary	Peru
Brazil	India	Poland
Canada	Irish Free State	Roumania
China	Italy	Salvador
Cuba	Japan	Siam
Czechoslovakia	Japanese Colonies:	Spain
Danzig, Free City of	Formosa	Sweden
Denmark	Kwantung	Switzerland
Ecuador	Sakhalin	Turkey
Egypt	Latvia	Union of South Africa
Estonia	Luxemburg	United States of America
Finland	Monaco	Uruguay
France	Netherlands	Venezuela
French Protectorates:	Netherlands Colonies:	
Morocco	Curaçao	
Tunis	East Indies	
Germany	Surinam	

#### ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES.

It should be noted that special regulations for the admission of minors and the selection of films to be shown to them have been issued by thirty-one Governments out of the forty-seven given in the list.

In most cases the prohibition applies to only one class of film, and is evidently framed to safeguard the mental and moral well-being of children. It appears that, in the countries which have gone furthest in the matter of such regulations, the age-limit for the admission of minors to all cinematograph performances has been fixed at 18.

In some countries, young children are absolutely prohibited from attending cinematograph performances, mainly on grounds of health. Of the six countries which, to our knowledge, have introduced this measure of complete prohibition, four fix the age-limit at 6, namely, the Free City of Danzig, Germany, Nicaragua and Peru. Hungary has fixed this limit at 5 years and the Republic of Salvador at 3 years.

The legislative provisions of certain countries stipulate that the measures for the control of the admission of minors to cinematograph performances shall not apply when the minor is accompanied by his parents or one of them, his guardian, or some other responsible adult person. Such is, for instance, the case in Canada (in the provinces of Alberta, British Columbia, New Brunswick, Nova Scotia, Ontario, Quebec and Saskatchewan), in Japan, in Spain with reference to evening performances, in Sweden as regards the admission of minors to children's performances finishing after a certain hour, and in certain Swiss cantons.

Measures have been adopted in Belgium, Hungary, Italy, the Grand Duchy of Luxemburg, the Netherlands and Uruguay making it compulsory for cinemas to display a conspicuous notice outside their premises stating whether minors are admitted to the performance or not.

#### CONTROL OF FILMS.

The general regulations fixing the standards adopted for the approval of films suitable for exhibition to minors may be either negative or positive. The following are usually prohibited:

films likely to be morally or intellectually injurious to minors or to over-excite their imagination; scenes of seduction and debauchery, and sex or crime films. The following are generally recommended: films of an instructive and educative character, showing works of art, travels, historical scenes, national customs, scientific phenomena and experiments, agricultural work, industrial establishments and processes, etc.

The Netherlands appears to be the only country which, by a provision in the Law of May 14th, 1926, on the Campaign against the Moral and Social Dangers of Cinematograph Performances, has subdivided films suitable for exhibition to minors. This subdivision is as follows:

- (a) Films for exhibition to children under 14 years of age;
- (b) Films (including those in (a) above) for minors from 14 to 18.

Instructive films or films reproducing ordinary public events are not subject to any censorship or control in certain countries, such as Belgium, Danzig, Germany, the Netherlands, Norway, and Sweden, although police permission is required in some countries. Instructive and educational films are also exempt from any restrictions in certain cases. It likewise appears from the communications received that, in certain countries where there are no special regulations concerning the admission of children to cinematographic performances, the general system of censorship of the films or of the cinematographic performances as a whole provides for certain measures to ensure that no films shall be shown in public likely to be detrimental to the mentality or morals of minors. Annex II mentions seven such cases.

#### CONTROL OF PUBLICITY IN REGARD TO FILMS.

We may mention in passing that a few countries have included provisions of the control of posters and advertisements of films in measures for the protection of children from the demoralising effect of certain cinematograph performances. Such is the case in Germany, in the Free City of Danzig, in the State of Victoria (Australia), in Canada, in the province of Saskatchewan, in Ireland, in the Netherlands and in Peru. We shall not, however, lay any stress on this aspect of the question, which has already been regulated by the International Convention of 1923 for the Suppression of the Circulation of and Traffic in Obscene Publications. We would recall the fact that this Convention has been ratified by twenty-two countries and signed by forty-three, and that six Governments and forty-three British colonies have acceded to it.

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ANNEX I.

GOVERNMENT REPLIES TO QUESTIONNAIRE.

BRAZIL.

EXTRACT FROM A LETTER FROM THE MINISTRY OF FOREIGN AFFAIRS.

Rio de Janeiro, October 7th, 1927.

[Translation.]

The Brazilian Government is of opinion that an arrangement might usefully be made for the exchange of information between different countries in regard to films which are considered to be good or bad for children and young people.

The Brazilian Government likewise considers that an international information service might usefully be established for the protection of children from cinematograph films likely to have a harmful effect on them and that manufacturers might even be urged to refrain from circulating such films. On the other hand, encouragement might be given to the production of films which are specially suitable for children and young people, either for instruction or amusement.

(Signed) Octavio MANGABEIRA.

CANADA.

Province of Quebec.

Quebec, September 3rd, 1927.

Upon the wider question submitted, involving the exchange of information between countries and better international circulation of films suitable for children, same is one which would be within the special purview of our Federal Government at Ottawa.

(Signed) N. PERODEAU,  
Lieutenant-Governor.

Manitoba

EXTRACT FROM A REPORT OF THE BOARD OF CENSORS.

Winnipeg, 1927.

With reference to Paragraph 1:

The most practical method of circulating information regarding films suitable, and otherwise, for young people appears to be:

(a) A universal system of classifying and stamping films under the two afore-mentioned heads, with reports sent detailing such classification to all censor boards or commissions engaged in official examination of pictures.

(b) Bulletins containing the above information forwarded to interested organisations and societies by censors and commissioners.

(c) Special lists of films suitable for the family sent at frequent and regular intervals to the head office of the Child Welfare Commission in every country by censors and commissioners and relayed to all affiliated or similar organisations in all lands by officers of the said Child Welfare.

\* \* \*

It may be said that Manitoba has circulated lists of films suitable for family entertainments for some nine years, any responsible organisation or individual being supplied with this information on request.

Last year, the Manitoba Board forwarded a lengthy list of family films to the head executive of the Child Welfare at Ottawa; notice was given of all cuts made in films so listed, and, if films otherwise of a family standard contained a title or incident unsuitable for juveniles, a note was made to that effect.

Lists of the above type are useful in supplying special children's matinees under the auspices of some body of public welfare or for use in connection with schools. Such special entertainments are valuable in small places or local districts; they do not cover the ground in large cities.

These lists would be of more practical use in countries outside North America for the reason that from 70 to 95 per cent of the film entertainment of the world is supplied at present by the United States producers. In the United States and Canada, the public exhibition of films follows so quickly upon their release for commercial use and occurs so often in many places simultaneously that the lists mentioned would, in most cases, probably be put in circulation after the films had been many times shown.

As to the foreign lists, not more than six such pictures have come to Manitoba in any year since the war.

\* \* \*

*With reference to Paragraph 2.*

Possibly the best method of increasing the international circulation of films suitable for children would be:

(a) By a concerted movement to lower or remit fees and other taxation on such pictures while, at the same time, raising fees and taxation on sex and crime films (which constitute 50 per cent of the American output).

(b) By sending advance information of successful exhibitions of children's films to all public welfare organisations.

(c) By posting notices of such films in public schools and endeavouring to stimulate local patronage.

(d) By Government libraries of children's pictures distributed by Government bureaux at nominal cost.

(Signed) Tim A. D. BEVINGTON,  
V. S. PATRIARCHE,  
Manitoba Board of Censors.

#### Saskatchewan

Regina, August 11th, 1927.

In this Dominion at the present time the different Censor Boards of the provinces keep each other posted as to the character of films rejected by each province, as well as the reasons for so doing. It would appear quite feasible to have this information extended so as to include films suitable for exhibition to children and young people, which would in course of time provide each Board with a list of films suitable for the purpose in view. These lists might then be submitted for compilation to those actively engaged in this matter, and in such a way material could be obtained for exchange between different countries dealing with this problem.

With reference to the second question, I am advised that, owing to insufficient information as to existing restrictions pertaining to international circulation of films, no definite suggestion can be offered.

(Signed) H. W. NEWLANDS,  
Lieutenant-Governor.

#### DANZIG.

*Reply from the Senate of the Free City of Danzig, received from the Polish Delegation accredited to the League of Nations on February 1st, 1928.*

The films exhibited in Danzig are obtained almost exclusively from other countries having a film censorship, but they are also subject to further censorship in Danzig. It is therefore hardly necessary for Danzig to take up any special position with regard to the two questions asked.

At the Police Directorate in Danzig there is a service for the examination of films mainly carried out by persons who have shown themselves to be specially qualified in respect of the education and training of the young.

All doubtful films are submitted to this service for examination. Adequate guarantees therefore now exist so far as the territory of the Free City of Danzig is concerned, particularly since there is no local production of films on a large scale in Danzig.

#### DENMARK AND ICELAND.

[Translation.]

Danish Legation, Berne, November 2nd, 1927.

I am directed by my Government to communicate to you the following replies to the questionnaire.

*Ad 1.* In Denmark, all films are subject to approval by the Government censor of films before they are passed for public exhibition. The censor has the power to prohibit the admission of children under 16 to the performances of certain films. It will accordingly be possible to draw up lists of films considered to be bad for children and lists of films specially suitable for children and young people.

*Ad 2.* In accordance with the provisions of the Law of April 1st, 1922, concerning the public entertainment tax, etc., the authorities may waive payment of this tax or reduce it in the case of cinema performances given under the auspices of school authorities or by arrangement with them and which are of an educative, scientific or instructive nature.

The Prime Minister of Iceland, to whom you also forwarded a note on the above-mentioned date, has replied that neither question affects Iceland at present.

(Signed) A. OLDENBURG.



ESTONIA.

Tallinn, August 20th, 1927.

[*Translation.*]

The additional questionnaire in connection with the enquiry into the cinema has been submitted to the competent Estonian authorities for consideration, and their observations on the matter may be summarised as follows:

1. Every State should agree to send the Child Welfare Committee a list of films produced in its territory, divided into two classes: (a) films suitable for children; and (b) films harmful to children. These lists should be published and circulated by the Committee from time to time.
2. Customs and transport facilities might be granted by the State for the conveyance of films (either by rail or post) and local authorities might reduce the rates charged for the production of such films. The support of the film manufacturers depends entirely upon their good will and the success of the films.

For the Minister, and by authorisation:

*Director of Administrative Affairs.*

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LATVIA.

[*Translation.*]

Riga, September 27th, 1927.

MINISTRY OF FOREIGN AFFAIRS.

The Film Censorship Committee attached to the Ministry of Education, whom we have consulted in the matter, has informed us that the two questions in regard to which the enquiry has been undertaken are dealt with by the Permanent Cinematograph Committee founded at Basle pursuant to the decision of the First European Conference on the Educational Cinema. As the central Latvian institution for questions affecting the educational cinema, the Censorship Committee has appointed representatives to sit on the Basle Committee and is accordingly bound to co-operate with that institution in all matters relating to international co-operation in regard to the educational cinema. Although it has no suggestion to submit concerning the questions to which the enquiry refers, the Film Censorship Committee will nevertheless follow with interest the results of the enquiry undertaken by the Child Welfare Committee.

(Signed) G. ALBAT,  
*Secretary-General.*

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MONACO.

[*Translation.*]

Monaco, August 24th, 1927.

There are neither manufacturers nor importers of cinematograph films in the Principality, which is entirely dependent on France for films. The films shown at Monaco are censored by the French Censorship Board.

Moreover, to be of service, the replies to the questions asked should bear upon observations covering a large number of cinemas, and including evidence of the pernicious character of certain films or the results of a lax censorship. The Principality, however, has only four entertainment halls.

There are no regulations here governing the admission of minors to cinema performances.

For the Director of the Public Security Police:

(Signed) DELEAU,  
*Commissioner of Police.*

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NORWAY.

[*Translation.*]

Oslo, January 17th, 1928.

MINISTRY OF FOREIGN AFFAIRS.

I have the honour to inform you that an exchange of information between different countries in regard to the films in question does not appear to present any difficulties in the case of Norway. The State Board of Film Censors, which censors nearly all films intended for public exhibition in

Norway, decides in each case whether a film is suitable for adults only or for children under 16 as well, and will consequently always be in a position to state whether films shown in Norway are good or bad for children and young people. This Board might, if necessary, be asked to furnish detailed information regarding such films to an International Information Bureau, should this be established under the auspices of the League of Nations.

The State Board of Censors might also keep a record of information received from foreign countries and from the above-mentioned Bureau, and could pass this on to cinematograph agencies and the proprietors of Norwegian cinemas.

(Signed) Ivar LYKKE.

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POLAND.

[Translation.]

Geneva, September 5th, 1927.

POLISH DELEGATION ACCREDITED TO  
THE LEAGUE OF NATIONS.

The film-producing industry in Poland is not yet sufficiently represented in the international market; our action in the matter would therefore have to be confined, for the time being, to keeping a record of films of this kind produced abroad.

Such information should be forwarded to the Cinematograph Censorship attached to the Ministry of the Interior, to which a central office of films will be added shortly. The Ministry — or, later, the above-mentioned office — would pass on the information received regarding these films to the booking agencies, the cinematograph associations, the Ministry of Public Worship and Education, as well as to societies such as Urania, the Eugenic Society and others dealing with the question of the educational cinema, and providing cinema performances for young people.

(Signed) GWIAZDOSKI,

For the Delegate to the League of Nations.

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SWEDEN.

[Translation.]

Stockholm, September 20th, 1927.

MINISTRY OF FOREIGN AFFAIRS.

In 1911, that is to say, sooner than in any other country, a Decree was promulgated in Sweden establishing the uniform control of films intended for public exhibition: the unauthorised exhibition of films not previously censored and approved was punished by the penalties laid down in the Decree. The main object of these provisions was to protect the interests of children. After prohibiting the exhibition of films "which might have a demoralising or unwholesome effect or pervert the sense of right and wrong", the Decree provided that "films which are calculated to excite harmfully the imagination of children or in any other way to have an injurious effect upon their mental development or health shall not be passed for performances to which children under 15 years of age are admitted."

An experience of sixteen years has shown the wisdom of these provisions, the nature of which is clearly more psychological than pedagogic, in the strict sense of the word. They have certainly protected a large number of children from the harmful effects of degrading or unsuitable films. The control of films is exercised by a central organisation, the State Cinematograph Bureau, at Stockholm, which is attached to the Ministry of Education and Public Worship, and consists of three censors and a deputy; in certain cases, two medical experts (psychiaters) may be called upon to give their opinion. At the present time, one of the censors and the deputy are schoolmasters.

When films are approved for public exhibition, a permit is issued stating whether they may be shown to children or not. It is the duty of the local police authorities to see that banned films (or those not intended for children) are not exhibited (or are not shown to children). They must check the wording on the permit and satisfy themselves that it applies to the film shown. This is done by comparing the number on the permit with the number on the film, which should correspond with it. A notice is required to be displayed at the entrance of all cinema theatres stating whether children are admitted to the performance or not. As a general rule, children unaccompanied by an adult are not admitted to performances finishing after 8 p.m.

The Swedish Decree concerning cinema exhibitions aroused a great deal of interest in the other Scandinavian countries, which have organised State film control on similar lines. It should be noted, however, that at first the policy adopted by Norway differed from that of Sweden in one respect: the Norwegian measures originally specified no age-limit for children, but admitted them to the performance of all officially approved films. This system, which in theory finds many supporters in scholastic circles, soon proved inapplicable in practice, owing to the fact that, out of consideration for the children, several films of real merit were prohibited for adults because they were unsuitable for young people; on the other hand, the desire to safeguard the legitimate interests of adults led to the approval for children of many films which they ought not to have seen. The

Swedish system has accordingly now been in force in Norway for some years past, but the age-limit for the admission of children is fixed at 16, as in Denmark and Finland.

The conditions under which film control is exercised in Sweden, more especially from the point of view we are now considering, are such as to make it probable that a regular information service concerning films to which children are refused admission in foreign countries would be of little value for the protection of children in Sweden, where supervision is generally much stricter than elsewhere. The statistics for the last fiscal year show that only 23 per cent of the total number of films examined (not including films representing scenery or current events, to which children are usually admitted) were passed for exhibition to children. In the case of Sweden, therefore, the proposed exchange of "information in regard to films which are good or bad for children and young people" could be most usefully effected by a system under which the State Cinematograph Bureau would reply separately to each request for information from abroad and would ask other countries for such particulars as it might require. There has been a semi-official exchange of this kind between the Scandinavian supervisory authorities for some years past. We are of opinion that, although excellent in itself, the idea of an "international understanding between the various national bodies with a view to communicating to each other the decisions adopted in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films", would not prove of any great advantage in practice, partly for the above-mentioned reasons and partly on account of the considerable divergencies in the views held on the matter, which to a certain extent appear to justify the assertion that morality is essentially a question of geographical position.

It is obvious that everything should be done by the public authorities to encourage the exhibition of films of an instructive and educative nature. The question is now being examined at the instance of the Riksdag. The only measures hitherto adopted by the State in Sweden have taken the form of extensive credits granted during the past few years to encourage the use of the cinema in the schools and for certain other instructive and educational purposes. The exhibition of educational films has also been popularised owing particularly to the action of a private undertaking. An international catalogue of educational films would be of great utility. The question has recently been discussed at international congresses by film specialists and schoolmasters, and there is reason to hope that Governments will support the scheme. It is equally important that films for educational purposes should be exempted from Customs duties by means of an international agreement. This measure would no doubt give considerable encouragement to the use and circulation of the films in question.

As regards fire prevention, ventilation, etc., in cinemas, very stringent measures are enforced by the Swedish authorities, and it is not too much to say that in this respect, as in others, Swedish cinemas take a high place. Owing partly to the strict regulations for its prevention, there has never been any serious outbreak of fire in these establishments, although non-inflammable films have not yet come into general use.

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## TURKEY.

[*Translation.*]

MINISTRY OF FOREIGN AFFAIRS.

Angora, August 25th, 1927.

The Government of the Turkish Republic, which is keenly interested in all efforts to raise the moral and intellectual level of children and young people, at once submitted the matter to the competent Department, and I have the honour to communicate to you for your information the views expressed by the Ministry of Education:

"As there are no film-producing companies of any importance in our country, nor any films of international interest, it is impossible for us to express any definite opinion upon the technical and commercial aspects of the problem.

"We should like, however, to make the following recommendation and suggestion in reply to the two points mentioned in the questions asked:

"It is highly desirable that a permanent bureau should be established, and placed under the supervision of the Child Welfare Committee at Geneva, for the purpose of keeping the Ministries of Education of the participating States regularly informed of the appearance of films considered to be suitable for, or harmful to, children and young people.

"As soon as this information is received, the various States would take the necessary steps to prohibit the exhibition in their territory of any film which was banned and to recommend, through the medium of the Press or by some other suitable means, any good film approved by the Committee.

"States should also grant all possible facilities to the importers of such films in order to make them popular."

(Signed) D. ROUSCHDY.

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UNION OF SOUTH AFRICA.

Cape Province

Pretoria, December 6th, 1927.

The Board, which consists at present of seven members, four of whom are men, is of opinion that arrangements as indicated in Section 1 and facilities as indicated in Section 2 of the questionnaire are highly desirable, and hopes that measures may be taken to give practical effect thereto.

It should be borne in mind that films shown in the Cape Province are to a very large extent imported from overseas, and that the importation is altogether in private hands.

Orange Free State

Bloemfontein, December 6th, 1927.

The control of bioscopes and the inspection and prohibition of bioscope films is a matter which has been delegated to Provincial Councils by virtue of Subsection XII of Section 85 of the South Africa Act, 1909. Under this legislative authority, each province has its own legislation in regard to the censorship of bioscope films and exercises its powers according to the circumstances which are present in each particular province. The natural position is, then, that the maritime provinces, namely, the Cape and Natal, are necessarily required to exercise a more particular censorship of films than the inland provinces, namely, the Orange Free State and Transvaal, which censorship is exercised at the ports of entry.

Now, as regards the Cape Province, it is understood that the bulk of films introduced into this country enter that province through Cape Town, where a paid Central Censorship Board is established. It follows that, where such an individual inspection of films takes place, the Board concerned is in a far better position (naturally assuming that records are kept of both films passed and films prohibited from exhibition) to furnish the information contemplated in the first paragraph of the questionnaire, than would be the case in a province where only a general inspection is made and where, naturally, the local Boards rely upon and are guided by the particular censorship exercised by the Central Board at the port of entry.

It is feared that this province is not in a position to advise in regard to the second paragraph of the questionnaire, inasmuch as the powers conferred upon it are confined to censorship only and do not extend to matters such as the circulation of films. I may, however, here state the procedure obtaining at present.

The Cape and Transvaal Provinces, where Central Censorship Boards have been established, at present notify this province whenever the exhibition of any picture is prohibited on the ground of indecency, offensive to religious convictions, etc. Seeing, however, that pictures which may be harmless for exhibition to adults may be very harmful when exhibited to children, it would seem that the Child Welfare Committee might go very near towards attaining its object by requesting these Central Boards to particularly notify the other provinces if the exhibition of any picture is deemed harmful to children. Such an indication given to this province would, I think, as a rule be followed, and, should the proprietor attempt to exhibit such a picture here, it will still be subject to the censorship of the local Board, which will no doubt be guided by the opinion of the Central Board.

Transvaal

Pretoria, December 22nd, 1927.

The Administrator of Transvaal suggests that perhaps control can best be effected by the countries of origin, which would be in a position to communicate information through the Council of the League of Nations to all Governments.

(Signed) W. H. FARRELL,  
Assistant Secretary for External Affairs.

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**CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES.**

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
				ARGENTINE REP.
AUSTRALIA		Victoria 16 years		
AUSTRIA		16 years		
BELGIUM		16 years		
BRAZIL			Age not stated	
CANADA			<p>Alberta.— The school age limit, but only for performances during school hours.</p> <p>British Columbia: 14 years (subject to exceptions).</p> <p>New Brunswick.— 12 to 16 years during school hours.</p> <p>Nova Scotia.— 10 to 16 years for performances at night or during school hours.</p> <p>Ontario.— 15 years (subject to exceptions).</p> <p>Quebec.— 16 years (subject to exceptions).</p> <p>Saskatchewan: 14 years.</p>	CANADA: Manitoba; Prince Edward Island.
CZECHO-SLOVAKIA		16 years		
				CHINA
				CUBA
DANZIG (FREE CITY)	6 years	16 and 12 years for young people's performances after 7 p.m.		
DENMARK		16 years		
ECUADOR		14 years		
				EGYPT
				ESTONIA
FINLAND		16 years		
				FRANCE

CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAF PERFORMANCES  
IN DIFFERENT COUNTRIES (*continued*).

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
				FRENCH PRO- TECTORATES: Morocco; Tunis.
GERMANY	6 years	18 years		
				GREAT BRITAIN
				BRITISH COLO- NIES: Federated Malay States.
HUNGARY	5 years	18 years		
INDIA	Age not stated			
IRISH FREE STATE	Age not stated			
ITALY		15 years		
JAPAN			14 years (only in certain depart- ments).	
				JAPANESE COLO- NIES: Formosa; Kwantung; Sakhalin.
LATVIA	6 years	16 years		
LUXEMBURG (GR. DUCHY)		17 years		
				MONACO
				NEW ZEALAND
NETHERLANDS		18 years		
NETHERLANDS COLONIES:		Curaçao: 16 years East Indies: 17 years Surinam: age not stated		
NICARAGUA	6 years		13 years (the presence of a man- or maidservant in attendance is insufficient)	
NORWAY		16 years		
PERU	6 years	16 years		
POLAND		17 years		

CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES (*continued*).

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
ROUMANIA		Until the completion of secondary studies.		
SALVADOR	3 years	8 years (for evening performances only)		
				SIAM
SPAIN			10 years for evening performances.	
SWEDEN		15 years		
SWITZERLAND	This matter is in the hands of the cantonal authorities. In the majority of cantons, the age-limit is 16, but some cantons have gone further (Lucerne, Uri, Schwyz, Zug and Zurich) and have fixed the age-limit at 18.			
				TURKEY
UNION OF SOUTH AFRICA	Orange Free State Natal Transvaal	} Age not stated		UNION OF SOUTH AFRICA: Cape Province..
UNITED STATES OF AMERICA	There are practically no regulations in the United States of America controlling admission to cinematograph performances the main purpose of which is the protection of children, although the official censors in certain places state that, when reaching their decisions, they endeavour to take into account the effect of the cinema on children and young people.			
URUGUAY		14 years		
				VENEZUELA.

Annex II.

I. ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES.

A. COUNTRIES IN WHICH ADMISSION IS CONTROLLED BY REGULATIONS.

(a) *Partial Prohibition.*

Australia. — *Victoria* — Censorship of Films Act, 1926:

*Article 5.* — “(1) After the expiration of one month from and after the coming into operation of this Act, no person shall exhibit any cinematograph picture in a theatre or cause the same to be so exhibited unless and until the film used for the purpose of exhibiting such picture has been approved by the censor.”

*Article 8.* — “(1) The censor may:

- “(a) Approve a film unconditionally; or
- “(b) Approve a film subject to such conditions as he imposes; or
- “(c) Refuse approval.

" (2) Without affecting the generality of paragraph (b) of subsection (1) of this section, the conditions referred to in the said paragraph may include conditions with respect to the age or (in the case of films relating to diseases or disorders peculiar to male persons only or to female persons only) sex of persons before whom any cinematograph picture from the film may not be exhibited. "

*Article 9.* — " (1) If the Minister has reason to believe that a picture from any registered film is not suitable for exhibition before a child under the age of 16 years, he may by writing under his hand direct such person or persons as he thinks fit to cause such film to be submitted to the censor for his approval. "

**Austria.** — Decree of the Ministry of the Interior dated September 18th, 1912:

\* *Article 23.* — " Children and persons under 16 may only be admitted to a performance if the programme has been passed for exhibition to children and minors in accordance with paragraph 2, Article 18<sup>1</sup>, and provided that it ends before 8 p.m. "

**Belgium.** — Law of September 1st, 1920, prohibiting minors who have not turned 16 attending cinema exhibitions:

\* *Article 1.* — " Minors of either sex who have not reached the age of 16 shall not be allowed to be present at any public cinema performance. "

*Article 2.* — " The prohibition contained in the preceding article shall not apply to cinema-halls where only those films are exhibited which shall have been licensed by a Commission the organisation and duties of which are to be laid down by a Royal Decree. "

**Brazil.** — It may be inferred from a communication received from the Ministry of Foreign Affairs that, in the Federal (Rio de Janeiro) district at least, the admission of minors to film theatres is subject to regulations.

**Canada.** — Rules regulating theatres and cinematograph establishments are matters within the jurisdiction of each province.

*Alberta.* — The only restriction in force is that no child of school-age is allowed to attend moving-picture shows during school hours unless accompanied by parents or guardians.

*British Columbia.* — No person in charge of a moving-picture theatre and, in the case of a company or society, no manager or other person in charge of the establishment shall receive in any way or permit to attend at any show therein any child less than 14 years old unless such child is accompanied by an adult.

This section shall not, unless the Lieutenant-Governor in Council by regulation otherwise provides, apply to children received or permitted to attend such show between the hours of 3.30 o'clock and 6 o'clock in the afternoon on days upon which the public schools are open in the place where such moving-picture theatre is situated, or before 6 o'clock in the afternoon of any other day.

In case of any proceedings charging an offence against any of the provisions of this section, in the absence of other evidence to prove the age of a child, or by way of corroboration of other evidence, the justice of the peace, magistrate or judge before whom the charge is heard may infer the age from the appearance of the child. (Moving Pictures Act, 1914, Section 11, as amended 1915.)

*Nova Scotia.* — Children under the age of 10 years unaccompanied by an adult shall not be permitted to attend any theatre or place of amusement at which an admission fee is charged. Children apparently under the age of 16 years unaccompanied by an adult shall not be permitted to attend by night any theatre or place of amusement at which an admission fee is charged.

Children apparently under the age of 16 years shall not be permitted to attend during their school hours any theatres or places of amusement. (The Theatres, Cinematographs and Amusements Act, and Regulations thereunder, Consolidated 1922.)

*New Brunswick.* — Children apparently under the age of 12 years unaccompanied by a parent or responsible person shall not be permitted to attend any exhibition by a cinematograph, moving-picture machine or other similar apparatus at which exhibition an admission fee is charged, nor shall children apparently under the age of 16 years be permitted to attend such exhibition during school hours. (Act of Assembly passed and assented to on April 20th, 1927, amending Chapter 6 of the Act 16 George V (1926), The Theatres, Cinematographs and Amusement Act.)

*Ontario.* — A child under the age of 15 years unaccompanied by an adult shall not be permitted to attend any exhibition by cinematograph, moving-picture machine, or other similar apparatus for admission to which a fee is charged, except on Saturday of each week and on public and legal holidays, between the hours of 9 a.m. and 6 p.m., during which hours a matron to be remunerated by the exhibitor shall be engaged in each theatre, whose duty it shall be to supervise the conduct of such children and of adults toward them while in such theatre. (The Theatres and Cinematographs Act, Section 10.)

\* An asterisk indicates that the text following is a translation.

<sup>1</sup> The authorisation must mention whether the film in question may be shown to children or to minors (paragraph 2, Article 18).



*Quebec.* — No person or persons in charge of a hall for moving pictures where shows are given by means of cinematograph and, in the case of a company or society, no manager or other person in charge of the establishment shall receive in any way at such shows any child less than 16 years old, unless such child is accompanied by his or her father, mother, tutor or teacher or by a guardian specially authorised by the father or mother. (Law on the Cinematograph, Revised Statutes of 1925, Chapter 174, Article 2.)

Notwithstanding the above provision, children less than 16 years old may attend exhibitions of moving pictures without being so accompanied when the advertisement of the exhibition announces a programme only of pictures authorised for children by the Board of Censors of moving pictures according to the provisions of Article 3713 (a), and of no other pictures. (Article 17 of the above-mentioned Law.)

*Saskatchewan.* — Children under the age of 14 years shall not, if unaccompanied by a parent or responsible person, be permitted to attend any exhibition by cinematograph, moving-picture machine or similar apparatus after the hour of 8 o'clock in the evening. (R.S.S. 1920, Chapter 181, Section 18, Theatres and Cinematograph Act.)

*Czechoslovakia.* — Extract from a communication from the Ministry of Foreign Affairs:

\* " Under the regulation promulgated by a Decree of the Ministry of the Interior dated October 18th, 1912 (No. 191 of the Collection of Decrees), and under the similar regulations promulgated in Slovakia and Sub-Carpathian Russia after the war, application for permission to give public cinematograph performances open to children and persons under 16 years of age may be refused by the Advisory Committee set up in the Ministry of the Interior to decide how far the films may have a prejudicial effect on young people from a moral and intellectual point of view. "

*Danzig (Free City of).* — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 1.* — " Films which may be exhibited to children under 16 shall be subject to special authorisation . . . "

*Paragraph 2.* — " At the request of the Child Welfare Office of the commune or communal group, or on application from the school authorities, the commune or communal group, after consulting the representatives of the Child Welfare Organisation responsible for health and morals, may take other measures with regard to the admission of young people to cinema performances, and those responsible for these performances shall be required to conform thereto, subject to the right of appeal to the competent authority. "

*Paragraph 4.* — " Children under 12 may not be admitted to performances after 7 p.m. "

*Denmark.* — Extract from a report of September 18th, 1922, addressed to the Ministry of Justice by the Censors of Films:

\* " The Decree promulgated on July 5th, 1913, by the Minister of Justice empowers the censors to forbid the performance of certain films before children under the age of 16, but the method in which these powers are to be exercised is left to the discretion of the censors themselves. "

*Ecuador.* — Decree No. 19, of February 15th, 1927:

\* *Article 5.* — " Only films made for the purpose or those for which special permission has been given by the Censorship Commission may be shown to children. If these conditions are not fulfilled, admission to cinematographs is forbidden to children under 14. "

*Finland.* — Extract from a letter from the Ministry of Foreign Affairs:

\* " The State Commission for the examination of films may lay down that a certain film shall not be shown to children under 16 years of age; further, in accordance with the police regulations, such children shall not be admitted to entertainments which finish after 8 o'clock in the evening. "

*Germany.* — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 3. Paragraph 1.* — " Films to the performance of which young persons under 18 years of age are admitted require special permission . . . "

*Paragraph 3.* — " . . . On the proposal of the children's department of the commune or district or, in the absence of a children's department, on that of the school authorities, the commune or a communal association, after hearing the representatives of children's organisations, and without prejudice to any more stringent measures which may be laid down by the provincial laws, may take further measures in the interests of health and morality with regard to the admission of children, and the proprietors of cinemas shall be obliged to comply with these measures. The latter may, however, appeal against these measures to the competent authorities. "

*Hungary.* — Extract from the Regulations of the Royal Ministry of the Interior Chapter III, *paragraph 13:* \*

" Young persons under 18 years of age shall not be permitted to attend cinematographic displays the subject-matter or method of presentation of which or of any parts of which are

likely prejudicially to affect the character of adolescents or their mental or moral development or unduly to excite their imagination. ”

Page 7, *Chapter III, paragraph 20.* — “ Young persons who have not completed their eighteenth year shall only be permitted to attend cinematographic displays the films in respect of which have been certified by the National Film Censorship Commission to be suitable for exhibition to the young. The age of the young persons shall be determined approximately. ”

**India.** — Extract from a copy of a letter from the Secretary to the Government of India, Legislative Department:

“ The law regulating cinematograph exhibitions in British India, which is contained in the Cinematograph Act, 1918, as amended by subsequent legislation, does not provide specifically for the exercise of supervision over the character of the pictures shown to children, but it requires films to be certified before exhibition by an authority constituted by the local government of the province concerned. ”

*Bombay.* — Films which are considered unsuitable for exhibition to juveniles are certified on the condition that their exhibition is restricted to adults.

*Burma.* — Steps are taken to exclude minors from admission to the exhibition of unsuitable films.

**Irish Free State.** — Memorandum on the subject of the cinema in relation to child welfare received through the Representative of the Irish Free State:

“ Power is given by the Act of 1923 for the issue of two certificates:

- “ (a) A general certificate in respect of a film fit for exhibition to any audience;
- “ (b) A limited certificate in respect of a film for exhibition to adults only and not to children. ”<sup>1</sup>

**Italy.** — Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare:

\* *Article 22.* — “ The Cinematograph Censorship Commission shall decide what cinematograph performances are suitable for children and young persons of either sex. . . ”.

Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

*Article 162.* — “ The regulation governing admission, as enacted in Article 22, applies to children and young persons who have not attained the age of 15 years.

“ For the purposes of Article 22, children and young persons shall be presumed to be under 15 if they are under 1 m. 50 in height, unless proof to the contrary is furnished. ”

**Japan.** — Control exercised by the Ministry of the Interior:

“ Each department is responsible for the supervision of morals in cinematograph establishments. A number of departments have adopted special regulations regarding the admission of children to cinematograph theatres and have fixed the conditions of admission as follows:

“ 1. Children under 14 not accompanied by their guardians or similar persons are not admitted.

“ 2. Children under 14 are not admitted after 9 at night, and children present at a cinematograph performance are warned ten minutes beforehand to leave the cinema at 9 o'clock. ”

Control exercised by the Ministry of Education:

“ Six departments out of 47 have imposed special regulations as to the conditions of admission to cinematograph theatres of children attending elementary and secondary schools; in other departments, however, this special supervision is left to the school authorities. Forty-three elementary schools out of about 25,000 and 51 secondary schools out of about 2,000 absolutely forbid their pupils to enter cinemas. Sixty elementary schools and 50 secondary schools forbid their pupils to visit cinemas but allow certain exceptions. The others have issued no special regulations on this subject. ”

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\*<sup>1</sup> “ So far, the ‘adult only’ certificate has not been issued. An offer was made to the exhibitors that, if a theatre or theatres excluded children at all times and catered exclusively for adults, the issue of an adult certificate for such theatre or theatres would be considered. The offer was not availed of.

“ The issue of an adult certificate would necessitate:

- “ (a) The display by the exhibitor of a notice prohibiting the admission of children and young people;
- “ (b) Police supervision to ensure enforcement of the law.

“ It is considered that the issue of such notice by a theatre whose normal programme consists of films bearing a general certificate would serve to stimulate morbid curiosity and possibly excite the precocious to evade the law.

“ The Official Censor endeavours to pass only such films as are suitable for family entertainment. He does not censor with audiences of children in view, but the effect which a situation may have on the child mind is taken into account. ”

**Latvia.** — Extract from the Law on Cinematographs, promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 36, of February 15th, 1926:

\* *Article 9.* "Children between 6 and 16 years of age may not be admitted to cinematograph displays except when the film to be exhibited has been passed by the Ministry of Public Instruction as suited to the moral development of the young."

*Article 15.* "Except for the musical accompaniment, stage performances are prohibited at film displays to which children are admitted."

**Luxemburg (Grand-Duchy of)**<sup>1</sup>. — Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

\* *Article 1.* — "No minor of either sex who has not reached the age of 17 shall be allowed to enter any cinema-hall or theatre."

*Article 2.* — "The provisions of the preceding article shall not apply to cinema-halls or theatres which only exhibit such films as have been licensed by a commission the organisation and the duties of which shall be laid down by an administrative regulation."

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances.

\* *Article 4.* — "(1) The Municipal Council may, by a Regulation and subject to Our approval, make the granting of the permit referred to in Article 1<sup>2</sup> subject to the conditions laid down in the Regulation.

"(2) The above-mentioned conditions shall not apply in the case of cinematograph performances to which only persons over 18 years of age are admitted, though the films to be shown and the posters may be supervised as usual."

*Article 16.* — "(2) At public cinematograph performances where children not obviously over 14 years of age are admitted or are allowed to be present, the only films which may be shown are those the showing of which in the presence of children under 14 years of age has been approved by the Central Commission.

"(3) At public cinematograph performances to which children under 14 years of age are not admitted or are not allowed to be present, but where minors over 14 years of age but not obviously of 18 years of age are admitted or allowed to be present, only those films may be shown the showing of which to minors between 14 and 18 years of age has been approved by the Central Commission."

**Netherlands Colonies.** — *Netherlands East Indies.* — Film Ordinance, September 19th, 1925:

\* *Article 7.* — "(8) Whenever a film is approved, it may be decided at the same time, at the request of the manufacturer or importer, whether it is to be considered as unobjectionable for children below the age of 17."

*Article 10.* — "In the case of public film performances, the person exhibiting the film is forbidden to admit children whom he knows, or may reasonably be expected to know, to be below the age of 17, unless it appears from the certificate of approval of the film in question that its display is considered unobjectionable for children."

(The foregoing provisions only apply to public performances, that is to say, to performances held in a place usually accessible to the public, apart from the question whether the public has to pay for admission.)

**Curaçao.** — The admission of children under 16 to film performances is forbidden unless the films in question have been passed for children by a special Commission set up by the Governor.

**Surinam.** — The showing of films is forbidden unless permission has first been secured from the Attorney-General. The latter only gives his consent when the film has been passed by a special Commission set up for the purpose. This Commission examines the film from two points of view, and decides whether it should be shown: (a) to adults; (b) to children.

**Nicaragua.** — Regulations governing Theatres, Public Entertainments and Cinematographs, dated August 8th, 1927:

\* *Article 43.* — "For the purpose of enforcing the present law, film exhibitions are divided into two categories: exhibitions suitable for children and exhibitions for adults."

<sup>1</sup> The documentation concerning the Grand-Duchy of Luxemburg has not been supplied to the Secretariat of the League by the Grand-Ducal Government, but has been taken from the Collection of Laws published by the International Association for the Promotion of Child Welfare.

<sup>2</sup> *Article 1.* — "(1) No public cinematograph performance may be organised without a written permit from the mayor or aldermen.

"(2) Such permit shall not be required:

"(i) In the case of public cinematograph performances given in the educational establishments designated by Our Ministry of Education.

"(ii) In the case of public cinematograph performances at which the only films shown deal with scientific, industrial, agricultural or commercial subjects and which the Central Commission referred to Article 15 has approved as such."

*Article 44.* — “ Children above 6 years and below 13 years of age may only be admitted to such film exhibitions as are adjudged ‘ suitable for children ’ by the censorship authorities. In such cases, the children shall be accompanied by their parents or guardian; they shall in no case be admitted if accompanied only by a servant. ”

*Article 48. Paragraph 2.* — “ Children below 13 years of age are absolutely prohibited from attending film exhibitions for adults . . . ”

*Paragraph 3.* — “ Cinematograph establishments may not sell to children below 13 years of age or to persons accompanying them any tickets for performances intended for adults . . . ”

*Article 49. Paragraph 1.* — “ Every cinematograph establishment is obliged to give at least two displays for children every month. ”

**Norway.** — Law No. 4, of July 25th, 1913, including supplementary Act of June 3rd, 1921, concerning the public exhibition of films:

\* *Article 9.* — “ Children under the age of 16 shall not be admitted to cinema entertainments at which films are shown which the experts have only approved for exhibition to adults. Children under the age of 16 shall, moreover, not be admitted to entertainments which end later than 8 p.m. unless they are accompanied by their parents or guardians. ”

**Peru.** — Statutes of the Board of Censors of Cinematograph Films, July 31st, 1925:

\* *Article 32.* — “ Minors under 16 may not be admitted to see cinematograph films passed for adults only. ”

**Poland.** — Extract from information supplied by the Ministry of the Interior:

\* Poland is one of the countries whose Governments protect children and young persons, as far as possible, against the demoralising influence of the cinema. The film censorship exercised by the Ministry of the Interior establishes a distinction between films which may be shown to children and young persons and films which may not. Minors below 17 years of age may not attend the display of such prohibited films. The admission of young persons attending school, even if they are over 17 years of age, is subject in all cases to the approval of the school authorities.

**Roumania.** — \* Up to the present, the admission of children to cinemas has only been controlled by departmental regulations issued by the Ministry of Education.

The prohibition to attend the performance of films other than those of an instructive and educative nature only applies to pupils of secondary schools<sup>1</sup>, that is, up to the age of about 18 or 19 years.

**Salvador.** — Regulations concerning theatres, cinemas, etc.:

\* *Article 25*, amended by the Decree of February 7th, 1924. — “ Children under 8 may not be present at performances given at night. Questions as to age shall be determined by the police, the Censors and the medical officer of the theatre, cinema or circus. ”

**Spain.** — \* Royal Decrees regulating cinematographic performances and public entertainments dated November 27th, 1912, and December 31st, 1913, absolutely forbid children under 10 years of age, if unattended, to enter any closed premises where a public entertainment is given, whether it be a cinema entertainment or what is commonly known as a variety show.

The Decrees in question add that “ purveyors of public amusement may nevertheless be allowed to give, during the day, entertainments exclusively devoted to cinema exhibitions intended for children ”.

**Sweden.** — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 3.* — “ Minors who have not turned 15 shall not be allowed to be present at a cinema performance where films are exhibited other than those which, as hereinafter provided, shall have been judged suitable for minors; the same shall apply to the case of a minor who is not accompanied by a guardian as regards entertainments which end later than 8 p.m. ”

**Switzerland.** — Extract from the report of the Federal Council to the Federal Assembly on the petition for the revision of Article 31 of the Federal Constitution (May 20th, 1925), submitted to the Federal Council by Dr. Zimmerli and other signatories:

\* “ The general practice in the majority of the cantons is to allow the admission of children to ordinary cinematographic performances, particularly if they are accompanied by their parents or guardians or by grown-up persons; but this indulgence applies only to children

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<sup>1</sup> The wearing of uniform on all occasions is compulsory for the children in the secondary schools, and the punishments, which are even visited on the parents, are very severe in cases of infraction of this order.

up to a certain age. On the other hand, such children are allowed to attend spectacles or performances for young people, which are organised in most cases by the school authorities, and which, in nearly all parts of the country, may not be exhibited unless they have been first seen and approved by the authorities.

"The age up to which children are prohibited from attending ordinary spectacles varies in different cantons. In Friburg, Thurgau and Lower Unterwald, the prohibition is enforced up to the end of the school-age. In Argau, children of communal and district schools are refused admission to cinemas. The great majority of the cantons which favour this system (Basle-Town, Soleure, Vaud, Ticino, Neuchâtel, Valais, Glaris and St. Gall) fix the age-limit for admission to cinemas at 16. Some cantons, namely, Lucerne, Uri, Schwyz, Zug and Zurich, have gone even further and have an age-limit of 18."

**Union of South Africa.** — It may be gathered from the documents furnished by the Provincial Secretaries of Natal, of the Orange Free State and of the Transvaal that the admission of minors to cinematograph representations is not quite free in these provinces.

**United States of America.** — Extract from a letter from the Children's Bureau of the Labour Department:

"There are two or three Federal regulations which were not included in the statement sent last year, largely because they do not constitute a censorship which makes for a real control of the kind of films shown.

"They are: the Code of Laws of the United States of America, 1926: Title 10, Chapter 32, Uniform of Army. *Idem*, Title 18, Section 396, Criminal Code, Section 245, amended. *Idem*, Title 18, Section 405, Prize-fight films. *Idem*, Title 19, Section 122, paragraph 1453, Regulations relating to the importation of photographic and moving-picture films."

Extract of a summary of legislation relating to the supervision or censorship of motion pictures, forwarded by the Secretary of State of the United States of America:

"*Censorship or State Regulation: Special Laws applying to Children only.* — In practically no place in the United States are regulations with reference to moving pictures made or administered primarily with reference to children, although the authorised censors in some localities report that they try to bear in mind the effect of the pictures on the morals of children and young people in the decisions they make.

"A few cities prohibit the attendance of children under certain ages at moving-picture shows during school hours and unless accompanied by adults at other times. In Paterson, minors may not attend theatres unless accompanied by parents or guardian; in Birmingham, children under 12 must be accompanied by an adult; in Los Angeles, children under 14 must be accompanied by an adult after 9 p.m.; in Detroit, children under 16 may not attend between 8.30 a.m. and 3.30 p.m. except during vacation days, nor after 8 p.m. unless accompanied by parent or guardian. It is probable that some other cities from which no information on this point was received have similar provisions. One city (Chicago) issues permits for certain pictures to be shown only to those of 21 years of age and over."

**Uruguay.** — Order making previous censorship compulsory, May 5th, 1922:

\* *Article 1.* — "Persons organising public performances must obtain from the Child Welfare Commission authorisation to admit children under 14 years of age."

(b) *Complete Prohibition.*

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 3.* — "Children under 6 may not be admitted to cinema performances."

**Germany.** — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 3. Paragraph 4.* — "Children under 6 years may not be admitted to cinematographic performances."

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III:

\* *Paragraph 20.* — "Children under 5 years of age shall not in any circumstances be permitted to attend public cinematographic displays, even if accompanied by adults."

**Nicaragua.** — Regulations governing Theatres, Public Entertainments and Cinematographs dated August 8th, 1927:

\* *Article 48.* — "Children below 6 years of age are absolutely prohibited from attending public cinematographic displays . . . Cinematograph establishments may not sell tickets to children below 6 years of age or to persons accompanying them."

**Peru.** — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925:

\* *Article 33.* — “ Children under 6 shall on no account be allowed to enter cinematograph theatres. ”

**Salvador.** — Regulations concerning Theatres, Cinemas, etc.:

\* *Article 25* (amended by the Decree of February 7th, 1924). — “ Children under 3 shall not be admitted to public entertainments. ”

(c) *Measures taken to inform the Public of the Admission of Minors.*

In the following countries, the regulations require that notices should be conspicuously displayed outside buildings in which cinematographic representations are given, stating whether minors are or are not admitted.

**Australia.** — *Victoria.* — Censorship of Films Act, 1926:

*Article 8.* — “ (3) In any case where the censor approves a film subject to a condition that any cinematograph picture from the film is not to be exhibited before any child over the age of 6 years and under the age of 16 years:

“ (a) Every poster, programme, advertisement or written or printed matter in the nature of an advertisement (and whether in a newspaper or otherwise howsoever) with respect to such film, or the exhibition of any cinematograph picture from such film, shall contain a statement in the prescribed form to the effect that the approval of the censor has been given subject to that condition; and

“ (b) Prior to the screening of a cinematograph picture from any such film, the person exhibiting the picture shall cause a notice to the like effect as the said statement to be exhibited upon the screen upon which the picture is to be exhibited. ”

**Belgium.** — A Law of September 1st, 1920, prohibiting minors who have not reached the age of 16 attending cinema exhibitions:

\* *Article 2. Paragraph 2.* — “ Such exhibitions are to be advertised as entertainments intended for families and children. ”

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III:

\* *Paragraph 20.* — “ The proprietor of the cinema or his representative shall, when films are being exhibited which are considered unsuitable for young persons under 18 years of age, cause to be displayed in an easily visible place, and also near the box-office, a notice bearing the words: ‘ Young persons under 18 years of age are not admitted to this performance ’. This notice must also appear on all placards or other advertisements relating to the cinema performance in question. ”

**Italy.** — Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare:

\* *Article 22.* — “ Where any film is not passed for exhibition to children, the management of the theatre must publish a notice to that effect on the posters of the film, and must see that the order is strictly observed. ”

Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution para ordin. of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

*Article 159.* — “ Before granting the licences required, under Article 65 of the Public Safety Law, for the posting and distribution of printed or written advertisements for cinematograph performances, the competent authority shall satisfy itself that advertisements for performances from which children and young persons are to be excluded by the decision of the Censorship Commission clearly and plainly advertise that fact in the following terms: ‘ Children under 15 years of age will not be admitted to this performance (Article 22 of Law No. 2277, of December 10th, 1925.) ’ ”

**Luxemburg** (Grand-Duchy of). — Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

\* *Article 2. Paragraph 2.* — “ Such exhibitions shall be advertised as entertainments intended for families and children. ”

Grand-Ducal Decree of June 16th, 1922, for the better enforcement of the Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

*Article 7.* — “ The advertising, referred to by the afore-mentioned Law, of every public entertainment intended for families or minors of 17 years of age shall consist of a notice, displayed at least twenty-four hours before the performance or entertainment shall take place, on the outer door of the building where the cinematograph entertainment or performance, is to take place. ”

"The notice shall state that the performance or entertainment is intended for families and children, the subject of the entertainment or performance and the date of the licence."

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances:

\* *Article 17.* — "(1) It will be desirable to set up, in a conspicuous position at the entrance of the premises in which the performance is given, a notice indicating the age under which spectators cannot be admitted.

"(2) If a film, as shown, has not been approved by the Central Commission for showing to minors of 18 years of age, it may not be publicly announced as a film which such minors may witness."

**Peru.** — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925:

\* *Article 34.* — "Every announcement must clearly state that the film has been passed by the Board of Censors; the announcement must also state whether the film is for adults only, mainly for children, or suitable for both adults and children."

**Sweden.** — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 3. Paragraph 2.* — "It must be clearly stated on all notices whether the entertainment is intended for minors or not."

**Uruguay.** — Decree for the Protection of Children, and provisions supplementary thereto dated November 18th, 1921:

\* *Article 3.* — "The posters of performances must show clearly whether the performance is or is not suitable for minors."

## B. COUNTRIES HAVING APPARENTLY NO REGULATIONS GOVERNING THE ADMISSION OF CHILDREN TO PUBLIC CINEMATOGRAPHIC DISPLAYS.

Argentine  
Canada:  
    Manitoba Province  
    Prince Edward Island  
China  
Cuba  
Egypt  
Estonia  
France  
French Protectorates:  
    Morocco  
    Tunis  
Great Britain

British Colonies:  
    Federated Malay States  
Japanese Colonies:  
    Formosa  
    Kwangtung  
    Sakhalin  
Monaco  
New Zealand  
Siam  
Turkey  
Union of South Africa:  
    Cape Province  
Venezuela

## 2. CONTROL OF FILMS.

### A. STANDARDS ADOPTED IN VARIOUS COUNTRIES.

In the following countries the official regulations for the control of films exhibited to minors require the fulfilment of certain conditions or, as the case may be, the avoidance of certain features.

**Austria.** — Extracts from the Decree of the Minister of the Interior dated September 18th 1912:

\* *Article 17.* — "Permission shall be refused if the performance is of a nature to constitute an offence, to disturb peace or public order or offend against the proprieties or public morals.

"If the performance of the film, although not coming under the first paragraph, might be morally or intellectually injurious to minors, permission shall be refused to show the film at performances to which children or persons under 16 are admitted."

**Brazil.** — Extract from a letter from the Ministry of Foreign Affairs:

\* "The censorship regulations of the Federal (Rio de Janeiro) District provide that films shall be adjudged unsuitable for exhibition to children if the subject, or any scene, might shock their feelings or stimulate their impressionable minds to indecent interpretations."

**Canada.** — Note from the Government of the Province of:

*Alberta:* "The Censorship Board does not allow any scenes depicting white slavery, seduction, malpractices, gruesome or distressing scenes, hanging, lynching, electrocution,

insanity, delirium, gross drunkenness, exhibition of notorious characters, drug habit, counterfeiting, brutal treatment of persons or animals, coarse vulgarities, objectionable titles."

*Saskatchewan.* — R. S. S., 1920, Chapter 181, Section 10:

"All films and slides intended for exhibition by the province shall first be inspected by the censor or censors, and such censor or censors shall examine and pass upon their fitness for public exhibition with a view to preventing the display of scenes of an immoral or obscene nature or which indicate or suggest lewdness or indecency or which may offer evil suggestions to the minds of young people or children or which the censor or censors may consider injurious to the public morals or for any other reason opposed to the public welfare."

*Czechoslovakia.* — Note by the Czechoslovak Government:

\* "Permission to give public cinematographic performances open to children and persons under 16 years of age may be refused if the films in question are likely to have a harmful effect on young people from a moral or intellectual point of view."

*Danzig, (Free City of).* — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 1.* — "In addition to the films prohibited under Article 1, paragraph 2<sup>1</sup>, it is forbidden to show at performances attended by young persons anything of a nature to harm the moral intellectual or physical development of young persons, or to over-stimulate their imagination."

*Denmark.* — Extract from a report of September 18th, 1922, addressed to the Ministry of Justice by the censors of films:

\* "Films dealing with historical, geographical, zoological and generally social subjects of the kind taught at school are rarely prohibited for children, even if they contain scenes which are somewhat gruesome. If, however, the subject is of a more specialised nature, turning upon degeneracy, chronic alcoholism, venereal diseases, immorality, etc., to such an extent that these subjects may be said to characterise the film though not to call for its prohibition, the film may as a rule be shown to adults only, apart from special mitigating circumstances."

"Decisive factors in the question of subject are the artistic performance of the chief parts and the degree of *intensity* with which they are played. If the methods used are calculated to inflame or stimulate the imagination of children, who, unlike adults, lack the steadying influence of experience, the question of prohibiting the film must be seriously considered. Moreover, although as a rule the artistic treatment of an ordinary subject may help it over certain difficulties, the same factor may, if the artistic quality is mainly used in the interest of sensationalism, actually become an additional reason for prohibiting the exhibition of the film to children."

*Germany.* — Law on Cinema Performances dated May 12th, 1920:

\* *Article 1. Paragraph 2.* — "Permission to show films shall be refused if an inspection of the film shows that its exhibition would be liable to endanger public order or security, to outrage religious feeling, to have a degrading or demoralising effect on the onlookers, or to diminish Germany's prestige or compromise her relations with foreign States. Permission should not be refused on account of its political, social, religious, ethical or philosophical tendencies as such. Permission may not be refused on grounds unconnected with the contents of the film."

*Article 3. Paragraph 2.* — "In addition to films excluded under Article 1, paragraph 2, no films may be shown before young persons if they are liable to have a detrimental effect on their moral, mental or physical development or unduly to excite their imagination." <sup>2</sup>

*Hungary.* — Extract from the Regulations of the Royal Ministry of the Interior:

\* *Paragraph 13.* — "Minors shall not be permitted to attend cinematograph displays the subject-matter or method of presentation of which or of any parts of which are likely prejudicially to affect the character of adolescents or their mental or moral development or unduly to excite their imagination."

*Italy.* — Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

\* *Article 157.* — "The general restrictions laid down by Article 3 of the Regulations of September 24th, 1923, No. 3287, shall remain in force, and children and young persons of both sexes shall accordingly be excluded from all cinematograph performances having a love

<sup>1</sup> *Article 1. Paragraph 2.* — "The exhibition of a film shall be permitted on application, but such permission may be refused if, on inspection of the film, its exhibition seems likely to endanger public safety or order, wound religious susceptibilities, exercise a depraving or corrupting influence, injure the good name of the Free City of Danzig, or prejudice it in its relations with foreign States. Permission may not be refused for the sole reason that the film has a certain political, social, religious, moral or philosophical tendency."

<sup>2</sup> *Article 11. Paragraph 2* of the Law on Cinema Performances, May 12th, 1920. — "In the inspection of films which are to be shown to young people, the opinion of young persons between 18 and 20 years of age appointed by the Children's Welfare Board should also be taken."



or crime interest, or likely, in the opinion of the Censorship Commission, in any way either to excite the passions of the young or to corrupt their morals by force of suggestion.

"The following classes of films shall be regarded as particularly suitable for exhibition to children and young persons: Films reproducing works of art or representing towns, scenery, historical scenes and national customs; facts of national history, scientific phenomena and experiments; agricultural work or industrial establishments and processes, or depicting subjects and scenes tending to exalt the civic and religious virtues, the sacredness of the home, family affections, maternal love, the spirit of sacrifice, and acts of heroism, or calculated to stimulate gaiety, kindness, energy and courage."

**Japan.** — Control exercised by the Ministry of Education:

\* "The Minister of Education, fully recognising the beneficent influence which can be exercised by the cinematograph, has issued a Decree regarding the examination of lantern slides and cinematograph films by the Special Committee dealing with popular education. This Committee passes films submitted to it for approval which it regards as being of educational value, registers the title of the film and the name of the applicant and publishes them in the Official Journal to enable the authorities to encourage the display of good films and to recommend them to the public."

**Latvia.** — Extract from the Law on Cinematographs promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 36, of February 15th, 1926:

\* *Article 8.* — "Films must be submitted for preliminary censorship to the Ministry of Education, accompanied by an indication of the title, the captions in duplicate and particulars of the date and place at which the film will be screened before the censors. Films are prohibited if their exhibition might prove: (1) offensive to religious susceptibilities; (2) conducive to brutality or injurious to the spectators' morals; (3) subversive to public order and security, or harmful to the prestige of the State and to its friendly relations to other countries. The suppression of certain portions of films may also be ordered, the cuts to be handed in to the Ministry of Education."

**Norway.** — Law No. 4, of July 25th, 1913, concerning the public exhibition of films, and supplementary Act of June 3rd, 1921:

\* *Article 8.* — "The experts shall not approve films for presentation to minors if they are of opinion that the exhibition of the same would have a pernicious effect on the minds of the children or on their conception of right and wrong."

**Poland.** — Extract from information supplied by the Ministry of the Interior:

\* "Films adjudged unfit for exhibition to children are:

- "(1) Crime films;
- "(2) Erotic films;
- "(3) Films representing the bad side of life, more especially those disparaging family life (adultery, matrimonial quarrels, lack of respect for parents, etc.);
- "(4) Generally speaking, all films which inculcate wrong precepts; in doubtful cases, the censorship authorities seek the advice of the teaching profession.

"In the large towns, the social welfare organisations assist in supervising the enforcement of these rulings. It cannot, however, be definitely asserted that the problem has been finally solved."

**Roumania.** — Note by the Roumanian Government:

\* "The Central Committee forbids the performance of films subversive of morals or public order. On the other hand, films of an educative or instructive character are recommended to school children. The latter are forbidden to attend performances of any other films."

**Salvador.** — Circular Letter to the Fourteen Governors of Political Departments (October 21st, 1925):

\* "Only instructive and moral films may be shown at cinematograph performances given in the afternoons (at matinées), *i.e.*, the only performances which children are permitted to attend under the regulations. In no case may films be shown which are liable to implant evil sentiments in the minds of the young or encourage vicious propensities."

**Spain.** — Royal Decree of November 27th, 1912, and Royal Decree of December 31st, 1913 for the regulation of cinematographic representations and public entertainments:

\* "In cinematograph representations intended exclusively for children and exhibited during the daytime, the films shall be of an instructive or educative character, such as reproductions of voyages, historical scenes, etc."

**Sweden.** — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 6.* — "As regards exhibitions to which minors under 15 are admitted, no film likely to exercise a bad influence on the imagination of children or to prove detrimental to their mental development or to their health shall be passed for performance."

**Union of South Africa. — Orange Free State Province.** — Ordinance No. 3 of 1916 (assented to, July 19th, 1916), to provide for the inspection of pictures and to prohibit the exhibition of objectionable pictures:

5. — “ Objectionable pictures shall be deemed to be pictures representing:

“ (c) Scenes of debauchery, low habits of life or other scenes such as would injuriously affect the minds of young persons;

“ (d) Successful crime or violence such as would injuriously affect the minds of young persons.”

**Uruguay.** — Decree concerning child welfare and supplementary provisions, dated November 18th, 1921:

\* *Article 1.* — “ Only films coming within the following categories may be exhibited at cinematograph performances to which children are admitted:

“ (a) Popular scientific films;

“ (b) Comic films;

“ (c) News films;

“ (d) Panoramic films;

“ (e) Comedies suitable for children and, in a general way, films providing simple and harmless amusement.

“ Films of a character likely to injure the child’s development, as, for example, detective films, intensely dramatic films, films which have a painful effect on the child’s imagination, films which encourage feelings of hostility towards other countries, etc., are prohibited at such performances.”

#### B. EXEMPTIONS FROM PRELIMINARY CONTROL.

It should be pointed out that, in some countries, films of certain specified categories may be exhibited at cinematographic performances to which minors are admitted without being previously submitted to any censorship. We may quote the following cases:

**Belgium.** — Royal Decree relating to the organisation and powers of the Cinema Film Control Commission, May 11th, 1922:

\* *Article 13.* — “ The Cinema Film Control Commission is entitled to license, without proceeding to see the films, and on simple compliance with the formalities hereafter mentioned, the exhibition of films at entertainments which are organised without any idea of making a profit thereby, and given solely from an instructive or educational point of view.”

*Article 14.* — “ Instructive films and films exhibiting current events may be released without having been passed; they are not to be accompanied by any narrative nor need they be provided with the band specified by Article 10.”

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 6.* — “ Provided that there is no reason for prohibition in accordance with Articles 1 and 3, the local police shall authorise, in virtue of its office, on its own responsibility and without demanding a decision from the censor’s office, films relating to current events and purely scenic films.”

**Germany.** — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 6.* — “ Films dealing with current events and films only representing scenery may be passed for exhibition in their districts by the local police authorities in so far as there is no reason for rejecting them on the grounds mentioned in Articles 1 and 3, and shall not be subject to examination by the Board of Censors.”

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances:

\* *Article 16.* — “ (4) Notwithstanding the above provisions, the holders of permits may, in urgent cases and according to rules which will be laid down by the Central Commission, show films of topical interest even before such films have been submitted to the Commission.”

**Norway.** — An Act, No. 4, of July 25th, 1913, concerning the public exhibition of films, including supplementary Act of June 3rd, 1921. The previous approval normally required by the Act is not required for the exhibition of such films:

\* *Article 6.* — “. . . Reproducing ordinary public events, provided the films are shown within fourteen days immediately following the event and provided the police have given permission for the exhibition”;

*Article 10.* — “. . . Films in connection with education or lectures at educational establishments or in connection with education or lectures carried on by any person holding a position at an educational establishment.”

Peru. — Statutes of the Board of Censors of Cinematograph Films, July 31st, 1925:

\* *Article 20.* — “ Films imported by the Government or with Government permission for educational or scientific purposes need not be submitted to the Board of Censors.”

Sweden. — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 4.* — “ An exception shall be made in the case of films the subject of which has nothing to do with the military strength of Sweden, or have not been taken from an aircraft (viz., captive balloons, or otherwise, dirigibles and aeroplanes) above Swedish territory, and which faithfully reproduce events which have recently happened, provided that such films are shown not later than ten days at the most after the events filmed took place. Nevertheless, the permission of the police authorities shall be required for such exhibitions. (Amended by the Royal Decree of April 15th, 1921.) This exception applies to the exhibition of this class of films at all cinematographic performances.”

*Article 13.* — “ The provisions of the present Decree shall not apply to cases in which films which are not concerned with questions connected with the military strength of the country, and which have not been taken from an aircraft above Swedish territory, are exhibited after a speech or lecture in a school. Neither shall the provisions of the present Decree apply to any person who, on making application, has been dispensed by the King from the obligation to observe the provisions of the present Decree.” (Amended by the Royal Decree of April 15th, 1921.)

C. MEASURES ADOPTED TO ALLOW THE PROTECTION OF CHILDREN BY THE CONTROL AUTHORITIES OF CERTAIN COUNTRIES WHERE THE ADMISSION OF MINORS TO CINEMATOGRAPH REPRESENTATIONS DOES NOT APPEAR TO BE SUBJECT TO REGULATION.

In addition to the measures referred to earlier in the report, attention should be drawn to the following.

There are certain countries in which there exist no special regulations concerning the admission of children to cinematographic performances; from communications received, however, it appears that the general system of censorship of the films or of the cinematographic performances as a whole provides for certain measures to ensure that no films shall be shown in public likely to be detrimental to the mentality or morals of minors.

**Argentine.** — Extract from a communication from the Ministry of Foreign Affairs:

\* “ The Board of Censors is also required to give an opinion on the films submitted to it, with a view to determining whether the 50 per cent rebate on municipal taxes may be granted, as provided for films which are of high educational value and may therefore with advantage be exhibited to children.”

**Australia.** — In Tasmania, a Board of Censors for Films is in existence (Act of Parliament No. 49), which consists of the Director of Public Health, the *Secretary to the Education Department*, the Secretary to the Police Department, and *two lady citizens* appointed by the Government. All films must pass this Board as well as the Commonwealth Censor before they can be exhibited.

**Estonia.** — \* The Committee for the Censorship of Films is composed of five members, including *one representative of the Ministry of Education* and *one representative of the Schools Administration of the town of Tallinn*. The Committee is entitled to take decisions provided at least three of the members are present, including either the representative of the Ministry of Education or the representative of the Schools Administration.

**France.** — \* The first article of the Decree of July 25th, 1919, lays down that no cinematograph films, with the exception of topical films showing current facts or events, may be exhibited in public unless these films and their titles have been passed by *the Ministry of Education and of Fine Arts*.

**Great Britain.** — From a Home Office Memorandum: The legal foundation of the censorship of films in Great Britain is to be found in the Cinematograph Act, 1909. Although the primary object of this Act was to secure the safety of the audience from special risks, in particular that of fire, attaching to the cinema, means have been found for the exercise under the Act of a sufficiently effective control over the character of the films exhibited. The Act—which applies to exhibitions for which inflammable films are employed—provides, *inter alia*, that a cinematograph exhibition shall (save in a few exceptional cases) be given only in premises licensed for the purpose,

and subject to regulations made by the Secretary of State (or in Scotland the Secretary for Scotland) for ensuring safety. Responsibility for the granting of licences—which may be refused, and are subject to annual renewal—lies in the hands of local licensing authorities, namely, County Councils (who may delegate their functions to other authorities, including Justices in Petty Sessions) or, in the Country Boroughs, Borough Councils. The licensing authorities have discretion to grant licences on such terms and conditions and under such restrictions as, subject to regulations of the Secretary of State, they may determine. By a series of decisions of the High Court it has become clearly established that the conditions which a licensing authority may attach to the grant of a licence can properly relate to matters other than the safety of the audience, provided that they are reasonable and are administered by the authority in a judicial manner. Accordingly it is possible for each licensing authority to assume the functions of a censor, exercising, through the medium of conditions attached to its licences, control over the character of the films shown in premises licensed by it.

**Japan.** — \* It will be remembered that the making of rules for the good conduct of cinematographic representations and for the admission of school-children is a matter within the sphere of each province; however:

“ In virtue of a Ministerial Decree which came into force on July 1st, 1925, the Minister of the Interior is responsible for the censorship of films. In this Decree the Minister does not impose restrictions, with a view specially to the protection of children, in regard to the character of the films shown. However, a number of censorship measures are provided to safeguard spectators of tender years from the corrupting influence of certain pictures. Thus, the authorities refuse to pass, or only sanction subject to special conditions, any films which, for example, come under one of the following categories:

“ 1. Films likely to be harmful to the mental and moral development of the young and to their good education.

“ 2. Films likely to suggest unhealthy ideas to children or weaken the authority of teachers.

“ 3. Films representing, in an attractive light, scenes of cruelty or vice.

“ 4. Films demonstrating various criminal practices likely to suggest the idea of criminal acts, such as receiving of stolen goods, etc. ”

**Japanese Colonies.** — \* (a) *Formosa.* — In the Island of Formosa the local authorities censor films before they are shown to the public. They only pass films which are not prejudicial to public order and national morals. They accordingly supervise the exhibition of films and prohibit performances when it is found that the films may exercise an evil influence on the minds and morals of children.

(b) *Kwangtung.* — In Kwangtung the supervision exercised over cinemas for the protection of children is based on a general regulation: “ Rules for Cinematograph Performances and Cinemas ” (No. 57 of the Governor’s Decree promulgated on July 29th, 1922).

APPENDIX: The note given below was sent to the school authorities on September 26th, 1923:

“ *Note on the Exhibition of Films.* — If films shown in schools are badly chosen or if a large number of scholars are confined for a considerable time in small and badly ventilated rooms, the result is equally harmful from the educational and the hygienic point of view.

“ The school authorities are requested to carry out scrupulously the following instructions:

“ 1. Films must be examined and those of a definitely educational character selected.

“ 2. If the film takes more than an hour to show, there must be an interval of ten minutes for recreation and during this interval all windows shall be opened and the rooms aired.

“ 3. To prevent overcrowding, the number present must be fixed beforehand according to the dimensions of the room.

“ 4. As far as possible, rooms must be ventilated even when films are being shown.

“ 5. Should it be impossible to open all the windows on account of the cold, every person present must leave the room during the interval for recreation; the room shall then be aired by opening all the windows, and the spectators will return ten minutes later. ”

(c) *Sakhalin.* — There are no special regulations for the purpose of protecting children in connection with the control of cinemas in Sakhalin. The Chiefs of Police are, however, instructed to censor films before they are publicly shown, and, if necessary, to suppress them or make cuts in them or to authorise them while at the same time prescribing an age below which children may not be admitted.

**Morocco.** — \* Cinematograph censorship has been established in the French zone since 1916. At the end of that year, a special committee was set up at Casablanca, which, in accordance with the regulations, is responsible for condemning wholly or in part films of which certain scenes or

the whole contents are "likely to exercise a pernicious influence on the young or to be detrimental to public order and morality".

**New Zealand.**— Extract from a communication from the Prime Minister's Office:

"Before any cinematograph film is exhibited in New Zealand, it must first be passed by a Censor appointed by the Government. If he considers it desirable, the Censor may attach a condition to his certificate of approval that the film shall not be exhibited to persons under a certain age."

An Act to provide for the Censoring of Cinematograph Films, August 7th, 1916, No. 10, IV:

*Article 4.* — "Such approval may be given generally, or may be given subject to a condition that the film shall be exhibited only to any specified class or classes of persons."

**Tunis.** — \* The Municipal Decree of May 8th, 1916, the only existing Act concerning the control of films exhibited in the cinema-halls of Tunis, prohibits the exhibition of pictures representing scenes of *brigandage or detective stories.*

**Union of South Africa.**— *Cape Province.*— Extract from a communication from the Department of Foreign Affairs:

"A Board of Film Censors has been appointed for the Cape Province, in terms of Ordinance No. 21 of 1917. The Administrator may, in terms of Section 3 (4) of this Ordinance, upon receipt of a report from the Board, *restrict the exhibition of any film to a specified class or classes of persons.*"

#### D. UNOFFICIAL CONTROL.

**Great Britain.** — From a Home Office Memorandum:

There has been in existence for many years an unofficial body, established and maintained by the cinematograph trade, known as the British Board of Film Censors. The submission of films to this body is voluntary and its decisions have in themselves no legal section, though, as will be shown later, they have been given such sanction by the action of the licensing authorities. Films submitted to the Board are viewed by experienced and highly qualified examiners on whose advice the Board may either reject a film altogether or may pass it for exhibition with or without alteration. In passing films it is the settled practice of the Board to classify them into two categories: a Universal or "U" Certificate is issued in respect of a film considered fit for exhibition to any audience, and a "Public" or "A" Certificate is issued for a film adjudged to be satisfactory for display to adults only and not to children. The Board, although maintained by the trade, has been able to preserve an entirely independent judgment, and its policy rarely fails to command the support of public opinion. As public opinion in England is sensitive in respect of the character of entertainments, it follows that the standard adopted by the Board is a high one. Independent testimony is afforded by the fact that few, if any, complaints have reached the Home Office in recent years. The Board publishes annual reports on its work.

In July 1923, the Home Office, after consultation with representative licensing authorities recommended for universal adoption the following additional conditions:

1. No film—other than photographs of current events—which has not been passed for "universal" or "public" exhibition by the British Board of Film Censors shall be exhibited, without the express consent of the Council.

2. No film—other than photographs of current events—which has not been passed for universal exhibition by the British Board of Film Censors shall be exhibited in the premises without the express consent of the Council during the time that any child under, or appearing to be under, the age of 16 years is therein. Provided that this condition shall not apply in the case of any child who is accompanied by a parent or bona-fide adult guardian of such child.

The additional conditions of 1923 have since been adopted by a substantial number of licensing authorities; and even where independent authorities have preferred not expressly to adopt conditions in this form, it is common for them to conform in practice to the standard set by the Board. In this way the authority of the Board has been considerably strengthened and it has been possible to attain throughout the country an approximate uniformity based on the standard set by the Board.

*Note.* — It should be noted that this memorandum, so far as it relates to the functions of the licensing authorities, refers only to England and Wales.

**United States of America.** — Unofficial censorship: In the United States there are two bodies which unofficially censor cinematograph films, but neither makes any distinction between films which may be shown to children and films which are regarded as suitable only for adults.

1. *The National Board of Review.* — The National Board of Review was organised in 1909 by the People's Institute of New York City, under the name of the National Board of Censorship of Moving Pictures, to censor all pictures before being shown in New York City. Since that date, the name has been changed, and the board's activities have grown to include an unofficial censorship of approximately 98 per cent of all pictures made in the United States. The board is composed of some 250 voluntary reviewers chosen from among the civic and social organisations in and near New York City. Five to 15 of these reviewers see each picture in the projection room of the

producers and distributors before national distribution of the films. If the picture is satisfactory, the seal of the National Board and the statement "Passed and approved by the National Board of Review" is stamped on the films. The National Board withholds its approval if it thinks eliminations or changes are necessary.

2. *The Picture-Producing Companies.* — The Organisation of Motion-Picture Producers and Distributors—a voluntary association—was formed in 1922 with a membership of nine companies, and, in April 1925, had a membership of twenty-two companies, including the most important in the United States. Producers and distributors are opposed to legal censorship, and have undertaken, through this organisation, to prevent the production of offensive films. In a resolution adopted February 26th, 1924, they agreed "to prevent the prevalent type of play from becoming the prevalent type of picture; to exercise every possible care that only books or plays which are of the right type are used for screen presentation; to avoid picturisation of books or plays which can be produced only after such changes as to leave the producer subject to a charge of deception; to avoid using titles which are indicative of a kind of picture which could not be produced or by their suggestiveness seek to obtain attendance by deception—a thing equally reprehensible; and to prevent misleading, salacious or dishonest advertising".

To make this effective, it was agreed that, when the scenarial department of a company was offered the picture rights of a book or play which did not meet these provisions, it should decline to picturise the book or play and would notify the National Office of its rejection. If the rejection were confirmed by this office, a statement thereof would be forwarded to the other members.

Of the success of this scheme, Mr. Will Hays, president, says: "During the year just passed, the plan . . . has resulted in more than 100 books and plays—including some of the 'best sellers' and stage successes—being kept from the screen because our members believed them unsuitable for picturisation. There have not been more than half a dozen disputed instances."

*Advance information as to pictures.* — Advance information as to the character of films has been one of the problems which parents have found difficult to solve. Under the laws of Maryland, New York and Virginia, the Boards of Censors are required to prepare lists of pictures suitable for children, to be available on request. The National Board of Review, through a National Committee for Better Films, has undertaken in this way to serve the whole country with information about all kinds of pictures. Its work includes the rating of pictures and the publication of bulletins giving synopses of pictures approved by it, classifying them as suitable for general audiences and family audiences, including boys and girls of high-school age; and for nature audiences. This Committee has branches and co-operating associations in many parts of the United States.

Lists of good pictures are also prepared by some local boards of censorship, and many committees of women's organisations and child-protective agencies have tried to disseminate information as to better pictures. Some of these committees report desire on the part of local exhibitors to co-operate in showing the better grade of pictures, but that this is rendered difficult because of the method of distributing known as block-booking, whereby an exhibitor accepts an entire block or blocks of pictures of a producer-distributor and does not make his own selection.

Reviews of important new productions are now regularly carried by the newspapers.

The National Picture Producers and Distributors are advocating special performances of specially chosen programmes for children, and, in this connection, have prepared a collection of 52 such programmes, including educational and historical films, dramas and comedies of a wholesome type, chosen for their attractiveness and value to youthful audiences.

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LIST OF DOCUMENTS KEPT IN THE SECRETARIAT.

The following documents are kept in the archives of the Secretariat of the League of Nations and can be consulted there by the members and assessors of the Child Welfare Committee. (The documents marked ≠ exist in English and French; the others exist only in the original language.)

*Australia.* — Customs (Cinematograph Film) Regulations. Statutory Rules, 1926, No. 119.

*Victoria.* — Censorship of Films Act, 1926.

*Belgium.* — A Law to prohibit minors who have not reached the age of 16 attending cinema exhibitions. September 1st, 1920. ≠

A Royal Ordinance relating to the Organisation and Powers of the Cinema Film Control Commission, May 11th, 1922. ≠

*Canada.* — *British Columbia.* — An Act to regulate theatres and cinematographs (Moving Pictures Act), 1914.

Regulations governing the operation of moving-picture theatres.

*Manitoba.* — An Act to amend and consolidate the law respecting the regulation and taxation of public amusements (Amusements Act), 1913.

*New Brunswick.* — The Theatres, Cinematographs and Amusement Act of 1926.  
Regulations for moving-picture machines, 1912.

*Novia Scotia.* — The Theatres, Cinematographs and Amusement Act and Regulations thereunder (consolidated 1922).

*Ontario.* — An Act to regulate theatres and cinematographs (passed April 20th, 1912). An Act to amend the Theatres and Cinematographs Act (passed April 26th, 1918).

*Quebec.* — *Chapter 174:* An Act respecting exhibitions of moving pictures. ≠

*Saskatchewan.* — The Theatres and Cinematographs Act.

Censor Board Regulations and the Amusements Tax Act and Rules and Regulations thereunder (1916).

*Danzig (Free City of).* — Law on the Cinematograph, December 1st, 1925<sup>1</sup>.

*Denmark.* — Law concerning the operation of cinematographic theatres, dated March 17th, 1922.

Proclamation concerning the censorship of cinematograph films throughout the country (Ministry of Justice, July 5th, 1913).

*Ecuador.* — Decree No. 19, of February 15th, 1927.

*Estonia.* — Compulsory Regulation No. 9, issued by the Ministry of the Interior, dated May 8th, 1925 (Official Journal, No. 77-78). ≠

*Finland.* — Law on the amendments in the Entertainments Surtax. Helsingfors, December 28th, 1926.

*France.* — Decree of July 25th, 1919, by the President of the Republic. ≠

*French Protectorate.* — *Tunis.* — Municipal Decree of May 8th, 1916. ≠

*Germany.* — Law on cinema performances, dated May 12th, 1920. ≠

Law, dated July 31st, 1925, modifying the Law on the employment of child labour in industrial enterprises, dated March 30th, 1903. ≠

*Great Britain.* — Cinematograph Act of 1909: regulations made thereunder by the Secretary of State for the Home Department.

*Hungary.* — Extract from Regulation No. 255,000/1924/B/N, of the Ministry of the Interior. ≠

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<sup>1</sup> This text exists in French and German.

**Irish Free State.**— An Act to provide for the official censoring of cinematograph pictures and for other matters connected therewith, July 16th, 1923.

An Act to provide for the control of pictorial advertisements of cinematograph pictures and, for that and other purposes, to amend the Censorship of Films Act (1923), June 27th, 1925.

**Italy.** — Regulations for the Government censorship of cinematographic films, with subsequent amendments. Royal Decrees Nos. 3287 (September 24th, 1923) and 1682 (September 18th, 1924). Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare. Royal Decree No. 718 of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children. ≠

**Japan**<sup>1</sup>. — Control exercised by the Ministry of the Interior: Extract from the regulations on the censorship of films:

1. Decree of the Ministry of the Interior, No. 10 (promulgated on May 26th, 1925).
2. Extract from the regulations regarding the control of theatrical and cinematograph performances in the Department of Tokushima.
3. Extract from the regulations of the Department of Ehime.
4. Extract from the regulations of the Department of Hiogo.
5. Extract from the Order of the Tokio Prefect of Police.

Control exercised by the Ministry of Education: Decree and regulations regarding the censorship of films and lantern slides by the Ministry of Education (promulgated on October 10th, 1912); By-laws regarding the admission to cinemas of pupils attending elementary and secondary schools:

1. Regulations in the Department of Miye.
2. Instructions issued by the Prefect of Gifu to under-prefects, mayors and chiefs of police.
3. Extract from the Regulations of the Department of Yamagata.
4. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Akita.
5. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Fukui.
6. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Shimane.

**Japanese Colonies.** — *Formosa.* — Collection of regulations<sup>2</sup> regarding the censorship of cinematograph films:

1. Regulations for the censorship of cinematograph films (Decree No. 12 of the Department of Taihoku, promulgated in August 1925).
2. Order regarding the control of theatrical and cinematograph performances (transmitted in March 1916 to prefects by the Chief of the Formosa Police).
3. Order regarding the censorship of cinematograph films (transmitted in January 1918 to prefects by the Formosa Chief of Police).

**Latvia.** — Extract from the regulations on cinematographs, published in the *Valdibas Vestnesis*, No. 11, of January 14th, 1924.

Extract of the law on cinematographs, promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 1, of February 15th, 1926.

**Luxemburg (Grand-Duchy of).** — Law of June 13th, 1922, providing for the supervision of public cinematograph halls and entertainments. ≠

Grand-Ducal Decree of June 16th, 1922. ≠

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances. ≠

**Netherlands Colonies.** — *Netherlands East Indies.* — Film Ordinances (September 1925). *Official Law Gazette* of the Netherlands East Indies for 1925, Nos. 477 and 478.

Amendment to the Film Ordinance of 1925, *Official Law Gazette* of the Netherlands East Indies for 1926, No. 7.

**New Zealand.** — An Act to provide for the censoring of cinematographic films, August 7th, 1916.

**Nicaragua.** — Regulations governing theatres, public entertainments and cinematographs, dated August 8th, 1927.

<sup>1</sup> Documents relating to Japan exist only in French.

<sup>2</sup> These texts exist in French only.



Norway. — Act No. 4, of July 25th, 1913, concerning the public exhibition of films, including supplementary Act of June 3rd, 1921 (Sections 8 and 9). ≠

Royal Decree of September 12th, 1913 (completed by the Royal Decree of November 6th, 1920, and July 2nd, 1921), by which the Ministry of Justice and Police is authorised, pursuant to the Act of July 25th, 1913, to give dispensation from the provisions of Articles 1 and 6 of said Act and by which the Rules and Regulations for the State Film Control are established. ≠

Peru. — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925.

Salvador. — Circular letter to the fourteen Governors of Political Departments of October 21st, 1925. ≠

Regulations governing theatres, cinematographs, circuses and other public entertainments. Decree of the Ministry of the Interior, published in the *Diario Oficial*, No. 33, of February 8th, 1924.

Spain. — A Royal Decree for the Regulation of Cinematographic Representation and Public Entertainments, November 27th, 1912. ≠

A Royal Decree dealing with the provisions set forth November 27th, 1912, relating to cinematograph exhibitions and public performances, December 31st, 1913. ≠

Sweden. — Royal Decree of June 22nd, 1911, concerning Cinema Exhibitions. ≠

A Royal Decree of June 22nd, 1911, amended on December 31st, 1913; on October 23rd, 1914; on November 9th, 1917; and on April 15th, 1921, concerning the Control of Cinema Films. ≠

Union of South Africa. — *Cape Colony*. — The Cape Ordinance No. 21 of 1917, entitled Cinema Films Ordinance, 1917, and the regulations framed thereunder<sup>1</sup>.

*Orange Free State*. — The Orange Free State Ordinance No. 3 of 1916, entitled Inspection of Pictures Ordinance 1916, and the regulations framed thereunder<sup>1</sup>.

*Transvaal*. — Ordinance No. 1 of 1920, entitled the Public Entertainments Ordinance 1920.

United States of America. — The Code of Laws of the United States of America, 1926, Title 10, Chapter 32. — Uniform of Army.

*Idem*, Title 18, Section 396, Criminal Code, Section 245 amended.

*Idem*, Title 18, Section 405, Prize-fight films.

*Idem*, Title 19, Section 122, paragraph 1453.

*Connecticut*. — Public Acts 1925, Chapter 177, p. 3946, H. B. No. 1079: "An Act providing for the imposition of a tax on films from which motion pictures are to be exhibited within the State", approved June 14th, 1925.

*Florida*. — "An Act to Regulate the Exhibition of Motion Pictures in the State of Florida, providing for the appointment of members of the National Board of Review, and providing penalties for the violation of this Act", approved June 14th, 1921.

*Kansas*. — Chapter 308, concerning "motion-picture films or reels, and the censoring of same for public exhibition", approved March 9th, 1917, published in *Official State Paper* of March 31st, 1917.

Law of 1925, Chapter 196, relating to the examination of films and advertisements.

House Bill No. 411.

An Act to amend Sections 51 to 103 of the Revised Statutes of Kansas for 1923 and repealing said original sections.

*Maryland*. — "Maryland State Board of Motion-Picture Censors", 1922 Act, Chapter 390, approved April 13th, 1922. Rules adopted by the Maryland State Board of Motion-Picture Censors in pursuance of Section 16 of the 1922 Act, Chapter 390.

*New York*. — "Motion Picture Commission of the State of New York", Chapter 715: "An Act to regulate the exhibition of motion pictures, creating a commission therefor, and making an appropriation therefor", became a law on May 14th, 1921, with the approval of the Governor; passed, three-fifths being present.

*Ohio*. — Laws regulating the censorship and exhibition of motion pictures in Ohio, as amended, effective August 27th, 1915.

*Pennsylvania*. — "Pennsylvania State Board of Censors (of Motion Pictures): Rules and Standards", No. 239: "An Act relating to motion-picture films, reels or stereopticon views or slides, providing a system of examination, approval and regulation thereof, and of the banners, posters and other like advertising matter used in connection therewith; creating the Board of Censors; and providing penalties for the violation of this Act."

<sup>1</sup> This text exists in English and Dutch.

*Virginia.* — “ Virginia State Board of Censors: Censorship Law 1923 ”; Chapter 257: “ An Act to regulate motion-picture films and reels; providing a system of examination, approval and regulation thereof, and of the banners, posters and other like advertising matter used in connection therewith; creating the board of censors; and providing penalties for the violation of this Act ” approved March 15th, 1922 (as amended by Act of Assembly 1923, approved March 21st, 1923).

*Uruguay.* — Decree concerning child welfare, and supplementary provisions, November 18th, 1921. ≠

Order making previous censorship compulsory, May 5th, 1922. ≠

*Venezuela.* — Decree of the Federal District Government establishing the Board for the Preliminary Censorship of Cinematograph Films, published in *Municipal Gazette*, No. 3,136, August 16th, 1924.

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Geneva, February 7th, 1928.

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR  
THE PROTECTION AND WELFARE OF CHILDREN  
AND YOUNG PEOPLE.

CHILD WELFARE COMMITTEE.

Fourth Session, March 19th, 1928.

Protection of Blind Children.

At its third session, the Child Welfare Committee, having noted the interesting report submitted by M. Martin on Blind Children in France, decided to keep the question on its agenda. With a view to completing the information at its disposal, the Committee expressed a desire to receive, before the next session, similar reports from members and assessors, and also from any specialised associations which the Secretariat might approach with this object.

The members of the Committee were asked to submit information on the problem of blind children under the following headings:

1. Statistics and Causes.
2. Assistance to Blind Children.
3. Education of Blind Children.
4. Training of Blind Children and the Occupations for which they are suited.

The Committee stated, further, that it would be glad to receive any information which the International Labour Office might be able to furnish on the fourth paragraph.

In application of this recommendation, the Secretariat forwarded to all the members and assessors, and to certain specialised associations, a request for information on the lines indicated by the Committee.

The present document contains the replies received by the Secretariat from the Governments of Belgium, Denmark, Germany, Japan and Roumania.

**Belgium.**

BLINDNESS IN BELGIUM.

I. STATISTICS AND CAUSES.

[Translation.]

The latest statistics are dated December 31st, 1926.  
They contain the following particulars:

*Number of Blind Persons of All Ages.*

Province	Males	Females	Total
Antwerp . . . . .	185	128	313
Brabant . . . . .	277	227	504
Western Flanders . . . . .	226	142	368
Eastern Flanders . . . . .	168	113	281
Hainault . . . . .	386	239	625
Liège . . . . .	215	160	375
Limburg . . . . .	83	55	138
Luxemburg . . . . .	30	17	47
Namur . . . . .	88	47	135
Total . . . . .	1,658	1,128	2,786

One point calls for special mention : blindness is much more frequent among males than among females.<sup>1</sup> The first thought that suggests itself is that this may be due to accidents causing loss of sight, men being more liable to accident than women, owing to their work. This reason — for it is one — is far from explaining the situation in question, since :

(a) Among deaf-mutes also, the numbers for men are much higher than for women, while the number of accidents resulting in deafness is very low ;

(b) In the case of the blind themselves, the difference is found in the children attending our special schools. On June 1st, 1927, of the 403 blind pupils in our institutes, 157 were girls and 246 boys. Considering these numbers in relation to the statistics for the total number of blind persons, we find :

Pupils attending our schools :	Girls,	$\frac{157}{403}$	or 39 %	
	Boys,	$\frac{246}{403}$	or 61 %	
Total number of blind persons :	Females	$\frac{1,128}{2,786}$	or 40 %	
	Males,	$\frac{1,658}{2,786}$	or 60 %	

Thus the proportion (we have given round figures) is practically the same for both series of statistics. We have repeatedly called attention to this point in various special reviews. It would be interesting to know whether this peculiarity is observed in other countries.

A further point is deserving of attention : there has been a considerable reduction since 1914 in the number of blind pupils in our special institutes. The figures are as follows :

1914	. . . . .	521 pupils
1919	. . . . .	470 : —51
1920	. . . . .	443 : —27
1921	. . . . .	424 : —19
1922	. . . . .	424
1923	. . . . .	422 : — 2
1924	. . . . .	426 : + 4
1925	. . . . .	405 : —21
1926	. . . . .	410 : + 5
1927	. . . . .	403 : — 7

There has thus been a reduction of 118 (521—403), *i.e.*, 22 1/2 per cent, in the number of blind persons in our establishments.

The drop in the numbers attending our schools, which is *much greater* than in the ordinary schools, may be due, at all events to a certain extent, to the following causes :

- (a) The rapid development, both during and since the war, of ideas of hygiene and puericulture ;
- (b) The effect produced by infant clinics and other similar bodies ;
- (c) The effects produced by anti-venereal leagues, leagues for mental hygiene, etc. ;
- (d) More than anything, the oft-repeated recommendation to treat the eyes of *all* new-born children with silver nitrate drops has, in many cases, preserved the sight of children who but for this precaution might have become blind.

We have no special remarks as regards the causes of blindness, which are the same as in the adjacent countries. There is, however, one particular circumstance due to the war : we have received in our institutes children of 8, 10 and 14 years who were blinded by shell explosions, which wrought such havoc after the invasion among the civil population ; one establishment alone received as many as fourteen of these cases. This circumstance may be regarded as having increased the total number of blind persons, while other circumstances have tended to reduce it.

<sup>1</sup> This is the case in *every* province, so that this feature seems to apply to the *whole* of Belgium.

## II. ASSISTANCE TO BLIND CHILDREN.

The *Moniteur* of October 14th, 1920, contains the text of the Law concerning the Common Fund, from which we give the following extracts :

“ *Article 1.* — Article 16 of the Law of November 27th, 1891, as amended by the Law of June 30th, 1896, contains the following provisions :

“ ‘ The Common Fund constituted in accordance with the provisions of Article 17 of the present Law shall bear one-half of : the cost of the maintenance and education of indigent . . . blind persons, placed in special institutes for educational purposes ; one-quarter of the balance of such costs shall be borne by the province and the remaining three-quarters by the State. ’

“ *Article 2.* — Paragraph 4 of Article 19 of the Law of November 27th, 1891, shall be replaced by the following provisions :

“ ‘ There shall be set up in every province an Administrative Commission consisting of five members. Two of these members shall be appointed by the Minister of Justice, two by the Permanent Deputation of the Provincial Council and one by the Assembly of Burgomasters and Aldermen of the provincial capital.

“ ‘ The Commission shall give an opinion concerning the application of the provisions of Article 16 and shall organise a system of permanent supervision in regard to the conditions for the maintenance and employment of the Common Fund.

“ ‘ . . . In the case of a . . . blind child, it shall satisfy itself, by means of enquiry and, if necessary, expert report, that the indigent person is in a condition to profit by the education given in the institute. It shall see that indigent persons are not allowed to remain in the institutes beyond the time necessary for their education.

“ ‘ It shall, if necessary, appoint one of its members to inspect the . . . indigent persons received in the institute and to report any cases of abuse or fraud.

“ ‘ It shall submit its proposals to the Permanent Deputation of the Provincial Council. The latter shall take a decision — appeal therefrom may be made to the King — after having, if necessary, itself undertaken or caused the Commission to undertake such additional investigations as it may deem necessary.

“ ‘ The organisation of the Provincial Administrative Commission shall be fixed by Royal Decree. ’

“ *Article 3.* — Paragraph 2 of Article 29 of the Law of November 27th, 1891, shall be amended as follows :

“ ‘ The share devolving upon the province and the Common Fund of the cost of the maintenance, education and treatment of . . . blind children . . . repatriated at the instance of the Government shall be borne by the province in which the commune is situated where the said children have their domicile for purposes of relief, and the Provincial Common Fund. If they have no domicile for purposes of relief in Belgium, this proportion of the expenditure shall be divided between all the provinces and their Common Funds<sup>1</sup>. ’ ”

Having quoted the actual Law, we might now proceed to define certain special terms :

“ The Common Fund is a fund constituted, in each province, by payments from the communes, for the purpose of assisting certain classes of indigent persons ” (HENRARD, *Le fonds commun et les assistances spéciales*, p. 2).

These “ payments are proportionate to the size of the place ” (*idem*, p. 3).

The domicile of an indigent person for purposes of relief is determined according to the following rules :

“ 1. A person who has passed his majority by not less than three years is domiciled, for purposes of relief, in the commune in which he lived last for a period of three years after attaining his majority.

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<sup>1</sup> *Vide*, for purposes of reference, *Law of June 14th, 1920. . . : Preparatory Studies*, annotated by H. Henrard, Director at the Ministry of Justice.

“ 2. A person who has not lived in any commune of the Kingdom for three years after attaining his majority has his domicile, for purposes of relief, in the commune in which he was born, or rather in the commune in which his father in the case of a legitimate child, or his mother in the case of an illegitimate child, was living at the time of his birth.

“ It is understood that if, after the child's birth and while it was still a minor, the parents left the place which they inhabited at time of the birth and lived for three years in another place, the latter place shall, when the child attains his majority, be substituted as domicile for purposes of relief for the place inhabited by his parents at the time of his birth.

“ 3. During his minority, the child's only domicile for purposes of relief shall be that of his father or his mother, according to whether he is legitimate or illegitimate.

“ 4. The domicile of a married woman for purposes of relief shall be that of her husband ” (HENRARD, *op. cit.*, p. 3).

We trust that the above details will be sufficient to give an idea of the manner in which assistance to the blind is regulated in Belgium.

### III. EDUCATION OF THE BLIND.

The education of the blind obviously differs from that of their fellow-creatures, but it may be stated at once that it is by no means entirely different. True, a blind person, being deprived of one particularly important sense, is obliged to learn *certain things* in a different way from a normal person, but at the same time the blind, like those who see, possess one sense: that of hearing, which enables them to acquire speech in the ordinary way and thus plays an extremely important part in the intellectual and moral education of the individual.

There is a further point, arising to some extent out of the one just mentioned: breaking with the tradition of the past, the teacher of the blind now concerns himself with what is being done in other branches of education. More than twenty years ago, we said and wrote: “ All branches of education are interdependent. The work of education is one and undivided. There are degrees and varying modes of application, but the essential principles of education are applicable throughout to all children without exception. Everyone can profit by the experience obtained by others in a sphere which is not his own . . . ” (*Acquisition du langage par l'enfant*, 3rd edition, 1909).

Having offered these preliminary remarks, is it necessary to explain the special features of blind teaching? We think not, for this would simply be a repetition of what is already to be found in special publications. Moreover, the question of blind education appears to us far too vast; we think that, if a definite question were asked concerning some special pedagogic point, it would be interesting to read the replies received from teachers in different countries, and we might perhaps be able to suggest original ideas in regard to details of method, intuitive factors, the distance between Braille points, etc.

All that we have said so far applies solely to instruction; education, however, also includes moral training. To consider this simply in its main lines would be to deal in common-places. To treat it exhaustively would fill a volume. What special point, then, can we choose? Again we are forced to the conclusion we reached in the preceding paragraph.

### IV. VOCATIONAL TRAINING AND VOCATIONAL GUIDANCE OF BLIND CHILDREN.

The question of the vocational guidance of all the children under the supervision of the Ministry of Justice (blind, deaf-mutes, abnormal, cripples) is one in which we are keenly interested, although vocational guidance, whether viewed as a science or an art, is still far from perfect. In the case of the blind, one fact simplifies the question considerably: the number of trades open to them is very limited in Belgium. Music is generally regarded as offering the principal means whereby a blind person may become entirely self-supporting; the other trades (mentioned elsewhere) are taught to pupils who have no gift for music.

Accordingly, to begin with, music is taught to all blind persons, and the Permanent Advisory Committee for improving the Lot of the Blind (Pedagogic Section), which has its headquarters at the Ministry of Justice, passed a whole series of recommendations, declaring, *inter alia*, that it is a mistake to abandon musical instruction too soon when a child appears to have no aptitude and to devote attention only to particularly gifted children.

There is another matter in which we are keenly interested, an enquiry carried out into the question having resulted in the following data: 65 per cent of the blind males and 49 per cent of the blind females support themselves entirely by their earnings; 12 per cent of the males and 19 per cent of the females are entirely dependent on their families or on the community. We feel it essential to remedy this deplorable situation, especially among females, but have to admit that our first attempt did not prove successful. The Commission for Abnormal

Children arranged with a big chocolate firm for a number of blind children to be trained in sweet-packing in one of our institutes; arrangements were made for some ten girls to be employed in this work under the direction of a non-blind forewoman. On leaving the establishment, not one of them applied!

Our general report to the Minister of Justice in July 1927 contains various sections dealing with questions of vocational training and other subjects which we think might interest the Social Section of the League of Nations. We have summarised the essential features and published them in the form of an article in the *Enfance Anormale* of October last (*vide* "Enquêtes scolaires").

(Signed) HERLIN,  
Secretary.

(Signed) Henry DOM,  
President of the Permanent Advisory  
Committee for Improving the  
Lot of the Blind.

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### Denmark.

#### BLIND CHILDREN IN DENMARK.

[Translation.]

On the last ten-yearly census taking place, in 1921, the population of Denmark numbered 3,267,622 persons. Of these, 1,496 were blind (766 men and 730 women), 307 (180 boys and 127 girls) being under 20 years of age.

At the Refsnaes Preparatory School and the Royal Institute for the Blind in Copenhagen, the two school institutions for the blind, there were 184 children and young people of both sexes.

#### CAUSES OF BLINDNESS.

On the subject of causes of blindness in children, Dr. Gordon Norrie, who has occupied the position of ophthalmic surgeon at the Royal Institute for the Blind for a period of twenty-five years, submits the following material.

In the course of the last twenty-five years, the institutes for the blind in Denmark have received in all 578 children (348 boys and 230 girls), *i.e.* 60 per cent boys and 40 per cent girls, whereas the proportion between boys and girls in the population at the ages of from 5 and 15 years is about 50.5 per cent boys against 49.5 per cent girls.

The number of illegitimate children is rather great, and this is due partly to the comparatively many cases of blindness originating from blennorrhœa neonatorum in children born out of wedlock, and partly to there being comparatively many cases of blindness due to xerophthalmia among illegitimate children. The first is easily explainable in that the unmarried mothers are more exposed to gonorrhœa than the married mothers, and the second by the fact that illegitimate children are, as a rule, foster-children, who are often poorly attended to on account of the mother not being able to pay for good nursing.

*The congenital diseases which give rise to blindness were found in almost one-third of all blind patients, viz., in 184 (105 boys and 79 girls).*

As far as the more important congenital causes of blindness are concerned, *viz.* *buphthalmus* (in all 32 children, 19 boys and 13 girls) and *microphthalmus* (in all 35 children, 17 boys and 18 girls), heredity plays no part, as there was not found one single instance of two cases in the same family, and, moreover, the enquiries made gave the result that 36 of these children had together 203 brothers and sisters who all had their sight.

With regard to *complete atrophy of the eyes*, which is very rare, heredity plays a rather important role, and, further, it seems as if this disease appears only in boys. Heredity plays a very great part with regard to *retinitis pigmentosa* and *cataracta stratiformis*, it having been possible in the case of one family to trace the disease back some 130 years. Of these diseases, 32 children (20 boys and 12 girls) were found to have retinitis pigmentosa, and cataracta stratiformis was found in 41 children (27 boys and 14 girls).

*Syphilis* is transmitted in quite another way from mother to child. This disease, however, does not play so important a role with regard to blindness in children as is generally assumed. Only 16 children (6 boys and 10 girls) are concerned.

To these come perhaps some few cases of *atrophia optica* and of *iridocyclitis*, but these figures cannot be substantiated.

*The diseases occurring after birth which cause blindness were found in two-thirds of the total number, but these again fall into large groups.*

*Destruction of the cornea.* — This was found in 187 children (103 boys and 84 girls), or, in other words, in slightly over one-third of the total number of blind children.

The causes of the destruction of the cornea may again be divided into several groups.

*Blennorrhœa neonatorum.* — This disease, which is due to infection with gonorrhœal pus, generally immediately after or during birth, has always played a very great part, and

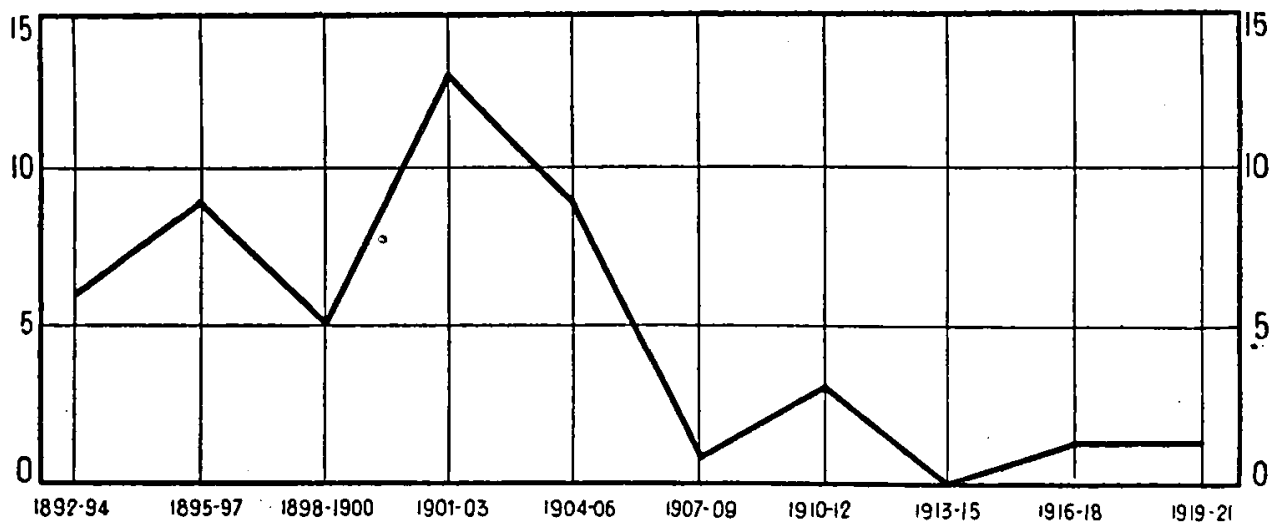
there are countries where it is considered the most important cause of blindness. It is generally reckoned that about 20 per cent or more of all blind children have lost their sight through this disease. Formerly this was also the case in Denmark, but from the autumn of 1900 it was possible, after I had worked for it during fifteen years, to have it made obligatory that midwives should instil a solution of silver nitrate into the eyes of every child immediately after birth — the so-called Crede's method. However, in this country a 2 per cent solution is not used, but, as a result of Professor K.K.K. Lundsgaard's investigations, a solution of 1/150. Thanks to the excellent staff of midwives in Denmark, the adoption of this method has given a result which could not be better, as will appear from the following.

The number of children whose blindness was due to blennorrhœa neonatorum is 49 (28 boys and 21 girls). Of these, 18 (12 boys and 6 girls) were illegitimate children.

Grouping the children according to their year of birth, which in this case will also be the year in which blindness occurred, and showing these in three-year period groups, we get :

	Boys	Girls	Total
1889-91 . . . . .	—	1	1
1892-94 . . . . .	5	1	6
1895-97 . . . . .	4	5	9
1898-1900 . . . . .	1	4	5
1901-03 . . . . .	8	5	13
1904-06 . . . . .	6	3	9
1907-09 . . . . .	—	1	1
1910-12 . . . . .	2	1	3
1913-15 . . . . .	—	—	—
1916-18 . . . . .	1	—	1
1919-21 . . . . .	1	—	1
	28	21	49

*Blennorrhœa neonatorum*



It might be expected that several years would elapse before the midwives had become so accustomed to dripping the eyes of newborn children that they never forgot to do this, and it also proves that, of the children born during the period 1901-03, there are even many blind owing to their eyes not having been dripped; but during the following three years the number declines very considerably, and since 1912 there have so far only been two cases at the institute of children blind from blennorrhœa neonatorum.

There are, however, ten children with regard to whom one cannot with certainty exclude the possibility of eye inflammation at birth. Of these, only one girl is an illegitimate child. These ten children were born respectively in the following ten years: 1890, 1893, 1895, 1897, 1901, 1907, 1909, 1913, 1914 and 1915, and even when including these we only get three cases during the period 1913-15.

The large number of illegitimate children is not surprising, as the disease is gonorrhœa.

*Scrofulosis* as a cause of destruction of the cornea is seldom met with nowadays. It has only been given as the cause of blindness in 13 children (7 boys and 6 girls), none of which cases has occurred in children born after 1912.

Attention is called to the fact that what is generally termed scrofulous eye disease, the often-recurring phlyctenular keratitis, which seldom leads to blindness but often to weak sight, often accompanied by sores in the face and in the skin of the head and also by glandular swelling, has as a rule nothing to do with scrofulosis but is due to lice, *pediculi capitis*. When the latter are got rid of, the disease quickly disappears, but returns with the lice.

As far as a large number of children are concerned, in all 88 (50 boys and 38 girls), the destruction of the cornea has taken place during the first couple of years of the child's life, *i.e.*, from the age of about 2 months to 2 years, but seldom at a higher age. In the great majority of these cases the basic disease has been *xerophthalmia*, which is due to the lack of A vitamins.



Most of these cases occurred during the great war, when the food conditions were unsatisfactory and nourishment consequently poor. It is particularly the lack of whole milk which is the cause of the disease. Of late years, the disease has been on the decline, after the attention of the medical men and the people themselves had been directed to it.

In all probability it is also xerophthalmia which causes blindness in the course of serious *infectious diseases*, and this has been the case with 26 children (13 boys and 13 girls). The attention of the practising physicians ought therefore to be directed to the necessity of the children receiving whole milk during serious infectious diseases. It is a relatively small amount that is required in order to prevent xerophthalmia.

*Iridocyclitis* — inflammation in the iris and its environs — is given as the cause of blindness in 32 children (17 boys and 15 girls). In the majority of cases, this disease is due to tuberculosis or syphilis, most frequently tuberculosis, as the syphilitical inflammation, which is rather frequent, does not, as a rule, leave permanent blindness.

A very large group is formed by *atrophy of the optic nerve*, this being the cause of blindness in 138 children (93 boys and 45 girls), that is to say, about one-fourth of all the children are blind from this cause. It can be easily recognised by the oculist, but it is very difficult to substantiate the reason for it. A very important factor is the premature ossification of the skull, but the strange thing about it is that, whereas this disease was only found in 2 girls, it was found in no less than 25 boys. In 16 boys and 9 girls the atrophy was stated to be congenital not seldom hereditary, and in some 10 cases there was a tumor cerebri, as far as it was possible to judge. Meningitis had caused blindness in 37 children (23 boys and 14 girls). In most of the other cases it was not possible to determine the cause, and in 30 children (17 boys and 13 girls) it was especially stated that the sight had gradually decreased without there being any other symptoms.

Finally, *lesions* were the cause of blindness in 26 children (22 boys and 4 girls). In 23 of these, blindness was due to ophthalmia sympathica. This can be avoided by the injured eye being removed in time.

*Trachoma* is very seldom in Denmark, being generally imported, and there has not been a single case of blindness from this disease during the last twenty-five years.

*Variola*, smallpox, is also very seldom in Denmark as vaccination has been obligatory since 1810. There has not been a case of blindness from variola during the last fifty years or more.

In the future, there ought to be only two large groups representing causes of blindness, viz., congenital diseases and optic atrophy, whereas the group which at present is the most prominent, viz., the destruction of the cornea, ought to be reduced very considerably. In course of the next twenty-five years, the picture ought to be entirely changed and the number of blind children very considerably reduced.

#### CARE OF BLIND CHILDREN.

In reply to points 2, 3 and 4 of the Committee's questionnaire, the following report has been prepared by the directors of the two State institutions for the blind: M. L. Rützou, Principal of the Royal Preparatory School for the Blind at Refsnaes, together with M. O. Rüstenberg, Principal of the Royal Institute for the Blind at Copenhagen.

##### (a) *Public Care of the Blind.*

In Denmark, the education of the blind, by which is understood school instruction and artisan training, devolves upon the State. This obligation was undertaken by the State as far back as in the year 1858, and a subsequent Act of March 31st, 1926, relative to the instruction of blind children determines that every blind child shall receive instruction.

As will appear from the Act of March 31st, 1926, attendance at the Institute is not compulsory. The home may arrange for the instruction of the child to take place outside the Institute, but the child *must receive instruction and training* which is subject to the approval of the local school authorities; an appeal against the ruling of the latter may be made to the Ministry. Thus the home is not deprived by law of the right to attend to the instruction and education of the child, provided the conditions are such that this can be done in a proper manner.

The age for compulsory attendance at school is from 8 to 18 years, but the Act named provides that the child can be received at school already from its sixth year.

At the instance of the Ministry, report forms are issued every year through which the institutes receive information and thereby incur the obligation of looking after every blind child in the country.

A charge of Kr. 600 is paid to the State for the stay of a child at the institutes from its sixth to eighteenth year, which amount does not by far cover the expenses of the State per pupil. In the event of the home not being able to bear this expense itself, the municipal authorities shall defray the payment of such part thereof as the home cannot pay. If the child is received at the Children's Home (see later) before its sixth year, this may take place free of charge until its sixth year.

The State provides the pupils with full board, clothes, medical treatment, medicine, free conveyance to and from the home in the summer holiday and the Christmas holiday, schooling and handicraft training, and furnishes them on leaving the school with a complete outfit of clothes to last about three years. The handicraft pupils are fitted out with tools and the students of music with instruments. The tools and instruments are procured partly through the endowment funds of the institutes and partly by municipal grants.

The Ministry of Health is responsible for the administration of the institutes and all matters pertaining to the blind; the staff of the institutes are in the employ of the State and are entitled to pensions. The budgets of the institutes are granted under separate ordinary financial Acts.

The State solves the task undertaken by means of the following institutions and measures :

1. *The Children's Home at Refsnaes.* — Refsnaes lies out at the sea amidst particularly healthy and good rural conditions. For this reason there is also at Refsnaes a well-known sanatorium for children.

At the Children's Home, blind children are accepted who cannot receive attention and nursing in their own home. They can be accepted as babies and remain there until the age of 7 to 8 years, when they are transferred to the school.

Both the children in the Children's Home and in the school undergo coast sanatorium treatment, and this has to a high degree contributed to improve the state of health of the blind.

2. *The Royal Preparatory School for the Blind at Refsnaes.* — The Preparatory School for the Blind corresponds to the elementary school for children having their sight. The children remain here from their seventh to eighth year until the age of 11 to 12, when they are transferred to the Auxiliary School at Refsnaes or to the Royal Institute for the Blind at Copenhagen.

3. *The Auxiliary School for the Blind at Refsnaes.* — Here the weak-minded children from the Royal Preparatory School are received, and remain until the termination of the compulsory period of the Institute and are then in their eighteenth to nineteenth year. The female Auxiliary School pupils, on discharge from the school, can be transferred to:

4. *The Protection Home for Blind Women at Refsnaes.* — This home is intended for the female pupils of the Auxiliary School who cannot be received in their own homes or who cannot obtain at home the help and guidance during their work which, consequent upon their greatly reduced working capacity, is always necessary. At the Protection Home, the blind women may remain for the rest of their lives.

In the event of the homes of the girls not being able to pay the Kr. 600 annually, this is paid by the municipality.

A corresponding home for weak-minded males does not exist, as it is not considered possible to create the same satisfaction in a protection home for men, but the possibility is under consideration of establishing work-rooms in which these blind men can be given the necessary guidance and assistance.

5. *The Royal Institute for the Blind at Copenhagen.* — Here the pupils also remain until the end of the compulsory period at the age of 18 to 19. The school instruction proper terminates at the age of 16, and thereafter their handicraft training occupies practically the whole of their working time.

6. *Further Training after leaving the Institute.* — When the handicraft pupils leave the Institute at the age of 18 to 19 they are placed with independent artisans in different places in the country in order to undergo a further training. A sum of about Kr. 1,000 annually is paid for residence and instruction, and this extended training lasts about two years for brush-makers, three years for basket-makers and boot- and shoemakers, and about one year for piano-tuners.

The musicians also receive a further training after their discharge. From their ninth to tenth year they have received instruction in music at the Institute, and the further training as a rule takes place at the Institute, lasting some four to five years, terminating with the organist examination.

During their further training the young musicians are quartered in private homes. The cost of housing, lighting and heating is defrayed by the municipality, whereas the State allows those studying music gratis board and instruction.

7. *The State Printing Establishment and Library for the Blind.* — In connection with the Institute in Copenhagen the State has its own printing shop and library for the blind. Here the books of instruction, literature and music are printed. All the blind organists and other musicians are provided from here free of charge with everything they require of both printed and hand-written music.

8. *The Trade Depot of the Blind.* — This depot has been established by the co-operation of and grants from the State. It is a sales depot for the products of the blind : brushes and basket-ware, mattresses, woven goods and needlework done by women ; and it contributes to solving the difficult question as to the disposal of the goods produced by the blind.

9. *Invalidity Insurance.* — In Denmark, the fundamental view upon which all public care for the blind rests, and upon which all private help is rendered, is that the blind, by reason of their reduced working ability, their restricted field of activity, their lesser output consequent upon blindness, their special expenses for assistants in their trades, guides, etc., and their whole condition, for which they are not to blame, and which, in spite of all energy, perseverance and ability, makes it impossible for them to compete with those having their sight, have therefore a natural claim to special regard being taken to them on the part of the public authorities. The fundamental view is therefore not that they are unfortunates whom it is desired to be charitable towards, but persons who wish to become and can become useful citizens.

By the Act of February 25th, 1914, this fundamental view is established, as the Pauper Act, which was hitherto in force, was amended in such way that the assistance rendered to the blind must no longer be considered poor-relief.

The Law securing to the blind the right to support from public funds was finally passed in 1921 under the Invalidity Insurance Act, whereby all persons having lost their physical fitness — also the blind — whose working ability is reduced to one-third of the normal or less, are entitled to an annual grant of Kr. 800, or, if two such persons are married, Kr. 1,200.

These amounts have been reduced somewhat by an amendment of the Act, but at the same time provision has been made for the granting of municipal supplements making up the above-named figures. There is only a comparatively small number of blind persons who do not receive invalidity support.

#### (b) *Private Care of the Blind.*

The private care of the blind is carried on through the below-mentioned societies and homes, and forms an excellent contribution to the work done for the blind.

The "Danish Society of Blind" is a national organisation managed by the blind themselves and comprises the greater part of the blind persons in this country. The object of this society is to protect the interests of the blind and to negotiate with the State and municipal authorities in matters pertaining to the blind. The society owns a large building in Copenhagen, in which there is free dwelling for the blind. It publishes a periodical and books, and arranges sale exhibitions all over the country for the benefit of the blind and supports members through contributions collected.

The society Danmarks Binde (the Blind in Denmark), the board of which includes both blind members and those having their sight, is a relief society, which, moreover, undertakes the copying out and printing of literature.

The Society for promoting the Independence of the Blind, which is carried on by persons having their sight, runs workshops for blind workers and shops for the sale of the products of the blind. Moreover, it grants considerable sums for the securing of materials, defrays transportation expenses, and renders other assistance to the blind in their efforts to keep their heads up as independent citizens in the community.

The Home for Able-bodied Blind Women is, as the name indicates, a home for physically fit blind women who have not been in a position to establish a home of their own.

The Kaedens Arbejdshjem is likewise a home for able-bodied blind women.

The Elisabeth Staus Hvilehjem is a home for aged blind women who are no longer able-bodied.

The State makes yearly grants to all these societies and homes, with the exception of the last-named institution.

#### THE SCHOOL TRAINING OF BLIND CHILDREN.

The instruction of the blind child must naturally differ in many ways from ordinary school instruction, but it would seem that the blind child possesses greater possibilities for the development of other senses, and this possibility is exploited by the methods and means of instructions availed of. It is therefore possible for the normal blind child, by means of methodical instruction, to acquire a measure of knowledge corresponding to what the normal child receives in the ordinary public schools. This is what has been aimed at. The ingenious Braille system of sign-writing, the written language of the blind, created the possibility of achieving this purpose, though naturally it requires harder work on the part of the blind child and takes a longer time than for the normal child. The

knowledge acquired by the normal child in the public school will only have been obtained by the blind child at the age of 16, wherefore school instruction proper only terminates at this age. In addition to instruction in singing given to all pupils, over 20 per cent of the pupils receive instruction in music (piano, organ, violin and flute).

It is doubtless natural, in view of the different kinds of causes of blindness, that there is a comparatively large number of children who cannot follow the instruction; these children are transferred to the auxiliary schools, where instruction is given under due regard to the individual pupils.

The course of the school education of the normally developed blind child will be as follows :

If the child has been at the Children's Home for a long period, it will have received two years' kindergarten instruction.

Special weight is attached to the development of the hand of the blind child, the muscles of which as a rule are somewhat backward in development, and specially constructed apparatus are used for this purpose. Then follow four years of instruction, through four progressive classes, at the Preparatory School.

It has been mentioned that, up to the age of about 11 years, all the children receive a modified sanitary treatment, according to requirements. For those children who, without actually being ill, suffer from physical fatigue and weakness, and consequently cannot keep pace with the others, a class has been arranged where the work is lighter: the so-called sanitary class. They remain in this class one year and receive sixteen hours' instruction weekly, but otherwise spend their time in the open air and undergo rest and bath cures.

After the Preparatory School follow four years of instruction, in four progressive classes, at the Institute in Copenhagen, and, finally, some of the more capable pupils undergo, together with their handicraft training, an extension course of instruction in subjects such as Danish, political institutions and foreign languages.

In the foregoing, reference has exclusively been made to the instruction given to blind children, i.e., those either wholly blind or who with what sight they have are unable to follow other than instruction to the blind in such a manner that they can be taught the ordinary knowledge acquired at school. But, parallel with the instruction of the blind, runs also the instruction of the weak-sighted.

Both at the Preparatory School and at the Institute, special classes for the weak-sighted have been arranged, and also the municipal school authorities in Copenhagen have arranged similar classes. Endeavours are being made to reach a rational solution of the whole question of the schooling of the weak-sighted by the establishment of a special school for the weak-sighted.

#### THE HANDICRAFT TRAINING OF BLIND CHILDREN AND YOUNG PEOPLE.

There is only a limited number of handicrafts suitable as occupation for the blind, and these are : brush-making, basket-making, boot- and shoemaking, slipper-making, mattress-filling, bookbinding and piano-tuning for the male pupils; weaving for both males and females; hand knitting, machine knitting and needlework for the female pupils.

As will appear from what has already been stated, the pupils receive a preparatory handicraft training at the Institute in Copenhagen.

During the last school year, when the pupils are 15 years of age, the training in handicrafts commences, and this occupies practically the whole working time of the pupils during their last two years, and it is followed by the mentioned further training with independent masters at different places in the country. Only when the young artisans, at the age of 21, have concluded their training are they to attempt to procure occupation for themselves, but practically all of them will by then have received invalidity support. Through the different societies for the blind, or by assistance from the endowment funds of the Institute, means are then procured for their establishment, and by the activities of the sale depots they are procured the possibility of selling their products.

Not a few blind persons undergo a course of study in music. It is a comprehensive and thorough training, commencing at the age of 10 and, for the musicians proper, terminating only at the age of 22 to 23 by passing the organist examination. The latter is, with a few moderations, the same examination as that passed by normal organists. There are not a few blind organists who have obtained positions in the churches of the country, whilst others obtain a livelihood as piano-tuners and teachers of music.

The training in piano-tuning also takes place at the Institute, and terminates with a stay of one year at a piano factory for further training.

On the whole, it may be said that the blind trained in music manage better in life than the blind artisans, but the question of remunerative occupation continues also, in Denmark, to be the greatest and most difficult problem in connection with the blind.

Persons who have become blind at a later age are trained at the Institute or with private masters,

*Annex.*

AN ACT RELATING TO THE INSTRUCTION OF BLIND CHILDREN  
(No. 57, March 31st, 1926).

*Section 1.*

Every child who is blind or who, owing to defective sight, is unable to follow the instruction at the ordinary school for children, or at the special schools which have been or may be established for the weak-sighted, shall, from and with the school year commencing in the calendar year in which the child completes its eighth year, undergo compulsory schooling at the State Institute for the Blind or the Preparatory School for the Blind, unless, in the opinion of the local school authorities, the instruction of the child has been arranged for in some other satisfactory manner. In the event of dispute arising on this point, the matter will be decided by the Minister for Public Welfare. In the event of blindness in a child occurring or being substantiated at a later age but before the completion of its sixteenth year, such child shall at once be instructed to undergo schooling at one of the above-named institutions.

The further particulars respecting such notification will be fixed by the Minister for Public Welfare.

*Section 2.*

A child who, pursuant to Section 1, shall be instructed to undergo schooling for the blind during the calendar year in which it completes its eighth year may, however, on the demand of the parents or guardian of such child, be received by the Institute for the Blind or the Preparatory School for the Blind two years or one year earlier, at the commencement of a school year.

*Section 3.*

The compulsory schooling normally lasts ten years reckoned from the eighth year of age.

With respect to children received at a later age, the Minister for Public Welfare will make further arrangements as to the duration of the compulsory schooling, which, however, in no case may exceed ten years.

*Section 4.*

The dates for the commencement and termination of the school year will be fixed by the Minister for Public Welfare, who will likewise make the necessary transition arrangements for the effectuation of the provisions in Section 1 respecting the coming into force of compulsory schooling.

*Section 5.*

In order to partly cover the expenses incurred in connection with the residence and instruction of blind children undergoing compulsory schooling at the Institute for the Blind, the municipality in question, or the party upon whom the maintenance of the child devolves, shall pay Kr. 600 per annum per child, which also applies for children who, in accordance with the provision in Section 2 of the present Act, are received one or two years before the commencement of the compulsory school age at the desire of the parents or guardian.

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**Germany.**

CARE AND EDUCATION OF BLIND CHILDREN.

[*Translation.*]

STATISTICS.

No general statistics of blind children in *Germany* are at present available, since such of the results of the Reich census of the infirm taken on June 16th, 1925, as have been published, so far do not yet embrace the whole Reich and are not arranged in age-groups. In 1925, however, enquiries were made for the whole of the Reich in connection with a

census of the infirm, but the results will not be fully available until 1928. This enquiry, in which German oculists co-operated voluntarily and free of charge, will furnish a complete account of the causes of blindness in Germany, and the results will be published among the statistics of the German Reich for 1928. The number of blind in Germany (excluding Württemberg, Lübeck and the Saar Territory) was 20,471 males (including 2,700 blinded soldiers) and 14,232 females; these numbers are equivalent to 7.1 males and 4.6 females per 10,000 inhabitants. The general proportion has diminished since the last general census in 1900, when it amounted to 6.4 and 5.8 respectively (the increased number of males is due only to the number of blinded soldiers). The general reduction may be traced to earlier and more thorough treatment of the diseases which lead to blindness.

On the other hand, we have certain *Prussian* censuses of school-children. In 1900, there were about 1,100 blind children of school age in Prussia; in 1905, there were 1,377 blind children between 5 and 15 out of a total of 21,019 blind persons; in 1911, the figure was 1,515. In the same year, there were 973 children in schools attached to Prussian institutions for the blind. The Prussian educational statistics of November 25th, 1921, showed 864 children in schools attached to 14 institutions for the blind. (It should be noted that, in consequence of the Treaty of Versailles, the number of Prussian institutions was also smaller; between 1919 and 1924, 1,332 children were admitted to 27 institutions.) In 1926, 1,094 children were being educated in the schools of 25 German institutions for the blind.

An educational census taken in *Bavaria* in 1913 gave the number of blind children between the ages of 6 and 16 as 328. At the present time, there are, in *Württemberg* institutions for the blind, 68 blind children between the ages of 7 and 15, 50 between the ages of 16 and 18, and 34 blind persons over 18 but still being trained for an occupation. The number of blind children under school age is estimated at 50.

#### CAUSES.

Information on the causes of blindness may be obtained from an examination of the files relating to German institutions for the blind between the years 1919 and 1924; unfortunately, no mention is made of the age-categories to which the files refer (HÜBNER, in the periodical *Blindenfreund*, April 1926). Altogether there were 2,757 blind persons in 28 institutions (excluding blinded soldiers, 2,571). These were divided as follows:

	Per cent
Born blind . . . . .	25.83
Became blind between the ages of :	
1 to 5 years . . . . .	22.56
6 to 10 years . . . . .	11.03
11 to 15 years . . . . .	7.72
16 to 20 years . . . . .	5.51

The 74.17 per cent of acquired blindness was made up as follows :

	Per cent
Idiopathic diseases of the eye . . . . .	57.59
Injuries . . . . .	18.58
General diseases of the body . . . . .	22.45

Of the injured, who numbered 261,97 (nearly 37.2 per cent) were children, and these included a comparatively large number of boys, a fact which may be attributed partly to rough games in the open air and partly to the frequent lack of control over and the unskilled use of firearms and explosives. Accidents of this kind were particularly numerous during and after the war. Compared with earlier years, blindness from blennorrhœa among newborn infants is now rare.

An examination of the personal files of 849 blind children at the State Institute for the Blind at Berlin-Steglitz gives a somewhat different picture, mainly because it covers different periods (Dr. FRESE in the *Klinische Wochenschrift*, 1924, No. 52, reprinted in the *Blindenfreund*, September 1925). Among inmates admitted to the Institute at some period during the last seven decades, blindness was in 21.9 per cent of cases congenital, in 69 per cent acquired; 9 per cent of cases were uncertain. Among the cases of acquired blindness 23 per cent were due to blennorrhœa neonatorum and 19 per cent to atrophy of the optic nerve. There were 8.2 per cent blinded by accidental injuries, and of these more than four-fifths were boys. A survey of other blindness statistics would show that more than 50 per cent of the accidents causing blindness occurred *before* the fifteenth year, and this in spite of the dangers to which many adult male workers are exposed.

Dr. Frese, however, emphasises the point that the records of the earlier years unfortunately lack information of very great importance in determining the causes of blindness, as, for instance, information regarding syphilis, alcoholism, intermarriage between relatives, etc. It is certain that 20 per cent of the congenital diseases were due to syphilis in the parents.

Cases of blindness through injuries were as follows :

Up to 4 years of age . . . . .	105
Between the ages of :	
5 to 9 years . . . . .	25
10 to 14 years . . . . .	11
15 to 19 years . . . . .	2

The diminution of blindness through blennorrhœa is due to the practice of making Crede's injection into the eyes of newborn infants, which is now compulsory throughout the country. Whereas, between 1880 and 1890, the number of new cases amounted to 40, and between 1890 and 1900 to 37, it fell during the periods 1900-10 and 1910-16 to 13 and 6 respectively. Owing to the fact that these statistics extend so far back, however, the percentage of blennorrhœa cases among the blind is higher than in other more recent lists (14 per cent, compared with 11 per cent). Statistics concerning 345 cases of blindness are contained on pp. 74 *et seq.* of the publication which commemorated the centenary of the Institute for the Blind at Ilvesheim in Baden (published by the Institute).

#### CARE OF BLIND CHILDREN IN NEED OF AID.

The care of blind children in need of relief is regulated by the "Reichsverordnung über die Fürsorgepflicht" of February 13th, 1924 ("R.F.V."), and by the "Reichsgrundsätze über Voraussetzung, Art und Mass der öffentlichen Fürsorge" of December 4th, 1924 ("RGr."), and the explanatory note issued on December 13th, 1924, by the Reich Minister of Labour and Reich Minister of the Interior.

According to these regulations, those in need of relief are cared for by the competent welfare associations ("R.F.V.", Article 1). These are public corporations legally responsible for the financing and administration of relief. A person is regarded as in need of relief "who by his own efforts cannot, or can only partly, obtain the necessaries of life for himself and those dependent upon him" ("RGr.", Article 5). It is then the duty of the welfare organisation to provide the person in need of relief with "the necessaries of life" according to "his particular circumstances", and, "as far as possible, to put him in a position to obtain the necessaries of life for himself and his dependents" ("RGr.", Article 1). The relief organ must act promptly. It must also take *preventive* measures if a person appears to be threatened with destitution, particularly in order to preserve his health and earning capacity ("RGr.", Article 3). In this connection, special relief is accorded to persons under age "in order to avoid interference with their physical, mental or moral development" (Article 3). In these cases, "relief must be given in such measure as to be thoroughly effective and of permanent nature" ("RGr.", Article 10).

In the case of minors, the necessaries of life include, in addition to lodging, food, clothing, medical care, etc., *education and training to enable them to earn their living* ("RGr.", Article 6). The latter (*i.e.*, vocational training) may also be claimed by all adult blind, deaf-and-dumb and cripples in need of relief. The "Erläuterungen" referred to state expressly that capacity to earn a living shall include not only ability to perform unskilled work but also in suitable cases training for a specific employment. It follows from the above that blind children in need of relief have a special claim to assistance on account both of their age and of their blindness. Article 3, which provides for relief for children "in order to avoid interference with their physical, mental or moral development", justifies a legal claim to the admission of children to institutions at public expense, since the relief given to them may "consist of money, relief in kind and personal assistance, or maintenance in a public or private institution" (in this connection, compare the section dealing with school education). A well-organised health relief service takes charge of blind and semi-blind children at an early age and takes the necessary measures on their behalf.

This service is also responsible for the financial support provided for in the regulations issued regarding payments and the legal means of settling such payments.

#### SCHOOL EDUCATION.

The overwhelming majority of German children are provided for, in execution of Article 146 (1) of the Reich Constitution, by the Law of April 28th, 1920, known as the "Gesetz betreffend die Grundschulen und Aufhebung der Vorschulen". In virtue, however, of its Article 5, this law does not apply to the education and training of blind children (or

of the deaf-and-dumb, feeble-minded, etc.). These still continue to be governed by special regulations issued by the separate States. These regulations are either embodied in special laws or incorporated as separate paragraphs in the general law on education of the State in question.

Prussia (1911) and Baden (1902) have their own laws, while Saxony (1873 and 1902), Hesse, Thuringia, Lippe-Detmold and others have incorporated regulations for the teaching of the blind in their education law. Other States, such as Hamburg, Württemberg, Mecklenburg-Schwerin, Bremen and Lübeck, have no special regulations for blind children, but subject them to the general obligation to attend school, while taking steps to ensure that, if necessary, institutional treatment, and with it special education, shall be provided for. Hamburg issued a special decree to this effect through a circular order by the supreme educational authorities dated May 4th, 1922. Oldenburg has taken similar action, as also Württemberg, through the instruction issued in execution of the Law on elementary education dated March 1st, 1910.

The classification of blind children with children suffering from some other abnormality is a question which receives very varying treatment not only in the special laws but in the relevant paragraphs of the general laws on education. In every case, they are classed with deaf-and-dumb children, although a distinction is made in certain matters, such, for example, as the age at which compulsory school attendance begins and ends (see the references to Prussia below). The older laws — for example, those of Saxony (1873), Anhalt (1884) and Brunswick (1894) — frequently classed blind children with the feeble-minded or with children in some other way mentally defective. However, more recent investigation into the psychology of the child has led to a legal differentiation between children who are abnormal in physical respects only and those whose infirmities are purely mental. Blind children are very often classed in more recent laws with children whose sight is defective and does not allow them to share in the instruction given to normal children. The later laws, those of Prussia (1911), Baden (1902) and Bavaria, where a Bill is at present under discussion, make provision for blind and deaf-and-dumb children together. It may be mentioned that certain States which have enacted no special laws regarding the blind nevertheless make provision for deaf-and-dumb children (e.g., Oldenburg, Bremen and Lübeck).

Most of these laws are alike in prescribing that such children shall attend special schools suited to their infirmities. It is, however, laid down that, in cases when the children cannot attend the school from their own or some other home, they must be placed in institutions. Thus, a certain measure of compulsion is exercised not only as regards school attendance in general but as regards admission to an institution. This compulsion has existed in Saxony since 1873. Nevertheless, in spite of compulsory school attendance or institutional education, it was found, as the result of an enquiry made at the end of 1924 in respect of 27 institutes for the blind, that out of 1,332 blind children, 976 (73.27 per cent) were admitted after they had passed the compulsory age (see the *Blindenfreund*, 1925, No. 6, pp. 129 and 131).

As an example, let us quote the Law of Prussia — the largest State — concerning the school education of blind and deaf-and-dumb children, which was enacted on August 7th, 1911.<sup>1</sup> According to § 1 :

“ Blind children<sup>2</sup> who have reached the age of 6 and appear to be sufficiently developed and capable of education are required to attend school in the institutions established for blind children (compulsory school attendance). In the case of backward children, the age at which school attendance becomes compulsory may be postponed for as long as three years ”.

“ Blind children also include those children whose sight is so defective that they must be classed with blind children ”.

The school authorities decide the age at which compulsory school attendance shall begin, but the parents have a right to appeal against these decisions (§ 4 and § 5, paragraph 1). In order to determine the age of compulsory attendance, the local authorities (board of administration, burgomasters, communal authorities and estate agents) are required to report the names of blind children and children with very defective sight eighteen months before they reach compulsory school age — therefore when they are 4 years and three months old — to the local educational authorities (education committee or board) (Executive Instructions of December 21st, 1911, No. 21).

Article 2 of the Law is as follows : “ Compulsory school attendance ceases at the end of the school year following the completion of the fourteenth year of age ”,<sup>3</sup> but according to Article 5 the District Board (Kommunalverband) can prolong the compulsory attendance of blind children for three years if they have not reached the necessary standard of education but may reasonably be expected to reach it if instruction is continued.

<sup>1</sup> Legal texts Nos. 39 and 40, Law concerning the School Education of Blind and Deaf-and-dumb Children, dated August 7th, 1911, together with the Executive Instructions of December 21st, 1911, published by Heymann, Berlin, 1913.

<sup>2</sup> For deaf-and-dumb children, school attendance becomes compulsory with the completion of the seventh year.

<sup>3</sup> In the case of deaf-and-dumb children, the fifteenth year.



According to Article 6, the competent board school committee is responsible for placing in an institution those children of compulsory school age whose education is not otherwise properly provided for. The committee, however, may send such children to a place where they can attend an educational establishment of the kind referred to.

As far as possible, the child must be transferred to an establishment of its own religious denomination, and, if it is placed in a family, the same principle must be observed. Article 11 regulates the cost of maintenance, education and training, which is borne by the responsible board school committee. The latter, however, may call upon those responsible for the child's maintenance to refund — in so far as they are able — all costs other than those of general administration, upkeep of buildings, education and training.

According to the Executive Instructions, the board school committees are required to provide a sufficient number of institutions for the education of the children. Local committees are responsible for exercising current supervision over blind and deaf-and-dumb children as they reach compulsory school age. They must send in lists of these children at least six months before the beginning of each term. At the same time, the competent authorities must make the necessary enquiries, including if necessary a medical examination, in order that a decision may be taken as to when the child shall be required to attend school (see Article 1 of the law). If the parents themselves bring the child to the institution or take proper steps for its education, the board school committee is not required to intervene.

Children who are deaf-and-dumb as well as blind are not automatically subject to the law, but in accordance with the Executive Instructions, 1 (b), they must be examined as to their capacity to follow the instruction given either to the blind or to the deaf-and-dumb. Otherwise they must, whenever possible, be placed in a special institution for such children.

The District Board is left free to decide whether the child shall be placed in an institution or in a family within easy reach of such an institution. The wishes of the parents must as far as possible be consulted. Thus, children shall as far as possible be placed in the district in which the parents live.

It is important that, when the time comes to leave school, the child shall not automatically have to leave the institution. It is desirable, on the contrary, that, when they leave school, such children should be given facilities for further training.

As regards the application of this law, it should be noted that it only came into force two years before the outbreak of the war and, as a result of post-war conditions, has not yet been able to exercise its full effects. It is still a matter of complaint that there is no compulsion to notify children who become blind at a later age, and that no provision is made for children with defective sight who *cannot as yet* be treated as blind. A Decree by the Prussian Ministry for Science, Art and Education, dated June 26th, 1926, referred again to the application of the law, and, as regards the local committees' obligation to notify to the local educational authorities the names of children eighteen months before they reach compulsory school age, laid down that the local committees should not be dissuaded from this duty of notification by any regard for parents "who do not appreciate the benefits of the legal institution of compulsory attendance at a special school for their blind or deaf-and-dumb child". In the country, the *Kreisblatt* (official gazette) is required to issue a reminder of this duty of notification each year. All teachers, male and female, in public and private schools have also to notify to the Education Committee every year the blind or deaf-and-dumb children entering the school, and also whenever necessary, those children whose sight is exceedingly defective or who are very hard of hearing.

A short reference may be made to certain variations in the corresponding laws of other States. Baden fixes the school age in the case of mentally deficient children at 8 years, starting with the completion of the eighth year of age. The compulsory placing of a child in an institution is based upon paragraph 1666 of the Civil Code (*Bürgerliches Gesetzbuch*), which means that, if parents refuse to give their child the advantages of the special education they require, the necessary measures can only be taken by the Court of Chancery. Therefore in Baden there is no compulsion, strictly speaking, as regards special education or institutional treatment; see the Saxon Decree in execution of the Welfare Law of March 20th, 1926, Article 66:

" 1. . . . Children shall be placed in the institutions as early as possible. If those legally responsible for the child's education refuse without due cause, application shall be made to the Court of Chancery. "

This executive Decree, in the chapter on care of the blind, deaf-and-dumb, deaf and infirm, provides as follows for those persons who become blind at a later age:

" All authorities and offices, and particularly educational authorities, must at once inform the Welfare and Protection of Youth Office (*Wohlfahrts- und Jugendamt*), if they are in receipt of reliable information to the effect that a person has become blind or is threatened with blindness. "

Some States also mention the obligation to attend *continuation* (vocational) courses, as, for example, Thuringia, in its Law of June 12th, 1925. According to this law, persons who are required to undergo vocational training may be excused on account of mental or physical

defects. In Hesse, the total period of compulsory school attendance is eleven years, even in the case of the deaf-and-dumb and the blind and of children with defective sight who must be classed with the blind. Accordingly, those who leave school after eight years are required to attend continuation courses for three years longer.

The age of compulsory school attendance, which, as mentioned above, may be prolonged in Prussia for three years, can in other States only be extended for two years (Thuringia) or until the completion of the seventeenth year of age (Hesse).

The Marburg Institute for the Education of the Blind, which is supported by the Reich, provides for the education of *especially gifted children*. This school educates children from the lower fourth standard (Untertertia) up to the final examination (Abiturium).

*Methods of Teaching.* — The recent methods of teaching in these schools lay special importance upon training the sense of touch. In particular, teaching takes the form of what is known as "teaching by experience" and by developing manual dexterity (modelling, etc.); this method takes the place of the visual instruction given to children with normal sight.

*Training of Teachers.* — Teachers are trained by special courses, of which the most important are those held at the State Institute at Steglitz, at Chemnitz, and at the Institute at Ilvesheim in Baden. In Saxony, teachers of the blind are required to complete two further terms of special training in addition to the six terms of ordinary elementary school teachers.

Together with the centralisation of training at Steglitz, other institutions are to be allowed to select and train suitable candidates, provided that facilities can be given for university study. In all cases, the training ends with a full State examination at the institute of Berlin-Steglitz.

#### *Kindergartens for the Blind.*

To the School for the Blind of the City of Berlin, with its six forms, is attached a kindergarten. This should be more correctly referred to as a "school kindergarten" or preparatory form, for its function is to prepare the pupils for the school teaching. It differs from real kindergartens (intended for normal children between 3 and 6) in that it is attended exclusively by children who are already of school age. Every child entered for the school must first pass through this kindergarten, since experience has shown that all these children are physically and mentally very backward owing to unsuitable training in the home. Most blind children miss what is known as the playing age, and therefore have to learn to play in the kindergarten. The first thing that has to be done is to lessen their helplessness in the face of the outside world. This is effected partly by instruction in dressing and undressing, washing, etc., and partly by introductory manual exercises (Fröbel exercises), systematic exercises of the sense of touch, auricular exercises and games in the open air.

A little practice with reading-cards and an introduction to the simplest elements of knowledge prepare for the school teaching proper. The teacher is assisted by a blind kindergarten nurse.

It may be worth mentioning that the first German preparatory school of this kind was founded in Saxony as long ago as 1862. In 1926, there were preparatory forms of this kind at 10 of the 25 existing institutions, and they were attended by 108 children.

#### *Institutions.*

The *Handbuch der Blindenwohlfahrtspflege*, by STREHL, gives the number of institutions for the blind in Germany in 1926 as 25, in addition to a home, the inmates of which attend the school of another institution, and an institute for the blind and deaf-and-dumb. In 1914, there were 33 such institutions in Germany, and, out of 3,204 inmates, 1,794 were pupils in the special school.

In 1926, the institutions were maintained by the following bodies: by the Reich, 7; the State (Prussia), 9; the Kreis (Bavaria), 1; and private, 8.

Out of the total of 2,490 inmates in 1926, 1,094 attended the institutional schools and 753 the continuation schools. The remainder are described as "not receiving any education". Unfortunately we are not informed whether this number coincides with the number of adults or whether it also includes children either mentally so deficient or physically so incapacitated by other infirmities that they cannot be given any instruction. Only 379 (about 15 per cent) of all these children live outside the institutes which they attend as day boarders.

The teaching staff of 261 included 52 blind persons, of whom 28 were employed to teach technical subjects and music.

At all the larger institutions there are not only schools but workshops for the children. Before attending the former, the children are trained in preparatory schools for at least one or two years by the methods described in the chapter on Kindergartens.

#### METHODS OF TRAINING.

The present methods of training are based upon modern views of blindness, which have superseded the old attitude which regarded blindness as a disease. Effort is directed towards fitting the blind as far as possible for life and its numerous activities. For this reason, the inmates are formed at the institutions into co-operative associations, each member taking his share in domestic and other work. Several institutions adopt the system of self-government as far as possible. This consists, for example, in entrusting to certain pupils independent offices and duties, in organising children's committees to discuss and decide upon the life of the institution or the affairs of individual inmates, etc.; clubs are founded for various purposes, such as sport, music, etc., and these are run entirely by the children. It should also be mentioned that special importance has recently been attached to orthopædic gymnastics as a preventive measure; the danger of physical deformities is greater among blind children than among those with sight, partly on account of the general physical anomalies which are so often present and partly owing to the greater risk of injury by accident. Many large towns arrange courses in orthopædic gymnastics for teachers of the blind.

The method of training mentioned also aims at bringing blind children as far as possible into contact with other children at games, excursions, etc. This has an educative influence on both the sound and the blind, but it also involves very many difficulties. In recent years, and particularly in Saxony, the continuation schools have successfully started training blind men and women in typewriting and shorthand.

#### VOCATIONAL TRAINING.

Even during school years the children are often taught to acquire manual dexterity and technical knowledge — for instance, by straw- and wicker-plaiting — but this is no longer practised as a regular trade for school children. Manual skill is also taught systematically by giving the boys opportunities to employ their fingers on small odd jobs of various kinds.

When they have passed the age of compulsory school attendance, pupils enter the institution workshops to be trained for definite trades. The majority of these are still represented by what are known as typical occupations for the blind, and, apart from rope-making — which has almost everywhere been superseded by machinery — the occupations taught are brush-making, basket-making, chair-caning, mat-making and straw-plaiting (the latter for both sexes). Blind persons with special gifts, the overwhelming majority of these being boys, are trained as tuners and as musicians proper. In the case of the latter, educationists have framed definite requirements, emphasis being laid upon general as well as upon musical education.

Girls are systematically instructed in domestic work and in washing and ironing. They also receive some technical training, more particularly in machine knitting.

At the same time as practical instruction, all young persons receive theoretical teaching, amounting to ten or twelve hours a week, in civics, correspondence, book-keeping and commercial accountancy; there are also singing and gymnastic classes and occasional lessons in history and literature, as well as religious instruction. For the most part, the instructors are also masters (*Meister*): that is to say they are qualified to train apprentices for their journeyman's examination. Apprentices sign an agreement; their training lasts on an average for three to four years. Journeyman's examinations are held at twelve institutes, but at nine of these they are almost exclusively for boys.

Several provincial laws and decrees require institutes for the blind, besides educating the children, to provide for "full industrial training" (for example, Hesse). So, too, the Saxon Decree of November 16th, 1902, concerning State educational institutions for blind, feeble-minded and morally endangered children, calls upon the institute for the blind to train incurably blind persons of both sexes to earn their living. The State institute in question has a preparatory school, a school and a section for adults.

The Saxon Decree in execution of the Welfare Law of March 20th, 1926, says, in Article 66, paragraph 2:

"The greatest care must be devoted to assisting the blind, deaf-and-dumb, and those who have lost their hearing in the choice of an occupation. In the case of persons becoming blind at a later age, choice of occupation for the most part presupposes suitable training to enable such persons to earn a living which, according to Article 6 of the 'RGr.', is one of the essential necessities to which the blind are entitled", (Cf. also the relative paragraphs of the explanatory Circular to Article 6, 'RGr.')

*Holidays.* — A few institutions send their inmates for several weeks' holiday to the sea or the mountains — in most cases, of course, accompanied by one or more teachers. In these holiday homes the children are often left to organise their own life, and it is in this connection that the co-operative associations are formed to which reference was made in the section on Methods of Training.

Other homes, as, for example, the seaside home for blind children established on the Baltic by the State Insurance Institution for Schleswig-Holstein, receive in addition to schoolchildren a few young blind girls who do housework. Some institutions, such as those of Hamburg and Hanover, have begun to establish their own holiday homes.

Another method of providing for the blind is to attach a section for blind children to a large home for normal children. For example, the Berlin Institute for the Blind has every year since 1923 sent 20 to 30 blind schoolchildren to the Ulmenhof School and Home at Wilhelmshagen. No specially trained personnel is sent with these children, who are formed into groups of 10 to 15 under the regular teachers at the home. Here, too, the children to some extent participate in domestic occupations (washing, etc.). For the rest, they play games, go for walks, sing and play, do easy jobs with their hands and dig in the sand. An attempt to mix them in the same room with other children has not proved successful, as experience showed that the blind feel happier among themselves. All these children are drawn from the poorest classes in Berlin, and their education in many cases presents great difficulties.

#### CARE AND EDUCATION OF CERTAIN SPECIAL CATEGORIES.

The causes of blindness are frequently also the causes of other anomalies, leading to certain mental and psychological abnormalities. For this reason, special attention has recently been directed towards blind children who are difficult to educate and who are infirm in some other way (feeble-minded, cripples, etc.). Those who are concerned with the education of the blind all insist upon the separation of these children from the normal blind. As to whether this separation should take the form of special institutions or of a separate section in institutions for the blind, opinions differ. Be that as it may, special institutions and separate sections have already been established for feeble-minded children. As long ago as 1889, Saxony created an institution of this kind which at that time accommodated 34 children. It is attached to a home for former inmates for whom it is difficult to find a place in economic life. The institution report for 1926 mentions six auxiliary schools with a total of 53 pupils.

##### (a) *Backward Children, Feeble-minded Children and Psychopaths.*

In the opinion of some experts, psychopathic children are found in especially large numbers among the blind, which may be attributed partly to the great frequency of venereal disease in one or both parents, with all its physical and psychological consequences. This belief is based upon the observation made in certain quarters, but disputed by others, that, of all blind children, the only ones who can be treated as entirely normal are those whose blindness is due to accident or to some acute disease. Whether and how far it is possible to generalise from this observation is doubtful. It is, however, certain that blind psychopaths must be educated with special care.

##### (b) *Children with Defective Sight.*

A condition approximating to blindness is that of defective sight. There are children who still receive certain visual impressions, so that they are not qualified for admission to an institution for the blind. Their powers of sight, however, are so weak (the limits have been ophthalmologically fixed) that they are at any rate unfit for education together with normal children. For this reason, special schools have been established for children with defective sight, partly attached to institutional schools and some — more particularly in large towns — existing as independent schools. The necessary teaching staff is trained by means of special courses. In 1925, there were in Prussia two schools for children with defective sight, both in Berlin. Hamburg and Leipzig also each have such a school. A new school for such children is to be opened at Dortmund on April 1st, 1928.

The school at Hamburg (report by Dölberg in the *Blindenfreund*, July 1927) has three forms and in 1926 contained about 50 pupils; the sight of these children is between  $\frac{1}{5}$  and  $\frac{1}{20}$ . According to an oculist, the proportion of such children is about 1 per 1,000. The methods of teaching, which are in the main based upon whatever observation of the outside world is possible, are supplemented by written work in some suitable form (large black linoleum writing-boards; later, perhaps, copy-books), by modelling and by boxes of letters. Reading is taught by means of letters of 95 millimeters and special primers.

Extreme care in developing and at the same time preserving such powers of vision as exist constitutes an important prophylactic measure against total blindness.

According to an enquiry made in May 1927, the 1,117 schoolchildren and 861 advanced pupils in German institutions for the blind include 227 children and 185 advanced pupils whose sight is more than  $1/20$ . Experience shows, too, that there are still a large number of children in ordinary schools who ought to be in schools for children with defective sight, and that, in the case of children whose sight is threatened, the maximum standard of sight entitling to special treatment should be raised so as to exclude from ordinary schools those whose power of vision is less than  $1/4$  or  $1/3$ . A list taken from the Hamburg school for children with defective sight gives 26 per cent with sight of more than  $1/5$ , 56 per cent with sight between  $1/5$  and  $1/10$ , and 18 per cent with still worse sight.

(c) *Blind and Deaf-and-dumb Children.*

Blind and deaf-and-dumb children are not subject to compulsory school attendance; nevertheless, it is desirable that they too should as far as possible be placed in institutions provided with a school. In Germany, there are three such institutions with schools and certain facilities for vocational training, or with special sections for such children, namely, at Nowawes, near Potsdam; at Ketschendorf and at Düren (Rhineland).

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**Japan.**

1. I much regret that I am unable to send you statistics on blind children, as I have not the necessary data at my disposal.

2. There are in Japan societies for the protection of the blind. Their methods are more or less similar, apart from matters of detail. (Example: Society for the Protection of the Blind at Kobe.)

The Society pays the entire cost of maintenance and part of the cost of educating necessitous blind children in schools for the blind maintained by the Hyogo prefecture. Pupils are admitted to the boarding-house run by the Society; they pay for their keep out of their own earnings and are taught acupuncture and massage.

Those who cannot go to school are given by the Society special lessons in acupuncture, moxibustion or massage, to enable them to carry on a trade.

The Society endeavours to find employment for the blind or to advise them where to apply.

3. According to the Imperial Decree of August 28th, 1923, a school for the blind must be set up in Japan in every administrative district.

In conformity with this Decree, the Association of Municipal Schools, a municipality or any private individual may found schools for the blind.

Schools for the blind aim at giving the blind a general training or the special or technical instruction which they will require in later life, and, above all, in fostering in them a sense of their own individuality.

There are primary and secondary education sections in all schools for the blind.

If necessary, either of these sections may be dispensed with, according to local requirements.

In the primary education section in State schools for the blind, no charge may be made for admission or instruction without the consent of the proper authorities.

The protector of children must send children to school at the age of 6. This also applies to blind children as far as primary education is concerned.

In the primary education section the length of the course is generally six years; in the secondary education section it is four years.

Children over 6 are admitted to the primary education section, and those who have finished the primary education course are admitted to the secondary education section.

The secondary education section is subdivided into three other sections: General Section, Music Section and Acupuncture and Massage Section.

The curriculum in schools for the blind is as follows:

(a) Primary Education: Morals, Japanese (national language), arithmetic, history, geography, natural history, music, handicrafts and physical culture.

(b) General Section of Secondary Education: Morals, the national language, a foreign language, mathematics, history, geography, natural history, music, physical culture. Girls are also taught domestic economy and sewing.

(c) The two other sections of Secondary Education: Morals, the national language, physical culture and special technical teaching.

The school hours for blind children are, according to the sections, those of the primary, secondary or technical training school.

4. As regards the training of blind children for suitable occupations, see above.

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Roumania.

INSTITUTES AND ASYLUMS.

INSTITUTE FOR THE BLIND AND DEAF-AND-DUMB AT CERNAUTI.

The Institute for the Blind and Deaf-and-Dumb at Cernauti was built in 1908, with the aid of the *Bukovina Savings Bank*, on land given for the purpose by the Municipality of Cernauti.

The Institute was opened on December 2nd, 1908.

It is now a State school under the Ministry of Education, which pays the professors' salaries and provides for the maintenance of the pupils.

The number of pupils is 107, of whom 26 are blind and 81 deaf-and-dumb.

The causes of blindness are :

- (a) Congenital;
- (b) Diseases (such as smallpox, blennorrhagic ophthalmia, meningitis and scarlet fever);
- (c) Accidents.

INSTITUTE FOR THE BLIND AT CLUJ

with a *Medico-Pedagogic School, Three Workshops and Accommodation for 70 Pupils.*

1. Number of blind children on January 1st, 1925. . . . .	34
Number of blind children admitted to the school during that year . . . . .	18
Number leaving during the same year. . . . .	5
Number remaining on December 31st, 1925. . . . .	47
2. Blind adults on January 1st, 1925. . . . .	1
Blind adults admitted during the same year . . . . .	1
Number leaving during the same year. . . . .	0
Remaining at the Institute on December 31st, 1925. . . . .	2
Total. . . . .	49

3. *Instruction.*

The blind inmates of this Institute receive instruction in accordance with the methods of teaching employed by special professors known as medical instructors. Apart from their studies by means of the Braille system, they learn instrumental and vocal music and the theory of music, with a view to entering the musical profession later. They also learn to play the piano, violin and violoncello. As individual tuition is necessary, classes never exceed 15 pupils at a time.

4. *Workshops.*

(a) Printing works for Braille books, where books for the blind are printed on zinc plates.

(b) Clothing workshops, where shirts and the necessary clothing for the inmates are made, and where all kinds of clothing are repaired.

(c) Knitting workshops, where woollen stockings are manufactured on ordinary knitting-machines. The depreciated exchange has made it impossible to purchase special knitting-machines for the blind, so that they have learnt to use ordinary knitting machines.

5. The Institute has maintained 48 blind pupils free of charge. Only one has been able to pay the fee fixed by the Ministry.

6. There can, therefore, be no question of a financial return from the work of the blind, for it has so far been impossible to estimate the value of this work.

HOME FOR THE BLIND AT TIMISOARA

with *Accommodation for 40 Pupils and Two Workshops.*

Blind children on January 1st, 1925 . . . . .	5
Children admitted during the year . . . . .	7
Children leaving during the year . . . . .	2
Children remaining on December 31st of the same year. . . . .	10
Blind adults on January 1st, 1925 . . . . .	15
Admitted during the year . . . . .	11
Leaving during the year . . . . .	3
Remaining on December 31st, 1925 . . . . .	23

The blind inmates of this school have been divided into three groups between the ages of 5 and 40.

The first group consists of persons who have lost their sight in later life. They have, of course, received no training for the blind, so that the Home has been obliged to organise

a special class for them from 8 to 9 on Tuesdays and Thursdays. The teaching of the Braille and Klein systems is rendered exceedingly difficult by the fact that the Institute has not the funds to purchase the necessary amount of apparatus, nor have any Braille books been translated into Roumanian.

The second group is made up of blind persons of foreign nationality, who neither speak nor understand Roumanian. These therefore have first to be taught the language and then the Braille alphabet.

The third group is composed of blind persons of Roumanian nationality, who, in addition to learning the Braille system, are taught the constitutional law and history of Roumania. These classes are held from 8 to 9 on Mondays, Fridays and Saturdays. Owing to the increasing number of pupils, and the smallness of the premises and lack of funds for enlarging them, the Home has been obliged to use even the infirmary and dining-room as class-rooms.

Apart from the Institute for the Blind at Timisoara, there are the following workshops for the purpose of enabling the blind to learn a trade : a basketry workshop which every year produces a very large number of baskets of all shapes and sizes ; a special workshop for the weaving of chairs and garden furniture. The hours of work at these workshops are from 8 a.m. till noon, and 1.30 to 6 p.m.

The teaching of the blind in these workshops is, of course, entirely free and is paid for by the State.

The sale of baskets and furniture yielded in 1925 .. . . . . .	266,466 lei
At the end of 1925, the supply of unsold articles amounted in value to .	47,662 »
Total . . . . .	314,128 »
From this must be deducted the coast of material . . . . .	128,767 »
and a small remuneration to the blind. . . . .	73,314 »
Total . . . . .	202,081 »

Out of the profits for the years 1925 and 1926, it was found possible to pay the debts contracted by the Home during the very difficult years after the war, with the result that this Institution is already maintaining its pupils by the produce of their labour. This is proof of the very substantial progress made by the workshops since 1924.

HOME FOR BLIND GIRLS AT ARAD  
*with Two Sewing-rooms and Accommodation for 30 Boarders.*

Of the 33 boarders, only 28 have been able to attend the classes, which are divided into two groups as follows :

- 1st group : Pupils who have not learnt to read or write.
- 2nd group : Pupils who have attended primary State schools.

The curriculum of this Home is that of the training colleges and continuation schools, supplemented by industrial education. In addition to Braille, pupils are taught various easy trades to enable them to provide for their own requirements later on. These trades include the manufacture of brushes of all kinds, waste-paper baskets, bread-baskets, letter-trays, which in their various forms have so far met with great success.

The sales from this small industry have already yielded most encouraging results, and the Home is hoping to enlarge its workshops with a view to deriving a substantial income therefrom, to the benefit both of itself and of the State.

It should be added that all the inmates are maintained entirely free of charge ; some of them even earn as much as 30 lei a day, of which 40 per cent is paid to the pupil and 60 per cent to the State.

The Roumanian Government hopes to be able, in the course of the next few years, to enlarge these homes for the blind and increase their number as necessity requires.

Action has hitherto been delayed by Roumania's post-war difficulties and the very unfavourable rate of her exchange.

DESCRIPTION OF THE QUEEN ELIZABETH HOME FOR THE BLIND.  
*(The " Home of Light ".)*

Out of the warmth of her heart, and moved by feelings of deep pity for the unfortunate blind, Queen Elizabeth established in 1906 a refuge for these victims of destiny a " Home of Light ", where they would be taught a trade to enable them to earn their living.

Gifts large and small poured in from home and abroad and her enthusiastic endeavour was crowned with success. When the number of blind had increased to 120, it was found necessary to take large premises at Nos. 140 and 142, Calea Mosilor ; in 1907, workshops were established for the production of basket-work, cane trunks and baskets, wicker-chairs, cloth slippers, ropes, brushes, woven goods, boots and shoes, etc., these shops being in charge of specially qualified instructors. Classes were also organised in Braille reading

and writing, and vocal and instrumental music; a printing office was set up for the production of raised characters.

On November 5th, 1908, Queen Elizabeth laid the foundation stone of the present Home, but the available funds proved to be insufficient; King Carol, however, saved the situation with a gift of 500,000 lei, to pay off debts and complete the building.

King Carol and Queen Elizabeth earnestly desired to render the future of this institution secure and, by their letters of November 25th, 1909, to the President of the Council of Ministers (published in *Monitorul Oficial*), it was decided that the "Home of Light" should be placed under the control and protection of the State, and should be styled "The Queen Elizabeth Home for the Blind". It thus took its place alongside the many institutions which owe their origin to the splendid generosity of former ruling princes and their noble consorts, and of the Great Boyars.

Its more poetic title, however — "Home of Light" — had become generally popular and by this name it was and is still known and venerated.

In its new premises, in grounds of its own, the Home was working normally under the administration of its supervisory committee. All was going well when the terrible world war broke out: the whole undertaking was paralysed. The building began to fall into decay; the rain leaked in through holes in the roof and ceilings began to collapse; the rooms were no longer heated, food was scarce and the workshops were closed down; many inmates left the Home and the numbers fell from 120 to 30 persons, living in a single room. Work was at a standstill, and disorder reigned supreme. The Committee found it impossible to cope with the situation, and had no choice but to hand over the administration to the Health Services. The "Home of Light" was on the verge of extinction.

Finally, Madame Marie Poenaro, the wife of General Poenaro and former lady-in-waiting to Queen Elizabeth, issued an appeal on behalf of the Home. She was actuated in this by her intense and lasting admiration for the august foundress of the Institution, who had not hesitated to sell her family jewels in order to raise the necessary funds. Madame Poenaro urged that a committee should again be appointed, in accordance with the statutes. A committee of seven was eventually established. The statutes were brought up to date, the Home was recognised as a legal entity and a directress was appointed — a medical specialist.

The situation gradually improved and the Home reverted to its former position.

At the present time, the number of blind inmates is 120 — a maximum imposed by the Home's finances. The Committee has succeeded in re-establishing order and making satisfactory provision for the inmates. With the help of the Ministry of Health, it has been possible to effect various repairs to the building; an enclosure has been built, electric plant has been installed and all leakages have been repaired. The classes have been resumed, Braille books are again being printed and, thanks to the American Braille Press Association, the library has been very largely increased; the Home even publishes a Braille review, which it sends free of charge to all blind people in Roumania. Twelve workshops are now in full swing. Two choirs, consisting of inmates of the Home, sing on Sundays in the neighbouring churches. The Home is becoming a sacred institution. All classes, without distinction, contribute to its support. Gifts and bequests are inscribed in the Golden Book presented by Queen Elizabeth.

In the autumn of 1920, thanks to the earnest endeavours of Her Majesty Queen Marie, very important improvements were made. A free public service has been organised to combat blindness by all possible means. A "Queen Marie Hospital for Diseases of the Eye" has been established, the cost being borne by the Ministry of Health. The hospital deals with eye patients from all over the country; the patients are operated upon and treated in the hospital itself. There are at present 120 cases under treatment. The "Queen Marie Hospital" supplies an omission in charitable endeavour, since its aim is to prevent blindness as far as possible. In addition to the hospital, the Home possesses a sanatorium for patients who are able to pay for their treatment, and in this way the revenue of the Home is increased. Recently the Home leased some of its ground to the "Friends of the Blind". This society has built the Queen Elizabeth School for Blind Children, which provides for the education of 60 blind children.

The Committee is contemplating a number of improvements with a view to mitigating the lot of these unfortunate persons as far as funds allow. They intend to build in their own grounds single cottages for blind married couples, a steam laundry, a chapel, an enclosing wall, etc., etc.

In order to immortalise for ever the memory of Queen Elizabeth, foundress of the Institute, the Committee has in performance of a sacred duty erected in the inner court of the "Home of Light" a statue of Her Majesty by the sculptor Spaethe, which bears the following inscription: "To Queen Elizabeth — In the night of our sorrow, we bless and glorify her name for ever".



4 MAY 1928

Geneva, February 8th, 1928.

LEAGUE OF NATIONS

# ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

## TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

### Seventh Session

## REPORT OF THE JEWISH ASSOCIATION FOR THE PROTECTION OF GIRLS AND WOMEN.

*For the Year ending December 31st, 1927.*

The year under review has been one of much activity. Not only does the work ensuing upon the sessions of the Traffic in Women and Children Committee increase year by year, but the practical work of increasing and strengthening the preventive measures for fighting the traffic necessitates close application and much anxiety as to the means, financial and otherwise, by which such efforts can be successfully carried out. The Association is pleased to think that public opinion has been fully aroused, particularly since the publication of Parts I and II of the Report of the Body of Experts, and that new workers have entered the field. This is a good sign, for, if the resolutions passed at the last session of the Advisory Committee are to be of value, this interest must be maintained, and then more workers still will be enlisted.

If the trafficker, the *souteneur* and the brothel-keeper are to be fought, much reliance will have to be placed upon the co-operation of the voluntary organisations, and it is felt that consideration should be given by Governments to the possibility of making grants to appropriate voluntary organisations, so that they may carry on their work, particularly at railway stations, frontier towns and ports and docks. It has long been known that it is at such places that most effective work can be done to give protection to girls and women and to foil the trafficker.

There are, of course, many other branches of work that the voluntary organisations do, particularly on the preventive side, and this Association has had during the year the opportunity of obtaining expressions of opinion from a large number of people from all parts of the world who work in close co-operation with it.

It was stated in our last report to the Traffic in Women and Children Committee that, following upon the Secretary's European tour in 1926, it was hoped to convene an International Jewish Conference. Such Conference did take place, and was held in London on June 22nd, 23rd and 24th last. It was attended by representatives from Australia, Austria, Belgium, Czechoslovakia, Danzig, Denmark, France, Germany, Latvia, Lithuania, the Netherlands, Poland, Roumania, Switzerland, Turkey and the United States, numbering in all fifty-seven people duly appointed by their committees or organisations. Visitors attended the Conference from many parts of England, as well as from abroad, and the average attendance at each session was approximately two hundred.

This in itself showed the keen interest that had been aroused, and, in view of the long distances travelled by delegates and the sacrifices involved, it was apparent that Jewish communities all over the world had been aroused to the importance of the subjects to be discussed at the Conference. The following were the questions on the programme :

1. In view of the great changes which have taken place in various countries owing to the war, what progress has been made in checking the traffic of Jewish girls and women for immoral purposes since the last Jewish International Conference of 1910 ?
2. To what extent have the changes in territorial and economic conditions conduced towards the spread of prostitution and the traffic ?
3. What effect has the separation of families, due to migration restrictions or desertions, upon the morals of women and children, and to what extent is it a cause of the traffic ?

4. What should be done to spread a knowledge of the dangers of the traffic, of prostitution and of immorality generally amongst poor people ?

5. What steps should be taken for the creation of a Central Fund for Jewish International Work ?

6. Consideration of the Report of the Body of Experts appointed by the League of Nations to investigate the extent of the traffic in women and children.

7. Consideration of the questions to be discussed by the London Congress of the International Bureau for the Suppression of the Traffic to be held on June 28th.

8. What are the methods best calculated to ensure the efficient working of the Central Bureau in London for International Work for the Protection of Jewish Women and Children ?

A large number of recommendations were made for the guidance of the Committees already established and those yet to be established in different parts of the world, but they are too numerous to be quoted *in extenso* here.

The report of the proceedings has been published and will be sent to any person who is interested. It need only be said here that the members of the Conference paid particular attention to the conclusions arrived at by the Body of Experts in Part I of their Report, and to the remedies there suggested. These remedies were not new to these practised workers. They had long been acquainted with them, and had endeavoured to use them so far as their very limited resources permitted. Particular attention was paid to the question of preventive work in those countries of Eastern Europe from which the Experts' Report states so many victims of the traffic are recruited. It is hoped that the attempt to create a Central Fund, which was proposed at the Conference, may one day come to fruition, so that more propaganda and educational work may be carried on, that more technical training, "settlement" and club work may be organised, and that rescue and reformatory work may be enlarged. Speakers were most emphatic that the poverty of the people and the struggle for existence were largely responsible for the desire of girls and women to escape from their surroundings by any means possible. The restrictions placed upon Jews in certain countries, so often indicated in our reports, are still harassing, and this, we believe, is one factor underlying the horrible traffic in women and children. A better spirit of toleration and a cessation of the undesirable "incidents" which have marred the present year in certain countries must have their reflex on conduct. It is to be hoped that not only the influence of Governments but that of the Churches will be brought to bear on the situation, and thus cause an improvement.

The question of the effects of the separation of families in relation to the traffic was discussed at full length at the Conference, and it was shown how detrimental such separation was to the moral character not only of the children, both young and adolescent, but also in many cases of the mother herself. Immigration restrictions and desertions are stated to be the principal causes of such disastrous separations, and once again the hope was expressed that Governments would consider the possibility of coming to some agreement as to the enforcement of judgments for maintenance in a country other than that in which they were issued.

The question of ritual marriages raised by the Experts' Report is not an easy one to surmount. Long and anxious thought was given to it at the Conference, with the result that the following recommendations were made :

"That it is desirable to bring home to parents and guardians the grave dangers which surround marriages in which the legal provisions of the country concerning marriage have not been observed, and that it be suggested to rabbis and others holding responsible positions in the Jewish communities to discourage the continuance of such marriages to the utmost of their powers.

"Whereas the omission to register ritual marriages performed by rabbis in those countries where there is no recognised civil marriage is apt to incur disastrous consequences to women and often facilitates the work of traffickers, such rabbis are asked to register and notify such marriages performed by them to the competent civil authorities.

"That it is very desirable that rabbis, whenever the necessity may arise, should require young men and women who come to them for the purpose of marriage, and who have been born in a foreign country, to produce evidence that there is no impediment to the proposed marriage. It is also desirable that the rabbis should themselves institute enquiries.

"That parents and guardians should be informed of the grave dangers which may threaten their daughters' future welfare unless strict enquiries are made concerning young men who propose to marry them and of whose antecedents they know but little or nothing.

“ That the Committees to be formed, and those already in existence in the different countries, should seek the co-operation of rabbis and others to warn parents against marriage-brokers, whose object may be only to make money, and who are often the accomplices of the traffickers. ”

It will be seen from these recommendations that those authorised to perform Jewish marriages are asked to be extra cautious. The evils arising from marriages by unauthorised persons are well known, and it would help very much if in all countries religious marriage could only be carried out if accompanied or preceded by civil marriage.

Of other questions dealt with by the Traffic in Women and Children Committee or by the Report of the Experts, those concerning the control of prostitution and the problem of prostitution itself were unanimously approved. No voice was raised against the abolition of the licensed house, and every hope is felt that the activities of the Traffic in Women and Children Committee will eventually have the effect of the total disappearance of such houses. It is, of course, not believed that trafficking will thereby be entirely eliminated, but that one of the principal causes of such trafficking will have been destroyed. Future work must be largely of an educational character among the adolescent youth in every country, so that the desire to use such houses, or even to demand promiscuous sexual intercourse, may be eradicated. It has been said, and with much truth, that the houses cater for a demand. The work of all voluntary organisations, of all public bodies, and of all Government authorities should be to educate the community so that such demand no longer exists.

Although only a short time has elapsed, the results of the Conference are beginning to become apparent. The Jewish women's organisations of *Germany* and *Latvia* have already combined for the purpose of endeavouring to improve the conditions of women in Eastern Europe, and it is hoped that shortly similar organisations in Eastern Europe, in close touch with the Central Bureau in London, will co-operate in this work of education and propaganda.

In *Germany*, a Central Jewish Welfare Committee has been formed, consisting of ten organisations dealing with communal work, and this Central Committee acts now in co-operation with the Central Bureau in London, but guaranteeing more effective work. A meeting of this Committee in Berlin was addressed by the Secretary, who detailed the work and the requirements of the Traffic in Women and Children Committee.

In *Hungary*, the Committee in Budapest is about to establish a Home for Jewish Girls. The Committee is carrying out a series of propaganda meetings in the towns and villages, and preparing literature of an appropriate character.

In *Roumania*, the Committee established in Bucharest has purchased and furnished a house as a Welfare Office and a Home for Girls, and is interesting itself in the question of trade classes and of finding employment. This Committee hopes that it will receive from the Government the same facilities and financial assistance which other denominational Committees are, we understand, already receiving.

The Welfare Committee in Czernowitz is doing propaganda work within the limits of its present possibilities. Here, as in Bucharest, an endeavour is being made to bring about close co-operation for railway-station work at the frontiers, and a training-school for girls has been started.

We hope to renew negotiations for some permanent work at the port of Galatz.

In *Lithuania*, where the financial conditions of the Committee are very strained, an endeavour is being made to put the “ settlement ” work of the Children's House upon a surer basis.

In *Poland*, the Committees of Warsaw, Lodz, Wilno, Bialystok, Lemberg and Cracow are maintaining and strengthening their excellent work. The Warsaw Committee have sent to the Central Office in London details of suspected cases of trafficking to South America, which have been investigated and which will be reported later. They also discovered a case of procuration for immoral purposes of a young girl of 16, who was to be trafficked to the Argentine, and denounced the procurers to the police, who immediately took action. After a two-day hearing in the Criminal Court, two men were sentenced to twelve months' imprisonment and two women to ten months, in each case with the addition of a heavy fine.

The Lodz Committee has also sent cases of enquiry concerning suspects going to South America, as well as of girls going abroad needing protection, and of families of young people who have been voluntarily or forcibly separated from the breadwinner.

Endeavours are being made to bring about a closer connection between the work done by these Committees in Poland, and the publication of Part II of the Experts' Report should prove a strong incentive towards its accomplishment.

In *France*, the Paris Committee is being strengthened by the addition of new members both men and women, and more effective action with regard to suspected cases of trafficking is promised, as well as more energetic propaganda work.

This report has to appear too early to be able to give statistics of work done by the Committees above mentioned, but it is hoped that some record of such work will appear in the next issue of the Annual Report of the Association.

Before leaving the account of the work of the Conference and its results, record must be made of the excellent effect produced upon the members of the Conference and upon the community at large by the presence and words of Dame Rachel Crowdy. Her remarks as to the co-operation between the Association and the Traffic in Women and Children Committee will tend to strengthen the interest which the Association already takes in the work of the Committee, and they will show, we hope, to the Jewish community that the Association endeavours to represent their interests in the fight against the traffic to the utmost of its capacity. The thanks of the Association are herewith tendered to Dame Rachel Crowdy and to Sir Eric Drummond, Secretary-General of the League of Nations, who made her visit to our Conference possible.

*South America.* — It was unfortunate that the representatives of our Committees in Buenos Aires and Rio de Janeiro could not be in London at the time of the Conference. They would have been able to give the Conference some valuable information as to the practical work they are doing and to show in what large measure they are assisting to eradicate the evil of the traffic.

In speaking of the work of the Buenos Aires Committee in our last report, it was shown how Dr. Halphon, the President, had reconstituted his Committee to obtain a better organisation. The improvement has been maintained, as has also the public interest in the work of the Committee. It has even become necessary to engage the part-time services of another officer as assistant to the Secretary and Agent, the work of meeting the boats and carrying out investigations having increased so much.

\*In the *Argentine, Uruguay and Brazil*, the question of reorganisation of the practical work is still occupying attention. The Association is now in close collaboration with the HJCEM (an organisation composed of the Jewish Colonisation Association, of Paris; the Hebrew Immigrant Aid Society, an American organisation; and the Emigdirect, a Continental society), whose work consists of helping and protecting Jewish migrants, and it is hoped thereby that more effective work on behalf of women and children will be done, that overlapping will be avoided and that economies of expenditure will be effected.

The ports of Buenos Aires, Montevideo and Rio de Janeiro, will be most effectively supervised, and, with the help of the Government authorities, it will be very difficult for traffickers to take victims through these ports. Given proper assistance, there is no reason why, in the near future, the work in South America should not be extended to other ports.

The following are a few interesting facts concerning our work in *Buenos Aires* :

Number of boats met in 1927. . . . .	199
Unaccompanied girls and women assisted. . . . .	925
(Of these, 85 were non-Jewesses.)	

(The HJCEM has for some months been sending lengthy cables to the Committees in Rio and Buenos Aires giving names and particulars of all unaccompanied emigrant girls and women landing by a following steamship.)

#### *Cases.*

*P.D.* — A telegram was received from our Committee in Buenos Aires to the effect that this woman had left the Argentine on a certain boat for Cherbourg, and was suspected of being a trafficker. She and her husband had made frequent journeys to Europe separately at different times. We immediately got into touch with our representatives in Paris, with a view to having the woman questioned on arrival and observation kept on her. The Police were informed and, when questioned, it was ascertained from her that she was passing through Paris on her way to Odessa. Enquiry through the shipping company disclosed the fact that she gave an address in Prague. Detailed information of the woman's subsequent movements was difficult to obtain, but our correspondents in various towns were informed and asked to keep special watch on her. Should she try to re-enter Buenos Aires, she will be effectively dealt with.

*A.H.M.* — This young woman, aged 26, arrived at Buenos Aires to go to her uncle. The Secretary of our Committee accompanied the girl, in order to see her uncle, but somebody else, who had her photograph with him, came to receive her, saying that the uncle was ill and could not come. Suspicions were aroused and the man was detained by the Police. It appeared that he was sent by a well-known trafficker to meet the girl.

The Secretary of our Committee took her to the Hostel for Immigrants, and it was intended to repatriate her. As, however, this young woman asked for protection and confessed that she had been the victim of a woman whose acquaintance she had made before her journey, our Committee promised to do all that was possible to protect her and find work for her. She is now in employment and is earning an honest living.

*M.C.* — Aged 17, arrived at Buenos Aires from Warsaw. A visit was paid by the Secretary of our Buenos Aires Committee at the house where the girl resided with her relatives, who proved to be of doubtful character. Our Committee therefore intervened and compelled the people to repatriate the young girl to Warsaw.

*B.E.* — This girl, who is an orphan, has been under the protection of our Buenos Aires Committee. They were informed that her uncle and aunt were going to take her to Chile, in order to get her married there to a young man who is established there in business. The people were distrusted, and our Committee objected to the marriage taking place until they made exhaustive enquiries and were satisfied about the young man's character. They eventually received a report stating that the man was satisfactory, and it was agreed that he should go Buenos Aires for an interview with our Committee. If they find that the girl is willing to marry the young man, they will give their consent to the marriage. A later report states that the marriage took place at Buenos Aires, which was witnessed by the Secretary of our Committee.

*P.P.* — This case was reported last year fully. She is the girl who was rescued by our Committee from a relative, a trafficker, after throwing a note from her window. She has been under the care of our Committee throughout the year, has been in good employment, and is about to be married to a respectable young man with whom she became acquainted. The punishment of the trafficker has not yet taken place, but he is still in prison awaiting trial.

*N. and S.* — These are two traffickers who arrived at Buenos Aires from Brazil. Their movements aroused the suspicions of our Secretary, who caused them to be arrested. Subsequent enquiries confirmed that they were engaged in the traffic, and the necessary steps were taken to have them sent back to Brazil.

It is reported that, in accordance with a new municipal regulation in the early part of the year, no woman will be registered for professional prostitution in brothels unless she was inscribed before the year 1926. As, however, this rule is only in force in Buenos Aires, such women who wish to exercise prostitution can go into the interior.

Our Committee has had correspondence with many places in the interior and in Chile, and has been the means of saving a number of young girls resident in Buenos Aires from falling into the hands of traffickers.

The Committee held a meeting, at which the Polish Consul attended, and discussed matters concerning the prohibition of visas for girls under 25 travelling alone to Buenos Aires, or in the company of unknown persons, unless enquiries had been made beforehand and proved satisfactory.

A society of persons calling themselves the Jewish Warsaw Society, and alleged to be largely composed of traffickers, has been deprived of its rights of recognition on the intervention of our Committee with the Polish Consul and the Argentine Government.

Our Committee speaks very highly of the assistance given by the Police authorities and the shipping companies, and we are pleased to give publicity to this excellent collaboration.

*Montevideo.* — The Secretary of the Committee in Buenos Aires paid a visit to Montevideo, where the work is being carried on by the HJCEM Committee for the Protection of Emigrants, and found that there was very effective supervision. An agent boards the boats there and, when necessary, proceeds with the passengers to Buenos Aires. The Police are also doing more effective work at the port.

In *Rio de Janeiro*, the particulars sent by our representative, Rev. I. Raffalovich, are as follows :

Boats met . . . . .	374
Women and children cared for. . . . .	1,305
(197 single unaccompanied girls.)	

*R.G.* — We were informed by our Warsaw Committee that this woman had left her husband for another man in 1915, with whom she had proceeded to Brazil, where she had been forced to take up a life of prostitution. She had written to her mother in Warsaw over and over again, asking for assistance to give up the life and return to Poland, and, although her mother had once sent her a ticket for her passage, she had not returned. It was also reported that all the woman's possessions had been taken

away from her and that she was not permitted to leave the house where she was living. Enquiries were at once set on foot through our Committee in Rio de Janeiro, and it was ascertained that she was not now detained against her will, nor had her belongings been taken from her. Her position, however, was very unsatisfactory, and, with the assistance of our Committee, she was returned to Poland.

In all other countries mentioned in previous reports, the Committees or correspondents continue to co-operate with the Central Bureau to the fullest possible extent.

*Great Britain.* — The methods adopted by the Association in its work in Great Britain are being followed wherever possible by the Jewish Committees abroad, and it is therefore felt desirable to continue to give statistics and particulars of that work, so that the preventive side, so very desirable in the countries of Eastern Europe in particular, may be fully appreciated. In 1927, the Association dealt with 1,255 cases, of which 549 were new cases.

There were :

8 girls reported missing from home, 4 of whom returned home, as they had only run away owing to petty family quarrels. All of the others except one were traced and found to be living in satisfactory places, but unwilling to return home. They were all supervised.

54 cases of unmarried mothers or ruined girls.

In 11 cases, affiliation orders (ranging from 6s. to 15s. per week) were obtained.

In 7 cases, agreements were effected through the office and payments obtained (ranging from 7s. 6d. to 15s. per week).

In 4 cases, marriages were arranged.

In 5 cases, the child died.

In 2 cases, the matter was referred to non-Jewish Associations.

In 18 cases, no action could be taken for the following reasons :

- (a) There was no corroborative evidence ;
- (b) The help of the Association was refused ;
- (c) The man absconded ;
- (d) The putative father was unknown.

7 cases are still pending.

7 girls and women known to be leading immoral lives. Some were returned to their families. In all cases, an endeavour was made to rescue them from their mode of life.

181 cases of married women's difficulties. In 41 cases, support was obtained from defaulting husbands by action taken through the Court. Of the others, 70 were desertion cases, 66 were cases of ill-treatment and inadequate support, and 4 were cases of divorce. In many cases reconciliations were effected. Particular attention is paid to all cases where there are children.

29 cases of girls and women placed on probation through our probation officers at various Courts, on charges of insulting behaviour, petty thefts, being beyond control, etc. Of these, 16 were placed on probation during 1927.

333 regularly supervised girls. They were supervised by our Visitors. Most of them are quite young girls, who respond well to supervision. In most cases, they were on the border line of immorality or in undesirable environment.

Over 2,500 visits were paid.

10 children entered Montefiore House, our certified school.

2 children entered Norwood Orphanage.

2 children entered Highbury Home.

220 general enquiries with regard to the welfare of girls.

69 general enquiries with regard to the welfare of children.

57 miscellaneous cases, necessitating investigations and enquiry.

16 cases of girls and women visited at Holloway Prison, and on whose behalf Courts had to be attended. Of these, 3 cases were of immorality and 13 of stealing, assault, petty theft, etc. In all cases the discharged prisoners are visited and helped, special attention being given where there are children.

18 cases of persons and premises suspected of immorality, etc. Most of these were reported to the Police or the local Borough Council.

87 cases of mental deficiency ; 12 of these were certified under the Mental Deficiency Act, and 75 were "after-care" cases of girls who had attended special schools. All of these were regularly supervised.

4 cases of girls referred from the Visiting Committee to be dealt with by the Cases Committee, which carries out special enquiries.

31 cases of girls referred to the Visiting Committee from the Cases Committee, as they only needed to be supervised and were quite respectable.

26 cases of migrant women, girls and children, for whom passports and other documents had to be obtained and who were met and cared for during their journey, or whilst they were detained pending their journey. For 3 of these cases permission to land was also obtained.

2 cases of transmigrants, who were met when passing through this country and were looked after *en route*.

2 cases of women and children who have been deported from America for various reasons. They have been looked after and, when possible, seen to their destination safely.

2 cases affecting girls and women, necessitating special enquiries from shipping companies, etc.

29 cases necessitating attendance at the Police-courts in prosecutions for stealing, insulting behaviour, brothel-keeping, soliciting, etc.

21 cases stayed in our Intermediate Home pending investigation, etc.

45 cases necessitating special international action and enquiries between the Central Bureau and its Committees abroad. Of these :

2 were cases of known traffickers ;

2 were cases of suspected trafficking ;

41 were cases for general enquiry.

In addition to the above :

37 girls and 24 babies were in our Rescue Home and Hostel for Unmarried Mothers.

48 children in our Certified School for Girls.

15 girls lodged in our Hostel for Respectable but 'Friendless Working Girls.

40 babies and 10 girls were in the Home for Friendless Children, affiliated to our Association.

258 working girls under friendly supervision, to whom 3,970 visits were paid.

#### CASES.

*N.G.* — Our Lodz Committee asked us to obtain some information concerning this man, who had gone to Lodz and had there become acquainted with a young girl, whom he wished to marry. It was suspected that the man was already married. Enquiries were set on foot both in London and the provinces, and it was ascertained that this man was indeed married and had a wife and family living in England. He was a very dangerous character and had served terms of imprisonment in several countries, and was wanted by the Police in England at the moment. We immediately wired our Lodz correspondent in order to prevent the girl having anything further to do with the man. We are glad to be able to report that, as a result of our action, the girl did not marry him and he was forced to leave the country. A warning was put into all the papers in Poland, in order that no other family might be deceived by him.

*C.Z.* — We were asked to make enquiries about a man who had left his wife and two children in straitened circumstances in Warsaw, and had proceeded to Mexico. Our correspondent in Mexico ascertained that the man was not able to send for his wife and that he himself had been in difficulties there owing to his poverty.

Arrangements have been made for his return to Poland, so that the long separation of this family may be brought to an end.

The Association was represented, as a member of the British National Committee, at the London Congress convened by the International Bureau, and, as it followed immediately upon the Jewish Conference, all the Jewish members were kindly invited to attend the Congress and take part in its proceedings. This proved to be of very great educational value to those who had not hitherto had the opportunity of attending Congresses because of their inability to become members of their National Committees.

The general work of the Association on behalf of children has been increased during the year by the formation of a Children's Committee, which deals with cases of children who have been assaulted, or are living in undesirable surroundings, or are given to bad habits of a sexual nature, or are suffering from venereal disease. This is very anxious work, necessitating much expense, and requiring the greatest tact and judgment.

We continue to co-operate with other organisations in promoting Parliamentary interest in all matters coming before the Advisory Committee, and have been members of deputations to Ministers. At the present time, the Association is keenly interested in the enquiry into the laws of solicitation for prostitution and the practice in the Courts in dealing with women arrested for solicitation.

The Association is strongly of opinion that the marriage laws should be so amended as to preclude a marriage under the age of 16.

The statistics given show that the Association continues the work it has done for discharged women prisoners for many years.

In concluding this report, the Association once again expresses the hope that the Free Distribution Committee of the League will consider favourably the grant of copies of the publications of the Traffic in Women and Children Committee to constituents of the voluntary organisations represented on the Committee, so that the propaganda work may thereby be maintained.

For the Association :

*Signed*) S. COHEN.

*General Secretary.*



Geneva, February 8th, 1928.

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE  
PROTECTION AND WELFARE OF CHILDREN  
AND YOUNG PEOPLE

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

Suppression of the Circulation of and Traffic  
in Obscene Publications

SUMMARY OF REPORTS RECEIVED FROM GOVERNMENTS

In accordance with the decision of the Council of June 7th, 1926, the Secretary-General sent to the Members of the League and to the parties to the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications of 1923 a request for certain information referred to in paragraph 9 of the Final Act of the International Conference of 1923.

The replies received from the various Governments up to April 1927 were included in document C.T.F.E.337, which was submitted to the Traffic in Women and Children Committee at its sixth session (April 1927).

The Committee, at that session, adopted the following resolution :

“ The Committee has had before it the replies of Governments in response to the questionnaire on the subject of obscene publications which was issued by the Council.

“ As a large number of Governments have not yet replied, it has decided to postpone further consideration of the matter until the next session and to ask the Council to invite those Governments to reply before the end of January 1928. ”

The Council approved this resolution at a meeting held on June 16th, 1927. The Secretary-General therefore invited the Governments which had not yet furnished their replies to the questionnaire referred to above to do so before the end of January 1928.

The Governments of the following countries have replied to the Secretary-General's letter :

Austria  
Bulgaria  
Czechoslovakia  
France  
India  
Japan  
Luxemburg

Netherlands Colonies :  
Surinam and Curaçao,  
Netherlands East Indies  
Poland  
Roumania  
Siam  
Sweden.

The reply received from the French Government indicates that the International Convention of 1923 has not yet been ratified. This Convention has been submitted to the French Parliament and the draft bill for ratification has already been voted by the Senate. The French Government has, however, furnished information with regard to legal proceedings instituted for offences against the Law of August 2nd, 1882, as amended by the Laws of March 16th, 1898, and of April 7th, 1898.

## QUESTION 1.

*In how many cases have proceedings been instituted for offences coming under Article 1 of the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications?*

### **Austria.**

In 1923, 16 persons were sentenced and 4 acquitted; in 26 cases the proceedings were stopped for lack of evidence. Twenty-eight persons were charged as producers (19 photographers, 3 printers, 1 author, 5 models), the remainder were vendors, agents or other accomplices (holders of stocks, hirers of photographic studios, middlemen).

In 1924, 14 persons were sentenced; in 22 cases the proceedings were stopped for lack of evidence, and 7 cases were dropped under paragraph 42 of the Press Code. Twelve of the persons charged were producers (2 photographers, 2 printers, 1 painter on glass, 2 authors, 5 responsible editors), the rest were publishers, vendors and agents.

In 1925, 12 persons were sentenced and two acquitted. In 21 cases proceedings were stopped for lack of evidence and 4 cases were dropped under paragraph 42 of the Press Code. Nine persons were charged as producers (2 printers, 3 authors, 1 responsible editor, 2 photographers, 1 maker of wooden figures), the rest being vendors and others.

In 1926, 1 person had been sentenced up to the time the report was drafted, and in 5 cases proceedings were dropped for lack of evidence. Fifty-two cases were still pending. Nineteen persons were prosecuted as producers (1 author, 5 printers, 3 photographers, 3 draughtsmen and painters, 1 cinema operator, 3 models, 3 photographic studio employees), the others as vendors or agents.

### **Bulgaria.**

There were 6 seizures of printed matter and 40 cases of forbidden films.

### **Czechoslovakia.**

Since October 1st, 1923, judicial proceedings have been instituted in 44 cases. Sentence was passed in 18 cases, and 11 persons were acquitted; in 11 cases the proceedings were stopped and in 4 cases interrupted. Articles were confiscated in 31 cases during 1924, in 38 cases during 1925 and in 13 cases during 1926. Of these confiscations, 25 were in respect of obscene photographs and pictures and the others were printed periodicals or other printed matter.

### **France.**

Between 1924 and 1927 there were 154 prosecutions.

### **India.**

#### **1. Madras.**

There were 5 cases regarding sale and possession for sale of obscene pictures, and 1 case of sale and possession for sale of an obscene book. In addition, there were 20 cases of offences under the Sea Customs Act relating to the traffic in obscene articles.

#### **2. Bombay.**

There were 3 cases dealt with under the Obscene Publications Act, VIII, of 1925. One hundred and sixty-eight cases were dealt with under the Sea Customs Act by the Collector of Customs for the period January 1924 to December 1925. Most of these cases concerned objectionable picture-postcards. Other cases concerned indecent books.

#### **3. Karachi.**

One hundred and five offences under the Sea Customs Act relating to the traffic in obscene articles were dealt with by the Collectors of Customs for the years 1924 and 1925. Most of the cases concerned obscene pictures and post-cards. Other cases concerned cigarette-cases and tobacco-boxes with obscene pictures.

#### **4. Calcutta.**

Fifteen cases were reported regarding offences under the Obscene Publications Act, VIII, of 1925. The offences were concerned with obscene picture-postcards and books. Twenty-seven cases were dealt with under the Sea Customs Act in 1924 and 1925. The cases concerned obscene postcards, cigarette-cases and tobacco-boxes.

5. *Bengal.*

On information being received by the authorities, a house was searched and obscene photographic negatives were seized.

6. *Punjab.*

Ten cases were dealt with under the Obscene Publications Act, VIII, of 1925. Most of the cases concerned obscene advertisements.

7. *Bihar and Orissa.*

One offence was dealt with under the Obscene Publications Act, VIII, of 1925 relating to an obscene advertisement.

8. *Burma.*

Four cases of offences under the Obscene Publications Act, VIII, of 1925 (1924-1925), concerning obscene postcards and books and the publishing of an obscene article.

Forty-eight cases were dealt with under the Sea Customs Act in 1924 and 1925. The cases related to obscene pictures, books, cigarette-cases and tobacco-boxes.

9. *Delhi.*

Three cases under the Obscene Publications Act of 1925. Two cases concerned articles published in periodicals. One concerned the sale of obscene postcards.

**Japan.**

In 1924, proceedings were taken in 6 cases, in 1925 in 6 cases, and in 1926 in 8 cases, for offences coming under Article 27 of the Law on Publications. During the same years, proceedings were instituted in 47, 21 and 19 cases respectively for offences coming under Article 41 of the Press Law.

Proceedings under Article 175 of the Penal Code numbered 241, 220 and 129 respectively.

**Luxemburg.**

Since 1920, judgment has been given in 4 cases involving fines and the confiscation of the pictures seized. In 2 cases the court also passed sentence of imprisonment for one month.

**Netherlands Colonies.**

1. *Curaçao and Surinam.*

For 1925, the answer to all the questions is in the negative.

As regards 1926, the answer is negative for Curaçao, and in regard to Surinam no information is available.

2. *Netherlands East Indies.*

In 1926, proceedings were instituted in 2 cases.

**Poland.**

In 1926 and the first eleven months of 1927, proceedings were instituted in 27 cases. A great number of copies of immoral publications were seized.

**Roumania.**

Proceedings were instituted in only 1 case.

**Siam.**

For the two years August 1924 to August 1926, proceedings have been taken in 6 cases coming under Article 1 of the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications. In 4 out of the 6 cases mentioned convictions were obtained.

**Sweden.**

Sweden has not acceded to the Convention. The offences coming under Article 1 of the Convention are only punishable in Sweden if they are contrary to the provisions of

Chapter 18, Article 13, paragraph 1 (1), of the Swedish Penal Law, which, under penalty of a fine or imprisonment, prohibits the circulation, sale or offering for sale of any publication, drawing or picture which is calculated to offend against decency.

The following table will show the proceedings instituted for these offences :

Proceedings instituted for offences coming under the Swedish Penal Law :

(1) Final judgments given by the courts of first instance :

	1923	1924	1925
Cases	5	6	7
Accused	10	6	8
Sentenced	8	4	6

(2) Final judgments given by the courts of second instance :

	1923	1924	1925
Cases	—	1	1

(3) Final judgments given by the Supreme Court :

	1923	1924	1925
Cases	—	1	—

## QUESTION 2.

*Can particulars be furnished concerning the offences referred to under Question 1 and the results of the proceedings?*

### Austria.

The traffic in obscene photographs has recently diminished.

The public has evinced little interest in immoral periodicals, with the result that nearly all these publications have ceased to appear. The few publications of this kind still in circulation observe greater discretion. As regards pornographic films, judicial proceedings were taken twice in 1923 and once in 1926.

There is practically no trade in pornographic articles at the moment, at any rate in Vienna; this is apparently due to measures taken by the Chief of Police in March and April 1926 (about 8,000 seizures).

### Bulgaria.

The articles seized were all of a criminal or grossly erotic nature.

### Czechoslovakia.

See reply to Question 1.

### France.

The punishments inflicted varied between fines of 50 francs and six months, imprisonment.

The offences consisted in sales of obscene publications, despatch of obscene publications abroad, showing obscene cinematograph films, etc.

### India.

#### 1. Madras.

For offences under the Obscene Publications Act, fines were imposed. In default of payment, sentences consisted of imprisonment for two or three weeks.

In cases of offences under the Sea Customs Act, the goods were confiscated and destroyed after a certain period. Some of the goods were imported in postal parcels. Other goods were imported as luggage and were detected on search.

#### 2. Bombay.

For the offences under the Obscene Publications Act, fines were imposed from 30 to 200 rupees. In default of payment of these fines, the sentences were rigorous imprisonment from 15 days to three weeks. In cases of offences under the Sea Customs Act, the goods were confiscated. In a few cases fines were imposed.

3. *Karachi.*

In cases of offences under the Sea Customs Act, the goods were confiscated and destroyed. In certain cases, penalties were imposed.

4. *Calcutta.*

In cases of offences under the Obscene Publications Act, VIII, of 1925, the offenders were sentenced to fines of from 25 to 200 rupees, and in one case to rigorous imprisonment for one month. In the cases dealt with under the Sea Customs Act, the goods seized were confiscated and destroyed. In various cases fines of from 5 to 10 rupees were imposed.

5. *Bengal.*

In the case mentioned in the reply to Question 1, the person arrested was released on executing a bond for 500 rupees with two sureties for his good behaviour for one year.

6. *Punjab.*

The cases of offences under the Obscene Publications Act, VIII, of 1925 resulted in sentences of payment of fines of from 5 rupees to 200 rupees, or in default of payment of two months' imprisonment.

7. *Bihar and Orissa.*

In the case mentioned in the reply to Question 1, legal proceedings were not instituted, but the publisher of the weekly paper which had contained an obscene advertisement, was warned.

8. *Burma.*

Fines were imposed of from 15 to 300 rupees. In one case, the accused was sentenced to three months' rigorous imprisonment. In the cases of offences under the Sea Customs Act, the goods seized were confiscated and destroyed; in some cases small fines were imposed.

9. *Delhi.*

In two cases, legal proceedings were not instituted, but the editor of the paper in question was formally warned. In the third case, the accused was acquitted.

**Japan.**

The sentences passed by the courts of first instance under Article 175 of the Penal Code varied from ordinary police fines to fines up to 400 yen.

**Luxemburg.**

See reply to Question 1.

**Netherlands Colonies.**

1. *Curaçao and Surinam.*

See reply to Question 1.

2. *Netherlands East Indies.*

The two cases mentioned in the reply to Question 1 dealt with the circulation or possession with a view to circulation of obscene pictures (postcards). In the first case the offender was sentenced to a fine of 1,000 florins and in the second to one month's imprisonment.

**Poland.**

See reply to Question 1.

**Roumania.**

The case mentioned in the reply to Question 1 referred to a pamphlet printed at Lugoj (Banat). The case came before the prosecuting magistrates at Lugoj and, as it was still pending when the report was written, the judicial decision is not known.

**Siam.**

Fines were imposed and goods were confiscated.

**Sweden.**

The Swedish statistics contain no further information than that given in the reply to Question 1.

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**QUESTION 3.**

*Can particulars be furnished concerning the offences referred to under Question 1 reported to designated authorities in other countries?*

**Austria.**

The Austrian authorities have been in communication with the corresponding authorities in Germany, Czechoslovakia, France, Roumania and Switzerland. The authorities most frequently communicated with were the German authorities. In the course of the criminal proceedings instituted against a Vienna trader for dealing in pornographic photographs, the names of a large number of private persons and booksellers were found in the papers seized. The names and addresses of the persons implicated in the case have been communicated to the Central Office at Berlin.

**Bulgaria.**

No such case has occurred.

**Czechoslovakia.**

The Central Office for the Suppression of the Traffic in Obscene Publications at Prague has been in communication with the Central Offices at Berlin and Vienna. In twenty cases the Czechoslovak Office has notified these offices of advertisements appearing in Czechoslovak newspapers, from which it has been suspected that pornographic publications were being offered for sale.

**France.**

The third "Bureau de la Direction de sûreté nationale", appointed as the central office in execution of the Paris Convention of May 4th, 1910, has always informed similar offices abroad of the action taken as a result of their communications.

**India.**

A certain number of cases have been communicated to the designated authorities in France and Germany.

**Japan.**

No cases.

**Luxemburg.**

Only one offence has been notified to judicial authorities abroad.

**Netherlands Colonies.**

1. *Curaçao and Surinam.*

See reply to Question 1.

2. *Netherlands East Indies.*

The competent German, Spanish and French authorities have been notified of the names of persons in their countries producing or circulating obscene publications for export to the Netherlands Indies and elsewhere.

**Poland.**

No information.

**Roumania.**

No cases.

**Siam.**

No cases.

**Sweden.**

No cases.

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**QUESTION 4.**

*Are there any general observations which can be given as to the extent and nature of the traffic?*

**Austria.**

Pornographic photographs and small printed publications are frequently sold by hawkers who, at late hours of the night, frequent certain establishments where they meet customers who are already known to them and who are not likely to give information about them. They obtain the goods from a few wholesale dealers, with whom from time to time they have interviews by arrangement. Cash is paid on delivery in order to avoid any bills and accounts in writing. Either party affects ignorance of the name and address of the other. The wholesale dealer is usually also the producer of the photographs. These are very seldom made by a professional photographer, and consequently are nearly always very bad photographs. These dealers frequently print their publications for themselves on small typographic presses, or type them. The work is never done at home, but always elsewhere. The stocks of the goods and the list of customers are deposited in what the dealers regard as a place of safety, so that if they are arrested only the few photographs and the little printed matter carried on their persons can be confiscated. In many cases, the weekly turnover is 200 or 300 shillings, or even more. These dealers do not sell to hawkers only; they also dispose of their wares by post, and many of them do a foreign trade, which requires advertisement in the newspapers of the countries concerned. Orders are to be sent *poste restante* or to a post-office box. The name and box are changed from time to time, customers being notified by circular. If, when one of these dealers is arrested, it is not possible to arrest all his accomplices, one of them warns the persons interested not to send letters to the known address till further notice, thus endeavouring to evade any postal blockade that may be ordered by the courts.

Dealers in large and expensive publications use similar methods. Their public is small, but all the better able to pay high prices. In selecting clients, every possible precaution is taken. The publishers of these volumes do not advertise and only sell to persons recommended by old customers or accomplices. The dealers and their customers form, as it were, a solid wall. If pornographic works are seized on the premises of a bookseller who is a customer of one of these dealers, the bookseller generally states that he bought the publications for himself from an unknown agent, or else one of his assistants says that the books are his own private property, that he has been collecting them for some time, and that he does not keep them at home for fear of shocking his family. The composing and printing of these works is done by one or two trustworthy persons, the remainder of the staff having nothing to do with it. The books are bound as required in small numbers — again, as far as possible, without the assistance of the employees. Copies to be sent to the provinces or abroad are despatched singly by registered letter or parcel post, without value declared, and with a false sender's name.

**Bulgaria.**

The traffic in obscene publications in Bulgaria is negligible.

**Czechoslovakia.**

Three and a-half years' experience seems to show that the traffic in obscene publications in Czechoslovakia is not particularly active.

### France.

The trade in obscene publications is small in France, except in certain centres where it is carried on with great caution. Most of the prosecutions were in cases of individuals who, in the course of their ordinary business, had introduced the sale of obscene postcards or publications.

### India.

There has been considerable reduction in the import of the grosser forms of obscenities. The report of the Calcutta Police, however, shows that the internal traffic is carried on by making reproductions from pictures previously imported. A very considerable proportion of the pictures confiscated by the Collectors of Customs consist of matter which would ordinarily not be regarded as obscene in Europe. The attitude towards this subject is, however, not the same in India as it is on the continent of Europe and the Collectors of Customs, therefore, exercise their powers of confiscation rather widely.

There is undoubtedly a considerable indigenous production of pornography. The Burma Police reports that there has been an increase in the production of pornographic books.

### Japan.

No information.

### Luxemburg.

The traffic in obscene publications is not particularly active. The publications sold are mostly printed abroad.

### Netherlands Colonies.

1. *Curaçao and Surinam.*

See reply to Question 1.

2. *Netherlands East Indies.*

From regular enquiries which have been made into the extent and nature of the traffic, it appears that "artistic pictures" from the Netherlands are imported into the Netherlands Indies and sold chiefly to non-Europeans. The traffickers do their best, however, to avoid infringing the provisions of the Penal Code. As a general rule, the correspondence of houses or persons known to be engaged in the traffic is watched. The names and addresses are notified to all post offices.

Printed matter and parcels from abroad in which obscene publications are discovered are sent to the General Post Office, which may order them to be destroyed in accordance with the international regulations. Particulars are sent to the Department of Public Prosecutions, and the foreign postal administration concerned is notified.

### Poland.

There does not seem to be much traffic in obscene publications.

### Roumania.

There is practically no traffic in obscene publications.

### Siam.

The circulation of and the traffic in obscene publications is almost non-existent in the Provinces of Siam; in Bangkok it is, compared with other large cities, quite insignificant. The majority of obscene pictures offered for sale in Siam are imported from foreign countries.

### Sweden.

The number of such offences has been too small for any general conclusion to be drawn as to their extent and nature.

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Geneva, February 11th, 1928.

# TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

## Seventh Session.

### REPORT BY MADAME AVRIL DE SAINTE-CROIX, DELEGATE OF THE INTERNATIONAL WOMEN'S ASSOCIATIONS

[Translation.]

For the important Women's Associations which I have the honour to represent here, the past year has been one of uninterrupted activity and endeavour to improve the position of women, to secure the protection of children and to co-operate effectively in the work of the Advisory Committee, the value of which we are coming to appreciate more and more. All the associations in their respective countries have sought to concentrate on resolutions aiming at practical objects rather than mere theoretical recommendations.

The decisions voted at their congresses, conferences and meetings reflect the interest they take in the work done at Geneva, their gratitude to the League of Nations for so nobly defending their moral interests, and also the thanks they owe to the Secretary of the Fifth Committee, Dame Rachel Crowdy, of whose energy and devotion it is impossible to speak too highly.

In order to be able to submit to the Advisory Committee this year, as in former years, an account of the different branches of work which the International Women's Associations represent, and of the part taken by them in the campaign against immorality and the traffic in women, we asked the Associations to reply to the following questionnaire.

#### Questionnaire.

1. What has your Association done during the past year to obtain the adhesion of your country to the Geneva Conventions relating to the Traffic, supposing that it has not already adhered to them?

2. What measures have you recommended for the protection of women and, more particularly, of children, engaged in *cafés-chantants* and other similar establishments in your country or abroad?

3. Under what conditions are girls under 18 allowed to leave the country in virtue of an employment contract? Has your Association concerned itself with their protection?

4. What measures has your Association demanded in regard to *souteneurs* and procurers, whether foreign or belonging to the country, and what penalties do you wish to see imposed upon persons who live upon the earnings of prostitutes?

5. What has your Association done to obtain the abolition of licensed brothels in countries in which State-regulated prostitution has not yet been suppressed?

6. What is, in your opinion, the influence of low wages upon prostitution?

7. What measures has your Association recommended for the suppression of immoral publications? Has it made representations to the public authorities to demand the enforcement of the laws or the enactment of more stringent measures?

Space does not allow us to quote in detail the replies which we have received. We will therefore content ourselves with a summary as faithful and exact as possible and will, if necessary, give further particulars orally.

## REPLIES OF THE ASSOCIATIONS

### South Africa.

1. As our country, says Mrs. Craig, has ratified all the Geneva Conventions relating to the traffic in women and children, the Women's Associations have not had to make any representations to the authorities.

2. There is no information of the existence of any supervision with a view to the protection of minors engaged in *cafés-chantants* or similar establishments; it may be added that emigration of this kind is almost unknown in South Africa, artistes of this category coming from abroad. Nor is there any emigration of girls under 18.

3. The Act of 1885 for the Prevention of Venereal Disease, which established the compulsory inspection of prostitutes, was partly repealed by the Act of 1902 and wholly by the Union Statute of 1919. Brothels have been closed and the traffic has almost entirely disappeared.

4. As regards the penalties imposed upon persons who knowingly live wholly or partly upon the earnings of prostitution, the Acts of 1902 and 1903 have provided terms of imprisonment of two to three years and 24 or 25 strokes of the cat.

5. As the result of a long campaign by the Women's Associations, the age of consent in South Africa has been raised to 16, and last year the Child Welfare Conference passed a resolution raising it to 17. This resolution has been submitted to Parliament, but a vote has not yet been taken.

6. Our Associations consider that prostitution is frequently caused by insufficient wages and poverty, in spite of the measures taken for the protection of work done in the home.

7. With regard to the campaign against obscene publications, public opinion in our country is so firmly determined to fight this evil that there is very little need for official intervention. The laws are severe and are strictly enforced; heavy penalties and large fines are inflicted upon the authors of indecent publications or drawings.

At Bloemfontein, where a newspaper published revolting details of an unsavoury case, our Associations protested to the authorities, and since then it has been forbidden to publish details in cases of divorce on grounds of adultery.

Parliament has opposed the creation of women police, chiefly for economic reasons. The question will come up again for discussion at the Conference next April.

### Germany.

1. Germany having ratified the three Conventions on the traffic in women when she entered the League of Nations, the Women's Associations have endeavoured to make their contents known.

2. The Law of March 3rd, 1903, forbids the employment of children under 12 in cabarets, cafés and beer-restaurants. Further, children of school age and under cannot appear on the stage except when their services are required in the interests of art. A bill has been laid before the Reichstag which aims at prohibiting the employment of girls under 18 in theatres, *cafés-chantants*, etc., whenever the performances may be injurious to their moral, intellectual or physical development. The Women's Associations have been working hard to obtain support for this bill.

3. As regards emigration, the Law of February 14th, 1924 makes the emigration of girls under 18 conditional upon the consent, not only of the parents or those taking the place of parents, but of the *Council of Guardians*. Girl minors travelling with their parents do not need this permission.

If these conditions are not fulfilled, the permit is refused and the police authorities are required to take action.

Germany's representatives in foreign countries have the right to intervene, even if the conditions mentioned in Article 1 are fulfilled, whenever the moral interests of the minors are in danger.

Passports for minors employed for theatrical tours abroad may only be issued provided the competent authorities are satisfied that the organisers or managers of the tours are, so far as is known, of good character.

In doubtful cases, *Die Internationale Artistenloge*, *Die Genossenschaft Deutscher Bühnen-Angehörigen*, *Der Internationale Variététheater Direktöre*, the local branches of these associations or the police authorities may be consulted.

If, after enquiry has been made, there is still some doubt, the *Jugendamt* or *Vormundschaftsgericht* intervene and prevent the girls from starting.

Apart from these precautions, the *Reichsarbeitsamt* has recently required a police authorisation before any girl minor can accept an engagement abroad.

In addition to this official control, several voluntary associations actively support the campaign against the traffic.

4. In regard to procurers or *souteneurs*, the law is explicit. Any person living wholly or partly upon the earnings of prostitutes or who, under cover of protecting a woman, encourages her to lead an immoral life, is liable to a minimum penalty of one month's imprisonment.

If the *souteneur* is the woman's husband or if he has compelled her, under threats, to engage in prostitution, he is liable to at least one year's imprisonment and he may also be deprived of his political rights.

Any person who, by false statements, has persuaded and helped a woman to emigrate with intent to corrupt her, shall be liable to five years' imprisonment, a fine of from 100 to 6,000 marks and the loss of his political rights and he shall remain under police supervision even when his sentence has been served.

Several other bills are at present before Parliament, which impose severe penalties on persons attempting to corrupt girls under 18 and on the exploitation of prostitution.

5. With the entry into force of the law on the campaign against venereal diseases, licensed brothels have been closed and State-regulated prostitution suppressed.

The Women's Associations have worked very hard in this matter, and women members of Parliament have undoubtedly exercised a strong moral influence. We can only rejoice at the results of their efforts.

6. The German Women's Associations are convinced that low wages are the main cause of prostitution. The majority of prostitutes are recruited from among the lowest-paid and most ignorant working-women and domestic servants.

7. As regards the suppression of obscene publications, Article 4 of the Criminal Code imposes imprisonment up to six months or a fine not exceeding 600 marks, and the loss of civil rights, upon any person who is convicted of having exposed in public places, hawked or sold, obscene publications or drawings; of having sold obscene publications or drawings in any place whatever to girls under 16; of having placed obscene articles before the public gaze; of having published advertisements inserted for the purpose of encouraging immoral relations; or of having placed before girls under 16 publications or drawings which, although not obscene, conduce to immorality.

A bill now before Parliament goes further still: It covers all persons employed as agents in distributing obscene writings or publications and strengthens the law in the case of adult persons who enable minors under 16 to buy or obtain possession of publications calculated to arouse or excite their passions.

Furthermore, a list of obscene publications and drawings which it is forbidden to sell, display, hawk or advertise in public places has been drawn up in pursuance of the law passed in 1924.

The Geneva Convention of September 12th, 1923, on obscene publications was ratified by the Reich Government on May 11th, 1925.

## Austria.

1. Austria, as is known, ratified the Geneva Conventions some years ago.

2. The employment of children in *cafés-chantants*, music-halls and theatres is forbidden by law, and the law is enforced very strictly.

3. The Emigration Office is responsible for superintending the departure of young girls to foreign countries. We have requested that a woman should serve on this body, since we think her assistance would be very valuable. So far we have, unfortunately, not succeeded in having a woman appointed.

4. The question of the measures to be taken against *souteneurs* will, we hope, be settled by the new bill. For years we have been trying to persuade our Parliament to take the only measures which we think capable of effectively dealing with procurers and traffickers, viz., the suppression of licensed brothels, the abolition of regulated prostitution and the free treatment of venereal diseases.

5 and 6. Low wages and the ease with which employers can dismiss their workwomen, employees or domestic servants without compensation are in our opinion largely responsible for the spread of prostitution.

7. Our associations have made great efforts to prevent the public sale of immoral books and obscene publications, especially in the neighbourhood of schools and colleges. We should also like young persons to be forbidden to attend performances which are demoralising to youth. The measures hitherto voted would be sufficient to check the evil if they were consistently applied, but unhappily this is not the case.

The situation is the same or perhaps worse in regard to the cinema, whose sensational posters awake the morbid curiosity of young people.

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The Women's Associations have worked very hard in this matter, and women members of Parliament have undoubtedly exercised a strong moral influence. We can only rejoice at the results of their efforts.

6. The German Women's Associations are convinced that low wages are the main cause of prostitution. The majority of prostitutes are recruited from among the lowest-paid and most ignorant working-women and domestic servants.

7. As regards the suppression of obscene publications, Article 4 of the Criminal Code imposes imprisonment up to six months or a fine not exceeding 600 marks, and the loss of civil rights, upon any person who is convicted of having exposed in public places, hawked or sold, obscene publications or drawings; of having sold obscene publications or drawings in any place whatever to girls under 16; of having placed obscene articles before the public gaze; of having published advertisements inserted for the purpose of encouraging immoral relations; or of having placed before girls under 16 publications or drawings which, although not obscene, conduce to immorality.

A bill now before Parliament goes further still: It covers all persons employed as agents in distributing obscene writings or publications and strengthens the law in the case of adult persons who enable minors under 16 to buy or obtain possession of publications calculated to arouse or excite their passions.

Furthermore, a list of obscene publications and drawings which it is forbidden to sell, display, hawk or advertise in public places has been drawn up in pursuance of the law passed in 1924.

The Geneva Convention of September 12th, 1923, on obscene publications was ratified by the Reich Government on May 11th, 1925.

## Austria.

1. Austria, as is known, ratified the Geneva Conventions some years ago.

2. The employment of children in *cafés-chantants*, music-halls and theatres is forbidden by law, and the law is enforced very strictly.

3. The Emigration Office is responsible for superintending the departure of young girls to foreign countries. We have requested that a woman should serve on this body, since we think her assistance would be very valuable. So far we have, unfortunately, not succeeded in having a woman appointed.

4. The question of the measures to be taken against *souteneurs* will, we hope, be settled by the new bill. For years we have been trying to persuade our Parliament to take the only measures which we think capable of effectively dealing with procurers and traffickers, viz., the suppression of licensed brothels, the abolition of regulated prostitution and the free treatment of venereal diseases.

5 and 6. Low wages and the ease with which employers can dismiss their workwomen, employees or domestic servants without compensation are in our opinion largely responsible for the spread of prostitution.

7. Our associations have made great efforts to prevent the public sale of immoral books and obscene publications, especially in the neighbourhood of schools and colleges. We should also like young persons to be forbidden to attend performances which are demoralising to youth. The measures hitherto voted would be sufficient to check the evil if they were consistently applied, but unhappily this is not the case.

The situation is the same or perhaps worse in regard to the cinema, whose sensational posters awake the morbid curiosity of young people.

### Belgium.

1. Belgium has ratified the International Conventions relating to the traffic.
2. A Royal Decree of April 27th, 1927, forbids the employment of children under 16 in *cafés-chantants* and similar establishments. Madame van den Plas informs us that the Women's Associations are in favour of raising the age-limit to 18.
3. For engagements abroad, passports are only issued with the consent of the parents, while preliminary enquiries are also made by the authorities.  
Our Association does not concern itself with the protection of emigrants, this being dealt with by the *Association catholique pour la protection de la jeune fille* and by the Girls' Friendly Society.
4. We should, of course, welcome the deportation of foreign *souteneurs*, but we should also like to see the law impose upon Belgian *souteneurs* a penalty sufficiently severe to prove a real deterrent.
5. Several of our members have conducted an energetic campaign for the suppression of the traffic and the abolition of regulated prostitution through meetings and congresses and in the Press as well as on the communal councils.
6. We are convinced that low wages to a large extent foster the traffic, but we think that other factors contribute.

### Czechoslovakia.

1. The Czechoslovak Republic has adhered to the Geneva Conventions.
2. Children are not allowed to appear upon the stage in that country.  
The Czechoslovak Government has recognised the need for protecting artistes who accept engagements abroad. It has demanded that international conventions shall lay down the measures to be taken in this respect. Girls accepting engagements abroad must not only be protected as regards their contract, but must be repatriated if they are in moral or material danger.
3. Young girls are only allowed to leave the country under the conditions contained in the law.
4. The laws of the Czechoslovak Republic punish procuring severely. The proprietor of any establishment, restaurant, café, etc. convicted of encouraging prostitution loses his license.
5. Under the law on venereal diseases, licensed brothels have been closed.
6. Low wages are undoubtedly a factor in prostitution.
7. A bill for the suppression of obscene publications will be discussed in Parliament shortly.
8. The employment of women police is under discussion. A campaign has been organised to prepare the public for this reform.

### Denmark.

In Denmark, where the situation has not changed, the Women's Associations have nothing particular to report to us this year. The societies for protecting and rescuing women have been carrying on their work with the same devotion as in the past.

In nearly all the matters in question, Denmark has long ago given effect to the recommendations of the League.

Our correspondent adds that, although licensed brothels have entirely disappeared, prostitution in Denmark still remains a scourge which the Women's Associations are seeking to combat.

### Egypt.

1. Our Associations, says Madame Kahill, have so far — and for good reason — been unable to obtain the adhesion of Egypt to the Geneva Conventions relating to the Traffic in Women.
2. In Egypt, the number of theatres is so limited as to make it unnecessary to contemplate any regulations for the protection of women and children engaged in *cafés-chantants*. In our country, children are mainly exploited by professional beggars. This evil has recently assumed such dimensions that our Associations have appealed to the Government to strengthen the law prohibiting begging and to create homes for incurable children exploited by the traffic.

3. The conditions of living are happily such that the Egyptian woman has no need to leave the country to find work abroad.

4. Our Associations are paralysed in their work by the Capitulations, for half the licensed brothels in Egypt belong to Europeans, whose nationality protects them from prosecution by the police. Our Government is at present engaged in negotiating with the Capitulatory Powers with a view to extending the penal competence of the Egyptian courts to offences relating to procuring and the traffic in women. At the present time, the local police are not entitled to make raids upon these houses without the aid of the consulates, and this greatly delays and even paralyses their efforts. Moreover, as things are now, European procurers are only subject to ordinary police fines, the consuls, as a general rule, being over-indulgent towards their nationals. The question has been raised in Parliament by Sheikh Abul Enein.

5. Our Associations have called upon Parliament to suppress brothels and, pending this, to remove them from the centre of the towns. The Associations are asking the Government for the immediate deportation of persons convicted of procuring.

6. The wages of the small number of European women working in Egypt are, in most cases, sufficient for them to live without practising prostitution.

Prostitution among Egyptian women is frequently due to poverty combined with moral laxity. Girl's schools, which are rapidly increasing in number, are developing an economic side so as to allow women to earn their living, and are establishing certain industrial branches. Our own branch is among the most important.

7. In May 1927, our Associations proposed to the Government that it should exercise stricter control over cinema films and suggestive posters. The question is at present under consideration, and the importation of certain newspapers has been forbidden in Egypt.

#### Finland.

1. Finland has adhered to the Geneva Conventions, which entered into force on March 4th, 1927.

2. We have not studied the question.

3. Minors cannot leave the country without permission from their parents or guardian.

4, 5 and 6. Our Associations have not as yet adopted any resolutions on these matters.

7. Finland has adhered to the Geneva Convention on obscene publications. We have therefore had no cause to intervene in this question.

#### France.

1. France adhered to the Geneva Conventions relating to the Traffic in 1926.

2. Madame Legrand-Falco informs us that the laws relating to the health and safety of persons employed in theatrical performances of all kinds can only be enforced, and their penalties imposed, within French territory. In the case, however, of children employed in theatres, *cafés-chantants*, etc., in foreign countries, the French consular authorities may deal with offences committed against them and ensure their repatriation to France, if necessary. The Women's Associations are hoping to see this possibility converted by law into an obligation.

The Labour Code forbids the employment of children under 13 in permanent theatres and *cafés-chantants*, and of children under 16 at fairs. The employer of the child must be in possession of its birth certificate, and must be able to certify its origin by the production of an identity-book or passport.

3. Girls under 18 can obtain a passport to leave the country in virtue of a employment contract only with the permission of their father, or their guardian if they have no parents; the contract must be authorised by the family.

The protection and welfare associations affiliated to the *Conseil national des femmes françaises* are in constant touch with the *Service international d'aide aux émigrants*, which has correspondents in most foreign countries and large towns, and which meets girls on their arrival in the country and makes enquiries concerning the firm or family which is employing them. If a girl wishes to join her mother abroad, the International Service keeps her in France if the mother is known to be living an immoral life; in this case, the girl is entrusted to a relative in France, the arrangements being made by the Service.

4. The Women's Associations are trying to obtain the adoption of stricter measures of repression against *souteneurs* and, pending the measures provided by the new bill, are urging that the present penalties should be rigorously applied.

5. The Women's Associations have co-operated with societies working for the improvement of public morals to obtain the closing of licensed brothels; in some towns they have been successful. Thanks to their endeavours, interest has been roused, and public opinion has been influenced in favour of the principles which they support.

6. Insufficient wages are undoubtedly a frequent cause of prostitution.

7. A campaign is being conducted to secure the ratification by France of the Geneva Convention relating to Obscene Publications. The *Conseil national des femmes françaises* has paid particular attention to the matter and has forwarded an urgent letter to the different ministers interested in this question.

Furthermore, a group of women selected from the members of the *Conseil* has been formed to secure the strict application of measures against the sale of admittedly obscene publications. On several occasions, the members of this group have taken steps to secure the removal from the newspaper stalls of periodicals which were displayed there in spite of prohibitions against them.

There are, in France, many societies for the rehabilitation and rescue not only of prostitutes, minors and delinquents, but also of every class of discharged woman prisoner. These Associations are performing very valuable services.

This year, like last, the *Comité d'éducation féminine contre le péril vénérien* has continued its admirable campaign on lines both moral and scientific.

Under the presidency of Dr. Montreuil-Strauss, this Committee, during 1927, organised 79 lectures in Paris and the provinces in order to put young persons on their guard against the dangers of an immoral life and to convince them of the necessity for entering upon marriage with healthy bodies. These lectures made a great impression upon their young audiences and sceptical smiles gave way to respect.

We trust that when women are admitted to the legislative assemblies or municipal councils, they will be able to work even more effectively than in the past for the protection of children, the improvement of the status of women, the maintenance of the family, and more particularly against female prostitution, that disgraceful scourge which they refuse to regard as a necessary evil.

### Great Britain.

1. Great Britain adhered a long time ago to the Geneva Conventions and our Associations are endeavouring to supervise their execution.

2. Authorisation is necessary for a child to be employed on the stage or for a number of performances; this permission must be given by the school authority of the district in which the child resides and it must be signed by the employer and by the father or guardian of the child. It must state how the child has been educated, how it has been trained for its new employment and the exact nature of this employment. It must also mention the time during which the child will be on the stage and the name and address of the person who will be in charge of it during its engagement.

The authorisation must be accompanied by the child's birth certificate or some other document establishing its age, by two photographs taken during the preceding six months and a school doctor's certificate stating that the child can perform its part without injury to its health, physical development or subsequent education.

The Women's Associations fully approved the resolutions voted at the International Congress against the Traffic in Women, held in London in 1927.

3. Close supervision has been provided over any minor wishing to leave the country. A careful enquiry is made both as regards the employer and the reasons which lead the minor's family to agree to emigration. The Women's Associations are actively concerned in this supervision.

Nothing particular has been done during the last year to protect minors who are engaged in foreign countries to appear in theatres, *cafés-chantants*, music-halls, etc. At the same time, this is a question which has long been occupying the Women's Associations.

Permits to leave the country are only granted to minors after a close enquiry into the circumstances both of the child and of the employer.

4. The law provides very serious penalties against *souteneurs*, namely, imprisonment without the option of a fine and corporal punishment.

5. State-regulated prostitution having been long abolished in Great Britain, the Women's Associations have no longer any work to do in this connection beyond familiarising the public with the conclusions of the Experts' Report on the Traffic in and Protection of Women and Children, and drawing therefrom the logical conclusions.

This year, as in former years, the Association for Moral and Social Hygiene has continued its campaign against State-regulated prostitution, particularly in the Dominions. It also protests against all measures in regard to moral questions which apply to women only.



6. With regard to the influence of low wages upon prostitution, we are of opinion that it is not so great as is generally thought. In support of this opinion, we may mention the existence of numerous statistics showing that domestic servants, who are a well-paid class, furnish a large proportion of prostitutes. We believe that the craving for pleasure and luxury is frequently the reason which leads young girls into evil ways.

### Hungary.

1. "The Hungarian Government having already adhered to the Geneva Conventions", Mlle. Rosemberg writes, "we have worked to ensure their application."

2. In Hungary, the employment of children in *cafés-chantants* is forbidden below the age of 12, and after that age they may only be accepted if accompanied by their mother, and must leave the premises immediately after the performance.

3. Girls under 18 may not leave the country without the consent of their parents. Those between 18 and 24 only receive a passport with their father's consent; in the case of an orphan, authorisation is only given with the consent of the Board of Orphans, and neither orphans nor other girls may go abroad until, as a result of enquiries, our Consular authorities have made sure that the situation to be taken offers adequate moral and material guarantees.

4. The laws concerning procurers are exceedingly strict and penalties are imposed up to ten years' hard labour. Our National Council and Suffrage Union are demanding that similar penalties should be imposed upon all persons who live on the earnings of prostitutes.

5. As the result of League of Nations decisions and campaigns by Women's Associations, it has been decided that the last remaining licensed brothels shall be closed down on May 1st next.

6. The influence of low wages upon the fall of young girls is very small in our country; our experience is that not more than 20 per cent of prostitutes adopt this calling because they are badly paid.

7. We are happy to be able to announce that we have succeeded in securing the creation of a body of women police at Budapest; six women have been attached as investigators, surveillance agents and clerical assistants, to the police department which deals with the prostitution of girls and with soliciting in public places.

Further, we are in full agreement with the recommendations of the Committee, and very anxious to see the age of consent raised to at least the legal age of marriage, which in Hungary is 14.

### Irish Free State.

The questions asked of us have not been examined, and as regards Articles 1, 2 and 3 we have had no powers.

Nos. 4 and 5 do not seem to apply to our country.

As regards No. 6, it is impossible to answer without a through enquiry. It would seem, however, that low wages are only one cause of prostitution, and not the most important.

With regard to the age of consent, opinion is unanimously in favour of fixing it at 18.

### Norway.

1. Norway has ratified the Geneva Conventions.

2. The law forbids children under 16 to accept engagements in theatres, music-halls and *cafés-chantants*.

3. In 1904, a Mixed Committee was appointed in Norway to protect young girls and watch over emigration.

4. Several of our Women's Associations take an active part in the campaign against traffickers, *souteneurs*, etc. Our laws punish anyone who is instrumental in inducing a girl minor to become a prostitute.

5. Our country has endeavoured to apply the International Convention of 1904 with a view to providing young girls with effective protection against the traffic in women and children.

6. In our opinion, low wages and unemployment are the principal causes of prostitution.

7. A Committee has been appointed to fight against immorality in the theatre and indecent publications. Thanks to this Committee, we have obtained a censorship of films. Women have paid particular attention to this question and are trying to suppress all performances which may have an unhealthy influence upon young people.

Several of them belong to the Censorship Committee at Oslo.

## Netherlands.

1. This year, as in former years, the large Women's Associations in Holland have combined with the National Netherlands Traffic in Women Committee; they have also continued their educational and reformatory work. They have given moral and material help to thousands of girls. Rescue societies have also continued their valuable services.

2. The Netherlands Government having ratified the Geneva Conventions, the Women's Associations have fortunately not been called upon to deal any longer with this question.

3. Throughout the Netherlands, no girl under 14 is allowed to be employed by any *café-chantant* or similar establishment.

4. Our Women's Associations have not been called upon to deal with the conditions under which women or children leave the country to accept engagements in *cafés-chantants* and music-halls; applications of this kind in respect of women or girls in Holland are very rare, but, when such authorisation is occasionally asked for, the applicant must have the permission of the mayor of her commune before she can obtain a passport. In these cases she seeks employment through the Labour Exchange.

A law on the duties of States, intended to facilitate the application of Article 6 of the Geneva Convention of September 30th, 1921, is in course of preparation. We are very anxious to see it passed, for at present there is no way of preventing young girls leaving the country by refusing them a passport visa, even when the prospects appear to be unsatisfactory. During the last twelve months, the National Bureau against the Traffic in Women has endeavoured to warn women and girls who wish to set out for the East Indies against the risks they are running, and it urges them to make quite sure of the terms of their engagement.

5. Unfortunately, it is always very difficult to furnish the necessary proofs to convict *souteneurs*, who find in the prostitutes they bully and terrorise associates who rarely betray them. During the last year, however, the laws against these traffickers have been more strictly enforced. A *souteneur* who is convicted of living upon the earnings of a prostitute can now be imprisoned for three years and sentenced to hard labour. This law satisfies claims which were put forward long ago by the Womens' Associations.

The Netherlands Associations are pleased to report that, since licensed brothels were closed in 1911, the results to the country have been wholly favourable.

6. Madame Van Schaik Dobbelman thinks, as a result of enquiries made in various quarters, that low wages have less influence upon prostitution than is generally supposed. To-day a woman who is obliged to sell herself to feed or bring up her child would seem to belong to fiction rather than reality. Public relief and private charity are now doing all that is required of them in this direction. She thinks that the desire for luxury, high living, a craving for pleasures, idleness, the cinema and dancing-places are more immediate causes of prostitution. In order to combat this evil effectively, it is first necessary to awaken in young people a sense of duty and responsibility.

7. The campaign against obscene publications has been carried on in the Netherlands for some years now. The first essential is a change in public opinion, which is not fully alive to all the dangers. The Women's Associations have repeatedly made representations on this matter to the authorities, sometimes with success; by their efforts the Law on Obscene Publications has been amended. To-day our Penal Code provides that a bookseller who sells obscene books is liable to be punished even if he declares that he did not know the nature of their contents, whereas formerly he could always plead ignorance.

Our Associations are still actively concerned with the important question of the legal age of marriage. No final resolution has yet been passed, but I can assert without fear of contradiction that the Committee will fix upon the age of 16 for girls, while the age for males will remain unchanged.

## Portugal.

The Women's Associations in Portugal and, in particular, the National Council of Portuguese Women, fully appreciate the great value of the resolutions passed by the Advisory Committee and ratified by the Council, concerning the protection of children and the suppression of traffic in women.

1. We have nothing to add to our observations of last year with regard to the adhesion of Portugal to the Geneva Conventions, but we are happy to be able to stress the great activity displayed by the Women's Associations for the improvement of the moral and material condition of women and children.

2. Although we should have liked to be able to give an affirmative reply to the question asked about the position of women and children employed in music-halls, we are obliged to state that nothing has so far been done for their protection. In any case, there are not many music-halls in Portugal.

3. As regards emigration, a law was recently passed prohibiting the emigration of women and of girls under age, unless they are certain that they will be helped and supervised in the country to which they are going. An association has also been formed for the protection of women emigrants.

4. The Women's Associations are unanimously in favour of increasing the penalties inflicted upon *souteneurs* and procurers, whether they have one or several prostitutes under their control, and are demanding that strict supervision should be exercised over them when they leave prison. At the Abolitionist Congress held in 1927, the Women's Associations joined with the members of the Congress in urging that licensed houses should be closed, or that, until this were done, all external signs of the immoral character of these houses should at least be removed. Valuable assistance has been given to the Women's Associations in this campaign by Dr. Arnaldo de Brazeo.

A remarkable report dealing with obscene publications was submitted to the National Council of Women by Madame Gamboa, and this was followed by an anti-pornographic campaign.

5. The Women's Associations are of opinion that in Portugal low wages are the main causes of prostitution.

They are convinced that the effective combating of prostitution and the protection of young people can only be carried out by women, and they are accordingly urging the establishment of an auxiliary corps of women police for the supervision and protection of women and children.

## Roumania.

1. Roumania has not yet ratified the Convention of 1921 for the Suppression of Traffic in Women and Children.

2. No Roumanian children are employed in *cafés-concerts*, etc., either in Roumania or abroad.

3. Roumania is essentially an agricultural country, which suffers from a shortage of labour: young girls in country districts work on the land and do not care to leave their homes. Girls in the towns are employed in industry, commerce and workshops. The existing law prohibits girls from entering into any contract until they have completed their eighteenth year. Vocational schools have been established for girls under 18 at which, when their work is over, they attend continuation courses. The establishment of these schools is due to the Women's Associations.

4 and 5. In December 1926, the Suffrage Union presented an address to the Government, pointing out the concern of Roumanian women at the disastrous consequences of venereal diseases, and requesting that vigorous measures should be taken to combat these diseases.

The Union took the opportunity to urge that instruction in biology and prophylaxis should be introduced into the higher classes of the secondary schools and training colleges.

As a result, members of our associations were consulted by the Minister of Public Health on the draft Law concerning the Campaign against Venereal Diseases.

Unfortunately, a Cabinet crisis has supervened, and we shall have to make our representations once again. We hope that the article in the law providing for the abolition of licensed houses will be retained by the present Minister.

Our associations also urge the stricter enforcement of the existing laws concerning procurers, under which any foreigner living on the proceeds of prostitution is absolutely forbidden to remain on Roumanian territory.

5. In Roumania, where prostitution is partially regulated, there are very few licensed houses, and in a few towns only. The importance of these houses is largely diminishing. The most recent draft law contains the following article:

“ Article 19. The running of any establishment which, by whatever name it is known, is in reality a brothel in which, upon payment of a fee, sexual intercourse can be had with the inmates of the house who are exploited for this purpose, is absolutely forbidden.

“ The offender shall be liable to a fine of 5,000 to 10,000 lei and the establishment in question shall be closed immediately ”.

Unfortunately, there are also a fair number of *maisons de passe* where prostitutes, working clandestinely and on their own account, carry on their lamentable trade, and in regard to which no measures have been adopted.

6. In our opinion, 90 per cent of prostitution is due to low wages.

7. Up to the present, no action has been taken by our associations in regard to obscene publications. This question has often been discussed at our meetings, but we have been unable to find any solution compatible with the Constitution, which provides for the freedom of the Press. We also feared that we should not be supported by the newspapers.

#### Sweden.

1. As Sweden has adhered to the Geneva Conventions, no further action on our part was required.

2. There is nothing new to report as regards the protection of young people, who have for many years been protected by law.

3. Young girls under 18 are not allowed to emigrate without the consent of their parents or guardians. Every effort is made by the Swedish Vigilance Society to warn young girls, irrespective of nationality, against the tricks of traffickers.

4. The Law passed in 1918 is considered adequate, and we have not had to urge the introduction of any other measures.

5. All licensed houses have been closed as a result of the abolition of State regulation of prostitution.

6. Low wages undoubtedly have a great deal to do with prostitution. It would, however, be incorrect to say that they are the only factor.

7. In the campaign they have organised against obscene publications, the Women's Associations have appealed to public opinion and the Press rather than to the public authorities.

#### Switzerland.

1. Switzerland has adhered to and ratified the Conventions concerning the traffic. A Federal law on the traffic in women and for the suppression of obscene publications was promulgated in 1925, in pursuance of the Conventions of 1910, 1921 and 1923.

2. For the protection of women and children employed in *cafés-concerts* in our country there are police measures and the regulations are issued by the cantonal or local authorities.

Replies received from persons engaged in the work of protection and rescue show that the protection of women employed in *cafés-concerts* and *cafés* is not an urgent matter. At the same time, we are of opinion that the question is deserving of closer study.

The Social and Moral Welfare Association in one of our cities recently took up the case of a child of five who was engaged to perform the Charleston at twelve-thirty at night at one of these establishments. Representations made to the Department of Justice and Police put an end to this scandalous performance in twenty-four hours. The fact that it is possible for children to appear on the stage shows that our regulations in the matter are inadequate.

3. There are in Switzerland societies — in particular, the Girls' Friendly Society and the Catholic Society for the Protection of Young Women — which are doing active work in protecting and befriending girls.

Any girl under 18 may emigrate, if she holds the necessary passport. This document is not, however, issued to girls under 20 without the consent of their parents or guardians. Under the provisions of Article 11, Section 2 of the Federal Emigration Law of March 22nd, 1888, emigration agencies are forbidden to send abroad minors or persons in the care of a guardian without the duly legalised consent in writing of the person who has paternal authority over the girl or acts as her guardian. Minors under 16 must be accompanied by a responsible person, and proof must be furnished that they will be properly provided for when they reach their destination.

4. The Federal Law of 1925 on the Traffic in Women satisfies all the desiderata of Swiss women in this connection. Trafficking is punished by penal servitude irrespective of the age of the victim. The following are regarded as aggravating circumstances: the fact that the victim was under 18, that she was taken abroad, or was delivered into the hands of a professional procurer.

The offence of procuring is still dealt with by Cantonal regulations. It is, however, included in the draft Federal Penal Code and is to come up for further discussion.

In connection with this draft law, the Women's Associations, a delegation from which was received by the Penal Code Commission, are urging that gain should not be regarded as a necessary condition for the definition of procuring and that a person sub-letting rooms should not be expressly exempted by law from all responsibility for what takes place on the premises which he sub-lets, even if he is not himself directly involved in any immoral proceedings.

5. Prostitution is no longer regulated in Switzerland and, to the general satisfaction of the public, licensed houses have been closed.

6. Low wages are undoubtedly one of the main causes of prostitution.

7. The Federal Law of 1925 referred to above also applies to the suppression of obscene publications and is regarded as satisfactory by the women's societies. The cantonal regulations also contain measures for the suppression of objectionable publications.

\* \* \*

As the replies from many countries have not reached us in time, we shall reserve the right to communicate verbally to the Advisory Committee such information as may be of interest in those replies.

It will be seen from the above particulars that, although the important Women's Associations represented on the League of Nations have not all taken direct or definite action on behalf of the unfortunate victims of the traffic in women, they have all made considerable efforts to diminish the evil. *The International Council of Women* and the *World Young Women's Christian Association*, through their national committees and affiliated societies, have this year again continued to do good work on behalf of women and children and to assist emigrants. They have also opened their hostels to morally neglected children, and have given material and moral assistance in the work of rescuing and reforming prostitutes. It is very difficult to state the exact number they have helped, but it is no exaggeration to say that it runs into thousands. It is largely due to their efforts that the evil has to some extent been reduced.

The other associations, such as the Suffrage Alliance and the *International Women's Association* have principally endeavoured to secure improvements in the laws, regulations and all matters connected with child rescue work. The recommendations adopted by these associations at their various congresses are indicative of their constant desire to assist in preventing the degradation of women.

The following resolutions were adopted unanimously by the International Council at its conference held at Geneva in June last :

" 28. *Campaign against licensed houses.* That a campaign organised by the National Councils in co-operation with the associations concerned with public morality should be undertaken against licensed houses in countries where they still exist. "

" 29. *League of Nations Committee's Report on Traffic in Women.* The Moral Unity Committee of the International Council of Women expresses its gratitude to the League of Nations Committee for its remarkable report on the painful problem of the traffic in women.

" It also requests the Committee to give due publicity to the second part of this report, such as was given to the first, in order to enlighten public opinion on the harm done by licensed houses and by state regulation of prostitution.

" The Committee would emphasise the statement in the experts' report that the main motive of this traffic has always been money, and draws the attention of men and women in all countries to the fundamental fact that the continuance of the vile traffic in women is due solely to the large number of men who are always prepared to pay for prostitution. "

" 30. *Stiffening-up of the Laws Against Souteneurs.* That the severity of the laws affecting *souteneurs*, procurers, traffickers, to whatever sex and category they belong, should be increased and that their enforcement should be facilitated by international agreements. "

" 31. *The Age of Consent.* That the League of Nations should draw the attention of its Member countries to the necessity of raising the age of consent in countries where this is lower than the age of marriage, so that the former is at any rate as high as the latter. "

The Womens' Associations are unanimously of opinion that the evil will not be finally eradicated until international agreements are not only promulgated, but strictly enforced, in all countries against persons exploiting young people for immoral purposes or who live and grow rich on the prostitution of others.

We are also convinced that, once women are represented in the legislative assemblies of all countries, the success of the principles we are defending will be assured. In the meantime, we thank the League of Nations for the noble regard which it has shown for the dignity of womanhood.

(Signed) G. AVRIL DE SAINTE-CROIX.

*President of the International Women's Associations :*

International Council of Women.

International Suffrage Alliance.

Young Women's Christian Association.

International League of Women.

Peace and Freedom.

Association of Hindu Women.

St. Joan's Social and Political Alliance.

4 MAY 1928

Geneva, February 13th 1928.

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE PROTECTION  
AND WELFARE OF CHILDREN AND YOUNG  
PEOPLE

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

REPORT OF THE INTERNATIONAL FEDERATION OF THE  
"AMIES DE LA JEUNE FILLE" FOR 1927

Neuchâtel, January 1928.

## JUBILEE OF THE FEDERATION.

The year 1927 will always stand out as a bright page in our annals owing to its marking the jubilee of the foundation of our International Federation, which first saw the light at Geneva in 1877, when it was founded in response to an appeal by Mrs. Josephine Butler, the great pioneer of abolitionism. It was only right that one of the oldest women's protective associations should give to this anniversary the lustre and the prominence due to so long a period of activity representing such great achievements.

Big public demonstrations were organised at Neuchâtel, the headquarters of the International Central Bureau, in the Cathedral and other public buildings. These gatherings gave us an opportunity to review our past work, from its modest beginnings up to co-operation with the League of Nations and the Experts' Report, which would seem to crown the campaign initiated half-a-century ago for the emancipation of women. More than fifteen associations pursuing the same ideal as our own were invited to participate in these festivities.

The Secretary-General of the League of Nations was so good as to appoint Dame Rachel Crowdy to represent him among us, and it was a very great pleasure to welcome her at Neuchâtel. We would offer her once again our thanks for the words of encouragement which she so kindly addressed to us at our official reception. The latter was attended by guests from different Governments and from our churches and by over 300 delegates from twenty different countries. The days between May 30th and June 3rd were very full, and we know from messages we have received since that this commemoration of the past and the various impressions that were exchanged were a stimulus to the work in general and an encouragement to carry it on.

The most constructive proposals and those which led to the most valuable discussions related to the mentality of the younger generation, its legitimate claims and deepest aspirations, to which our methods of work must always seek to adapt themselves.

A pamphlet of 78 pages, published on the occasion of the jubilee, and which we have had the honour to present to the members of the Committee, sets forth the position of our Federation in the countries in which it works, and furnishes certain statistical information.

## DEVELOPMENT OF THE WORK.

According to those national reports which we have so far received — though many are still outstanding — we have to record an increase in the number of our members and a gratifying extension of our work in many countries. We are particularly glad to note that, in the Near East, where a propaganda tour was made last year, our Association has taken root and developed beyond expectations.

In *Roumania*, the Bucharest and Cluj groups have been organised and are operating under normal conditions. At *Bucharest*, work at the railway station is established in premises which the municipality kindly placed at the disposal of the "Amies". Protective work is assured by day and night. Moreover, travellers are offered accommodation in a hostel which has been opened near the station, and there they obtain, not only shelter, but free medical

attendance and the services of an employment bureau. Between May 15th and the end of September 1927, this hostel accommodated 162 girls. Since then it has been necessary to increase the number of beds, which shows that the work satisfies a real need. We hear from the president of the group that efforts have already been made, and will be continued, to extend the work to other towns of the old Kingdom and that she sees further prospects of development. The work at Bucharest has received effective support not only from the municipality, but from the Ministries of the Interior, Public Welfare and Labour. At Cluj (Transylvania), work at the railway station has been carried on since the spring of 1927 by two women agents, one Roumanian and the other Hungarian. The offices are in the station and two beds are available for travellers. Between June 1st and the end of October 1927, assistance was given to 127 girls. The agents meet all trains, paying particular attention to local trains, by which many inexperienced girls arrive. A procurer who had been wanted by the police for two years was arrested at the station, thanks to one of our agents, who caught him in the very act of abducting a girl. The labour exchange for office employees, shop girls, students, etc., which the Ministry of Labour asked our Association to establish, has been in operation since June. It has placed the names of many girls on its books, but has had so few situations to offer that it has necessitated considerable work and a systematic Press campaign in order to assist some of these unemployed women. In Transylvania also, the Ministries of Labour, Public Welfare and Public Welfare have given us their support.

In *Croatia*, a large group has been formed and has submitted its statutes for the approval of the authorities. There is a section working at Zagreb and it has corresponding members at nine other places. For their work at the railway-station, the Ministry of Health has given to the "Amies" at Zagreb a small portable house where travellers will be able to stay for a few days if they wish. The work will be put in hand immediately.

While special difficulties have prevented the results of our propaganda tour from being equally gratifying in other places visited, a very real interest has been aroused in the work of caring for young people, and several schemes are under consideration.

Turning to the older branches of our work, progress has been marked by the creation of new sections — in Germany and Switzerland among other countries — and by the opening of a few new hostels in towns where there were formerly none (Solothurn, Lucerne, Venice). Work at the port of Marseilles, which was realised to be most desirable, but which presented great difficulties, has been attempted in co-operation with the "Association catholique de Protection de la Jeune Fille" and the "Auxiliaire de la Jeune Fille". It was carried on for a time and will be resumed. A new station service has been established at the port of Stralsund in the Baltic. Information offices and labour exchanges for women emigrants have been established in Germany (Kolberg and Bretten).

A branch of the work which can greatly help to protect a whole class of women from prostitution and which is rapidly developing among several of our national Unions is that which consists in visiting foreign and other women lying friendless in hospitals and maternity homes. This has resulted in the establishment of a special branch of work for convalescents, which is being carried on successfully, more particularly in Egypt and Germany.

#### PROPAGANDA.

The "Amies de la Jeune Fille" have made special endeavours to interest fresh circles in the campaign against the traffic in women, the work of the Permanent Committee and the results of the Experts' enquiry. The jubilee of our Federation furnished opportunities to pursue this work in many countries. Furthermore, a large number of lectures by our different unions for the purpose of making our protective work known have, at the request of our International Central Bureau, drawn attention to the measures taken by the League of Nations in the campaign against the traffic. In Switzerland, for example, forty-one of these lectures have been given; in Germany, the Secretary has addressed large audiences in Pomerania, Mecklenburg, Westphalia, Hesse and Württemberg.

#### CAMPAIGN AGAINST THE TRAFFIC.

Our station services and labour exchanges have, as in former years, intervened in many doubtful cases; the statistics show 740 of these cases in 1926. Further, our "Amies", in every country where they are working, have taken the opportunities offered by attempts at abduction or rape and by the disappearance of girls belonging to the district to arouse the attention of girls and parents to the need of caution. Special leaflets have been printed for this purpose. Certain cases have been pointed out by our Union to the Swiss central authorities for investigation.

(Signed) L. CURCHOD-SECRETAN,  
International President.

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Geneva, February 18th, 1928.

LEAGUE OF NATIONS

ADVISORY COMMISSION  
FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE

## CHILD WELFARE COMMITTEE

Fourth Session, March 19th, 1928.

REPORT ON THE WORK OF THE CHILD WELFARE COMMITTEE  
ON THE CINEMATOGRAPH QUESTION

PRESENTED BY M. F. MARTIN, RAPPORTEUR

[Translation.]

## ORIGIN OF THE WORK.

When the Advisory Committee on Traffic in Women and Children was reconstituted under the name of the Advisory Committee on the Traffic in Women and Protection of Children, there lay before it an immense field of activity. The Child Welfare Sub-Committee, at its two meetings on May 23rd, 1925, drew up a programme of questions for study. Count Carton de Wiart, representing Belgium, supported by Mr. Harris (Great Britain), M. Rollet (France), and the Marquis de Calboli (Italy), proposed that an agreement should be made between those countries which possessed a film censorship to protect the morals of the child, and M. Regnault, representative of France and Chairman of the Sub-Committee, pointed out that the question of the cinema had reached a suitable stage for study.

The influence of the cinema on children and young people had indeed long been calling for consideration, and a mass of information was already available, principally in the reports submitted to the Brussels Congresses of 1913 and 1921 and to the International Child Welfare Association.

It was an urgent question and ripe for discussion.

The Marquis de Calboli, in a lucid report submitted to the Committee at its meeting on May 26th (Annex 14 to the 1925 Minutes), drew attention to the urgency and importance of the question; and during that 1925 session the Committee adopted the following recommendation:

“ The Committee appreciates the importance of the question of the effect of the cinematograph on the mental and moral well-being of children, as to which it has received evidence from the Italian delegate. It proposes to place this subject on its agenda for discussion next session; and it would be glad if the Secretariat would collect such information as is available, including the steps taken in different countries to exercise supervision over the character of the pictures shown to children. ”

The Council of the League having endorsed the Advisory Committee's recommendation at its meeting on June 9th, 1925, the Committee studied the question at its 1926 session, and, in accordance with the seventh Assembly's resolution, continued its investigations in 1927. At each session, the delegate of the International Committee on Intellectual Co-operation lent his valuable assistance.

In 1925, the Secretariat instituted a systematic enquiry.

In 1926, the scope of the discussion was enlarged, and an excellent report was submitted to the Committee by Dr. Humbert on behalf of the League of Red Cross Societies. Valuable information was collected by the Secretariat (Annex 5 to the 1926 Minutes and Annex 3 to the 1927 Minutes), and carefully drafted recommendations were adopted with a view to securing Government supervision of cinematograph films, the international exchange of educational films, and the hygiene and safety of cinema theatres.

In 1927, the discussion was continued at the meetings of May 2nd and 5th. The Committee adopted a draft questionnaire to be sent to Governments with a view to the conclusion of agreements between Governments for the mutual notification of their decisions regarding cinematograph censorship and the privileged circulation of scientific films.

Lastly, it was decided that a general report should be submitted to the Assembly, and you did me the honour of appointing me rapporteur.

\* \* \*

Taken as a whole, the reports and discussions, the information collected by the Secretariat, and the enquiry undertaken by the International Labour Office into the employment of children in the production of cinematograph films, reveal the essential outlines of the question and the conclusions which must be drawn on the points that interest this Committee in connection with the physical, mental and moral welfare of children, whether employed in studios or witnessing performances.

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## EMPLOYMENT OF CHILDREN IN THE CINEMATOGRAPH INDUSTRY.

### *Importance of the Question.*

This is a question that bulks more largely as the cinematograph industry develops — develops by leaps and bounds.

The cinematograph industry has not the ordinary characteristics of industrial enterprises; in every direction the moral question presents itself. The industry is of recent growth and is still ignored by the legislation of many countries.

The League of Nations was bound to undertake the study of this question as a legacy from the great Brussels Child Welfare Association; the Child Welfare Committee attacked it and the International Labour Office investigated it. The results of this work may be summarised as follows:

While in France high authorities officially deplore the abuse of films in which children are shown (Report to the Chamber of Deputies by the Committee of the Ministry of Education and the Fine Arts), it is stated in Los Angeles that “the whole world is calling out for child films”. It is certainly a fact that scenarios in which parts are given to even very small children are becoming increasingly common.

M. E. J. Lickley, Assistant Superintendent of Schools and Director of the Compulsory Attendance and Child Welfare Department in California, and Miss Minor, Secretary of the New York Child Labor Committee, both of whom are in an excellent position to know the film world, have produced reports which are quoted *in extenso* in Volume XV, No. 2, of the *International Labour Review*. They call attention to the strong attraction exercised by this profession on children, and still more on their parents. While the children are excited at the idea of acting in a film, the parents are “governed by the tremendous idea that there is in the family a little Mary Pickford or a little Charlie Chaplin”; and some of them dream of the enormous salaries promised to cinema stars. As soon as a studio is established, “at the beckon of the casting director, swarms of children press eagerly at the gates”.

In what conditions do children work when they are engaged for film production and what regulations do the producers have to observe?

On these two points, the Committee's discussions and the International Labour Office's investigations will enlighten us.

### *Conditions of Employment.*

As to conditions of employment, opinions are unanimous. (See the reports by Dr. E. J. Lickley and Miss Minor, and the particulars supplied by M. Martin, Technical Advisor and Divisional Inspector of Labour in Paris.)

The eyes are bound to suffer from the intensity of the lighting necessary in taking pictures. To secure brilliancy in the pictures, the artificial light used in the studios is produced by arc or mercury vapour lamps, which are extremely dangerous owing to the necessity, very often, of placing them close to the actor, sometimes not more than a metre and a-half away; the lamps give an enormous heat, and produce ultra-violet rays — even adult actors suffer acutely from this; they develop burns similar to those caused by the sun. It is easy to imagine the effects of this light and heat on the tender skins and nervous systems of children, and particularly on their still undeveloped organs of sight.

The effects of the ultra-violet rays can indeed be mitigated by interposing a crystal screen when arc lamps are used and by the substitution, for quartz tubes in mercury vapour lamps, of glass tubes, which are a little more expensive; but this is a matter entirely within the discretion of the producer.

The lights should also be cut off at fairly frequent intervals to give the children a rest.

Other physical drawbacks are mentioned, such as the hours spent in rain or snow, and exhaustion from the long waits between sets with no proper provision for food or rest. Above all, adds Miss Minor, what justification can there be for the use of tiny infants and their being forced, by fair means or foul, to laugh or cry at the necessary moment?

The question has been raised as to what influence the employment of children in the cinematograph industry has on compulsory education. It is not very easy to judge. Discontinuity, even to the extent of only occasional absences, undoubtedly has a bad effect; but in California, where very careful enquiries have been made, no setbacks are observed, because it is the brightest children who work in motion pictures. They are not the backward children but the best.

The great danger is mental.

“ The greatest evil is the fact that these children live in an unreal world, where the set and the surroundings intended to produce the illusion are often cheap and tawdry. On the screen you see the picture of the Colosseum at Rome or some old cathedral; that is taken from some small set represented by the size of an average room. The children quickly become *blasé* and seem to have grown old prematurely. Hours passed among actors, whose only employment is the simulation of emotion, have the most disastrous effect of the children’s mentality.” (*International Labour Review*.)

### *Regulation of Employment.*

The countries which, up to 1927, have furnished the International Labour Office with information regarding the employment of children in cinematograph studios are Austria, France, Germany, Great Britain, Italy, Sweden, Switzerland and the United States.

Australia, Cuba, Finland, Greece, Latvia and Norway state that no question of the employment of children in film production has yet arisen.

This is a matter in which the children’s interests must come first, due regard being also paid to the present needs and future development of the cinematograph industry.

So far, not merely has no international convention been concluded with reference to the employment of children in this industry, but very few countries have passed legislation on the subject.

The City of Berlin Police Order of June 30th, 1924, is the only measure laying down a minimum age-limit (three years) with the object of preventing the employment of infants in cinematograph studios. In practice, babies are represented by dolls, but the 1925 Act allows the employment of children under three years old when the interests of art or science make this desirable, provided that permission is obtained and that there is expert supervision of the child. This applies to the producer’s own children.

Everywhere else, the regulations on the employment of children amount to nothing more than the issue of a permit on certain conditions.

By “ children ” is meant, in Germany and Austria, boys and girls under 14 years of age; in Italy those under 15; in California and New York State those under 16; in France, the bill already passed by the Chamber of Deputies and under consideration by the Senate fixes the age after which an employment permit is no longer required at 15 years.

The *International Labour Review* states the conditions on which permits are issued: the *age-limit* mentioned above and certain *conditions of health*. At Los Angeles a child applying for a permit has to undergo a medical examination by a physician of the Child Welfare Department; in Germany and Italy, safety precautions are required, such as rooms heated in winter and properly ventilated, where the children are kept under supervision while they are waiting for the work to begin.

The Berlin order prescribes a special lighting system, and lays down that the lamps must not be kept alight for more than ten minutes at a time.

*Conditions affecting Morals.* — In Germany, the workers must hold an official certificate; at Los Angeles, the children must be accompanied by a parent or some other relative.

All the regulations in force, as well as the bill passed by the French Chamber of Deputies, lay down that children must not appear in scenes which might injuriously affect their morals. Permits are granted only for specified scenarios. In Germany, the following particulars must be given: an accurate description of the film and its essential features, the exact nature of the scenes in which the children are to take part, the manner in which they take part, and how they are to be clothed. In Italy and Austria, the law forbids the employment of children in film production, but allows exceptions in the interests of art, education or science; permits are only granted if the authorities are satisfied that due precautions are taken to safeguard the morals of the children, and the written consent of the parents must be obtained.

*Hours of Work.* — In California, eight hours of attendance are allowed, of which four daily must be devoted to teaching in schoolrooms attached to the studios. The actual time of work is rarely more than an hour and a-half; work may not begin before 8 a.m. nor continue after 5 p.m. In Germany, no child who is liable to compulsory school attendance may be employed during school hours. An exemption is only allowed in the case of a film taken out of doors, and the schoolmaster’s consent is essential. No child may be employed for more than six hours, including time of attendance; nor may a child be employed after 8 p.m.

Great Britain has no special legislation, but the general prohibition of the employment of children under 12 years of age before 8 a.m. and of children between 12 and 14 years of age before 6 a.m. applies to the cinematograph industry as to other industries; nor may they be employed after 8 p.m. or during school hours.

In Sweden and in the United States (except California and New York), this kind of work is governed by the general legislation on child labour; in France and Great Britain, the existing labour and education laws automatically restrict the employment of children in film studios; in Austria, the provisions of the law of December 19th, 1918, relating to the employment of children in public performances are applicable.

*Period of Validity of Permits.* — In New York State, permits must be renewed weekly; in Germany and Italy, and in France, according to the bill submitted to the Senate, a permit is valid only for one specified scenario.

*Supervisory Authorities.* — In Germany and Italy, studio work is under the supervision of the inspectors of labour. In California and New York, the regulations are enforced by officials of the Board of Education.

This legislation would appear to be inadequate. Though it goes fairly far in countries where there are many studios, such as California, New York State and Germany, it is almost or wholly non-existent in countries where the cinematograph industry is still in its infancy or in the early stages of development.

No country, however, will in future be able to dispense with such legislation. The cinema is to an increasing extent becoming part of the life of the world; indeed, it now occupies the position of a necessity, which nothing, except perhaps broadcasting, can displace.

This immense development calls imperatively for regulation in the best interests of the child; and, guided by what has already been secured in the way of protection, the Committee proposes the following recommendations:

*Minimum Age.* — In each country a minimum age shall be fixed for the employment of children in cinematograph studios.

*Employment Permit.* — Above this minimum age, an employment permit, strictly limited to one scenario, shall be required. Such permits shall only be issued for films which cannot injuriously affect the health or morals of the children; the consent of parents or guardians shall be required.

*Hours of Work.* — A maximum daily period of work shall be fixed; no work shall be done before 8 a.m. or after 8 p.m. There shall in all cases be a weekly holiday.

*Safeguards for Compulsory Education.* — In studios which have do school attached, children of school age shall only be employed outside the regular school hours.

*Precautions for Safety, Health and Morals.* — Special apparatus shall be used to diminish the effect of the lamps, and there shall be fairly frequent intervals of rest, during which the lighting shall be cut off.

Outside the hours of work, the conditions in which the children are placed shall be hygienically and morally satisfactory.

*Supervision and Control.* — The conditions under which children are employed in studios shall be supervised and controlled by the inspectors of labour or any other qualified officials; the schools annexed to the studios shall be inspected by the ordinary school inspectors.

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## THE CHILD AS SPECTATOR.

### *Statistics.*

Since 1895, when the brothers Lumière gave the first public cinematograph performance at Paris in the basement of the Grand Café in the Boulevard des Capucines, and the box-office receipts amounted to 35 francs, what progress the new invention has made!

In 1925 the Italian delegate, the Marquis of Calboli, gave the Committee these remarkable figures:

“ In a single year, 1,400 cinematograph theatres were opened in England. At Milan, the number of tickets sold by the cinemas is said to have shown an increase of 2,000,000 in the course of a year; at Birmingham, according to Mr. Trought's estimate, the weekly attendance in the town's 66 cinematograph halls was 500,000 — in order words' 26,000,000 a year. ”

The figures are certainly very much higher to-day.

According to a French review, *The Cinéopse* (of No. January 1928), there are about 130,000 cinematograph halls in the world, and the capital invested in the industry is between three and four milliards of dollars.

On November 5th, 1927, M. Brenier informed the French Senate that a film which is shown throughout the world is seen within a very short time by 150,000,000 spectators. Although in France statistics show that only 7 per cent of the population frequent cinemas, and that there are only 4,000 theatres, in America the cinema-going population amounts to 75%, and the number of theatres to 25,000.

The proportion of children in the crowds which throng to the cinemas is (except for countries where strict regulations are in force) given by the Polish Red Cross, in an article by Dr. Bogdanowicz. The statistics are compiled from the replies of 1,056 boys and 418 girls at secondary schools, and 824 children in the lower forms, to a questionnaire on the frequentation of the cinema. Of the secondary school-children, 98 per cent of the boys and 89 per cent of the girls go to the pictures; of the pupils attending the supplementary courses—children of the working classes aged between 13 and 20 years—80 per cent of the boys and 56 per cent of the girls. In the lower forms, 51 per cent of the boys and 39 per cent of the girls go to the cinema at least once a week.

The enquiry undertaken by forty Australian teachers shows that 54 per cent of the children visit the cinema once a week, and 46 per cent less regularly. (Report by Dr. Humbert, delegate of the Red Cross Societies).

### *Principal Causes of the Attraction of the Cinema for Children.*

The cinema satisfies a mental need.

“The film”, says Dr. Lamp, of Berlin, “attracts the child because animated reproduction corresponds to his mode of thought, which responds to all that is in movement, and is ignorant of the processes of abstract logic. Children think by associations of ideas that are principally visual.”

The moving picture is eloquent to an unparalleled degree, it demands no mental effort, and encourages the laziness to which children are so ready to give way.

To these psychological reasons must be added material ones. For a small sum—and children are sometimes admitted half-price—school-children and young factory-hands find a sheltered place where they can amuse themselves during their free time and holidays. Careless parents willingly supply the necessary coppers, thinking that their children are safe from accidents there, and the attraction is so strong that children have been known to steal the price of admission from their mother's purse. In the case of evening performances, parents are unwilling to leave small children alone in the house.

### *Note on the Educational Cinema.*

The cinema is invading the life of the child, both as a form of amusement and as a form of instruction or education. This report is not concerned with the latter aspects of the question. It need only be pointed out here that the cinema is playing an ever-greater part in education. In schools of all grades and in every country—and for both general and technical instruction—scientific, geographical and historical films, films representing works of art, and industrial or health propaganda films are already in use, or are being asked for.

Governments, societies and individuals are expending large sums to endow schools with such films. M. Brenier eloquently pleaded the cause of the educational cinema in the French Senate, and after a speech by the Minister of Education and Fine Arts, the following resolution was voted:

“The Senate,

“Considering that the cinematograph can greatly facilitate instruction, education and national propaganda,

“And considering the efforts already made in this direction by public authorities and private enterprise:

“Requests the Minister of Education, in whom it expresses its confidence, to prepare, in co-operation with all the Ministers concerned, and to submit to the Chambers as soon as possible, a draft law which, taking into account the experience gained, the results obtained, and the views of recognised specialists, will hereafter admit of the rational and general use of the cinematograph in all branches of instruction, and in the social and occupational training of citizens.”

In Roumania, a plan for education by means of the film is in course of preparation. In Germany, the employment of several hundred movable cinemas mounted on lorries, which would admit of instruction by the film being intensified in country districts, is being contemplated. A European Conference on the Educational Cinema met at Basle in December 1927. Thus everywhere the moving picture will more and more be stamping itself on the minds of children with a clear-cut and ineffaceable impression.

The hope is widely cherished that the cinema, the international language *par excellence*, will, as the Roumanian delegate, M. Ciuntu, said, “create and strengthen feelings of fraternity between peoples”.

## EFFECTS OF THE CINEMA ON THE PHYSICAL HEALTH OF CHILDREN.

We must not exaggerate and blame the cinema for all the deficiencies in the health of children who frequent it. For example, the great number of children who now have to wear spectacles is due to other causes than the cinema; Dr. Hein, Danish delegate and a woman oculist, particularly emphasises too much school work. It cannot, however, be denied that the rapidity of the impressions on the retina (which is the very principle of the cinema) leads to ocular tension and a rush of blood to the organ — symptoms which are complicated by difficulty in focussing and by the fact that the eyes are dazzled when the spectator is not far enough away from the screen. Fatigue increases when the films are worn and cracked, and though at first temporary, it degenerates at length into permanent weakness.

Headaches and giddiness after performances have been observed, especially at the age of puberty.

The effect on the general nervous condition is not less noticeable. Young children are known to scream with fear even at films which are not in any way immoral. Thus, a film illustrating the thoughts of a man suffering from hallucinations after long days of fasting, who sees his companion change into a chicken trussed for him to eat, has terrified young spectators whose sleep was afterwards troubled by dreams and nightmares. This is the least serious consequence of a fright. Mme. Janvier, a member of the Belgian Board of Film Censors, quotes an instance of sudden lunacy produced in a child after seeing a film full of bloodshed (report by Dr. Humbert).

These ill effects are still more marked after evening performances. According to Mr. Coksley (Australia), lack of sleep affects the child's nutrition, general state of health and capacity for study.

There is no need to stress the harmful effects of the vitiated air and over-heated and smoky atmosphere of picture theatres. Steps have already been taken in certain countries to remedy this. For example, the following extract from a document furnished by the Japanese Government indicates the measures enacted in the colony of Kwantung :

“ If the film takes more than an hour to show there must be an interval of ten minutes for recreation, and during this interval all windows will be opened and the rooms aired.

“ To prevent overcrowding, the number present should be fixed beforehand, according to the dimensions of the room.

“ As far as possible, rooms should be ventilated even when films are being shown.

“ Should it be impossible to open all the windows on account of the cold, every person present must leave the room during the interval for recreation; the room will then be aired by opening all the windows, and the spectators will return ten minutes later. ”

M. Martin (France) urges the need for safety measures. He mentions a catastrophe which occurred in a cinema at Valence in the department of the Drôme, in which 120 children were injured, and points out the dangers of fire and panic. Since then other accidents have been reported; the last occurred in France on January 15th, 1928. At Bruay near Valenciennes in the department of the Nord, a film caught fire and in the ensuing panic two children were killed.

In 1926, M. Martin said :

“ The majority of films used are made of celluloid, a substance which is particularly inflammable. It would seem to be necessary to prohibit, within a given period, the use of such films. Important companies have for a long time been using non-inflammable films made of acetate of cellulose, which have been thoroughly tested. Although the price of these films is at present somewhat higher than the films made of celluloid, there should be no hesitation in taking steps which are calculated to safeguard the lives of the spectators and the operators. ”

Since then another non-inflammable product for making films — “ osophane ” — has been discovered, The material used, however, matters little so long as safety is assured.

The obstacle which will exist for some to come — to the prohibition of celluloid films — is the huge amount of capital involved. None of the Committees of the International Cinema Congress in 1927 agreed to place this item on its agenda; the Congress included among its members too many manufacturers whose interests were at stake.

In France, the use of non-inflammable films, at first prescribed for January 1st, 1925, was postponed till January 1st, 1928, then till April 1st, July 1st, October 1st and December 31st, 1928, according to the population of the towns. At the request of the French Cinematograph Syndicate, the Minister of the Interior forwarded to the Prefects a circular notifying his decision to “ postpone until January 1st, 1930, at the very latest, the substitution of the non-inflammable film for the celluloid film ”. The entire supply intended for educational purposes, however, by now contains no celluloid positives.

The complete abolition of celluloid films may be everywhere achieved without harming any interests. In point of fact, a film can only be used for about 150 performances; if an up-to-date apparatus is used and if the operator takes all possible precautions, the same film may be projected as many as 400 times, but this rarely happens. Before long only non-inflammable films will be used.

Good exits and a sufficient number of emergency doors opening outwards and permitting rapid evacuation of the halls in case of panic might at once be made compulsory.

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## EFFECTS OF THE CINEMATOGRAPH ON THE MENTALITY AND MORALITY OF CHILDREN.

### *Films preferred by Children.*

The harmful effects of the cinematograph on the mentality and morality of children are obviously due only to the picture theatre, that is to say, to the adventure films, comic films, dramatic films and screen romances there shown. Are these the films children prefer? The evidence of the Red Cross Societies generally agrees on this point. Mme. Janvier quotes an observation made by Mme. Georgette Leblanc regarding the industrial shipping quarters of Le Havre: "These poor folk go to the cinemas even when trash is shown, but people are turned away when there is a good film".

The report of the French Red Cross tends to the same conclusions:

"At all ages", says this document, "the great majority of school-children give their preference to instructive films and films dealing with events of the day (cars with caterpillar wheels, travel or historical films); comic films come last in the order of preference".

Frau Dröescher, Director of the Pestalozzi-Fröbel Institute at Berlin, remarks that children prefer stories of foreign lands, things that really happen, nature films and the life of animals. In Australia, a preference for films on topical events is clearly marked (Teacher's report).

A few children only, in Belgium — three in a class — admitted their preference for romantic films, because they said "such things might really happen" (Mme. Janvier's report.)

But do such enquiries in class always elicit the real truth? Are not the children afraid of stating their real preferences? M. Roger Lion, a Paris producer, informed the *Tribune libre du Cinéma* during a discussion on a comic film voted "stupid" by the spectators — a special audience of film enthusiasts, critics and journalists — that films of this kind pay well and are in demand throughout the world. Dr. Longeuil told the Committee that, in the course of a long stay at Hollywood, he had the opportunity of conversing with film producers who told him that melodramas brought in money, but that producers who made educative films ruined themselves. Dr. Bogdanovicz, quoted by Dr. Humbert, reports that girls show a preference for more sentimental themes, for example, "the lives of princes", the "lives of counts", "the furniture of drawing-rooms", "the tragedy of a soul", etc.

Opinions are therefore divided. Children's preferences can be influenced in the right direction by intellectual and moral training, which is, after all, the whole aim of education.

### *Cinema Performances in the Dark.*

One of the fears expressed, in particular by the Italian delegate, is lest cinema performances in the dark, with promiscuity of the sexes and languorous music, should excite the child by appealing to his lowest instincts and least noble passions. Bad habits may result, adds the Belgian Red Cross Society, and are encouraged by the impossibility of exercising supervision.

This danger may be remedied. Films can be shown in diffused light, or even in full daylight on the three following conditions:

- (1) A transparent screen;
- (2) Light not falling directly on the screen;
- (3) Projection by transparency, the operator being behind the screen.

Performances under these conditions were organised in Paris, but though the projections were entirely successful, the undertaking did not pay.

Dr. Humbert quotes Sir James Marchand's book "The Cinema and Education", which describes the various systems for operating in diffused light and even in full daylight. These systems might preferably be employed for the school cinema and for children's performances.

### *The Cinema and Child Criminality.*

The influence of the cinema on child criminality can hardly be doubted.

As M. Posner, delegate of Poland, said: child criminality obviously existed before the cinema, and the books of adventure which children read might also be blamed. But how much more eloquent than a book is the moving picture!

A German neurologist has drawn up statistics which show the baneful nature of most adventure films. In 250 films analysed, he found 97 murders, 51 adulteries, 19 seductions, 22 abductions and 45 suicides. The chief heroes and heroines of these films were as follows: 176 thieves, 25 prostitutes and 35 drunkards. To describe robbery and crime so frequently is to suggest them to the mind, and from the idea to the actual deed is a very small step.

In Dr. Humbert's report, the following cases are found: a child brought up on the best principles forced the door of a library at home and took a forbidden book; another ran away. They both admitted that the idea had been suggested to them by a film. The danger is still greater where girls are concerned. Sentimental and romantic films inspire them to escapades which very often lead to their ruin.

But what more striking testimony is there than that of M. Rollet, President of the Children's Court at Paris, and of M. Wets, Judge of the Juvenile Court at Brussels? "The children's judges of the country", they say, "are unanimously of the opinion that the harmful influence of the cinema is one of the principal causes of crime among children." M. Rollet states that, before the introduction of the censorship in France in 1919, the Seine Court convicted a gang of young thieves who had christened themselves "The Clutching Hand", after a film which was being shown at the time. He says that he helped to suppress a film which showed the holding-up of a train; in spite of the exotic costumes and acrobatic feats on horseback, he thought it preferable not to show children that a train could be held up by means of certain signals. M. Wets affirms that the harmful influence of the cinema on children is proved by the statements they make during cross-examination. The child acts under the influence of a film and reproduces mechanically, so to speak, the example given on the screen.

M. Amador, Spanish delegate, also informed the Committee that the reports of children's magistrates show that many of the offences committed by young people are due to the inspiration of the films.

The influence of the pictures is noticeable also from another point of view. Although public opinion does not yet seem ready to accept the principle of scientific talks on biology for adults, the film publicly represents the facts of life in a way which cannot but over-excite the imagination of children and awaken their natural curiosity while satisfying it in an unwholesome manner. Children who frequent cinemas are precocious in this respect.

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#### ANALYSIS OF DOCUMENTS COLLECTED BY THE SECRETARIAT.

A considerable amount of information dealing with the regulations in force in most countries on the subject of cinematograph performances has been collected by the Secretariat. Additional information on certain points has been supplied at the meetings (sessions of 1926 and 1927).

Certain countries — Canada, United States, Japan and Switzerland — have no unified legislation; in others (France and Great Britain) there are no special official regulations for children's performances, though there is a certain supervision of films with a view to the protection of children.

The following list gives the dates of the legislation already passed. It will be noticed that in Europe there is a gap due to the war.

1911. Sweden, Decree of June 22nd.
1912. Austria; Ontario, Act amended in 1918; Spain, Royal Decree of November 27th, supplemented by Royal Decree of December 31st 1913; Denmark, Decree of July 5th; New Brunswick.
1913. Norway, Law of July 25th, supplemented by Law of June 3rd, 1921; Manitoba.
1914. British Columbia, Act amended in 1915.
1915. Ohio, August 27th.
1916. Tunis, May 8th; Orange Free State, July 19th; New Zealand, Act of August 7th; Morocco, French zone.
1917. Province of Saskatchewan (Canada), supplemented July 29th, 1920; Kansas, March; Cape Province.
1918. India; Ontario, April 26th.
1919. France, Decree of July 25th.
1920. Germany, May 12th; Belgium, September 1st; Transvaal.
1921. Uruguay, Ordinance of November 18th, supplemented on May 5th, 1922; Florida, June 14th; New York, May 14th.
1922. Virginia, March; Grand-Duchy of Luxemburg, June 13th; Maryland, April 13th; Nova Scotia.



1923. Great Britain. Regulations issued by the Home Office.  
1924. Latvia. Regulations published in the "Valdibas Vestnesis", January 14th; Salvador, February 7th; Venezuela, August 16th; Hungary.  
1925. Estonia, May 8th; Peru, July 31st; East Indies, September 19th; Danzig (Free City), December 1st; Italy, Law of December 10th, supplemented by Decree of April 15th, 1926; Netherlands Indies; Japan, July 1st; Formosa.  
1926. Netherlands, May 14th; Finland, December 28th; Australia.  
1927. Ecuador, February 15th.

Some of these regulations relate to the age at which minors may be admitted, others to film censorship.

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#### ADMISSION OF MINORS TO CINEMATOGRAF PERFORMANCES.

In countries which have regulations on the subject, the admission of minors depends on various conditions of age, suitability of the film, time of performance, and whether the children are accompanied by parents or other adults or not.

##### *Conditions of Age.*

1. *Total Prohibitions.* — In Germany, the Free City of Danzig, Latvia and Peru, children under 6 years of age may not be admitted; in Hungary, children under 5; in Salvador, children under 3. In Japan, where supervision is exercised by the Ministry of Education, 43 elementary schools out of 25,000 and 51 secondary schools out of 2,000 have strictly forbidden their pupils to go to cinematograph theatres.

2. *Partial Prohibitions.* — In Roumania, up to the secondary-school-leaving age (18 or 19), young persons may only go to see instructive or educative films.

Special permission is required for films shown at performances attended by minors; age-limit:

Eighteen years in Germany, Hungary, and the Netherlands.

Seventeen years in the Grand-Duchy of Luxemburg, Poland, and the Dutch Colonies.

Sixteen years in Belgium, Denmark, Danzig, Latvia, Norway, Czechoslovakia, Finland and Peru.

Fifteen years in Italy.

Fourteen years in Uruguay, Ecuador, and certain departments of Japan; in the Netherlands, certain films which may be seen by minors between 14 and 18 years of age are forbidden to those under 14.

In Switzerland, the age varies in different cantons; in most of them it is 16 years, but some cantons (Lucerne, Uri, Schwyz, Zug, and Zurich) have gone so far as to fix the limit at 18 years.

In Canada, the age conditions vary in the different provinces, and apply only to unaccompanied children; this is also the case in a large number of United States towns, such as Paterson, Birmingham, Detroit, and Los Angeles.

##### *Conditions of Time.*

In a number of regulations, it is laid down that children may not attend cinematograph performances after a certain hour: 7 p.m. at Danzig; in Spain, children are not admitted unaccompanied to evening performances; at Los Angeles, not after 9 p.m.; in Norway, Finland and Sweden, minors may not attend unaccompanied any performance ending after 8 p.m. In Japan, children may not be admitted after 9 p.m., and children already present at a cinematograph performance are given 10 minutes' notice to leave at 9 p.m.

Under certain regulations in the United States and Canada, children of school age may not go to the cinema during school hours.

With regard to the question of ascertaining the children's age:

In Salvador, it is the duty of the police, the censors, and the cinema doctor to decide whether children asking for admission have attained the requisite age; in the Netherlands, age is judged by appearance; in Italy, children and young persons not exceeding 1.5 metres in height are presumed to be under 15 years of age unless the contrary is proved; in Canada (British Columbia), if proceedings are taken for an infringement of the age-limit regulations, the magistrate may, in the absence of other evidence, deduce the child's age from its appearance. In Roumania, secondary-school children must always wear uniform, and any infringement of this regulation is visited with severe punishment, affecting the parents also.

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#### FILM CENSORSHIP.

Certain classes of film may be shown to minors in some countries without previous censorship.

Germany, Belgium, Danzig, Latvia, Norway, the Netherlands, Sweden and France, among others allow topical films to be shown without censorship.

Scenic films may be shown under the same conditions in Germany, Danzig, Latvia and Norway.

Films shown at the close of an address or lecture require no censorship in Norway provided they do not threaten the safety of the country.

In Belgium, films may be shown without previous censorship if they are not shown for profit, but for purely educational or instructive purposes.

#### *Standards adopted in Various Countries for Films to be shown to Young Persons.*

In addition to general restrictions connected with the interests, prestige or safety of the State, with public order, and with good international relations, special conditions are imposed for films to be shown before minors.

As will be seen from the Secretariat's report, the regulations require in some cases action, and in other cases abstention from action.

In Roumania and Spain, only films of an instructive or educational nature may be shown to the young.

As regards other films, the regulations contain only general provisions in some cases, while in others they go into the details of the scenes to be cut.

Thus, in Austria, Sweden, Norway, Czechoslovakia, Salvador and Morocco, it is laid down that no film liable to have a bad influence on physical, intellectual or moral development may be exhibited to children.

In Hungary, Latvia, Denmark, Danzig, and Italy, films which may over-stimulate the children's imagination are also prohibited.

In Germany, Latvia, and Danzig, films which may offend religious sentiments are likewise forbidden.

In certain countries, the regulations detail the scenes to be cut. In the Province of Alberta (Canada), the Censorship Board prohibits scenes depicting white slavery, seduction, malpractices, gruesome or distressing scenes, hanging, lynching, electrocution, insanity, delirium, gross drunkenness, exhibition of notorious characters, the drug habit, counterfeiting, brutal treatment of persons or animals.

In Denmark, it is forbidden to exhibit subjects turning upon degeneracy, chronic alcoholism or venereal disease.

In the provinces of the Union of South Africa, scenes of debauchery, low habits of life and successful crime or violence are prohibited.

Detective stories and scenes of brigandage are forbidden in Tunis, and Japan does not allow films shewing details of criminal practices likely to suggest the idea of criminal acts.

In Italy, the kinds of film suitable for exhibition to children are enumerated as follows :

Films reproducing works of art or representing towns, scenery, historical scenes and national customs, facts of natural history, scientific phenomena and experiments, agricultural work or industrial processes, or depicting subjects and scenes tending to exalt the civic and religious virtues, the sacredness of the home, family affections, maternal love, the spirit of sacrifice, and acts of heroism, or calculated to stimulate gaiety, kindness, energy, and courage.

In Uruguay, mention is made of popular scientific films, comic films, news films, panoramic films, comedies suitable for children, and in a general way films providing simple and harmless amusement.

#### *Censorship Authorities.*

In Denmark, where the censorship has been operating satisfactorily for thirteen years, there are three censors — a schoolmaster, a retired theatrical manager, and a representative of the Ministry of Justice. The Chief Censor considers it important that his assistants' work should not be limited to censorship, but that they should remain in daily practical contact with life. (Information supplied by Dr. Hein.)

M. Posner explains that, in Poland, the film censorship has its headquarters at the Press Bureau of the Ministry of the Interior. It consists of three censors, who are men of letters. There is also an expert committee of teachers who advise on films which are thought to be improper for children. In 1924, 948 films were examined and only 287 were passed as suitable for the young.

Hungary has a national film Censorship Committee.

In Latvia and France, the Censorship Committee is under the Ministry of Education ; in Czechoslovakia, it is under the Ministry of the Interior.

In New Zealand, the Censor is a government official.

In the Netherlands, permits are granted by the municipal councils.

In Italy, a special place is reserved for mothers of families on the censorship committees.

In Japan, the film censorship is exercised by the Ministry of the Interior, but the preservation of morality in cinema theatres and the admission of elementary and secondary-school children are dealt with by each province separately.

*Information to the Public with regard to the Film Censorship.*

Steps have been taken to ensure that a conspicuous notice shall be placed outside the halls in which performances are given, stating whether children are admitted or not.

In Belgium and the Grand-Duchy of Luxemburg, performances to which minors are admitted must be advertised as performances for families and children.

In Sweden, the posting of such notices is recommended.

A notice is posted at the entrance in Uruguay, in a conspicuous place in the Netherlands, and in Hungary in a conspicuous place as near as possible to the box-office. Italy gives the form of words to be used in the notice, which must be clear and conspicuous : " Children under fifteen years of age will not be admitted to this performance (Article 22 of the Law of December 10th, 1925) ".

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COUNTRIES WHICH HAVE NO REGULATIONS.

In several countries, although no official regulations on the subject yet exist, there is nevertheless a film censorship to protect the morals of children.

In the United States, there are two unofficial censorship committees — the National Board of Review, founded at New York in 1909, and the Organisation of Motion - Picture Producers and Distributors.

The first-named body has undertaken the task of furnishing the general public with information regarding all kinds of films; it publishes bulletins giving synopses of scenarios approved by it, classifying them as suitable for general audiences and family audiences, including boys and girls of high-school age; the second organisation, which opposes any official censorship, has undertaken " to exercise every possible care that only books or plays which are of the right type are used for screen presentation ".

The protection of children is provided for in Great Britain by the British Board of Film Censors, an unofficial organisation established and maintained by the cinema trade and industry, which issues two kinds of certificates for films submitted to it — a " universal " or " U " certificate for films considered fit for exhibition to any audience, and an " A " certificate for films suitable for adults only. The authorities responsible for enforcing the Cinematograph Act, 1909, are also concerned with the protection of the young. Although the Act relates only to special risks, such as fire, means have been found for the exercise under the Act of a sufficiently effective control over the character of the films exhibited. Inflammable films may be shown only in premises controlled by the State and in practice, where children are concerned, licenses are granted only for films for which a " U " certificate has been issued.

In France, Article 1 of the Decree of July 25th, 1919, lays down that all films must be approved by the Ministry of Education and the Fine Arts. M. Rollet, who is a member of the Censorship Board, explained to the Committee that, when one section of the Board considers that a film is particularly good and of interest to young people, all the sections meet in grand committee and examine the film in question; if necessary, they publish a sort of honourable reference to the film, which clearly has only a moral value, but which may facilitate its distribution.

There is also a board in the Ministry of Education whose duty it is to make a selection of films specially suited to educational purposes.

In India, the law does not explicitly provide for a censorship of films exhibited to children, but it requires that, before exhibition, they must be passed by an authority set up by the local government of the province concerned.

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DISCUSSION OF THE RECOMMENDATIONS.

*The Good Film.*

There is no absolute standard by which to decide whether a film is good.

In the discussion of the draft resolutions laid before the Committee by Dr. Humbert and the Marquis de Calboli, interesting and valuable ideas were expressed on this subject.

The most general view was that action in connection with the cinema cannot be purely defensive, but must also be constructive; it must aim, not merely at the protection of the young, but also at their moral and intellectual development. It does not involve condemning the picture-theatre as such; the attraction of the cinema and its importance as providing both healthy recreation and instruction and education for the young are recognised (Dr. Humbert, M. Bourgois, Count Carton de Wiart, Marquis de Calboli).

Miss Whitton stated that, in Canada, a " white list " had been drawn up containing more than 50 comic films and more than 50 educational films recommended as good for all spectators; the Government had produced more than 150 films on history and geography, and was producing a film on the welfare of children.

M. Bourgois (France) drew attention to the existence of the regional educational cinematograph office at Lyons, which covers nine departments. It is under the patronage

of the Ministers of Education, Agriculture, Labour, and Health; and in 1926 alone it released ten million metres of film, all of which could be shown to children with the best possible results from the point of view of their education and recreation.

Similar organisations exist in other countries, *e.g.*, the "Luce" in Italy.

Bearing in mind certain important observation, this is the path to follow.

As M. Posner (Poland) rightly thought, to have a good effect on the public a film must be beautiful. Beauty, said he, cannot be dangerous. This idea was subsequently expressed with much eloquence by M. de Reynold, of the International Committee on Intellectual Co-operation, at the 1927 session. There could be no opposition, he said, between the æsthetic and the moral points of view, and it would be a mistake to think that one could be developed at the expense of the other; he wished to refute the suggestions of certain æsthetes who thought it necessary to sacrifice the moral to the beautiful. The question is a complicated one, but it seems obvious that an ugly film cannot have a good influence.

Dame Katherine Furse further suggested that films also be amusing, otherwise they would not interest the children; and M. Sugimura (Japan) agreed.

Performances in which account was taken of these observations would attract a large public, and the interests of film producers would thus be harmonised with the interests of the general public, and the child public in particular. This was the development that Dr. Longeul hoped to see.

Lastly, the rapporteur is confident of expressing the desires of all the members of the Committee in reproducing the recommendation made by Don Pedro Sangro (Spain), that the cinema should be considered as an instrument of peace, and should not be used to emphasise the differences between peoples.

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#### CENSORSHIP.

Regarding the Committee's attitude to a recommendation on the subject of the censorship, M. Bourgois observed that it must be kept within its proper sphere.

"The task of the censors was very delicate, and it would be dangerous to give them the further rôle of being an encouraging influence. This was the duty of the Press and literary, artistic and philanthropic societies. It was a fortunate circumstance that public opinion had welcomed the appointment of censors, but in certain directions there would be disadvantages in extending their duties."

The international measures to be suggested should be such that they can be adapted to the manners and customs of different countries. Certain regulations are very strict; thus, in Japan, even a kiss is not tolerated, and in Canada a woman must not be shown smoking. The important point is not to transgress the customs of each particular country, or present anything that is not regarded as respectable.

While the Committee did not definitely state, as the Marquis de Calboli desired, that mothers of families should be members of censorship boards, it was anxious that parents should be represented, and Mr. Maxwell (British Empire) produced a highly satisfactory formula on this point, which was adopted.

#### *Distribution of Good Films.*

A proposal of great importance was made by M. Ciuntu (Roumania) to the effect that international agreements should be reached to facilitate exchanges of films suited for the instruction of the young. Count Carton de Wiart emphasised the advantages of such an arrangement; when a country had taken the trouble to create a good film, it was advisable that its distribution should be facilitated. The idea of exchanges was all the more justified, as the cinema was a universal language. Mlle. Burniaux shared this view.

Exchanges were already constantly being effected, but there was some danger of international difficulties in any attempt to regulate the question, which was not ripe for the drafting of an agreement (M. Bourgois). The essence of the proposal, however, could be retained by making a reference to exchanges.

#### *Admission of Minors.*

M. Bourgois said that the question had been discussed at length in the reports and in the Committee, without any solution having been found.

It may be of interest, however, to reproduce Miss Whitton's statement on this point:

"In Canada, in the workers' quarters, it was usual to see the father of the family with his wife at the cinema, with their children on their knees. This was the only distraction that was within their reach, and it was preferable that they should bring their children there rather than that the father should go to a public-house or the children be shut up without supervision in an apartment."

Mr. Johnston further pointed out that the influence of a cinematographic performance upon a child was very different according as the child was or was not accompanied by its parents.

Certain members urged the necessity of placing the responsibility on the parents; M. Sugimura observed that the question was not one of principle, but of an administrative order. It was felt that the solution should be left to each country individually.

#### *Hygiene and Safety.*

Dr. Riddell (representing Miss Whitton) and M. Martin desired that hygienic and safety precautions should be taken in cinemas.

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#### RESOLUTION AND RECOMMENDATIONS.

As the outcome of this protracted study of the question, the Committee adopted the following resolution and recommendations in 1926 :

#### *Resolution.*

“ The Committee recognises, on the one hand, the attraction and importance of the cinematograph in certain circumstances from the point of view of the healthy recreation, instruction and education of children and young people, but it is convinced, on the other hand, that the abuse of the cinema has definitely harmful effects upon the minds of children and young people and, according to certain medical authorities, upon their nervous system and physical health.

“ The Committee, appreciating the interest felt by the International Institute for Intellectual co-operation in the question of the cinematograph, desires to assure it of the importance which the Committee itself attaches to the question from the point of view of the normal and intellectual development of children and young people and requests it to devote special attention to the co-operation of all concerned in the production, circulation and utilisation of good films. ”

#### “ RECOMMENDATIONS.

“ (1) That, in each State, offices for control or preliminary censorship should be established, whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films; the views of educationists and parents should, as far as possible, be represented in these offices.

“ (2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

“ (3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

“ (4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films. ”

In 1927, on the proposal of Mr. Harris (British Empire), a draft questionnaire was submitted to the Council for communication to the Governments. It comprised two questions:

“ 1. Could any arrangements usefully be made for the exchange of information between different countries in regard to films which are good or bad for children and young people ?

“ 2. Can any facilities be given for the better international circulation of films which are specially suitable for children, either for instruction or amusement? ”

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#### CONCLUSIONS.

Subject to any changes that may become necessary in the light of the additional information collected by the Secretariat during the enquiry conducted in 1927 at the request of the Chairman, M. Regnault, it is desirable to maintain the proposals made in 1926 and to ask the Council to convert them into recommendations.

First and foremost, however, we must unremittingly pursue and intensify the policy which dominates the whole question of the cinema and can lead to the best solution — the policy of educating the general public. In 1925, the Marquis de Calboli expressed the hope that the moral sense of the public would rise to a higher level, and the public would then be able to impose its will on film-producers in the interests of all, but particularly of children.

The question is still unsettled, but those who are working to create a moral atmosphere favourable to the development of the child have no reason to be discouraged.

F. MARTIN,  
*Rapporteur.*

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4 MAY 1928

C.P.E. 150.

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Geneva, February 28th, 1928.

LEAGUE OF NATIONS

ADVISORY COMMISSION

FOR THE

PROTECTION AND WELFARE OF CHILDREN  
AND YOUNG PEOPLE

CHILD WELFARE COMMITTEE

Fourth Session, March 19th, 1928.

REPORT BY THE INTERNATIONAL LABOUR OFFICE ON FAMILY  
ALLOWANCES IN RELATION TO THE PHYSICAL AND MORAL  
WELL-BEING OF CHILDREN

In co-operation with the Social Section of the Secretariat of the League and various voluntary associations, the International Labour Office has already had the honour of submitting two reports to the Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People.

These reports were submitted to the Committee at its second and third sessions. On the latter occasion the Committee, after expressing its appreciation of the work of the International Labour Office, adopted the following resolution :

“ The Child Welfare Committee thanks the International Labour Office for its valuable report. The Committee considers that, while the evidence afforded by the report as to the effect of the family allowance system on the well-being of children is not sufficient to justify definite conclusions, it is sufficiently favourable to justify the Committee in asking the International Labour Office to continue its investigations and to furnish the Committee with a further report at its next meeting. ”

It is in pursuance of this resolution that we now have the honour to submit this third report, which is divided into three main parts. In the first, an attempt has been made to describe the present position of the family allowance system in various countries, and in the second part, in order to meet the wishes expressed by certain members of the Committee at its third session, we have explained how the compensation funds are organised. Lastly, in the third part, we have examined the effects of family allowances on the physical and moral well-being of the child.

In the case of France and Belgium, the information contained in the first part merely completes the particulars furnished last year. On the other hand, we have been able to include further details with reference to other countries by making use of the data received by the International Labour Office in reply to the questionnaires sent to its correspondents. Special mention should also be made of the assistance given by the Central Committee for Family Allowances in Paris, and the Committee of Enquiry into Family Allowances in Brussels.

Publications of the League of Nations

IV. SOCIAL  
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PART I.

PRESENT POSITION WITH REGARD TO FAMILY ALLOWANCES AND THE DEVELOPMENT OF THE SYSTEM.

I. France.

In our last report, on the basis of the calculations made by the Central Committee for Family Allowances, we estimated the number of wage-earners entitled to family allowances at 3,600,000. This figure has increased still further during the past year, and, when giving the toast at the Seventh National Congress on Family Allowances, M. Crehange, Assistant Director at the French Labour Ministry, estimated this population at some four millions, made up as follows : 1,500,000 workers belonging to compensation funds ; 1,500,000 employees of the State, the departments and communes, and, finally, a group of 1,000,000 wage-earners, consisting chiefly of miners and railwaymen.

1. ALLOWANCES PAID DIRECT BY THE STATE.

In our last report we gave a summary of French legislation relating to family allowances, together with the scales of payment for 1926. The rates of allowances paid by the State as employer to the staff of public administrations and services remained unchanged in 1927.

A comparative table is given below<sup>1</sup> showing the measures taken by the State as a public authority for the encouragement of a higher birth rate, and the protection of children by various means :

*Credits appropriated in the 1926, 1927 and 1928 Budgets for the Assistance of Large Families and Child Preservation.*

Items.	1926	1927	1928
	Francs	Francs	Francs
1. State share in child endowment bonuses granted by departments and communes . . . . .	10,300,000	12,500,000	13,500,000
2. National encouragement of large families (Law of July 22nd, 1923) . . . . .	12,591,300	108,000,000	120,000,000
3. Assistance of women in childbirth . . . . .	10,300,000	10,300,000	10,500,000
4. Assistance of mothers feeding their children at the breast . . . . .	29,800,000	32,000,000	32,000,000
5. Protection of young women (Law of December 23rd, 1874) . . . . .	2,080,000	2,200,000	2,400,000
6. Grant to societies for assisting mothers and protecting early childhood . . . . .	5,050,000	5,500,000	5,500,000
7. Assistance to large families and indigent widows <sup>2</sup> . . . . .	75,000,000	25,000,000	16,000,000
8. State share in expenditure on the assistance of young people . . . . .	34,450,000	42,000,000	44,000,000

Mention should also be made of a bill<sup>3</sup> which has been introduced amending the application of the Laws of July 14th, 1913, and of July 22nd, 1923, on the assistance and encouragement

<sup>1</sup> For details of the laws see last year's report and "Work of the Public Authorities to help Heads of Families" (*Ministry of Labour Bulletin*, April-May-June 1927, pages 179-187).

<sup>2</sup> Gradual reduction in the credits as a result of a great number of beneficiaries under the "assistance for large families" scheme having opted for the "national encouragement" endowment.

<sup>3</sup> Chamber of Deputies, Ordinary Session, Second Meeting, June 10th, 1927, Annex No. 4549, *Journal Officiel*, Doc. parl. Chambre, page 825.

of large families. This bill aims at making the allowances available for a larger number of beneficiaries. The foregoing information should perhaps be supplemented by an account of the work of the social services — visiting nurses, pre-and post-natal consultations, etc. — undertaken by the municipal or departmental authorities to supplement legislative measures, more especially as regards the assistance of women in childbirth and of mothers feeding their children at the breast. We feel, however, that an account of this work would be outside the scope of our report<sup>1</sup>.

## 2. PAYMENT OF ALLOWANCES BY PRIVATE ENTERPRISES.

### *Allowances paid under the Law of December 19th, 1922<sup>2</sup>.*

The minimum monthly rates in the various departments have been increased considerably since the end of 1925<sup>3</sup>. The following table shows a certain number of the rates in force at the end of 1926, which may be regarded as representative.

### *Minimum Monthly Rates in force in certain Departments at the End of 1926.*

- Departments	Departmental scale for families with :			Rate of allowance
	1 child	2 children	3 children	for each
	Francs	Francs	Francs	subsequent child
				Francs
Yonne . . . . .	10	25	45	+ 25
Cantal <sup>3</sup> . . . . .	10	25	60	+ 35
Oise . . . . .	12.50	18.75	25	+ 6.25
				+ 10
Finistère <sup>4</sup> . . . . .	12.50	27.50	45	+ 20
				+ 25
Allier <sup>5</sup> . . . . .	15	40	70	+ 35
Ariège <sup>6</sup> . . . . .	15	35	60	+ 35
Ain <sup>7</sup> . . . . .	20	45	75	+ 30
Aisne <sup>8</sup> . . . . .	20	50	90	+ 40
Bouches-du-Rhône <sup>9</sup> . . . . .	25	50	87.50	+ 37.50
Seine <sup>10</sup> . . . . .	25	60	110	+ 80

### *Voluntary Allowances paid by Private Undertakings.*

*Undertakings not affiliated to a compensation fund.* — Allowances at the same annual rate and under the same conditions are paid by the railway companies to their agents and employees who are heads of families and are earning more than 6,000 francs a year. On January 1st, 1925, these annual rates were from 504 to 804 francs for the first two children and from 852 to 1,302 francs for the third child onwards, the rates varying according to the place of residence. The maximum rates are in force in Paris. These allowances were increased by 12 per cent on May 1st, 1926, and were raised by a further 25 per cent on August 16th, 1926.

The following table shows, in respect of each railway company, the number of the staff, the number of recipients of allowances<sup>11</sup>, and the number of beneficiaries.

<sup>1</sup> See J. DELAGRANGE, "The Development of the Work of Visiting Nurses in France" (*Revue internationale de l'Enfant*, February-March 1928).

<sup>2</sup> See previous report.

<sup>3</sup> Same rate for Haute-Loire, Puy-de-Dôme.

<sup>4</sup> Same rate for Ille-et-Vilaine, Loire-Inférieure, Mayenne, Morbihan, Deux-Sèvres, Vendée.

<sup>5</sup> Same rate for Basses-Alpes, Hautes-Alpes, Ardèche, Drôme, Loire, Var, Vaucluse.

<sup>6</sup> Same rate for Calvados, Charente, Charente-Inférieure, Corrèze, Côtes-du-Nord, Creuse, Eure, Eure-et-Loire, Haute-Garonne, Indre, Indre-et-Loire, Manche, Oise, Orne, Pyrénées Orientales, Sarthe, Seine-Inférieure, Somme, Vienne, Haute-Vienne.

<sup>7</sup> Same rate for Alpes Maritimes, Côte d'Or, Isère.

<sup>8</sup> Same rate for Ardennes, Meuse, Moselle, Pas-de-Calais.

<sup>9</sup> Same rate for Nord.

<sup>10</sup> Same rate for Seine-et-Oise.

<sup>11</sup> Number of agents and employees to whom allowances are paid.



*Number of Staff, Number of Recipients of Allowances and Number of Beneficiaries of the Main Railway Companies for the Years 1922, 1925 and 1926.*

Companies	Years	Number of Staff.	Number in receipt of allowances	Children benefiting
(1)	(2)	(3)	(4)	(5)
Alsace-Lorraine . . . . .	1922	39,908	21,986	47,089
	1925	38,645	23,842	50,025
	1926	38,091	24,110	50,316
Est . . . . .	1922	64,922	33,838	60,732
	1925	67,631	36,564	68,185
	1926	67,179	37,479	70,217
Etat . . . . .	1922	92,893	48,587	85,982
	1925	89,932	52,629	96,843
	1926	89,142	53,961	102,304
Midi . . . . .	1922	32,308	16,060	24,455
	1925	33,534	18,444	29,839
	1926	33,825	19,258	31,695
Nord . . . . .	1922	72,850	38,958	69,359
	1925	74,327	41,690	74,510
	1926	73,645	43,092	76,987
Paris-Lyon-Méditerranée <sup>1</sup>	1922	101,679	—	—
	1925	107,696	—	—
	1926	109,140	—	—
Paris-Orléans . . . . .	1922	64,268	31,510	52,950
	1925	63,855	34,963	60,501
	1926	63,837	35,893	62,806

In addition to the payment of allowances, the various railway companies either maintain entirely or assist in the maintenance of a certain number of institutions for the improvement of the material and moral welfare of their agents and their families, including family, philanthropic and general health institutions, sanatoria and preventoria.

We would add that, in each of the four districts (*arrondissements*) covered by the railway, the Midi Company has organised a consultation service, to which a visiting nurse is attached, for expectant mothers and babies. It is proposed to establish new services and to extend the existing services in the near future. Two dispensaries were also opened by the medical services of the company in 1925.

The Compagnie du Nord has established health centres in 25 large towns, providing prenatal consultations and advice concerning infants; also anti-tuberculosis and anti-venereal dispensaries for adults. The quarterly inspection of school-children has likewise been organised by these services. The latter are administered either by associations specially concerned with infant welfare or by visiting nurses and social workers, who give treatment under medical supervision at the dispensaries or in the patients' homes. The services now have a staff of 28 visiting nurses, 21 working in urban centres and 7 in less important localities.

The Compagnie d'Orléans employs 8 superintendent nurses at the various centres on its railway system. One of the most important duties of the superintendents is to educate families in prenatal hygiene and the care of infants.

*Undertakings affiliated to a Compensation Fund*<sup>2</sup>. — In May 1927, the Comité central des allocations familiales numbered 210 compensation funds, covering more than 16,000 establishments, employing 1,420,000 wage-earners, and distributing annually 230,000,000 francs to 535,000 beneficiaries, representing an increase of 15 funds, 2,200 establishments, 120,000 wage-earners and 30,000,000 francs in allowances during the present year.

The average monthly rates of allowances in force in May 1927 were given in last year's report, but are reproduced here for reference :

	Francs
1 child . . . . .	27
2 children . . . . .	67
3 children . . . . .	115
4 children . . . . .	181
5 children . . . . .	250
6 children . . . . .	321

<sup>1</sup> The P.L.M. Company has not compiled any general statistics concerning columns 4 and 5, but states that agents with children under 18 at present represent 56 per cent of the total staff; the average number of children works out at about one per agent.

<sup>2</sup> Comité central des allocations familiales, Seventh Congress on Family Allowances, Brussels, May 23rd-25th, 1927, Proceedings.

These are the rates paid by industrial funds; the rates of commercial funds are somewhat different :

	Francs
1 child . . . . .	11
2 children . . . . .	31
3 children . . . . .	58
4 children . . . . .	89
5 children . . . . .	126
6 children . . . . .	169

On the same date, the average rate of birth bonuses paid by industrial funds was 221 francs for the first child and 185 francs for each subsequent child. In the case of commercial funds, these figures were 98 and 102 francs respectively. The average rate of breast-feeding bonuses paid by industrial funds was 314 francs for a period varying from three to twelve months; it is not possible to state the average rate paid by commercial funds. The differences in the rates of the bonuses, more especially of the breast-feeding bonuses, are very striking.

In addition to these various bonuses, other benefits are granted by a large number of compensation funds : monthly allowances to invalid wives or children of any age incapacitated for work, allowances paid during the rest period before childbirth, monthly payments to indigent ascendants who are incapable of working, monthly payments to widows with children, allowances to expectant mothers, in addition to birth and breast-feeding bonuses, etc. Moreover, the social services mentioned in our previous report are constantly expanding. They include visiting nurses, pre- and post-natal visits, advice concerning breast-feeding, preventoria and rest homes for women in childbirth, sanatoria for ailing or delicate children, etc.

In May 1927, the number of health and child welfare services established by the compensation funds was 37, their annual maintenance representing a sum of over 1,700,000 francs. The number of children sent for open-air treatment has increased to 2,000 and the number sent to holiday camps to 3,000.

#### *Extension of the Payment of Family Allowances to Home Workers.*

There has been an interesting development of the family allowance system by several compensation funds, which have extended the system to home workers<sup>1</sup>. At the present time, eight compensation funds pay family allowances to this class of worker. A minimum scale has been adopted in each case, but has usually been found to be too low in practice. The granting of allowances by employers to home workers presents certain difficulties when, as is frequently the case, the latter work for several establishments at the same time. These difficulties have been overcome by making the contributions paid by the establishments belonging to the fund proportionate to the wages paid by each to the worker. It may happen, however, that the home worker is employed both by establishments affiliated to the compensation fund and by others which are not. In other cases, mothers of families whose husbands are employed by an establishment not paying family allowances do work at home. In these circumstances, some funds pay the full allowance to women whose husbands receive no allowance from their employers, while others grant them one-half the allowance.

## II. Belgium.

During the past year, the family allowance system has remained practically unchanged in the public administrations and services.

### 1. PRIVATE INDUSTRY.

The private industrial undertakings affiliated to the Comité d'étude des allocations familiales have increased in number and importance since November 1925, the date of the previous National Congress. At the last Congress, in November 1927, the *Comité d'étude*<sup>2</sup> furnished the following comparative figures : in 1925, there were 13 compensation funds, numbering 773 firms and representing 152,600 employees and workmen ; in 1927, 1,274 firms, employing 250,171 employees and workmen. There are also 20 compensation funds not affiliated to the Comité d'étude, with a total membership of 265,000 wage-earners. Apart from the compensation funds, the collieries pay family allowances to a working population of 175,000 wage-earners and these allowances are also paid by various individual firms to 45,000 workers, thus bringing the total number of the working population affected by the

<sup>1</sup> See Report of the Seventh Congress on Family Allowances : Conditions relating to the Payment of Family Allowances to Home Workers and Artisans maintained by Their Employers. Report of M. Rivière, Chairman of the Caisse de compensation de la région dauphinoise et d'Annonay, submitted by M. Sierro, Secretary-General.

<sup>2</sup> Comité d'étude des allocations familiales : Rapport sur l'activité des caisses de compensation et sur les propositions de loi de M. Carton de Wiart et consorts, meeting of November 9th, 1927. Brussels.

system in private industry up to 470,000. In addition, the national railwaymen's associations, with a membership of 110,000 agents and workmen, Government employees numbering 123,000 persons, and the 20,000 employees of the provincial and communal authorities also receive family allowances. The total number of intellectual and manual workers affected by this system is therefore 738,000.

The average scale at present in force has not been calculated by the Comité d'étude, but a comparison of the rates paid by each fund in November 1925 with the figures ruling in November 1927 show that there has been a general increase in the scales. As an example, we give below the rates paid by 4 funds belonging to different regions :

*Rate of Allowances and Birth Bonuses paid by certain Belgian Compensation Funds  
in November 1927.*

Funds	Allowances paid for the					Birth bonuses	
	1st child	2nd child	3rd child	4th child	5th child	1st birth	2nd birth
	Francs	Francs	Francs	Francs	Francs	Francs	Francs
Provincial compensation fund for family allowances of Antwerp ..	10	20	30	40	50	250	150
Compensation fund for family allowances of the Charleroi district ...	15	25	40	60	60	250	150 <sup>1</sup>
Compensation fund for family allowances of the Liège district .....	15	30	50	70	70	250	150 <sup>1</sup>
Compensation fund for family allowances and social insurance for the circumscription of Verviers .....	15	25	40	60	80	275	275 <sup>1</sup>

The highest rates are paid by the compensation fund of the Federation of Zinc, Lead, Steel, Copper and Nickel Foundries ; in the Liège district this fund pays a monthly allowance of 20 francs for the first child, 40 francs for the second, 60 francs for the third, 80 francs for the fourth and 100 francs for the fifth and each subsequent child (birth bonuses : first child 150 francs, second child 200 francs, third child 250 francs).

Five funds out of the 17 now affiliated to the Comité d'étude have instituted a service of visiting nurses, but as the statistics obtained are not uniform, it is impossible to summarise their work in tabular form<sup>1</sup>.

## 2. DRAFT BILL.

Count Carton de Wiart brought a bill before the Chamber of Representatives on February 18th, 1926 (Doc. parl. No. 185), which aims at introducing into the estimates for expenditure in respect of State undertakings a clause relative to the granting of family allowances. The original draft applied only to public works contractors. The Chamber and Senate, however, have adopted a bill making it compulsory for undertakings which pay a tax of more than 50,000 francs on the goods they supply to public administrations to make allowances to all workmen and employees, including those not working directly for the State, the provinces or the communes. The scales adopted by the Chamber and Senate, which are higher than the rates contemplated in the original bill, differ as shown in the following table :

*Scale of Allowances (Monthly Rates).*

	Proposals :	
	of the Chamber	of the Senate
	Francs	Francs
1st child . . . . .	15	15
2nd child . . . . .	10	20
3rd child . . . . .	45	40
4th child onwards . . . . .	50	80

<sup>1</sup> See Annex.

The majority of Belgian industrialists, as well as the Comité d'étude des allocations familiales, are definitely opposed to the present bill, although the original proposal of Count Carton de Wiart was favourably received. This opposition is due both to the extension of the legal obligation to pay allowances — the present proposal being held by Belgian employers to be practically equivalent to a general obligation — and to the level of the rates adopted, which are regarded by the employers as maximum, not minimum, rates.

### III. Germany.

#### 1. OFFICIALS AND EMPLOYEES OF PUBLIC ADMINISTRATIONS.

The payment of family allowances is general in the case of the officials and employees of municipal and State authorities, including the national railways. The general rate of the allowance paid to employees is at present 3 pfennigs per hour for the wife and each child under 16 years of age. Government officials receive in respect of dependent children an allowance of 16 marks per month for each child under 6 years of age, 18 marks for each child between 6 and 14, and 20 marks for each child between 14 and 21. The allowance is not paid after the child is 16 unless it is attending a secondary school or university, is receiving vocational training or is suffering from some physical or mental disability which prevents it from earning anything, or unless the child's own income does not exceed the amount of the allowance including the cost-of-living bonus. If the child's income exceeds the amount of the family allowance including the cost-of-living bonus, but is less than twice the amount of the family allowance, the parents receive one-half the allowance. Should the child's income be more than twice as much as the family allowance including the cost-of-living bonus, the allowance is stopped.

These allowances are granted in respect of legitimate, legitimated, acknowledged or adopted children or children of a former marriage living at home. Married officials also receive an allowance of 10 marks per month for their wives, in addition to which a supplementary allowance of 2 marks a month has been granted for the fiscal year of 1927. Officials employed by the State and communes receive the same allowances, whether they work for an actual administration or for a public industrial undertaking. The same allowances are also in force on the State railways and postal, telegraph and telephone services.

The number of workers employed by the Reich and by the States, provinces, districts and communes who are entitled to family allowances is 825,000, the total number of officials being 885,000.

#### 2. PRIVATE INDUSTRIES.

The family allowance system is rarely found in private industry in Germany; since the stabilisation of the currency, its application has been very much restricted. At the beginning of 1927, the number of recipients was as follows:

Industry	Number of recipients
Mining . . . . .	426,426 <sup>1</sup>
Metallurgical. . . . .	484,416
Chemical . . . . .	58,000 <sup>2</sup>
Soap-making . . . . .	800 <sup>2</sup>
Textile . . . . .	168,809
Breweries and flour-mills . . . . .	8,365
Paper manufacture . . . . .	21,200

(a) *Mining Industry.* — The mining industry is the only one in which the payment of family allowances is altogether general. The current rates paid vary to some extent from one district to another and this also applies to the proportion of the wages represented by the allowances. The following table gives the rates of allowances and wages for top rippers in certain districts in June 1927.

#### *Rate of Wages and Family Allowances for Top Rippers in June 1927.*

Coalfield	Wages per hour Pfennigs	Allowances per post held:	
		Wife Pfennigs	Each child Pfennigs
Magdeburg . . . . .	49.9	10	10
Waldenburg in Silesia . . . . .	60.6	9	9
Aix-la-Chapelle . . . . .	75.3	10	10
Dortmund and Essen . . . . .	91.3	16	16

<sup>1</sup> Approximate figures obtained by applying to the total number of miners, *i.e.*, 644, 830, the proportion of married workers to the total number, which has been found in the case of the Ruhr, namely 66.13 per cent.  
<sup>2</sup> Approximate figures.

Statistics as to the number of married workers and the number of children per household are not available except for the Ruhr basin, where the percentages of the total staff are as follows :

Single men . . . . .	33.87
Married men :	
Without children . . . . .	17.84
1 child . . . . .	19.18
2 children . . . . .	15.03
3 children . . . . .	7.95
4 or more children . . . . .	6.14

(b) *Metallurgical Industry.* — Of the 484,416 workers in this industry in receipt of allowances, 221,000 are heavy metal workers ; 56 per cent work in the Rhenish-Westphalian basin and 20 per cent in Bavaria. The rate of the allowance varies considerably from one district to another. The following table gives the rates in force in the principal districts at the end of June 1927 :

District	Allowances :	
	Wife	Each child
	Pfennigs per hour	
Bremen and Kiel . . . . .	1	2
Dortmund, Essen and Mannheim . . . . .	2	1
Cologne . . . . .	2	2
Stettin . . . . .	1	1
Munich and Nuremberg . . . . .	1.2	1.2

The allowances paid for a wife and two children represent approximately from 3<sup>1</sup>/<sub>2</sub> to 6 per cent of the wages of a skilled worker and from 5 to 8 per cent of those of an unskilled worker.

(c) *Other Industries.* — The system of family allowances is much less general in the other industries. Twenty-one collective contracts covering 168,809 workers in the textile industry provide for the payment of family allowances. At the end of June 1927, the rates of the allowances paid for the wife and for each child were :

	Pfennigs
Frankfort-on-Main . . . . .	3 per hour
Berlin and Cologne . . . . .	2 per hour
Bremen . . . . .	1 per hour
Essen . . . . .	100 per week

In the chemical and soap-making industries, the rate of the allowances varies from 2 to 4 pfennigs per hour and per dependent member of the family. In the paper industry, the rates are from 1 to 2 pfennigs per hour. In the breweries, the weekly rates are 2.30 marks at Cologne, Dortmund and Essen, and 3 marks at Aix-la-Chapelle.

### 3. FAMILY ALLOWANCES IN COMMERCE AND BANKING.

The system of family allowances was introduced into the banks in 1919, and became general from October 22nd, 1920, when a national collective contract valid for every part of the Reich was concluded. The number of bank employees affected is between 80,000 and 90,000 (including commercial employees and workmen attached to the establishments) and the number of recipients of allowances approximately 45 per cent of this figure<sup>1</sup>. Some 36,000 wives and 44,000 children are beneficiaries.

The rate of allowances for the wife and each child is 20 marks a month in the case of employees in the large cities. In smaller places, the allowance is 4, 8, 12 or 16 per cent below this figure.

The so-called household allowance is paid to all married employees and workmen, widowers or men separated from their wives who have their own homes, but " female employees are regarded as single ".

An allowance for children under 18 years of age is paid to all male employees and workmen with legitimate children or children over whom the parents have the same legal authority, so long as the father remains in the bank's service. The allowance is discontinued in respect of children who, upon reaching the age of 14, are apprenticed to some trade or become wage-earners.

## IV. Poland.

The system of family allowances was almost universally applied during the period of monetary inflation. The system is now becoming less general and in certain branches of industry it has been discontinued altogether ; where it is still applied, it is gradually losing ground.

<sup>1</sup> Institution of the Bank Employees' Syndicate.

At the present time, family allowances are paid chiefly: (1) in the mining and metallurgical industries; (2) in a considerable number of undertakings in the former Prussian provinces. The system has also been generally adopted by the State and municipal public services.

### 1. GOVERNMENT WORKERS IN GENERAL AND RAILWAYMEN IN PARTICULAR.

These workers receive a cost-of-living bonus, varying according to the size of their family. This allowance is based on the 1923 Law concerning the remuneration of Government and Army employees. Government railway workers, irrespective of sex, are entitled to these allowances if they have dependents. The maximum number of members of the family upon which the allowance is calculated is five. The term "member of the family" is understood to mean the wife, except where she is herself in receipt of a wage from a State concern; the husband, if totally incapacitated for work; the legitimate and acknowledged children and also dependent children in certain other cases. The allowances are paid until the children reach the age of 18, or, if they are studying or are unable to work, the allowances are payable up to the age of 24.

In 1927, the rate of the allowance per member of the family was 19.81 zlotys per month, irrespective of the class of occupation, and the total number of railwaymen in receipt of allowances was approximately 180,000.

### 2. GOVERNMENT OFFICIALS.

The system in force is similar to the above-mentioned system applied to railway workers. The rate of the allowance is 20.81 zlotys and is the same for all salary scales. In the case of the lower grades, the allowance represents approximately 41 per cent of the salary or wage where the family consists of three children. In the case of the higher-grade officials, this proportion varies from 15 to 25 per cent.

### 3. MUNICIPAL OFFICIALS AND WORKMEN.

Persons coming under this heading generally receive family allowances. This is particularly the case in regard to the municipalities of Warsaw and Lodz and also in a number of towns in the southern districts.

### 4. PRIVATE INDUSTRY.

(a) *Mining Industry.* — In the Dambrowa and Cracow basins, the workers receive allowances varying according to the size of their families, on the basis of a collective contract concluded in 1920 and modified in 1927. The present rates are as follows:

*Percentage of the Wages paid in the Dambrowa and Cracow Basins in Family Allowances and Cost-of-living Bonuses.*

Size of family	Basin of:	
	Dambrowa	Cracow
	%	%
Single . . . . .	6	5
Married men without children . . . . .	8	7
Household with:		
1 or 2 children . . . . .	13	12
3 or 4 children . . . . .	17	15
5 or more children . . . . .	29	25

The payment of these allowances is subject to a certain regularity of attendance. In addition, certain benefits in kind are granted to married workers; for instance, they are given a larger quantity of free coal.

In Upper Silesia, the rates of family allowances are as follows:

Size of family	Central District:	Southern District:
	Zlotys per day	Zlotys per day
Household allowance to married workers . . . . .	0.14	0.13
Allowance for each child under 14 . . . . .	0.22	0.21

In addition, larger quantities of free coal are given to married workers, who are entitled to a quantity varying from 10 to 11.66 quintals or to an equivalent sum of money, from 14.50 to 16.50 zlotys, whereas, in the case of unmarried workers, the figures are from 3.33 to 6.66 quintals, or from 4.70 to 9.42 zlotys respectively.

(b) *Metallurgical Industry.* — The current rates of the allowances are as follows :

Size of family	District of	
	Dambrowa : Zlotys per day	Upper Silesia : Zlotys per month
Single worker . . . . .	0.015	—
Married worker . . . . .	0.05	3.78
Allowance for each child under 14 . . . . .	—	5.94

In addition, a certain quantity of free coal is allowed in both basins to married workers.

(c) *Family Allowances in Various Industries in the Former Prussian Provinces.* — In the sugar industry, the wages of workers with dependants are approximately 10 per cent higher than those of unmarried workers, and the quantities of free coal and sugar are 75 per cent greater in the former than in the latter case.

Moreover, the undertakings belonging to the Poznan and Bydgozey groups pay their married workers approximately 10 per cent more than single workers.

## V. Czechoslovakia.

### 1. PUBLIC OFFICIALS.

Up to the end of 1922, a general system of family allowances was in force for Government officials. It was abrogated, for reasons of economy, by a law which came into force in December of that year, but was reintroduced by the Law of June 24th, 1926, on the salaries of Government officials and employees. As a rule, family allowances are paid until the children are 18, but are extended until they reach the age of 21 when the children are following a regular course of study. The amount of the allowance in the case of an official<sup>1</sup> with one child dependent on him is 1,800 Czechoslovak crowns a year and 3,000 Czechoslovak crowns in the case of an official with several children. For employees<sup>1</sup>, the corresponding allowances are 1,200 and 2,100 Czechoslovak crowns.

### 2. PRIVATE INDUSTRY.

Generally speaking, the payment of family allowances, which was fairly general during the post-war period, is now becoming less common. Allowances are still paid in the following industries :

(a) *Mining Industry.* — This is the branch of industry in which family allowances are most frequently paid. In the Morawsko-Ostrawa basin, which employs more than 30,000 miners, the current rate of allowances per child and per post is as follows :

	Crowns
3 children . . . . .	1.83
4 children . . . . .	1.95
5 children . . . . .	2.07
6 children . . . . .	2.19
7 children . . . . .	2.31

In the Kladno basin, the family allowance for each child, under 16, including natural children, is 1 crown per post per day.

In the Pilsen basin, the cost-of-living bonus, which varies according to the number of children, is as follows :

Married workers	crowns per day
Without children . . . . .	0.25— 2.58
With 1 child . . . . .	0.93— 4.66
With 2 children . . . . .	2.64— 6.35
With 3 children . . . . .	4.78— 8.50
With 4 children . . . . .	6.50—10.21
With 5 children . . . . .	8.70—12.42
With 6 children . . . . .	10.41—14.12
With 7 children . . . . .	12.11—15.83

As a rule, this bonus is paid until the children reach the age of 14; but, should they be incapacitated for work, until they are 16. Similar allowances are paid in the basins of Rosice, Zazaclér, Most, Falknov, Handlowà and Nucice.

<sup>1</sup> Government officials in Czechoslovakia are divided into two classes: the officials, who are regarded as intellectual workers, and the employees, whose work is chiefly manual — for example, postmen, together with Government workmen, are classed among the employees.

According to the data supplied by the Government Statistical Bureau, family allowances represent on an average 4.6 per cent of the wages.

(b) *Chemical Industry.* — The allowances paid in the chemical industry cover a working population of approximately 10,000 persons. They are most common in the north of Bohemia. In the Usti district, the family allowance is 0.25 crown per hour and per child under 14. No further increase is paid from the fourth child onwards. These allowances are paid until the children reach the age of 14. In the Litomerice district, the rate of the allowance is 0.20 crown per child and per hour's work; in the Zatek district, it is 0.25 crown.

(c) *Metallurgical Industry.* — The total number of workers entitled to receive family allowances is approximately 6,000. At Bratislava, the rate is 0.72 crown per child and per post for the first five children up to the age of 14. In the Rostawanidek district, the rate is 1 crown per child and per post, provided the child attends school. In addition, married workers either receive free housing accommodation or an allowance of 15 crowns a month.

(d) *Sugar Industry.* — The collective contracts providing for family allowances cover some 12,000 wage-earners. Each married worker receives an allowance equal to 5 per cent of his basic wage in respect of each of his first five children, payable until the children reach the age of 15.

(e) *Other Industries.* — Family allowances are paid by various electric-power undertakings; these allowances vary from 0.50 to 1.50 crowns per day and per dependent child, and are usually paid until the children reach the age of 14. In certain districts, workers in the textile and paper-making industries receive family allowances, and in certain other industries the cost-of-living bonus increases in proportion to the size of the family.

(f) *Commercial Employees.* — In a certain number of districts, commercial employees receive family allowances, as, for instance, in the Prague district, where a collective contract covering some 22,000 employees provides a higher minimum wage for married than for single workers.

## VI. Netherlands

### 1. PUBLIC OFFICIALS.

There is a general system of family allowances by which Government officials and employees benefit. This system covers the various ministries and public departments, as well as the postal, telegraph and telephone service.

In the case of officials, the rate of the allowance is fixed at 3 per cent of the salary for each child under 18, with a minimum of 60 florins and a maximum of 240 florins per child per year. As regards Government workmen, the usual rate of allowance is 1.15 florins per week and per child under 18. Certain grades of the better-paid employees are granted a higher rate of allowance. For purposes of comparison, it may be mentioned that the wages of unskilled and semi-skilled workers in the Government services are between 24 and 30 florins per week, and those of skilled workers between 30 and 36 florins.

As a rule, family allowances are also paid by the provincial and municipal authorities. The rates vary according to the district; a few typical examples are given in the following table :

District	Allowances
Arnhem :	1.80 florin per week and per child under 16, from the fourth child onwards.
Berg op Zoom :	From the third child onwards, 5 per cent of the annual wage (with a maximum of 130 florins) for each child under 18 who is not earning more than 250 florins.
Haarlem :	1 florin per week and per child under 18.
Schiedam :	1 florin per week and per child under 16 from the fourth onwards.
Tilburg :	4 per cent of the wage for each child under 18 whose earnings do not exceed 5 florins per week. Maximum allowance, 200 florins per child per year.
Utrecht :	From the third child onwards, 1 florin per week and per child under 17 whose earnings do not exceed 4 florins per week.

### 2. PRIVATE INDUSTRY.

The payment of family allowances is provided for in many branches of private industry.



The following table shows the development of the system on the basis of collective contracts :

Date	Number of Contracts providing for family allowances	Number of workers covered by these Contracts	Percentage of the workers in Column 3 to the total number covered by collective contracts
(1)	(2)	(3)	(4)
January 1st, 1920	24	34,028	12
January 1st, 1922	53	61,691	24
June 1st, 1923	69	62,624	26
June 1st, 1924	71	63,096	22
June 1st, 1925	81	58,608	22
June 1st, 1926	69	53,389	20

#### VII. Sweden.

The information received from the Social Department shows that the system of family allowances, which was developed to a certain extent during the war, has now been almost entirely abandoned in private industry; allowances are, however, still paid to employees in the Government and certain municipal services. The cost-of-living bonus paid to Civil Service officials in several Ministries is 4 crowns a month for each dependent child under 16.

#### VIII. Norway.

As in several other European countries, the system of family allowances was fairly common in Norway during and in the years immediately following the war, but has since been abandoned to a large extent, especially in private industry. It is still applied, however, in the case of Government and certain municipal officials.

The oldest system took the form of a housing allowance, which has been granted since 1892 to the Government railway employees, and since 1917 to unmarried workers supporting their families.

The payment of family allowances to Government officials and employees was in force up to the end of 1923. They were also paid during the first half of 1925, and provision has been made for their payment during the first half of 1928. The reintroduction of this system is apparently due to the wage-reduction policy which followed the revalorisation of the currency. Owing to the payment of family allowances, the reduction of income will be smaller in the case of households with a large family than in the case of unmarried workers and small households. The payment of the allowance is subject to the following conditions :

The present rate of the allowance is fixed at 60 crowns per year for each dependent child under 18.

The total amount of the allowance must not exceed 11 per cent of the annual wage, and the total earnings represented by the salary plus the allowance must not exceed 4,500 crowns. These provisions apply, with a few exceptions, to all Government officials, including the postal, telegraph and telephone staff and railway officials. They also apply to workers whose wages are calculated on a yearly basis and who are employed in the telegraph and telephone services, the railways and the army and navy workshops. The total number of persons affected by the above-mentioned provisions is approximately 35,000, and the number of children benefiting is 15,000. Workers employed in the workshops of public undertakings working for the State also receive allowances at the rate of 0.05 crown per hour per child. The number of these workers is some 3,000.

There are very few collective contracts in private industry containing provisions for the payment of special allowances to persons with families to support, and, where these exist, they merely take the form of larger housing allowances to married workers. Thus, one contract allows 20 crowns a month to married workers and only 10 to unmarried workers. In commerce also, the system of family allowances appears to be practically non-existent.

#### IX. Latvia.

All officials in the public services, more particularly those in the State services, including teachers, judges, etc., and a large number of municipal officials and employees, receive the benefit of family allowances. The number of Government employees covered by this system is some 35,000, and of municipal employees approximately 11,000.

The allowances are generally paid for the wife and two children until the latter reach the age of 16, or, if they are continuing their studies, until they are 18. The allowance usually amounts to 12 per cent per person, with a minimum of 12 and a maximum of 24 lats per month.

No family allowances are granted in private industry.

## X. Italy.

### 1. PUBLIC SERVICES.

Family allowances are paid to all persons employed in the ministries, the national defence service and the autonomous public services, including the railways, posts and telegraphs, as well as to elementary-school teachers. The total number of persons affected by the provisions concerning family allowances exceeds 560,000.

These family allowances consist of a cost-of-living bonus on a sliding-scale, according to the size of the family. The following rates were fixed by Decree-Law No. 694, of May 7th, 1927.

*Rates of Cost-of-living Bonus in Lire per Month after Deduction of Tax.*

Size of family	Employees			
	Higher grade	Intermediate grade	Lower grade	Temporary
Single man or childless widower . . .	36	54	63	179
Married man without children or widower with one child . . . . .	58	86	101	249
Married man with 1 child or widower with 2 children . . . . .	67	100	117	265
Married man with 2 children or widower with 3 children . . . . .	76	114	133	280
Married man with 3 children or widower with 4 children . . . . .	86	128	149	297
Married man with 4 children or widower with 5 children . . . . .	104	156	182	330
Married man with 5 children or widower with 6 children . . . . .	122	184	214	362
Married man with 6 children or widower with 7 children . . . . .	141	212	243	395

Where there are more than seven children, the rates continue to increase in proportion to their number.

### 2. FAMILY ALLOWANCES IN BANKING.

Family allowances are granted by several of the large banks. The rates and conditions of payment vary in each case. As a rule, they are paid to all male employees with a wife and from one to four dependent children under 18. The amount of the allowance varies in most cases from 25 to 50 lire per month for each dependent member of the family.

### 3. FAMILY ALLOWANCES IN PRIVATE INDUSTRY.

The payment of family allowances in private industry was fairly widespread during the war, but has become much less frequent of late years. Only a few industries still continue this practice.

In the mining industry, under a collective contract, workers in the Udine district with legitimate children under 14 receive an allowance of 2 lire per working-day. In the Arsa mines in the Pola district, workers with dependent children receive an allowance of 1.20 lire per working-day.

In the window-glass and bottle-making industry, a national collective contract provides free housing accommodation or an allowance varying according to the size of the family for workers in these branches of the glass industry. Similar provisions are in force in certain districts covering workers in other branches of this industry.

In the soap-making industry, workers in the Monza district with large families are granted, by contract, a higher cost-of-living bonus than unmarried workers. Again, the contracts of various electric-power undertakings contain provisions relating to the payment of allowances towards the education of the workers' children.

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## XI. Spain.

In our last report, we mentioned the Royal Decree of July 20th, 1926, instituting a system of allowances on behalf of large families consisting of at least eight children, and included a table showing the rates of these allowances.

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## XII. Austria.

### 1. FEDERAL GOVERNMENT AND PROVINCIAL ADMINISTRATION SERVICES.

Family allowances were granted to Federal Government officials by the Law of July 15th, 1924, amended by the Law of December 10th, 1926, which came into force on January 1st, 1927. Male officials who are married or widowers receive a household allowance of 60 schillings per year. The State also grants an allowance of 60 schillings a year for the first child, 180 schillings for two children and 120 schillings for each subsequent child. These allowances are paid in respect of dependent legitimate children until they reach the age of 21. If the child is pursuing a course of advanced study, the payment of the allowance is continued up to the age of 24. The State grants "aid", amounting to 60 schillings a year, in respect of one or more dependent illegitimate or adopted children. The rates of the "aid" and allowances are the same for all classes of officials. On July 1st, 1927, the total number of officials benefiting was 56,357 — 20,099 childless households and 36,258 households with children. The number of beneficiaries (women and children) was 120,175. The allowance paid to certain classes of officials whose household consists of a wife and two children represents, in the case of a lower grade employee (*Dienerdienst*), 10 per cent of his wages; in the case of a minor official (*Kanzlei- und Manipulationsdienst*), 7.5 per cent; of an intermediate-grade official with a secondary-school education, 6 per cent; and of a higher official of university status, 4.9 per cent. Government workmen benefit by the Labour Regulations (*Arbeitsordnung*), under which they are granted family allowances on the same conditions as those which apply to the officials mentioned above. As a rule, the rates of these allowances are the same as those provided by the collective contracts concluded by private undertakings carrying on similar work.

Family allowances are also paid by the municipal and provincial administrations. In Vienna, for instance, allowances are paid by the municipality under the same conditions as those granted by the State. The rates are: household allowance, 60 schillings, allowance for each child, 60 schillings, per annum.

### 2. PRIVATE INDUSTRY.

The payment of family allowances by private industry in Austria is generally provided for by means of collective contracts. These allowances, which were very widespread during the war, are much less common at the present time. The position is as follows.

(a) *Mining Industry.* — Family allowances are larger in this industry than in any other. All collective contracts concluded in this industry contain provisions concerning the payment of household or child allowances. The rate of these allowances differs in each district. For instance, in the Styrian metal-mines and the lignite-mines in the Fohnsdorf-Seegraben district, the rate of the allowance is 0.15 schilling per post and per child. This is also the usual rate of the allowances in force in other districts. In several districts, married workers likewise receive a housing allowance varying from 3.50 schillings to 6.60 schillings a week. The allowances are generally paid in respect of legitimate children under 14, illegitimate children under the same age if they are dependent on the worker, and infirm children over 14. Single workers with brothers and sisters dependent upon them and whose father is incapacitated as the result of an accident are also entitled to benefit by the allowances.

(b) *Metallurgy and Metal Workers.* — The payment of family allowances is fairly common in the blastfurnace industry, the conditions and rates of the allowance being similar to those ruling in the mining industry. In other branches of the metallurgical industry, family allowances are being gradually abandoned. In Vienna, allowances are no longer paid in

small establishments. The large establishments grant, in addition to the basic wage<sup>1</sup>, cost-of-living bonuses varying according to the age, civil status and sex of the worker. These are as follows :

Male workers :	Schilling per hour
Under 22, unmarried . . . . .	0.15
Under 22, married . . . . .	0.20
Over 22 . . . . .	0.25
Female workers :	
Without dependents . . . . .	0.15
With dependents, ( <i>Familienerhalterin</i> ) . . . . .	0.20

In Styria, the rates of allowance per week are as follows<sup>2</sup> :

	Schillings per week
Household allowance to each worker whose wife does not work . . . . .	2.12
Allowance for :	
1st child . . . . .	1.70
2nd child . . . . .	1.36
Each subsequent child . . . . .	1.10

The allowances are paid until the children reach the age of 14.

(c) *Paper-making and printing.* — The principle of the family wage is recognised in the paper-making industry in the following form : the national collective contract of the paper-making industry provides for a difference in wages between youths under 19 and female workers having no children, on the one hand, and other workers, including unmarried mothers and wives whose husbands are permanently incapacitated for work, on the other hand. Under the national collective contract in the printing trade, different rates of wages are paid to married and unmarried workers.

(d) *Allowances granted to Employees in Private Industry.* — The basic wage of married employees is 12 per cent higher than that of unmarried workers. The former also receive for each of the first three children an allowance representing 2 ½ per cent of the basic wage. This is paid until the children are aged 16 and is continued up to 18 years where the children are attending a secondary school, or up to the age of 23 years if they are following a course of advanced study.

(e) *Bank Employees.* — The large banks in Vienna pay their employees for each of their first three children allowances amounting to 15 per cent of the monthly salary. They also grant higher annual bonuses to married than to unmarried employees, so that, where the basic salary is equal, the respective annual earnings are in the ratio of 17 ½ to 16 ½.

### XIII. Estonia.

#### 1. GOVERNMENT SERVICES.

All officials of the central administrations whose salaries are less than 14,000 marks a month are entitled to an allowance for each child under 18 years. The total earnings represented by the salary and allowance, however, must not exceed 15,500 marks a month. The rates of the allowance vary according to the place of residence, and may be 400, 600 or 800 marks per month and per child (Law of December 19th, 1926, amended by Law of May 20th, 1927).

Workmen in the public services receive a family allowance of 25 marks per day for the wife and 15 marks for every other dependent member of the family. The total number of persons in respect of whom the allowance is payable is five. The allowance is paid for each working day, and, in the case of skilled workers with a wife and two children, works out at 15 or 20 per cent of the wages.

The total number of officials and workmen in receipt of allowances is some 9,000 out of a total staff of 26,000 persons. Except in the case of the town of Dorpat, family allowances are not as a rule paid by the municipal and cantonal services to their staff.

#### 2. PRIVATE INDUSTRY.

The system of family allowances is rarely found in private industry. The number of workers in receipt of allowances is 4,200 and the number of beneficiaries approximately 8,800. The usual rate of allowance is 25 marks per day for wives and 15 marks for every other dependent member of the family. The allowances are paid from the fifth person onwards when the families consist of at least six persons in addition to the recipient.

<sup>1</sup> Basic wage of an assistant (*Vollgehilfe*), 0.60 schilling per hour.

<sup>2</sup> This regional collective contract was denounced by the workers in November 1927.

## XIV. Hungary.

### 1. PUBLIC SERVICES.

Family allowances are usually paid in all the public services, including the State railways, workshops, postal, telegraph and telephone services, etc. The total number of the staff employed by these administrations is 72,608 and the number employed by industrial undertakings 44,271. Of this number 44,570 officials and 30,000 employees are in receipt of allowances. The number of beneficiaries is 111,346 in the administrative services and 90,026 in Government undertakings.

The rate of the allowance varies according to the number of members of the family and the category of the worker receiving the allowance. In accordance with administrative regulation, Z.7,000.M.P.1925, paragraph 70, the monthly rates per member of the family are as follows<sup>1</sup>:

	Pengös
1st group . . . . .	13.60
2nd group . . . . .	12.40
3rd group . . . . .	11.20
4th group . . . . .	9.60

The members of the family benefiting are the wife, the legitimate or adopted children, the father and mother, and legitimate orphan grandchildren. The allowance for the wife is paid from the month in which the marriage was announced. For children of officials in the first group, the allowance is paid up to 24 years, and for the other groups up to 16 years as from the month of their birth. In the case of the three other groups, the age-limit may be extended from 16 to 24 years where the child is carrying on his studies successfully. Allowances are not granted to members of the family other than the wife and children, unless they are without means of support or are incapable of working.

No family allowances are granted in private industry.

## XV. Switzerland<sup>2</sup>.

### I. PUBLIC SERVICES.

Switzerland being a federal State, the federal civil service on the one hand, and the cantonal and municipal services on the other, are subject to different regulations.

#### (a) Federal Services.

The federal law of June 30th, 1927, on the status of officials, which came into force on January 1st, 1928, established the system of family allowances on a definite basis in Article 43, which reads as follows:

“ Officials are entitled to an allowance for every child under 18 years of age not in paid employment. The allowance amounts to 120 francs per child per annum.

“ The allowance will only be granted in respect of children entirely supported by the official. ”

The field of operation of this clause is determined by two provisional regulations dated December 30th, 1927. All officials, employees and labourers under the federal Government and in the public services, such as the Federal Railways, Post Office, etc., are entitled to the allowance for children. Under these regulations, acknowledged children, adopted children, children by another marriage living in the official's household, and illegitimate children, where the official's paternity is established and he has received the child into his household, are treated on the same footing as legitimate children; this also applies to children for whom the official assumes responsibility without receiving any payment for maintenance, when the persons properly responsible for supporting the children are not in a financial position to do so.

Where a child is in paid employment, or is in receipt of a regular allowance from a State-aided welfare institution under the federal legislation, no family allowance is granted, or, if the child's earnings are inadequate, only part of the allowance is granted.

Out of a total of 65,000 persons now employed under the Federal Government, 38,300 are in receipt of family allowances, granted in respect of 87,000 children.

<sup>1</sup> The first group consists of the highest-paid and the fourth group of the lowest-paid officials.

<sup>2</sup> This report is based on information supplied by the Federal Labour Office.

The total family allowances payable to a family consisting of husband, wife, and two children supported by the father, amount to 240 francs per annum. This represents the following percentages of the salaries of the classes of officials and labourers detailed below :

Platelayer on the Federal Railways .....	6.2%	(Yearly wages 3,900 frs.)	
Postman .....	5.3%	„ „ 4,500 „	
Guard on the Federal Railways .....	4.4%	„ „ 5,400 „	
Second - class booking - clerk on the Federal Railways .....	4.2%	„ „ 5,200 „	
First-class clerk in Government office .....	3.7%	„ „ 6,500 „	
Post-Office clerk .....	3.5%	„ „ 6,800 „	
First-class Customs officer .....	3.2%	„ „ 7,400 „	
Second-class secretary in Government office ...	2.7%	„ „ 8,800 „	

In addition to allowances for children, officials and labourers living in places where the cost of living is above the average, receive a local allowance varying from 120 to 480 francs per annum, according to locality; unmarried officials receive only three-fourths of the allowance made to married officials.

(b) *Cantonal and Communal Administrations.*

As the cantons make their own legislation on questions which are not exclusively dealt with by the Confederation, there is no uniformity in the cantonal administrations as regards the application of the family allowance system. The Cantons of *Zürich* and *Berne* pay no such allowances. The Canton of *Lucerne* may, in case of need, grant an official or employee with more than two children an allowance of 50 francs for each child under 16 years of age. The cantonal administration of *Fribourg* grants its officials, employees and labourers an annual allowance of 120 francs for the third and every subsequent child. In the Canton of *Geneva*, officials on the medium and higher salary-scales receive an allowance of 50 francs for each child.

In the communal administrations, the diversity is even greater than in the cantonal. Thus the municipality of *Lucerne* grants its married employees an allowance of 100 francs, with further allowances of 150 francs for the first child, 100 francs for the second, and 50 francs for each subsequent child, up to a maximum of 500 francs. The *St. Gall* municipality grants its labourers only an allowance of 5 francs per child per month.

II. PRIVATE UNDERTAKINGS.

Family allowances are granted in very few private undertakings, where they were introduced during or since the war on account of the continual rise in prices. They have always been looked upon as an emergency measure, and are gradually disappearing as the cost of living falls and wages become stable. Of the firms which are still paying allowances a large proportion are public utility undertakings such as local railway companies, municipal tramways, electrical works, etc. which resemble the communal or cantonal administrations in some respects. The rates of the allowances vary greatly; in some cases there is a single allowance covering the whole family varying from 100 to 200 francs per annum, while in other cases an allowance of from 60 to 150 francs is granted for each child. Special mention may be made of the National Accident Insurance Fund at *Lucerne*, established by the Swiss Confederation, which pays its married employees an allowance of 360 francs per annum.

Private industrial or commercial undertakings still paying family allowances are to be found in only a few industries — the chemical industry at *Basle* and the textile and paper-making industries. The allowance is in some cases for children, and in others for high cost of living, the latter kind being paid at a higher rate to married than to unmarried employees. These allowances vary as a rule from 1 franc to 10 francs a month.

In the watch making industry, one factory established in 1926 a family allowance fund which pays employees who are heads of families and have children at their charge an allowance of 0.50 franc per working day for each child under 10 years of age, and 0.70 franc for each child between 10 and 16, provided that the head of the family is the only wage-earner. The rates are reduced if other members of the family are also earning. Only those who have worked in the factory for at least a year and do not earn more than 500 francs a month are eligible.

Further, the watchmakers' corporation of the *Franches-Montagnes*, which consists of an employers' union and a workers' union, has a compensation fund — the only one existing in Switzerland. In 1926, this fund paid out 6,295 francs in allowances as follows :

To 44 families for 104 children . . . . .	5,945 francs
For 10 marriages . . . . .	250 „
For 4 births . . . . .	100 „

## XVI. Australia

### 1. AUSTRALIAN COMMONWEALTH.

(a) *Allowances to Government Officials.* — Since the end of 1920, the Government has paid its married staff a weekly basic wage of £4 and an additional allowance of 5s. per week. The basic wage of unmarried workers is £3 6s. 11<sup>3</sup>/<sub>5</sub>d.

(b) *General System of Family Allowances.* — The question of family allowances is regarded in Australia as one of the most important social problems. As the result of an enquiry undertaken in 1921 by a commission known as the Basic Wage Commission, it was proposed to levy a national tax on employers, the proceeds being distributed among the workers in proportion to their family burdens. This proposal was rejected.

A conference of the ministers of the Federal Government and of the States of the Commonwealth was held in June last at Melbourne and decided to appoint a Royal Commission to deal with the problems raised by the application of a general system of family allowances, more particularly in the economic and social fields, and to study the method of giving practical effect to such a system.

### 2. NEW SOUTH WALES.

A law was passed by the two Chambers of this State in March 1927 instituting a national fund of family allowances under which the employers contribute a sum amounting to 3 per cent of the wages paid by each.

The allowances are paid to the mothers at the rate of 5s. per week for the maintenance and education of their children under 14 years. Should the child be unable to earn its living owing to physical or mental incapacity, the payment may be extended until it is 16.

The allowances are paid in respect of children born in New South Wales or who have resided there for not less than two years. They are not paid in respect of illegitimate children except by special authorisation, nor for children whose father is a foreigner or was born in Asia or is a native of Africa, the Pacific Islands or New Zealand unless the child was born in Australia.

The allowances are only paid when the family income for the twelve months preceding the application for payment was not more than the annual living wage based on the requirements of a childless household plus a sum of £13 per child.

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## XVII. New Zealand

A law was passed by Parliament in 1926 instituting a general system of family allowances financed out of the ordinary revenue of the State. The allowances are paid to heads of families with at least three children and are payable in respect of each child under 15 years, from the third onwards, at the rate of 2s. per week. Should the child be totally incapable of earning its living owing to physical or mental disability, the payment of the allowance may be extended for whatever period the responsible minister may deem to be expedient.

The allowances are paid to families who have been permanently resident in New Zealand for not less than one year, with the exception of persons, such as sailors, whose homes are in New Zealand but whose occupation obliges them to work abroad. The children of foreigners or Asiatics, whether naturalised or not, are not entitled to benefit by the law without a special authorisation. Neither illegitimate children nor those already in receipt of a Government pension are entitled to benefit.

These allowances are paid to families whose total weekly income is not above £4.

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## PART II

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### ORGANISATION AND OPERATION OF COMPENSATION FUNDS.

In France, family allowances were at first paid to the personnel of private industrial undertakings by a few establishments only. As this system developed, various problems arose in connection with the distribution of allowances, and led to the creation of organisations known as compensation funds. This name was given to institutions formed among themselves by the heads of enterprises with a view to apportioning the charges resulting from the payment of family allowances<sup>1</sup>.

We first of all propose to consider the reasons for the creation of these funds. They are of two kinds, those concerned with the apportionment of the expenses involved by the payment of allowances, and those concerned with their distribution.

The advantages of the first kind reside in a better balance of expenses and greater facilities of administration. The better balance of expenses achieved by compensation funds is due to the fact that, in the different undertakings, the burdens resulting from the payment of family allowances are not necessarily proportional to the financial capacities of the establishments, and frequently large enterprises employ a greater proportion of young people than small enterprises. Moreover, the same burdens often vary from one industry to another; thus the French textile industry employs a large number of young women who cease to work at the factory when they become mothers; while in other industries in the same district women continue to work after childbirth.

Facilities of administration become of importance chiefly when the fund decides upon the creation of social services.

Emphasis should also be laid on the advantages offered by compensation funds in regard to the distribution of allowances.

Employers feared that, if these were paid direct by an undertaking, workers with families would be attracted to their establishments and consequently their budgets would be abnormally burdened, married workers naturally seeking employment in establishments giving them special advantages. On the other hand, this type of payment aroused the opposite apprehension among workmen, who feared that employers in favour of the system would prefer unmarried to married workmen. Compensation funds, apportioning the expenses consequent upon the payment of allowances on a basis other than that of the family charges of the individual enterprises, thus met the requirements both of employers and workmen.

Further, French and Belgian employers have constantly maintained the view that family allowances were to be considered as essentially different from wages and as not constituting in any way a part of wages. They therefore had every inducement to have these allowances paid by an independent body, or, if they paid themselves, to do so in the name of such a body.

#### 1. ORGANISATION OF COMPENSATION FUNDS.

There are two chief types of compensation fund: (1) inter-professional fund comprising the employers of a particular district, to whatever industry they belong; (2) professional funds, grouping the employers of a particular industry or groups of allied industries.

Of the 201 French compensation funds regarding which the Comité central des allocations familiales has published particulars, 111 were inter-professional and 90 professional, representing 55 per cent and 45 per cent respectively of the funds. Different reasons may be adduced in favour of one or the other type. Professional funds have the advantage of paying due regard to the special situation of the industry with which they deal, family charges being in general more or less identical for the same industry in the same district. On the other hand, it may be pointed out that the aim of family allowances is to provide labour for industry as a whole, by improving the conditions of life of the workmen, and that these conditions of life have a regional character and not a distinctively professional one. In the second place, the organisation of the funds on a professional basis may lead the employers' group concerned to engage single workmen in preference to married workmen, the latter thus running the risk either of being thrown out of work or of being obliged to seek employment in other industries. On the other hand, there can be no doubt, as we explained above, that some categories of industry are obliged to employ a larger or smaller proportion of single workers than others, owing to the nature of the work they perform.

So as to give due weight both to the advantages offered by the inter-professional type and to the special conditions of certain industries, some inter-professional funds have introduced sectional divisions; 45 of the 111 mentioned above belong to this type. For

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<sup>1</sup> See Circular of the Minister of Labour to the Prefects, dated September 4th, 1923, concerning the conditions of application of the Law of December 19th, 1922.



example, the fund of the Lyons district has twelve different sections, each having a separate compensation basis and applying differential rates.

The division into sections makes it possible to introduce different compensation rates, either on the same or on different compensation bases<sup>1</sup>; it may be determined either by the nature of the industry or by the size of the establishment; for instance, the Alais inter-professional fund includes three different sections, one for small and medium industry, one for commerce, and the third for heavy industry. The sectional division of the Lyons fund, of which we have already spoken, rests on an entirely professional basis.

The differentiation in the rates on the basis of which the compensation is calculated also makes it possible to take into account the special position of the different industries, the differentiation resting on the sex or age of the workers, or on any other suitable basis. For example, the Alais fund applies in each of its section rates differentiated according to sex, the compensation basis being the wages (fixed rate); the heavy industry section, for example, applies a rate of 1.6 per cent for men and 1 per cent for women. In the same way, the agricultural funds introduce differential rates, so as to take into account the nature of the different kinds of land cultivated by the various members.

## 2. APPORTIONMENT OF CONTRIBUTIONS<sup>2</sup>.

The revenue of a compensation fund may consist of : (1) entrance fees ; (2) subscriptions ; and (3) contributions. The first two classes are not always charged, whereas the third is essential to the fund's operation.

As an example of entrance fees, we may mention the Paris District fund, to which each new member pays an additional subscription of 10 per cent on the total salaries and wages paid to him in the first three quarters subsequent to his joining. The subscription is fixed separately from the contributions, and each member is rendered liable to pay it by the very fact of becoming affiliated to the fund.

While entrance fees and subscriptions are sources of income usually intended to constitute the reserve of the fund, the contribution represents the sum which each member must pay to the fund with a view to the settlement of the latter's accounts at the end of each administrative period. Special rules govern the calculation of this contribution, which is known as the "calculation of compensation".

From the introductory part of this chapter it will be seen that the apportionment of the employers' subscriptions must be based on some factor other than the extent of the family responsibilities of the employees of the different establishments. We must first explain the general basis of the calculation. The compensation fund first of all determines the "aggregate expenditure", *i.e.*, the total representing for a given period the benefits paid plus the overhead charges and any sums which may have been placed to reserve, the benefits paid being the sum of all the different kinds of payments made to workers (allowances, miscellaneous bonuses, etc.). The contribution of each member, *i.e.*, the sum due by him to the fund for a given period and representing his share in the "aggregate expenditure", is calculated on the basis of his "contribution statement", this being "the statement made by each member of the figure to which the factor taken as basis of compensation (wages, number of employees, etc.) may amount for his establishment during the period under consideration". The fund then calculates the "coefficient of contribution", *i.e.*, the regulation unit obtained by dividing the aggregate expenditure by the contribution figures; this unit is a percentage if the contribution is based on wages and a quotient if it is based on any other compensation factor. The product of the coefficient of contribution and the contribution statement of each member constitutes the amount of his contribution for the period concerned.

The mode of calculation which we have outlined above in theory varies in practice according to the compensation basis adopted. This is usually the wages paid, the number of hands employed, or the number of days worked, or, in the case of agricultural funds, the number of hectares; but there are others — for example, the number of looms in the textile industry, the premiums paid for accident insurance, etc.

### A. *Compensation Bases adopted by Non-agricultural Funds.*

As we have just said, the three chief factors serving as bases for calculating compensation are wages, number of hands employed, and number of days worked. If we take into account the various sections of the inter-professional funds — and we must do so as, in one and the same fund, they may rest on different compensation bases — we find that in France, in 1926, 143 funds or sections calculated compensation on the basis of wages, 39 on the number of hands employed, and 22 on the number of days worked. In addition, one fund, that of Cholet,

<sup>1</sup> The "compensation basis" is the name given to the factor adopted (wages paid, hours actually worked, number of hands employed) to measure the financial or economic strength of the establishment and to determine the amount of its contribution to the fund.

<sup>2</sup> In this account, we have adopted the vocabulary approved by the General Assembly of the Comité central des allocations familiales, on May 27th, 1924 (see *Year-Book*, 1926-27, pages 407-408).

took wages as basis for clerical staff, and number of hands employed as basis for workers; while that of Vienne took the number of looms for contract-weavers, and that of the Paris Notaries the amount earned by the offices.

1. *Wages.* — This is the factor taken as basis by 69 per cent of the funds. Applying the general principles of calculation described above, we find that as a rule, in the simplest case, the contribution statement of each member will show the amount of wages paid; the coefficient of contribution is then obtained by dividing the aggregate expenditure by the total wages paid by all the members; and the contribution of each member is determined<sup>1</sup> by multiplying the amount of his declaration by this coefficient. It is also possible either to adopt differential rates or to apply fixed compensation rates<sup>2</sup>. Certain special methods of calculation are likewise found, *e.g.*, reduction of wages beyond a certain figure, to a maximum value<sup>3</sup>, or omission of these higher salaries from the declaration<sup>4</sup>.

The rates may be differentiated according to sex<sup>5</sup>, the professional category<sup>6</sup>, or the size of the undertaking<sup>5</sup>.

The chief advantage of taking wages as a basis for calculating compensation is that they give an accurate measure of the financial strength of the establishment, and thus contributions are distributed in proportion to this strength. Further, the contribution statement based on the total wages paid involves no new calculations for the employer, as this same total serves as a basis for determining the premiums for accident insurance.

It has been objected that a manufacturer may not like to state the amount of wages paid; but the personnel of the compensation funds is bound to professional secrecy.

It has also been pointed out that while, generally speaking, the pay-roll represents the financial strength of any enterprise, it is only possible to compare similar industries in which the cost of labour represents the same percentage of the total cost of production. It is partly to get over this difficulty that the inter-professional funds have created sections comprising establishments of like nature.

Lastly, it should be remembered that the extent of the family responsibilities of the employees varies not only from one industry to another but also according to the size of the establishment. The heavy industries, for example, employ a greater number of young men than small industries; the textile industry employs more girls; the building industry more married men. This has led not only to the division into sections according to trade, but to the application of differential rates according to sex or to the size of establishments.

2. *Number of Hands employed.* — This basis of calculation is adopted by 19 per cent of the funds. The contribution statement gives the number of hands employed, and the coefficient of contribution is calculated by dividing the aggregate expenditure by the total number of hands employed by all the members; it thus represents the sum due per head of the wage-earners. The contribution of each member is obtained by multiplying the number of his employees by this coefficient<sup>7</sup>.

Here, too, differential rates may be applied, differentiation being based in practice on age<sup>8</sup>, sex<sup>9</sup>, nationality<sup>10</sup>, or the civil status of the employee<sup>11</sup>.

The advantage of this method is that the contribution is independent of the wages; establishments employing the same number of workmen pay the same sum to the fund, and neither fluctuations in wages nor in the proportion of the wages bill to the total cost of production for the different industries enter into the calculation.

On the other hand, the same objections apply to the number of employees as to wages as a basis, from the point of view of the diversity of the burdens imposed on industry according to the proportion of women and boys employed. It is for this reason that differential rates have been introduced in some cases.

3. *Number of Days worked.* — This system is employed by 11 per cent of the funds. The contribution statement gives the number of days worked each month (or in any other

<sup>1</sup> Examples: the funds of Dieppe and Elbeuf.

<sup>2</sup> Example: the Avranches fund, which applies a fixed rate of 2 per cent, the member paying to the fund 2 per cent of the total wages paid.

<sup>3</sup> Examples: Paris District, Algiers.

<sup>4</sup> Example: Bordeaux District, general section.

<sup>5</sup> Example: *Rates of the Alais fund.*

Section:	Small and Medium	Commerce	Heavy Industry
	Industry		
	%	%	%
Men .....	2.10	1.4	1.6
Women.....	0.05	0.5	1

<sup>6</sup> Example: (a) Lille. — Building trades: compensation calculated on different basis for “workmen” and “salaried grades”; (b) Amiens. — Separate compensation for employers of home workers.

<sup>7</sup> Examples: Angoulême, Annecy Commerce.

<sup>8</sup> Example: Algiers.—This fund applies a rate of 14 francs per month per worker over 18, and 11 francs per worker under 18.

<sup>9</sup> Example: Grenoble. — Employees of both sexes. In this fund, women count as  $\frac{3}{4}$  and young men under 18 as  $\frac{1}{2}$ .

<sup>10</sup> Example: Dijon. — Foreigners with less than ten years' service, or five years if they are married to Frenchwomen, are excluded from the calculations (and from the payment of allowances).

<sup>11</sup> Example: Louviers. — Unmarried employees under 20 years of age not receiving allowances are not counted in the calculations.

period taken as basis of calculation) in the member's establishment; the coefficient of contribution is calculated by dividing the aggregate expenditure by the total number of days worked in all the member establishments; and in this way a coefficient representing the sum due per day worked is obtained. The contribution of each member is then found by multiplication.<sup>1</sup> Here, too, there are systems of calculation based on different methods of differentiation, usually sex<sup>2</sup> and age<sup>3</sup>.

This basis of calculation has the advantage of best expressing the activity of the establishment, as units of work are counted and the enterprise's activity is in direct proportion to their number. This system presents the maximum of elasticity, adjusting itself automatically to unemployment, and remaining independent of wage fluctuations.

Apart from these three chief types which we have described, only two other factors are at present used in France as a basis for the calculation of compensation. These are, in the Paris Notaries fund, the sums earned by the notaries' offices, *i.e.*, the business turnover, and, in the Vienne fund, the number of looms for contract-weavers — a special method of measuring the industrial strength of each establishment.

## B. *Compensation Bases adopted by the Agricultural Funds.*

The problem of calculating compensation is particularly difficult in the case of the agricultural funds, owing to the method of paying agricultural labourers and the seasonal variations in the number of hands employed. It is difficult to take wages as the basis of calculation, since many of the labourers receive part in kind, or in the form of various advantages — accommodation, maintenance at the employer's expense, etc. The number of hands employed — and consequently the number of days worked — is subject to wide seasonal variations. It is therefore necessary to find a stable factor to measure the economic strength of the undertaking, and 72 per cent of the French agricultural funds (21 out of 29) adopted the hectare. Of the 8 others, 5 have adopted the wage basis, 1 the number of hands employed, 1 the accident insurance premiums, while 1 offers the alternative of the number of days worked or wages. The contribution statement in the great majority of funds therefore gives the number of hectares under cultivation, and the coefficient of contribution is calculated by dividing the aggregate expenditure by the total number of hectares cultivated by all the members. In this way the expenditure per hectare is obtained, and each member's contribution is found by multiplication. Certain funds covering districts where the type of cultivation varies considerably have introduced a differentiation according to the nature of the cultivation. For example, the Montargis fund applies to market-gardens a coefficient of 10 per hectare, to other cultivated land a coefficient of 1, and to forests, pasture-land and fallow land one of 0.25. Of course, it is open to the funds either to allot expenses periodically, according to the number of hectares cultivated by each member, or to apply fixed rates<sup>4</sup>.

Certain funds have adopted a system of fixed subscription, with a proportional reduction according to the number of children at the charge of each member. This is the case, for example, with the Dijon agricultural fund, which, in addition to applying differential rates, makes a reduction of 2 hectares per child; and with the Caen agricultural fund, which, while also applying differential rates according to the nature of the land, makes a reduction of 5 per cent per child under 13 at the member's charge, beginning with the fourth, and 10 per cent beginning with the seventh. Funds employing a basis of calculation other than the hectare do not use differential rates.

## 2. PAYMENT OF ALLOWANCES.

### 1. *Method of Payment.*

There are two general methods of paying allowances. The member may pay them directly to his workmen in the name of the fund (113 funds out of 199, or 57 per cent, have adopted this system); the fund may send directly to the recipient the sum to which he is entitled (this is the system employed by 76 funds, or 38 per cent); or the fund may leave its members free to employ either method of payment (10 funds, or 5 per cent, belong to this type).

In the last case, when the member pays directly to his workmen the amount of their allowance, the settlement of accounts with the fund is generally effected as follows: The fund determines at regular intervals the amount of the member's contribution. If the sums paid out by him to his workmen are in excess of his contribution, the fund pays back the balance to the member; if, on the other hand, the payments made by the member are less than his contribution, he pays the balance to the fund.

In the second case, that of direct payment by the fund to the recipient, the member

<sup>1</sup> Example: Havre District.

<sup>2</sup> Example: the Cambrai fund applies a rate of 0.25 franc per working day for men and 0.125 franc for women.

<sup>3</sup> Example: the Caen fund leaves out of the calculation boys under 18 and girls under 16.

<sup>4</sup> This is done, for example, by the Glos-sur-Lisieux fund, which applies a rate of 4 francs per hectare.

simply pays to the fund the amount of his contribution, calculated at fixed dates according to the general rules of compensation.

## 2. *The Beneficiaries.*

The persons to meet whose needs the benefits are paid are described as beneficiaries. The beneficiary may be either a child or an ascendant needing support.

The different funds adopt different definitions of beneficiaries, the principal criteria being civil status, degree of relationship, age, physical or mental capacity, and education.

When the beneficiary is a child, certain funds require that he is legitimate<sup>1</sup>, but many others pay the allowance also to illegitimate or adopted children, the person entitled to the allowance being the guardian, legal or otherwise. Certain funds, while regarding the child as a beneficiary whether legitimate or not, make a difference in the scale of allowance according to legitimacy<sup>2</sup>. A certain number of funds admit as beneficiaries not only direct descendants but also collateral relatives needing support<sup>3</sup>. As we said at the beginning of this section, some funds extend the benefits of the allowance to ascendants<sup>4</sup>.

Child beneficiaries are defined by a certain age-limit, which is generally 13 or 14 years or, exceptionally, 15. Some funds, however, extend the benefits of the allowance up to 16 when the child becomes an apprentice, this measure being in keeping with the general policy of the compensation fund, one of whose aims is to ensure a supply of skilled labour.

A certain number of funds continue the payment of allowances to children suffering from permanent infirmity, with or without age-limit<sup>5</sup>; infirmity may also provide a claim to an allowance when the beneficiary is an ascendant<sup>6</sup>.

Often too, the allowance is granted on condition that the child attends school; for example, in the public works sections of the Beauvais and Blois funds.

## 3. *The Recipients of Allowances.*

The recipients of allowances are defined as "the member or members of the family who are working for a member of the fund and in respect of whom the allowances are paid". In most cases, the recipient is the father, or, in his default, the responsible head of the family, who may be the widowed or divorced mother, the eldest of orphans, or the eldest of the children of infirm parents, or, again, the wife of an infirm husband who receives no allowances. Certain funds pay the allowance direct to the mother, so as to make a clear distinction between the allowance and the wages; moreover, apart from the allowance itself, the mother is both the recipient and the beneficiary of the birth and nursing gratuities.

The funds which pay allowances to illegitimate children naturally treat unmarried mothers as recipients when the case arises. The majority of the funds also lay down certain conditions with regard to the recipients: no allowances are paid beyond a maximum salary (12,000 to 20,000 francs a year), while a minimum length of service is required, varying according to the nature of the allowance. Some require no preliminary period for the nursing gratuity but do not pay the birth gratuity and the ordinary allowance until a certain period has elapsed. Elsewhere, the length of service required is longer for the nursing and birth gratuities than for the ordinary allowance.

Lastly, certain funds make the payment of the allowance conditional on the recipient's nationality, or, at any rate, on his residence in France (*e.g.*, the fund of Le Mans).

## 4. *Continuance of Allowances in case of Illness or Death.*

The question of continuing the allowance arises either in case of the beneficiary's death—in which case it is discontinued either immediately after death or at the end of a few weeks—or in the event of death, illness or accident overtaking the recipient. The system adopted varies widely in different funds, but it should be remembered that the Fifth National Congress on Family Allowances recommended the continuance of the allowances to orphans, a recommendation which a large number of funds have adopted.

<sup>1</sup> The Belfort fund only pays allowances in respect of legitimate or acknowledged children.

<sup>2</sup> Thus, the Rouen textiles fund pays a full allowance to legitimate children and to orphans needing support, but only 50 per cent of the normal allowance to illegitimate children.

<sup>3</sup> The Sedan fund, for example, pays the allowance to brothers and sisters below the age-limit needing support.

<sup>4</sup> For example, the St. Malo-St. Servan fund pays it to ascendants over 70 years of age.

<sup>5</sup> The Troyes fund regards as beneficiaries infirm persons up to the age of 20. The Valence fund fixes no age limit for the latter.

<sup>6</sup> The Vienne fund regards as beneficiaries infirm ascendants not suffering from the results of accidents.

PART III

EFFECTS OF THE PAYMENT OF FAMILY ALLOWANCES ON THE BIRTH RATE, RATE OF CHILD MORTALITY AND WELL-BEING OF CHILDREN.

As stated in our last year's report, it is extremely difficult to draw definite conclusions as to the influence of family allowances either on the birth rate or on the rate of child mortality. It is even more difficult to estimate their influence upon the general well-being of children. The results available this year have been obtained from two sources: (1) statistics compiled by the railway companies; (2) data furnished by the Comité central des allocations familiales de France.

1. RAILWAY COMPANIES' STATISTICS.

(a) *Statistics of the Compagnie du Nord.* — The statistics compiled by the health services of the Compagnie du Nord operating in 25 large towns and comprising infant-welfare centres and pre-natal visits, anti-tuberculosis and anti-venereal dispensaries and the inspection of school-children, show that, in 1925, the rate of child mortality for the whole of the localities concerned was 7.15 per cent, whereas the average rate for the department was 9.9 per cent, and the general average for France 8.89 per cent. Unfortunately, the data for previous years are not available and it is therefore not possible to see whether the decrease in mortality has been a steady one. Nevertheless, the Compagnie du Nord is quite certain that this is the case.

(b) *General Statistics regarding the Number of Beneficiaries.* — The ratio of beneficiaries (the average number of children benefiting per household) to workers in receipt of allowances, based on the data given in the first part of this report, is as follows:

Railway	Number of children per household	
	1922	1926
Alsace-Lorraine . . . . .	2.14	2.07
Est . . . . .	1.79	1.87
Etat . . . . .	1.77	1.90
Midi . . . . .	1.52	1.65
Nord . . . . .	1.78	1.79
P.L.M. . . . .	—	—
Paris-Orléans . . . . .	1.68	1.75
General average . . . . .	1.78	1.84

An examination of this table reveals the fact that, except in the case of the Alsace-Lorraine railway, there is a slight increase in the number of children per household. These figures, however, should be interpreted with great caution. In any case, the increase shown is not due solely to the payment of allowances, as a considerable number of institutions are maintained by the various railway companies for the improvement of the general standard of living among their workers.

2. STATISTICS OF THE COMITÉ CENTRAL DES ALLOCATIONS FAMILIALES.

As in past years, Colonel Guillermin, director of the Lyons and District Iron and Metal Workers' Fund, submitted to the last National Congress on Family Allowances a report on the influence of the family allowance on the birth rate<sup>1</sup>. In pursuance of a recommendation of the Sixth Congress, in 1926, the Comité des allocations familiales has endeavoured to improve the birth-rate statistics by co-ordinating the information furnished by the various funds. The 1927 statistics are based on the reports of 94 funds, several of which supplied comparative data for the years 1924, 1925 and 1926. Fifty-one funds mentioned the number of wage-earners entitled to the benefits granted by the fund, together with the number in receipt of allowances, thus making it possible to ascertain the proportion of heads of families to the total personnel:

	1924	1925	1926
Total number . . . . .	399,297	448,355	463,625
Number in receipt of allowances . . .	90,807	105,727	115,214
Proportion in receipt of allowances . .	22.74%	23.57%	24.85%

<sup>1</sup> Seventh National Congress on Family Allowances: Proceedings. "Have Family Allowances an Influence on the Birth Rate?" Report submitted by Colonel Guillermin, pages 43-52.

There would thus appear to be a gradual increase in the number of heads of families, not entirely due to a migration of workers with large families desirous of receiving the benefits granted by the funds. Further, the number of children of these same families rose from 161,523 in 1924 to 185,554 in 1925 and to 205,085 in 1926. It will be seen, therefore, that the average number of children per family has remained at approximately 1.78. Again, the average for the five agricultural funds which have supplied information worked out at 2.34 children per family. Both figures are distinctly higher than the general average for France.

DISTRIBUTION OF FAMILIES ACCORDING TO THE NUMBER OF CHILDREN.  
(Information obtained from 66 Funds.)

(a) *Absolute Figures.*

Number of children	1924	1925	1926	Increase per cent :	
				1924-25	1925-26
1 child . . . . .	45,015	49,448	52,427	9.84	6.02
2 children . . . . .	27,019	27,335	28,985	1.24	5.95
3 children . . . . .	10,412	11,039	11,922	14.50	7.99
4 children . . . . .	4,084	4,588	4,785	12.34	4.29
5 children . . . . .	1,667	1,769	2,012	6.11	13.73
6 children . . . . .	536	653	731	21.82	11.94
7 children . . . . .	187	176	204	5.88	15.90
8 children . . . . .	44	50	74	13.63	48.00
9 children . . . . .	8	14	22	133.33	57.14
Total . . . . .	88,970	95,092	101,162	6.88	6.38

(b) *Percentage Distribution.*

Families of :	1924	1925	1926
1 child . . . . .	50.59	52.00	51.86
2 children . . . . .	30.37	28.76	28.65
3 children . . . . .	11.70	11.61	11.78
More than 3 children . . . . .	7.34	7.63	7.71
Total . . . . .	100	100	100

DISTRIBUTION OF BIRTHS ACCORDING TO THE POSITION OF THE CHILD IN THE FAMILY.

Position of child	Number of children			Increase		1925-26	
	1924	1925	1926	Absolute	%	Absolute	%
1st . . . . .	2,628	3,018	3,219	390	14.84	201	6.66
2nd . . . . .	2,019	2,131	2,243	112	5.54	112	5.25
3rd . . . . .	1,084	1,190	1,318	106	9.77	128	10.75
4th . . . . .	588	680	768	92	15.64	88	12.94
5th . . . . .	288	321	410	33	11.45	89	27.72
6th . . . . .	110	160	181	50	45.45	21	13.12
7th . . . . .	58	58	72	0	0	14	24.13
8th . . . . .	20	28	30	8	40	2	0.71
9th . . . . .	3	3	14	0	0	11	366.66
Total . . . . .	6,798	7,589	8,255	791	11.63	666	8.77

The study of the actual movement of births had to be confined to 17 funds, covering a total number of 171,000 wage-earners. In the case of these funds, the proportion of births to the total number of workers rose from 3.66 per cent in 1924 to 4.02 per cent in 1925 and 4.23 per cent in 1926. If we divide the births into first births and subsequent births, we find that the percentage of the former to the total number of families in receipt of allowances is as follows: 1.80 in 1924, 2.03 in 1925 and 2.11 in 1926. The respective percentages of subsequent births were : 9.66, 10.48 and 10.41<sup>1</sup>.

<sup>1</sup> As regards still-births and child mortality, the results obtained by the enquiry are not convincing, as the number of funds to which they refer is too small, being only six in all. They are reproduced here merely for reference purposes: (1) Still-births : in 1924, 12 out of 1,039 births; in 1925, 13 out of 1,048 births; in 1926, 32 out of 1,190 births; namely, 1.15, 1.24 and 2.77 per cent respectively. This apparently unfavourable movement extended to the country as a whole. (2) Child mortality : (a) from 0 to 1 year, 6.64 per cent in 1924, 7.34 per cent in 1925 and 6.21 per cent in 1926; (b) from 1 year to the age-limit, 0.43, 0.47 and 0.48 per cent.

Annex

WORK OF THE VISITING NURSES ATTACHED TO BELGIAN  
COMPENSATION FUNDS.

COMPENSATION FUND OF THE LIÉGE DISTRICT.  
October 1926 to September 1927.

Families visited . . . . .	6,125
Visits . . . . .	16,366
Visits on the occasion of a birth . . . . .	1,884
Mothers attending infant-welfare centres . . . . .	906
Medical attention and consultations . . . . .	1,227
Hospital treatment . . . . .	108
Operations . . . . .	79
Assistance to tuberculous patients . . . . .	85
Treatment given to workers in their homes . . . . .	370
Children sent to schools, homes, institutions . . . . .	43
Work in institutions and administrations . . . . .	666
Work in factories . . . . .	287
Children sent to camps . . . . .	295

ANTWERP ASSOCIATION FOR THE DISTRIBUTION OF FAMILY ALLOWANCES.  
October 1926 to September 1927.

Families visited . . . . .	1,900
Special consultations . . . . .	39
Children sent to camps . . . . .	15
Dispensaries . . . . .	16
Employment found . . . . .	12
Children sent to various institutions . . . . .	4

CHARLEROI DISTRICT AND LOWER SAMBRE FAMILY ALLOWANCES COMPENSATION FUND  
November 1926 to September 1927.

Families visited . . . . .	3,366
Communes visited . . . . .	26
Visits . . . . .	6,210
Various consultations . . . . .	30
Other work . . . . .	100
Children sent to various institutions . . . . .	13

BRABANT FAMILY ALLOWANCES COMPENSATION FUND.  
October 1926 to September 1927.

Visits . . . . .	14,497
Newborn babies brought to infant-welfare centres . . . . .	175
Free confinements . . . . .	20
Free operations . . . . .	68
Special consultations . . . . .	370
Treatment and supervision of sick persons . . . . .	431
Detection of tuberculous cases . . . . .	106
Sent to the sanatorium . . . . .	21
Children sent to various camps . . . . .	245
Employment found . . . . .	14
Special assistance . . . . .	48

TOURNAISIS FAMILY ALLOWANCES COMPENSATION FUND.  
October 1926 to September 1927.

<i>(a) Tournai Section:</i>	
Families visited . . . . .	549
Visits . . . . .	1,783
Communes visited . . . . .	40
<i>(b) Lessines Section:</i>	
Families visited . . . . .	277
Visits . . . . .	2,628
Communes visited . . . . .	13

Geneva, February 27th, 1928.

LEAGUE OF NATIONS**TRAFFIC IN WOMEN AND CHILDREN  
COMMITTEE****REPORT FOR THE YEAR 1927 OF THE  
ASSOCIATION CATHOLIQUE INTERNATIONALE DES ŒUVRES  
DE PROTECTION DE LA JEUNE FILLE**

[Translation.]

Having been under a misapprehension as to the time when our report should be submitted, we are unfortunately somewhat late in sending it in, and have therefore drawn up in haste a few brief notes on the work of our Association during the ten months which have elapsed since the last session.

As all our services are organised for preventive work against prostitution and the traffic in women, it is by the constant development and improvement of such services that we shall assist most effectively in achieving the purpose which the Traffic in Women and Children Committee of the Commission for the Protection and Welfare of Children and Young People has in view; and this is a further encouragement to us in our work.

During the past year, our International Secretariat at Fribourg has been approached by representatives from Sweden, Colombia, Brazil and the United States of America, all of whom were anxious to extend our influence in these various countries.

Apart from the meetings of our own Association, the International Centre sent representatives to the following:

The meetings of the International Conference of Private Organisations for the Protection of Migrants, at Geneva, and the Committee of that Conference of which the President of our Association is a member;

The International Congress on the Traffic in Women in London;

The International Abolitionist Congress at Antwerp;

The "Semaine Sociale de France" at Nancy, where a report on the Traffic and on prostitution, entitled "The Slavery of Women", was submitted by M. Maurice Gand, Professor at Lille. M. Gand did us the honour of applying to us for part of the information he required. In the particulars supplied we referred at some length to the work of the League Committee on the Traffic in Women and to the Report of the Experts. M. Gand's report was read to a large audience.

The President of our Association has just been invited to give a lecture on her experiences at the next "semaine sociale" to be held in Paris in July.

In addition to this we had much pleasure in responding to the kind invitation of the President of the International Federation for the Protection of Young Girls to attend the Fiftieth Anniversary of that organisation at Neuchâtel. In April next, our Association will take part in the Catholic Cinematograph Congress at The Hague, which has been organised, with the support of our Association, by the International Union of Catholic Women's Leagues. It will deal in particular with educational films and films intended for purposes of entertainment.

The services which our Association has been able to render, thanks to its international organisation and its network of correspondents, have been many and varied. Enquiries in connection with the employment of young girls abroad are of daily occurrence, and in this way many girls have been dissuaded from accepting dangerous offers. In the same field of work our homes have on many occasions proved harbours of refuge for young girls in moral danger. Much might also be said of the efficiency of our missions at railway stations and at ports.

Our correspondent in the United States, the N.C.W.C. (Emigration Section), was able to intervene effectively in a very interesting case referred to it by us. Two young Swiss girls, sisters — the younger below 15 years of age — were to join their stepfather at Morristown



(New Jersey). We were especially anxious about these children, as their horizon had till then been bounded by the walls of an orphanage. They were given all necessary instructions before their departure, and embarked in October last, having been recommended to the agents of our Association throughout the journey from Basle to Paris and Cherbourg, and to our New York correspondents in particular, as already mentioned. It was well we did so; for, when they were medically examined on arrival, the elder of the two was admitted to the country, but the younger was rejected for reasons of health.

At this juncture, our correspondents effectively assisted the girls in their perplexity and distress by taking steps to secure the reversal of the decision. By bringing its influence to bear, it prevailed upon the stepfather's employer, a rich, generous and charitable lady, to give security for \$500 and a guarantee that the child would not become a burden on the public in the event of sickness. This undertaking having been duly subscribed, the two children were not separated. Shortly afterwards, however, they were parted in a tragic manner by the death of the younger following an operation.

Several of our committees are actively engaged in providing assistance to emigrants. The British Government recently approached our International Secretariat for a list of addresses of its homes in various countries.

We have just set up an Association Centre at *Salonica*.

The Portuguese Government has allowed us to establish railway-station missions in Portugal.

OUR ASSOCIATION AND THE COMMISSION FOR THE PROTECTION AND WELFARE OF  
CHILDREN AND YOUNG PEOPLE.

We have read with great interest the League's publication, document C.T.F.E. 359, containing all the recommendations made by the Advisory Commission from its beginning onwards. As we were anxious to use this publication for propaganda purposes, the Chief of the Social Section was good enough to supply us at our request with a number of copies, which we have sent to our National Committees, urging them to work for the execution of these recommendations in their several countries.

We have also read with great interest the Report of the Experts on the Traffic in Women; we have referred to it in our *Bulletin*, and have brought it to the notice of our Committees.

Such, in general outline, has been the work of our Association. The number of specific cases with which it has dealt is very large, and they could not possibly be enumerated in this report.

(Signed) Adèle THURLER,  
Secretary general.

Geneva, March 28th, 1928.

LEAGUE OF NATIONS

**ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE**

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

**REPORT OF THE SEVENTH SESSION**

*Adopted by the Committee March 17th, 1928.*

The Traffic in Women and Children Committee sat at Geneva from March 12th to 7th, 1928. The following members were present :

*Members appointed by Governments.*

His Excellency M. REGNAULT (Chairman)	<i>France.</i>
His Excellency Count CARTON DE WIART	<i>Belgium.</i>
M. MAUS (Technical Expert)	
Mr. S. W. HARRIS	<i>British Empire.</i>
Miss WALL (Substitute Delegate)	
Dr. Estrid HEIN	<i>Denmark.</i>
M. BOURGOIS (Substitute Delegate)	<i>France.</i>
M. LE LUC (Substitute Delegate)	
Frau Dr. G. BAUMER	<i>Germany.</i>
Frau Dr. MATZ (Assistant Delegate)	
His Excellency the Marquis PAULUCCI DI CALBOLI (Vice-Chairman)	<i>Italy.</i>
M. MOLOSSI (Technical Expert)	
M. N. ITO	<i>Japan.</i>
Madame ROMNICIANO (Substitute Delegate)	<i>Roumania.</i>
Don Pedro SANGRO Y ROS DE OLANO	<i>Spain.</i>
Don Emilio M. MARTINEZ AMADOR (Assistant Delegate)	

*Appointed by the International Labour Office.*

M. VARLEZ	International Labour Office.
M. FERENCZI	

*Assessors appointed by Voluntary Associations.*

Mr. F. A. R. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mme. AVRIL DE SAINTE-CROIX	Women's International Organisations.
Baroness DE MONTENACH	Association catholique internationale des Œuvres de protection de la jeune fille.
Mme. CURCHOD-SECRETAN	Fédération internationale des Amies de la jeune fille.
Mr. S. COHEN	Jewish Association for the Protection of Girls and Women.

*Secretary:* Dame Rachel CROWDY, Chief of the Opium Traffic and Social Questions Section.

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The Chairman, in his opening remarks, drew the attention of members to the number and importance of the questions on the agenda and asked them to make their remarks as brief as possible so that the work could be finished within the prescribed time.

He announced that the representatives of the United States of America, Uruguay and Poland, Miss Grace Abbott, Dr. Paulina Luisi and Senator Posner, had been unable, for reasons of health, to attend the session. M. Maus (Belgium) and M. Molossi (Italy) had been appointed as technical advisers, and M. Le Luc (France) had been appointed assistant delegate to the Traffic in Women and Children Committee. M. Sato, representative of Japan, being unable to attend the meetings, had delegated his functions to M. Ito. M. Connène, representative of Roumania, had been replaced by Mme. Romnicianso. Mr. Bascom Johnson, Director of the Investigations of the Special Body of Experts on Traffic in Women and Children, was invited to take part in the discussions of the Committee.

### 1. SECRETARY'S REPORT ON PROGRESS.

After the Committee had adopted the agenda, the Secretary read her report, which was then discussed.

The attention of the Committee was drawn to the fact that a large number of Governments had not yet acceded to the international conventions and agreements on the subject of the traffic in women and children, and accordingly the strength of the movement was considerably weakened.

The Committee decided to ask the Council to send a further letter to those Governments which had not signed or ratified the conventions.

The Danish delegate stated that a new draft penal code had been submitted to the Danish Parliament, and as soon as this had been adopted the ratification of the 1910 and 1921 Conventions would take place.

### 2. MATERIAL AND MORAL PROTECTION OF MUSIC-HALL AND SIMILAR ARTISTES TOURING ABROAD.

In accordance with the request of the Committee made last year, M. Varlez, of the International Labour Office, presented a report on this question. In the course of this report he pointed out that the number of young women artistes touring abroad probably did not exceed two or three thousand in number and consequently represented only a microscopic part of the whole field of women's employment. It would be impossible, therefore, for the International Labour Office to isolate this particular occupation in its examination of economic and other questions as applied to industry.

The Committee felt that, while the number of persons concerned was relatively small, they were specially exposed to moral danger owing to the conditions under which they were often employed, and that the best course would be to deal with the matter as a special problem. It was accordingly decided that the first step was to consult Governments on certain points connected with the conditions of employment of these young women artistes and a questionnaire was drafted for the purpose (see Annex I).

It was also decided that the International Labour Office should be invited to consult some of the principal professional organisations, and the following resolution was adopted :

“ The Committee, considering that the artistes' professional organisations can give most useful information on the subject of the protection of young women artistes, asks the International Labour Office if it will be so good as to approach some of the principal organisations and ask them to furnish any observations they may have upon the subjects dealt with in the questionnaire, and report upon their replies to the Committee. ”

### 3. SUMMARY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1926.

The Committee examined the annual reports from Governments and decided that, in order to avoid any misunderstanding, an explanatory note should henceforward be appended to the questionnaire.

It was also decided that a list of countries which have not yet replied to some or all of the questions asked should be published with the summary of annual reports.

### 4. REPORTS OF VOLUNTARY ORGANISATIONS.

Mme. Avril de Sainte-Croix, Mme. Curchod-Secrétan, Mme. de Montenach, Mr. Cohen and Mr. Sempkins submitted their annual reports to the Committee on behalf of the organisations which they represent.

Among the principal recommendations made by these organisations, the following should be mentioned :

That the question of the desirability of an international convention to settle the question of voluntary or obligatory repatriation of prostitutes should be placed on the agenda of the next session of the Committee.

That consideration should be given at the next session to the question of an international convention on child adoption with a view to safeguarding the children concerned.

That the Committee should study the question of the biological education of the adolescent.

That the expert enquiry into the traffic in women and children should be extended to the Far Eastern countries.

That women should be more extensively represented on all committees which are more particularly concerned with the social and moral interests of women.

A plea was made by voluntary organisations that League publications would be distributed to them free in future.

The Chairman, on behalf of the Committee, thanked the representatives of the voluntary organisations for their highly interesting reports and statements. He observed that these organisations showed themselves once more to be zealous and devoted helpers of the Committee.

#### 5. EMPLOYMENT OF WOMEN IN POLICE FORCES.

This question was not on the agenda, but, in view of the presence at Geneva of Mlle. Erkens, Woman Police Inspector at Hamburg, the Chairman asked the Committee to allow the German delegate to make a communication concerning the development of women police work in her country.

The main points in this statement were as follows :

The creation of the women police force in Germany was the outcome of the experiment made in Cologne. The women are mainly engaged in preventive and protective work, particularly in regard to minors and women ; in criminal matters they acted as investigators. Their training lasted four or five years.

The Committee, having listened to the statement, decided to place the question of women police on the agenda of the next session.

#### 6. ASSISTANCE TO WOMEN LEAVING PRISON.

The Spanish representative reminded the Committee that his delegation had asked that this question should be placed on the agenda ; but, owing to unforeseen circumstances, he had been unable to submit a report, and he desired that the question should be held over until the next session.

The Belgian representative asked that, in the discussion at the next session, a very clear distinction should be drawn between measures affecting minors and measures affecting adults.

The question was adjourned to the next session.

#### 7. REPORT OF THE SPECIAL BODY OF EXPERTS : PART II.

The members of the Committee examined and discussed at several meetings Part II of the Report of the Special Body of Experts and the questions raised therein.

Certain delegates expressed the opinion that the enquiry might have been more thorough in some of the countries visited. A tribute was paid, however, to the important work done by the investigators, as illustrated by their copious documentation.

As the result of this discussion, the Committee unanimously adopted the following resolution :

“ The Committee, having examined Part II of the Experts' report, and having heard the comments to which this report gave rise, requests the Council to ask the Governments and voluntary organisations to forward to the Secretariat any documentation in their possession which may add to the information already available on the question with which the enquiry is concerned. The Committee once again expresses its warm thanks to the Experts. ”

#### 8. CONTINUATION OF THE EXPERTS' ENQUIRY.

(Question submitted to the Committee by the Council at its Meeting on December 5th, 1927.)

Regarding the continuation of the enquiry, a full discussion took place in the Committee. Various proposals were made regarding the selection of new countries to which the enquiry should be extended and the means of doing so. Several delegates recommended the Eastern countries, while others inclined towards a fuller investigation in the West, and particularly in abolitionist countries. The Committee took no decision on these various proposals, but unanimously called for the continuation and extension of the enquiry.

The Committee's attention was drawn to the fact that, if an investigation was to be conducted in the East, public opinion would have to be educated in order to ensure success and to secure the necessary co-operation of the authorities and the public.

At the close of this discussion, the Committee unanimously adopted the following resolution :

“ The Committee recommends that the enquiries made by the Special Body of Experts should be continued and extended and hopes that the necessary funds will be forthcoming.

“ The nature and scope of the further enquiries will need careful consideration, and the Committee proposes to put this subject on the agenda of its next session in the belief that it will then be possible to make a definite recommendation.

“ In the meantime, the Committee invites its members, the Secretariat and the voluntary organisations represented on it to take such steps as may be possible to prepare the way for the further enquiries. ”

9. EXAMINATION OF THE RESOLUTION ADOPTED AT THE EIGHTH ORDINARY SESSION OF THE ASSEMBLY OF THE LEAGUE OF NATIONS WITH REGARD TO THE SYSTEM OF LICENSED HOUSES.

The Committee took note of the Assembly resolution requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

Certain delegates and all the assessors agreed with the conclusion of the Special Body of Experts on the subject of licensed houses. Other delegates, without expressing any definite view on this question, were of the opinion that in countries where the system has long been in existence it is important that the public should recognise the necessity of bringing it to an end. Italy therefore urged the necessity of putting their Governments in possession beforehand of information as to the legislative and administrative measures taken by countries in which the system had been abolished.

The Committee thereafter unanimously adopted the following resolution :

“ The Traffic in Women and Children Committee has had before it the resolution adopted at the eighth ordinary session of the Assembly of the League of Nations requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

“ This system in its relation to international traffic in women has received the anxious attention of the Committee on several previous occasions. The Committee realises that further light has been thrown on the whole subject by the prolonged enquiries made by the Special Body of Experts, and by the conclusions set forth in Part I of their report.

“ Having regard to the seriousness of the evil arising from the traffic, the Committee earnestly hopes that the Governments of all those countries which still retain the licensed house system will investigate the question as soon as possible in the light of the report made by the Body of Experts and the other information collected by the League of Nations.

“ In order to facilitate this investigation, the Committee asks the Secretariat to make a study of the laws and regulations in force in those countries where the system has been abolished. ”

10. ACTION TO BE TAKEN AGAINST PERSONS LIVING ON THE EARNINGS OF PROSTITUTES.

The discussion showed that it was necessary to adopt stricter measures against the *souteneurs* in order to put a stop to their operations, which are among the main causes of the traffic in women. Several members and assessors of the Committee gave details of the relevant legislation in force in their countries. After some discussion as to the nature of the penalties to be inflicted on these traffickers, the Committee unanimously adopted the following resolution :

“ The Committee, taking note of the large volume of work which would be necessary in order to make a collection of the laws on procuration and trafficking, and of the expense which would be entailed, requests the Secretariat to make a concise study of the laws and penalties relating to the *souteneur* — the person who lives either wholly or in part upon the immoral earnings of a woman. The Committee suggests that this study might be based upon the laws available in Part II of the Experts' report and upon information furnished by Governments represented on the Committee. ”

#### 11. DESIRABILITY OF ABOLISHING THE AGE-LIMIT IN CONVENTIONS.

The Committee discussed the desirability of abolishing the age-limit in the Conventions of 1910 and 1921.

In spite of the fact that the Committee had heard the arguments put forward from various quarters, its attention was drawn to the drawback of proposing such a modification in the text of the Convention lest the ratification of the Convention by certain Governments should be further delayed.

The Committee adopted the following resolution :

“ The Committee, having considered the question of the abolition of the age-limit in the Conventions of 1910 and 1921, requests Mr. Cohen, assessor for the Jewish Association for the Protection of Girls and Women, to submit a report on this question at the next session. ”

#### 12. LEGAL AGE OF MARRIAGE.

The proposal on this subject had to be considered from two aspects : (1) its influence on the traffic, and (2) the legal questions to which it gives rise.

It was decided that the second point should be discussed at a joint meeting of the Traffic in Women and Children Committee and the Child Welfare Committee, and the Committee decided to send forward to this meeting the following motion for its consideration :

“ The Committee, having studied the Experts' report and the replies from Governments, notes that the fixing of the age of consent and the age of marriage at too early an age is apt to encourage the traffic and to promote the corruption of the young. The Committee, without going into the legal details involved, recommends that the appropriate legislative action should be studied by the Child Welfare Committee. ”

#### 13. EXAMINATION OF THE REPLIES FROM GOVERNMENTS ON THE SUBJECT OF THE SUPPRESSION OF OBSCENE PUBLICATIONS.

Several members explained to the Committee the legislation of their countries on the subject of obscene publications ; they emphasised the fact that such publications undoubtedly contributed to the growth of the traffic. The opinion was expressed that a more careful consideration should be given to the subject at the Committee's next session, when the desirability of asking Governments to send in at regular intervals reports on the legislation for the time being in force and on the results obtained could be considered.

The Secretary stated that, of the forty-three countries which had signed the Convention, only twenty-two countries had ratified and five had since acceded thereto.

The French delegate said that the draft law for the ratification of the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications had been voted by the Senate.

A discussion took place on Article 16 of the Convention of 1923, under which, at the end of every five years, the Council will consider the expediency of holding another Conference. As the period in question would shortly come to a close, and the Council would have to reach a decision at its June session, it would seem desirable that the Committee should express its opinion on the point. After some discussion, the following resolution was unanimously adopted :

“ The attention of the Traffic in Women and Children Committee has been called to Article 16 of the International Convention of 1923 on the subject of the suppression of obscene publications. The article is as follows :

“ *Article 16.* — Upon a request for a revision of the present Convention by five of the signatory or adherent parties to the Convention, the Council of the League of Nations shall call a conference for that purpose. In any event, the Council will consider the desirability of calling a conference at the end of each period of five years. ’

“ As the question of the desirability of calling a further conference may come before the Council this year, the Committee desires to suggest to the Council that the time has not yet come for such a step. The Committee proposes to place this question on its agenda for next session and to consider the best means of giving effect to the intentions of the framers of the Convention. ”

#### 14. THE BUDGET.

The Committee decided to adopt the budget presented by the Secretary.

In order not to increase the item of 15,000 francs for printing, the Committee decided that, at its future meetings, a rather fuller report to the Council should take the place of the printed Minutes.

Except when dealing with legal documents, the Secretariat should in the interests of economy, wherever possible, summarise information rather than circulate replies in full. When the information given is likely to be lengthy, the Governments and associations might be invited to supply a short summary.

## RESOLUTIONS.

I. The Committee, considering that the artistes' professional organisations can give most useful information on the subject of the protection of young women artistes, asks the International Labour Office if it will be so good as to approach some of the principal organisations and ask them to furnish any observations they may have upon the subjects dealt with in the questionnaire, and report upon their replies to the Committee.

II. The Committee, having examined Part II of the Experts' report, and having heard the comments to which this report gave rise, requests the Council to ask the Governments and voluntary organisations to forward to the Secretariat any documentation in their possession which may add to the information already available on the question with which the enquiry is concerned. The Committee once again expresses its warm thanks to the Experts.

III. The Committee recommends that the enquiries made by the Special Body of Experts should be continued and extended and hopes that the necessary funds will be forthcoming.

The nature and scope of the further enquiries will need careful consideration, and the Committee proposes to put this subject on the agenda of its next session in the belief that it will then be possible to make a definite recommendation.

In the meantime, the Committee invites its members, the Secretariat and the voluntary organisations represented on it to take such steps as may be possible to prepare the way for the further enquiries.

IV. The Traffic in Women and Children Committee has had before it the resolution adopted at the eighth ordinary session of the Assembly of the League of Nations requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

This system in its relation to international traffic in women has received the anxious attention of the Committee on several previous occasions. The Committee realises that further light has been thrown on the whole subject by the prolonged enquiries made by the Special Body of Experts, and by the conclusions set forth in Part I of their report.

Having regard to the seriousness of the evil arising from the traffic, the Committee earnestly hopes that the Governments of all those countries which still retain the licensed house system will investigate the question as soon as possible in the light of the report made by the Body of Experts and the other information collected by the League of Nations.

In order to facilitate this investigation, the Committee asks the Secretariat to make a study of the laws and regulations in force in those countries where the system has been abolished.

V. The Committee, taking note of the large volume of work which would be necessary in order to make a collection of the laws on procuration and trafficking, and of the expense which would be entailed, requests the Secretariat to make a concise study of the laws and penalties relating to the *souteneur* — the person who lives either wholly or in part upon the immoral earnings of a woman. The Committee suggests that this study might be based upon the laws available in Part II of the Experts' report and upon information furnished by Governments represented on the Committee.

VI. The Committee, having considered the question of the abolition of the age-limit in the Conventions of 1910 and 1921, requests Mr. Cohen, assessor for the Jewish Association for the Protection of Girls and Women, to submit a report on this question at the next session.

VII. The Committee, having studied the Experts' report and the replies from Governments, notes that the fixing of the age of consent and the age of marriage at too early an age is apt to encourage the traffic and to promote the corruption of the young. The Committee, without going into the legal details involved, recommends that the appropriate legislative action should be studied by the Child Welfare Committee.

VIII. The attention of the Traffic in Women and Children Committee has been called to Article 16 of the International Convention of 1923 on the subject of the suppression of obscene publications. The article is as follows :

“ Article 16. — Upon a request for a revision of the present Convention by five of the signatory or adherent parties to the Convention, the Council of the League of Nations shall call a conference for that purpose. In any event, the Council will consider the desirability of calling a conference at the end of each period of five years. ”

As the question of the desirability of calling a further conference may come before the Council this year, the Committee desires to suggest to the Council that the time has not yet come for such a step. The Committee proposes to place this question on its agenda for next session and to consider the best means of giving effect to the intentions of the framers of the Conventions. ”

(Signed) REGNAULT,  
President.

(Signed) Rachel E. CROWDY,      (Signed) PAULUCCI DI CALBOLI,  
Secretary.                              Vice-President.

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### Annex I

#### EMPLOYMENT OF WOMEN ABROAD. — REPORT BY THE SUB-COMMITTEE.

##### QUESTIONNAIRE CONCERNING THE PROTECTION OF YOUNG FEMALE ARTISTES TOURING ABROAD IN MUSIC-HALLS AND SIMILAR PLACES OF AMUSEMENT.

(Adopted by the Committee at its Meeting on March 15th, 1928.)

1. Are young artistes employed in music-halls or similar places of entertainment subject to any special control (laws, orders or regulations) apart from the protection provided by labour legislation (legal protection, labour contracts, employment contracts, etc.) ?

If so, up to what age are they protected ? Is any distinction drawn between nationals and aliens in the special regulations ?

2. Are any steps taken to supervise the contracts entered into by artistes, either officially or by professional associations ?

Are standard contracts in use providing protection for young artistes ?

3. Is any official control exercised over music-halls, café-concerts, and other similar places of amusement ?

Is the programme subjected to censorship with the object of protecting the morals of young artistes ?

Are there any regulations in force prohibiting artistes from mixing with the audience in order to make collections or to carry on retail trade ?

4. Are any other measures of protection or assistance taken by voluntary effort or otherwise for the welfare of young artistes (problem of accommodation, etc.) ?

5. Does your country take any special steps, and if so what, for the protection of its young nationals who undertake engagements in foreign music-halls and similar places of entertainment (issue of passports, supervision and protection by Consuls abroad) ?

Is any special supervision exercised over young artistes engaged by private agents (impresarios and others) who professionally find employment for these artistes abroad ?

6. Are young artistes subjected to any special protective measures on delivery of the entrance visas into your country ?

Have Consuls abroad received instructions to examine with particular care applications for visas made by young artistes or persons accompanying them ?

7. Is any new legislation in contemplation in your country ?

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**Annex II.**

**INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC  
IN WOMEN AND CHILDREN.**

*(Geneva, September 30, 1921.)*

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
ALBANIA	ALBANIA (October 13, 1924)	
AUSTRIA	AUSTRIA (August 9, 1922)	
BELGIUM	BELGIUM (June 15, 1922)	
BRAZIL		
BRITISH EMPIRE	BRITISH EMPIRE (June 28, 1922)	Bahamas, Trinidad, Kenya, Nyasaland, Ceylon, Hong-Kong, Straits Settlements, Gibraltar, Malta, Cyprus, Southern Rhodesia, Barbados, Grenada, St. Lucia, St. Vincent, Seychelles, Northern Rhodesia, British Honduras (September 18, 1922) British Guiana, Fiji (October 24, 1922) Leeward Islands, Jamaica, Mauritius (March 7, 1924) Falkland Islands (May 8, 1924) Gold Coast Colony (July 3, 1924) Iraq (May 15, 1925) Sierra Leone <sup>1</sup> (November 16, 1927)
CANADA	CANADA (June 28, 1922)	
AUSTRALIA	AUSTRALIA (June 28, 1922)	
UNION OF SOUTH AFRICA	UNION OF SOUTH AFRICA (June 28, 1922)	
NEW ZEALAND	NEW ZEALAND (June 28, 1922)	
INDIA	INDIA (June 28, 1922)	
—	—	BULGARIA (April 29, 1925)
CHILE		
CHINA	CHINA (February 24, 1926)	
COLOMBIA		
COSTA RICA		
CUBA	CUBA (May 7, 1923)	
CZECHOSLOVAKIA	CZECHOSLOVAKIA (September 29, 1923)	
—	—	DENMARK <sup>2</sup> (March 12, 1923)
ESTONIA		
—	—	FINLAND (August 16, 1926)
—	—	FRANCE (January 19, 1926, ratification) (March 1, 1926), (This adhesion does not include French Colonies and Protectorates, nor the Mandated Territories.)
GERMANY	GERMANY (July 8, 1924)	
GREECE	GREECE (April 9, 1923)	
HUNGARY	HUNGARY (April 25, 1925)	
ITALY	ITALY (June 30, 1924)	Italian Colonies (July 27, 1922)

<sup>1</sup> This accession applies only to the Colony of Sierra Leone and not to the Protectorate as well.  
<sup>2</sup> Subject to ratification.

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
JAPAN <sup>1</sup>	JAPAN (December 15, 1925)	
LATVIA	LATVIA (February 12, 1924)	
LITHUANIA		
THE NETHERLANDS (including Netherlands Indies, Surinam and ← Curaçao)	THE NETHERLANDS (September 19, 1923) (including Netherlands Indies, Surinam and Curaçao)	
NORWAY	NORWAY (August 16, 1922)	
—	—	PANAMA <sup>2</sup> (September 6, 1922)
PERSIA	—	PERU (September 15, 1924) ( <i>ad referendum</i> )
—	—	
POLAND AND FREE CITY OF DANZIG	POLAND AND FREE CITY OF DANZIG (October 8, 1924)	
PORTUGAL	PORTUGAL (December 1, 1923)	
ROUMANIA	ROUMANIA (September 5, 1923)	
SIAM	SIAM (July 13, 1922)	
—	—	SPAIN (May 12, 1924). (This adhesion does not include the Spanish possessions in Africa nor the territories of the Spanish Protectorate in Morocco.)
SWEDEN	SWEDEN (June 9, 1925)	
SWITZERLAND	SWITZERLAND (January 20, 1926)	
—	—	URUGUAY (October 21, 1924).

Annex III.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE CIRCULATION  
OF AND TRAFFIC IN OBSCENE PUBLICATIONS.

(*Geneva, September 12, 1923.*)

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
ALBANIA	ALBANIA (October 13, 1924)	
AUSTRIA	AUSTRIA (January 12, 1925)	
BELGIUM	BELGIUM (July 31, 1926)	
BRAZIL		
BRITISH EMPIRE	GREAT BRITAIN AND NORTH- ERN IRELAND (December 11, 1925)	CANADA (May 23, 1924) NEWFOUNDLAND (December 31, 1925)
UNION OF SOUTH AFRICA, including South - West Africa (Mandate)	UNION OF SOUTH AFRICA, including South - West Africa (Mandate, December 11, 1925)	SOUTHERN RHODESIA (De- cember 31, 1925)
NEW ZEALAND (including the mandated territory of Western Samoa)	NEW ZEALAND, including the mandated territory of Western Samoa (December 11, 1925)	Nigeria, Seychelles, British Honduras, Ceylon, Kenya, Mauritius, British Solomon Islands Protectorate, Gil- bert and Ellice Islands Colony, Fiji, Uganda, Trini- dad, Zanzibar, the Tangan- yika Territory, Leeward Islands, Windward Islands, Gambia, Nyasaland, Straits Settlements, Federated Malay States, Brunei, Johore, Kedah, Kelantan,

<sup>1</sup> The signature by Japan does not include Chosen, Taiwan and the Leased Territory of Kwantung.  
<sup>2</sup> Subject to ratification.

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
BRITISH EMPIRE ( <i>contd.</i> )		Trengganu, Sierra Leone, Northern Rhodesia, Barbados, Gold Coast, Cyprus, Gibraltar, Malta, Somaliland, Basutoland, Bechuanaland, Swaziland and Hong-Kong (November 3, 1926), Bermuda, Bahamas, Falkland Islands, St. Helena, Palestine, Trans-Jordan (May 23, 1927), Jamaica (August 22, 1927)
INDIA	INDIA (December 11, 1925)	
IRISH FREE STATE		
BULGARIA	BULGARIA (July 1, 1924)	
CHINA	CHINA (February 24, 1926)	
COLOMBIA		
COSTA RICA		
CUBA		
CZECHOSLOVAKIA	CZECHOSLOVAKIA (April 11, 1927)	
FREE CITY OF DANZIG	FREE CITY OF DANZIG (March 31, 1926)	
DENMARK		EGYPT (October 29, 1924)
—	—	—
FINLAND	FINLAND (June 29, 1925)	
FRANCE		
GERMANY	GERMANY (May 11, 1925)	
GREECE		
HAITI		
HONDURAS		
HUNGARY		
ITALY	ITALY (July 8, 1924)	
JAPAN		
LATVIA	LATVIA (October 7, 1925)	
LITHUANIA		
LUXEMBURG	LUXEMBURG <sup>1</sup> (August 10, 1927)	
—	—	SAN MARINO (April 21, 1926)
MONACO	MONACO (May 11, 1925)	
THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao)	THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao) (September 13, 1927)	
PANAMA		
PERSIA		
—	—	PERU (September 15, 1924) ( <i>ad referendum</i> )
POLAND	POLAND (March 8, 1927)	
PORTUGAL	PORTUGAL (October 4, 1927)	
ROUMANIA	ROUMANIA (June 7, 1926)	
SALVADOR		
KINGDOM OF THE SERBS, CROATS AND SLOVENES		
SIAM	SIAM (July 28, 1924)	
SPAIN	SPAIN (December 19, 1924)	
SWITZERLAND	SWITZERLAND (January 20, 1926)	
TURKEY		
URUGUAY		

<sup>1</sup> Subject to the reservation that, in applying the provisions relating to penalties in the Convention, the Luxemburg authorities will respect the final paragraph of Article 24 of the Constitution of the Grand-Duchy, which lays down that the publisher, printer or bookseller may not be prosecuted if the author is known and is a national of Luxemburg and domiciled in the Grand-Duchy.

DIYAVG 1092

C. 154. 1928. IV.

[C.T.F.E.397.]

Erratum to English text.

LEAGUE OF NATIONS

Geneva, July 6th, 1928.

**Advisory Commission for the Protection and Welfare of Children  
and Young People.**

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

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**REPORT OF THE SEVENTH SESSION**

*Adopted by the Committee on March 17th, 1928.*

On page 4, Section 9 — “ Examination of the resolution adopted by the Assembly of the League of Nations at its eighth ordinary session with regard to the System of Licensed Houses ”, paragraph 2,

*Instead of “ Italy therefore urged, etc. ” read: “ They therefore urged, etc. ”.*

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Geneva, April 25th, 1928.

LEAGUE OF NATIONS

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ADVISORY COMMISSION  
FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE

---

CHILD WELFARE COMMITTEE

---

**Report on the Work of the Fourth Session**  
(March, 1928.)

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The Child Welfare Committee met on Monday, March 19th, 1928, at 11 a.m. with His Excellency M. REGNAULT (France) in the Chair.

The following attended the session :

*Delegates appointed by Governments :*

His Excellency M. REGNAULT (Chairman) . . . . .	<i>France.</i>
His Excellency Count CARTON DE WIART. . . . .	<i>Belgium.</i>
Mr. S. W. HARRIS . . . . .	<i>British Empire.</i>
Miss WALL (substitute delegate).	
Dr. Estrid HEIN . . . . .	<i>Denmark.</i>
M. BOURGOIS (substitute delegate). . . . .	<i>France.</i>
Mlle. CHAPTAL (assistant delegate).	
M. François MARTIN (technical expert).	
Dr. BÄUMER . . . . .	<i>Germany.</i>
Dr. MATZ (technical expert).	
His Excellency The Marquis PAULUCCI DI CALBOLI (Vice-President) . . . . .	<i>Italy.</i>
M. ITO . . . . .	<i>Japan.</i>
Madame ROMNICIANO (substitute delegate) . . . . .	<i>Roumania.</i>
Don Pedro SANGRO Y ROS DE OLANO . . . . .	<i>Spain.</i>
Don Emilio M. MARTINEZ AMADOR (assistant delegate).	

**Publications of the League of Nations**  
**IV. SOCIAL**  
**1928. IV. 14.**

*Assessors :*

M. Henri ROLLET . . . . .	International Child Welfare Association.
Dame Katharine FURSE . . . . .	International Organisations of Boy Scouts and Girl Guides.
Dr. HUMBERT . . . . .	League of Red Cross Societies.
Dr. POLLIGKEIT . . . . .	International Union of the "Save the Children" Fund.
Miss Eleanor RATHBONE . . . . .	Women's International Organisations.
His Excellency M. Jorge VALDÉS-MENDEVILLE	Pan-American Child Welfare Congress.
Miss Charlotte WHITTON, M.A. . . . .	Social Service Council of Canada and Canadian Council of Child Welfare.
Mr. Bascom JOHNSON.	

*Liaison Officers :*

Mr. G. A. JOHNSTON . . . . .	International Labour Office.
Professor Léon BERNARD . . . . .	League of Nations Health Organisation.

*Secretary :*

Dame Rachel E. CROWDY . . . . .	Chief of the Opium Traffic and Social Questions Section.
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Miss Grace Abbott, Senator Stanislas Posner and Dr. Paulina Luisi, delegates of the United States, Poland and Uruguay respectively, were unable to attend the session owing to ill-health.

The CHAIRMAN announced that M. Valdes-Valdes, who had resigned, had been replaced by H. E. M. Jorge Valdés-Mendeville, Chilean Minister, as the delegate of the Pan-American Child Welfare Congress. Dr. Polligkeit, of Frankfort, had been appointed by the International Union of the "Save the Children" Fund, to replace Miss Jebb, absent owing to ill-health. Miss Lathrop, representing the American National Conference for Social Work, and Mlle. Burniaux, delegate of the International Federation of Trade Unions at Amsterdam, were unable for the same reason to attend the session. Mr. Johnston and Dr. Bernard acted respectively as liaison officers with the International Labour Office and the Health Organisation of the League of Nations.

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**SESSION OF THE JOINT COMMITTEE.**

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A Joint Committee was held of the Traffic in Women and Children Committee and the Child Welfare Committee to examine the two following questions :

- (1) The legal age of marriage ;
- (2) The use of the gift of \$5,000 which was made in 1925 by the American Social Hygiene Association to the Child Welfare Committee to extend its field of study in regard to social hygiene.

As the Joint Committee was unable to reach a decision on this subject, it was referred to the Child Welfare Committee, which subsequently passed the resolution reproduced under the heading "Employment of Funds".

**LEGAL AGE OF MARRIAGE.**

The Committee recognised that it was desirable that the legal age of marriage should be high enough to provide full safeguards both as regards the well-being of the married persons themselves and that of the children of the marriage. It considered, however, that no single age-limit could be made applicable to all countries.

The Committee appointed a Sub-Committee to draft a resolution on this point. Various amendments were submitted, and the draft was adopted in the following form :

"The Advisory Commission for the Protection and Welfare of Children and Young People,

"Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent and having noted their observations upon the resolution adopted in 1927 ;

“ Considering that, with regard to the age of consent, there is nothing to add to this resolution ;

“ And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers :

“ Recommends that Governments should examine, in the light of these considerations, the question of the ages of marriage fixed in their respective laws. ”

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## SESSION OF THE CHILD WELFARE COMMITTEE.

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### CINEMATOGRAPH.

#### A. *International Educational Cinematographic Institute.*

A scheme for the establishment at Rome of an International Educational Cinematographic Institute was submitted to the Committee by the Council of the League, and the Committee decided to examine its Statutes.

The Committee feels bound to point out that, at its first meeting in 1925, and at all subsequent meetings, it studied the various aspects of the problems connected with the cinema in its relation to children.

The establishment of the Institute, due to the generous initiative of the Italian Government, introduces into this study a new and valuable element.

According to its Statutes, the objects of the Institute are “ to encourage the production, distribution and exchange between the various countries of educational films concerning instruction, art, industry, agriculture, commerce, health, social education, etc., by any means which the Governing Body may consider necessary. ”

At the request of the Council of the League, the Committee considered the draft Statutes and submits the following suggestions :

*Article 3.*—This article lays down that the Institute will work under the direction of the Council of the League of Nations, which will take due note of the opinions expressed by the International Committee on Intellectual Co-operation.

As the Child Welfare Committee has for some years past been studying some of the problems which the Institute is to solve, it would seem desirable to make some reference in this article to the work of the Committee by adding the words “ and of the Child Welfare Committee ”.

*Article 5.*—The article lays down that one member of the Committee will sit on the Governing Body of the Institute. The Committee would like to be represented more fully and ventures to recommend that the number of its delegates should be increased from one to three.

Suggestions were made that, in view of the close relationship between the aims of the Institute and the welfare of children, it was important that care should be taken to include women among the members of the Governing Body.

*Article 10.*—For reasons similar to those given in connection with Article 3, it was suggested that a reference to the Child Welfare Committee should be added to this article.

Moreover, in compliance with the invitation received, the Committee decided to nominate Don Pedro SANGRO Y ROS DE OLANO to represent it on the Governing Body. If the number of delegates can be increased to three, it nominates as its two other members Dr. BAUMER and Count CARTON DE WIART.

#### B. *Progress of Work.*

At the Committee's third session, M. Martin was appointed as Rapporteur on the cinematograph question. This year he submitted a memorandum with full information regarding most of the problems raised in connection with the influence exerted by the cinematograph on children and young people.

After discussing various proposals, the Committee placed on record once again its general approval of the recommendations of 1926, which read as follows :

“ (1) That, in each State, offices for control or preliminary censorship should be established whose decisions would be enforced by fixed penalties, with a view to

preventing the exhibition of demoralising films ; the views of educationists and parents should, as far as possible, be represented in these offices.

“ (2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

“ (3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

“ (4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films. ”

The Committee then adopted a resolution on the proposal of Count Carton de Wiart, worded as follows :

“ That attention should be drawn in the various countries to the advisability, from the point of view of the moral and physical protection of the young, of showing films in diffused light and in daylight. ”

The Rapporteur referred to certain disasters, in which children had lost their lives, occurring in cinematograph theatres in which celluloid films were being used. He stated that non-inflammable films existed which offered every guarantee of safety, and proceeded to conduct an experiment in the presence of the Committee in support of this statement.

Several proposals were submitted, including those of Don Pedro Sangro y Ros de Olano and Dr. Humbert, requesting that an enquiry should be conducted into the influence of the cinematograph on the morality and criminality of children and adolescents ; but the Committee considered that, before undertaking fresh work, it should wait until the Rome Institute had finally laid down its programme.

The Committee would then be in a position to determine how it could best co-operate with the Institute ; it therefore decided to include this question of the cinema on the agenda of its next session.

#### RECREATION.

After listening to the statements of the three rapporteurs and the delegate of the International Labour Office, the Committee, summing up their suggestions, held that they should continue their enquiry into the subject as a whole ; later it would perhaps be desirable to examine the question of the mental and physical effects of recreation on children and young people.

The Committee, through its Chairman, thanked the rapporteurs for their work and invited the Secretariat to convey to the private organisations which had replied to the rapporteurs' questionnaire its thanks for their kind co-operation.

#### JUVENILE COURTS.

The CHAIRMAN called upon Professor van der Aa, Secretary-General of the International Prison Commission, to take part in the discussion.

After paying full tribute to the Prison Commission's report, various members of the Committee expressed the hope that the enquiry would be extended to include the question of the auxiliary services of Juvenile Courts, particularly to the social action which can be undertaken to reform delinquent children and improve their home environment. It would also be desirable to ascertain in the various countries how juvenile delinquents of foreign nationality are dealt with.

The Committee adopted the following resolution :

“ The Child Welfare Committee has examined the report of the enquiry about Juvenile Courts made by the International Prison Commission, and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has drawn up.

“ The Committee decided to appoint three rapporteurs to submit proposals, after consulting the International Prison Commission regarding the form in which an enquiry into the different auxiliary services of Juvenile Courts could be pursued. ”

The three rapporteurs chosen were Dr. BÄUMER, Miss LATHROP and M. ROLLET.

#### LEGAL SUB-COMMITTEE.

The Legal Sub-Committee has examined the official replies and other documents communicated to it since its last meeting. It hopes that the delegates of Germany, Spain and Italy will be good enough to make representations to their respective Governments, which



have not yet replied to the questionnaire concerning the draft Convention on Relief and Repatriation and the draft Convention on the Execution of Judgments relating to Maintenance.

The Sub-Committee then discussed the state of its work and decided that its future proceedings should be taken in the following order :

(1) Final drafting of a preliminary draft Convention for the repatriation of minors who have escaped from the authority of their parents or guardians. In preparing this draft, account will have to be taken of the objections raised by the Canadian assessor in regard to a general convention, and also of the importance attached by several Governments to the speedy conclusion of separate agreements on the subject.

(2) Proposal for a preliminary draft convention on the relief of minors of foreign nationality. This draft would be in the nature of a model to facilitate subsequent work on the question.

(3) Final drafting of a preliminary draft convention on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support who have deserted them and gone abroad.

The Sub-Committee would like its next session to be held either at Geneva, or preferably Paris, at the end of June or the beginning of July of this year.

#### ILLEGITIMATE CHILDREN.

The Committee decides to maintain this question on its agenda and asks the Council to communicate the Secretariat's report (document C. P. E. 141 and Annex) to the Governments which have replied to questionnaire C.L. 79. 1927. IV. These Governments should be invited to communicate their observations on this document and any changes which may have occurred in their respective legislation since their replies were communicated.

The Secretariat will supplement this report by any information it may be able to obtain concerning the laws of various countries ; it will get into touch with charitable organisations and submit a new report to the Committee before the 1929 session.

#### BLIND CHILDREN.

The CHAIRMAN invited Mr. L. W. Carris, Director of the American Association for the Prevention of Blindness, to take part in the discussion. Mr. Carris laid before the Committee a scheme for the creation of an international organisation to deal with this subject and expressed the hope that, if the proposal materialised, there would be close co-operation between the new organisation and the Child Welfare Committee.

Various members of the Committee, in particular Dr. Hein, pointed out the desirability of establishing a central bureau for the collection of all documentation concerning blind children or children threatened with blindness.

The Committee then considered the documents sent to the Secretariat by various Governments and private organisations concerning blind children. It instructed the Secretariat to point out to the delegates of Governments which have not yet sent any information on the question that it was of the utmost importance to obtain their replies. Dr. HEIN was appointed Rapporteur.

It was suggested that the question of the education of deaf and dumb children should also be studied ; the Committee held that it would be preferable to postpone consideration of this question until a later session.

#### PROTECTION OF LIFE AND HEALTH IN EARLY INFANCY.

Dr. BERNARD, Rapporteur, informed the Committee of the progress of the enquiry conducted by the Conference of Experts in Infant Hygiene on the causes of mortality in infant mortality.

Miss RATHBONE hoped that this enquiry would be extended to include the effects of premature marriage of infant mortality and the mother's health, particularly in countries in which the age of marriage is very low.

The Committee requests the Secretariat to forward Miss Rathbone's proposals to the Health Organisation.

Mlle. CHAPTAL then read two memoranda, one on the results obtained by anti-tuberculosis inoculation, and the other on the boarding-out of infants with the object of removing them from a tuberculosis-infected environment.

The Committee thanked Dr. Bernard and Mlle. Chaptal for their communications.

#### UTILISATION OF FUNDS.

The Committee discussed at considerable length the manner in which the sum of \$5,000 granted to it in 1925 by the American Social Hygiene Association could best be employed.

Mr. Bascom JOHNSON called attention to the letter of the General Director of the American Social Hygiene Association, dated March 3rd, 1928 (document C. P. E. 155) and stated that, in view of the fact that the Child Welfare Committee had as yet reached no decision on the matter, he was authorised by the American Social Hygiene Association to amplify the proposal contained in that letter as follows :

It is proposed that a study should be made in a selected list of countries of the extent to which, and the methods by which, biological education is now being used to interpret to youth the influence of racial functions on human conduct.

A discussion followed as to the desirability of conducting this enquiry. As the Committee was unable to reach an agreement on this subject, the matter was dropped. Other proposals for enquiries were submitted to the Committee. They were referred to a Sub-Committee for preparation of a final draft which was subsequently adopted :

“ The Child Welfare Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger.

“ The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid, not only to institutions of treatment, but also to all the services which can be rendered to the child in its own home <sup>1</sup>. ”

The Committee realises that this is a large problem which must take a long time to investigate thoroughly, but it thinks that with the money at its disposal a preliminary study might be undertaken on the basis of which a more extensive enquiry might be made.

The Committee therefore recommends the following procedure :

(1) That seven or eight countries should be selected for a preliminary study and that the Governments of these countries should be invited to afford facilities for the purpose.

(2) That this study should be made by a competent person to be nominated by the Chairman of the Child Welfare Committee in agreement with the Secretary and subject to the approval of the Council. The person appointed should gather together and correlate information furnished by the Governments and should consult not only the official bodies but also the voluntary organisations and any person who may be able to furnish useful information.

(3) The object of the study should be to ascertain to what extent provision is being made for children who need protection against moral and social dangers owing to their surroundings and what results are being obtained by the various methods employed.

(4) That, on the results of this preliminary study, the lines of any further enquiries should be determined.

The scope of the enquiry foreshadowed in the above resolution being so wide, it will be necessary strictly to limit the preliminary study to a precise and definite portion of the enquiry.

#### EXAMINATION OF THE BUDGET.

The SECRETARY submitted a draft budget. It was amended by the Committee and adopted in the following form :

	1929	1928
	Swiss	francs
Sessions of the Sub-Committees. . . . .	8,000	14,000
Work of Experts . . . . .	10,000	16,000
Printing and documentation . . . . .	13,000	13,000
Cables, telegrams, etc. . . . .	500	1,000
Unforeseen expenditure. . . . .	500	1,000

<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field and to the auxiliary services of the Juvenile Courts.

#### ALCOHOLISM.

At its third session, the Committee appointed two rapporteurs on alcoholism, Dr. Humbert and Senator Posner. As the latter was unable to come to Geneva, Dr. HUMBERT explained the main lines of the documentation collected. He pointed out the dangers of alcoholic consumption to the development of the child.

The Committee expressed the opinion that the Governments should shortly renew their enquiries into the effects of alcoholism on the physical and mental development of children, with reference to the measures taken in various countries to restrict the consumption of alcoholic beverages by young people. Later on, the problems of poverty, abandonment and crime due directly or indirectly to alcoholism might also be studied as well as the protection of children against ill-treatment by persons addicted to alcohol.

#### FAMILY ALLOWANCES.

Having heard the delegate of the International Labour Office and considered the note drawn up by the International Federation of Christian Trade Unions, the Committee expressed its conviction that the investigations carried on by the International Labour Office have very greatly helped to interest the various countries in the system of family allowances.

It thanked the International Labour Office and the International Federation of Christian Trade Unions for the information they had collected on the working of compensation funds and expressed the desire that the organisation of family allowances and the influence which they exercise on the welfare of children be studied at a subsequent session of the Committee.

#### FEEBLE-MINDED CHILDREN.

The Committee recognised the great importance of an exhaustive study of psychological methods applied to abnormal or feeble-minded children. The question was so wide, however, that the Committee preferred not to add it to its programme before disposing of some of the subjects already figuring thereon.

It invited the International Association for the Protection of Children to get into touch with Dr. Simon in order to obtain a scientific definition and classification of feeble-minded children with a view to subsequent investigations.

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#### RESOLUTIONS.

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##### I.

The Advisory Commission for the Protection and Welfare of Children and Young People,

Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent and having noted their observations upon the resolution adopted in 1927 ;

Considering that with regard to the age of consent there is nothing to add to this resolution ;

And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers ;

Recommends that Governments should examine, in the light of these considerations, the question of the ages of marriage fixed in their respective laws.

##### II.

#### RESOLUTIONS OF 1926.

“ (1) That, in each State, offices for control or preliminary censorship should be established whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films ; the views of educationists and parents should, as far as possible, be represented in these offices.

“ (2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual moral and physical education of children and young people.

“(3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

“(4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films.”

\* \* \*

That attention should be drawn in the various countries to the advisability, from the point of view of the moral and physical protection of the young, of showing films in diffused light and in daylight.

### III.

The Child Welfare Committee has examined the report of the enquiry about Juvenile Courts made by the International Prison Commission, and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has drawn up.

The Committee decided to appoint three rapporteurs to submit proposals, after consulting the International Prison Commission regarding the form in which an enquiry into the different auxiliary services of Juvenile Courts could be pursued.

### IV.

The Child Welfare Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger.

The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid not only to institution of treatment but also to all the services which can be rendered to the child in its own home<sup>1</sup>.

(1) That seven or eight countries should be selected for a preliminary study and that the Governments of these countries should be invited to afford facilities for the purpose.

(2) That this study should be made by a competent person to be nominated by the Chairman of the Child Welfare Committee in agreement with the Secretary and subject to the approval of the Council. The person appointed should gather together and correlate information furnished by the Governments and should consult not only the official bodies but also the voluntary organisations and any person who may be able to furnish useful information.

(3) The object of the study should be to ascertain to what extent provision is being made for children who need protection against moral and social dangers owing to their surroundings and what results are being obtained by the various methods employed.

(4) That on the results of this preliminary study the lines of any further enquiries should be determined.

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*President :*

*(Signed)* REGNAULT.

*Secretary :*

*(Signed)* Rachel E. CROWDY.

*Vice-President :*

*(Signed)* PAULUCCI DI CALBOLI.

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<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field and to the auxiliary services of the Juvenile Courts.

LEAGUE OF NATIONS

Geneva, June 1st, 1928.

ADVISORY COMMISSION FOR THE PROTECTION  
AND WELFARE OF CHILDREN AND YOUNG PEOPLE

TRAFFIC IN WOMEN AND CHILDREN  
COMMITTEE

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MINUTES

OF THE

SEVENTH SESSION

Held at Geneva from Monday, March 12th, to Saturday,  
March 17th, 1928

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**ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE**

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**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

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**Minutes of the Seventh Session,**

*Held at Geneva from Monday, March 12th, to Saturday, March 17th, 1928.*

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*Members appointed by Governments:*

His Excellency M. REGNAULT (Chairman)	<i>France</i>
His Excellency Count CARTON DE WIART	<i>Belgium</i>
M. MAUS (Technical Expert)	
S. W. HARRIS, Esq., C.B., M.V.O.	<i>British Empire</i>
Miss WALL (Substitute Delegate)	
Dr. Estrid HEIN	<i>Denmark</i>
M. BOURGOIS (Substitute Delegate)	<i>France</i>
M. LE LUC (Assistant Delegate)	
Frau Dr. G. BÄUMER	<i>Germany</i>
Frau Dr. MATZ (Assistant Delegate)	
His Excellency Marquis PAULUCCI DI CALBOLI (Vice-Chairman)	<i>Italy</i>
M. MOLOSSI (Technical Expert)	
His Excellency M. Naotake SATO (absent), replaced by M. ITO	<i>Japan</i>
M. Stanislas POSNER (absent)	<i>Poland</i>
His Excellency M. COMNÈNE (absent), replaced by Mme. ROMNICIANO (Substitute Delegate)	<i>Roumania</i>
Don Pedro SANGRO Y ROS DE OLANO	<i>Spain</i>
Don Emilio M. MARTINEZ AMADOR (Substitute Delegate)	
Miss Grace ABBOTT (absent)	<i>United States</i>
Dr. Paulina LUISI (absent)	<i>Uruguay</i>

*Assessors appointed by Voluntary Organisations:*

Dr. F. A. R. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mme. Avril DE SAINTE-CROIX	Women's International Organisations.
Baroness DE MONTENACH	Association catholique internationale des Œuvres de protection de la jeune fille.
Mme. CURCHOD-SECRETAN	Fédération internationale des Amies de la jeune fille.
S. COHEN, Esq.	Jewish Association for the Protection of Girls and Women.

*International Labour Office:*

M. VARLEZ  
M. FERENCZI.

*Secretary:* Dame Rachel CROWDY, Head of the Social Questions and Opium Section.

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## FIRST MEETING.

*Held on Monday, March 12th, 1928, at 11 a.m.*

Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

### 175. Opening of the Session.

M. REGNAULT (Chairman) thanked the Committee for the honour it had paid to him by electing him Chairman for the second time. He would do his utmost to perform his task to the satisfaction of the members.

In view of the heavy agenda, he would urge that the discussion should be shortened as much as possible and that no subject should be dealt with unless the Committee were prepared to make some definite recommendation regarding it.

While the discussion should be entirely untrammelled, he would remind the members that friendly co-operation was essential for success.

### 176. Adoption of the Agenda.

The SECRETARY submitted the draft agenda.

After a short exchange of views, *it was adopted in the following form:*

1. Adoption of the Agenda.
2. Progress Report by the Secretary.
3. Material and Moral Protection of Artistes in Music-halls and similar Places of Amusement travelling abroad under Contract of Employment.
4. Consideration of the Summary of Annual Reports from Governments for the year 1926.
5. Consideration of Reports from Voluntary Organisations.
6. Report of the Special Body of Experts, Part II.
7. Question of the Continuation of the Experts' Enquiry (Question submitted to the Committee by the Council on December 5th, 1927).
8. Consideration of the Resolution adopted by the Assembly of the League at its Eighth Ordinary Session relative to the System of Licensed Houses.
9. Assistance to be given to Discharged Female Prisoners.
10. Punishment of Persons who live on the Immoral Earnings of Women.
11. Question of the Desirability of removing the Age-limit from the Convention of 1910 as amended by the Convention of 1921.
12. Legal Age of Marriage.
13. Consideration of Replies received from Governments relative to the Suppression of Obscene Publications.
14. Examination of the Draft Budget.

Dr. Gertrud BÄUMER (Germany) asked that the Committee should agree to hear a statement on the work of the women police in her country.

The CHAIRMAN thought that it was unnecessary to include this item in the agenda. The Committee could hear a communication on the subject after dealing with Item 5.

In reply to M. Ito (Japan), Dr. BÄUMER (Germany) explained that one of the officials of the German women police force had instructed her to bring to the notice of the Committee the report which that official had prepared.

*The Committee agreed to hear the report.*

### 177. Invitation to Mr. Bascom Johnson to attend the Meetings.

On the proposal of Mr. HARRIS (British Empire), *the Committee decided* to ask Mr. Bascom Johnson, a member of the Special Body of Experts appointed to investigate the traffic in women and children, to sit on the Committee during the present session in order to give it the benefit of his experience.

### 178. Consideration of the Progress Report by the Secretary.

The SECRETARY read the Progress Report prepared by the Secretariat (Annex 1). She added, with reference to the report of the Experts who conducted the enquiry into the question of the traffic in women and children, that several thousand copies had been sold and distributed.

*Resolution II: Ratification of International Conventions and Agreement.*

Mr. COHEN thought that the Committee should once again draw the attention of Governments to the fact that so little interest was taken in the work of the Committee that there were many Governments which were still not parties to the International Conventions and Agreement. The Committee should express its regret at this state of affairs.

He himself had found great difficulty in arousing interest, and if no steps were taken to bring to the notice of Governments the necessity for ratifying the Conventions and Agreement, any interest that might remain in the general problem would cease. The report of the Special Body of Experts appointed to enquire into the traffic in women and children had aroused general interest, which should not be allowed to die away. He thought, therefore, that the Committee should once more state in its report its regret that so few Governments had as yet ratified the Conventions and Agreement in question, and at the same time that it should ask the Council to urge Governments to do so in the interests of the Committee's work.

Dr. Estrid HEIN (Denmark) said that the delay in the ratification by Denmark of the Conventions and Agreement was due to the fact that the new Penal Code had not yet been adopted. That Code, however, contained provisions which were strictly in accordance with these international instruments.

With reference to the United States of America, Mr. Bascom JOHNSON said that, while unable to make any authoritative statement, his personal opinion was that the difficulties arose from the fact that the Constitution of the United States limited the power of the Federal Government. The questions involved in the International Conventions and Agreement were mostly within the exclusive competence of the various State Governments.

The CHAIRMAN suggested that, in addition to the proposal of Mr. Cohen, which would certainly meet with general approval, it would be desirable to annex to the letter of reminder a list of the countries which had not yet ratified the international Conventions.

*The proposal of Mr. Cohen and the addition suggested by the Chairman were adopted.*

*Resolutions III, IV and V.*

No observations.

*Resolution VI: Foreign Procurers and Souteneurs.*

Mr. HARRIS (British Empire) observed that the probable reason why so few Governments had replied to the letter sent by the Secretariat was the fact that information had not been asked for in the resolution. Mention might be made of this in the Committee's report.

*The suggestion of Mr. Harris was noted.*

*Resolution VII.*

No observations.

*Resolution IX: Question of Low Wages paid to Women and possible relation with the Traffic*

M. MAUS (Belgium) regretted that the general question of the low wages paid to women had not been examined by the International Labour Office. It would appear that the Rapporteur to the Council took the view that the question of women's wages was an economic one of large scope and lay outside the competence of the Committee. There was, however, a moral side to this problem which was certainly within the Committee's competence. Many considered that low wages were the fundamental cause of prostitution and anything which concerned prostitution must be considered by the Committee.

The Committee had realised that the economic side of the question did not concern it and had therefore urged that the International Labour Office, which was perfectly competent to do so, should study it. M. Maus regretted, therefore, that a misunderstanding had apparently arisen, all the more so as the question of low wages was on an exactly similar footing to that of the wages paid to music-hall and other artistes, a question which was also being considered by the International Labour Office at the request of the Advisory Committee. If it were possible for the economic aspects of this problem to be studied by the International Labour Office, should it not be equally possible for that same organisation to study similar aspects of the question of the wages paid to women?

M. VARLEZ (International Labour Office) said that the organisation which he represented was now dealing with the question of wages in general. A draft questionnaire had been submitted to the last Labour Conference and, after amendment, had been circulated to the Governments. The Labour Conference would re-examine the whole question during the present year. If there were any questions of special interest in so far as the wages of women were concerned, the Governments should be induced to give the necessary instructions to their delegates attending the Labour Conference, in order that the matter could be fully investigated.

Mme. AVRIL DE SAINTE-CROIX agreed with M. MAUS that the problem of the low wages paid to women and that of the wages paid to music-hall and other artistes were undoubtedly similar. The organisations which she represented had instructed her to press for the investigation of both problems. The reply of the representative of the International Labour Office had partly satisfied her, but she hoped that the other aspects of these problems, which had been studied with particular interest by the women's associations she represented, would also be considered: namely, the wholesale dismissal of women and unemployment. It had been found that prostitution was at least as much due to these causes as it was to low wages.

M. VARLEZ (International Labour Office) said that the question of wholesale dismissal was connected with that of unemployment and that both would be discussed by the Labour Conference. Any points in connection with women arising out of these two problems could be raised during that discussion.

#### *Resolution XIV: Obscene Publications.*

M. BOURGOIS (France) said that the French Government had not yet ratified the International Convention for the Suppression of the Traffic in Obscene Publications because it had been necessary in the first place to make some changes in certain points of the existing French legislation. These modifications had been studied by a special Committee. The proposal to ratify the Convention had been approved by the Chamber and was now before the Senate.

The French Government had sent to the Secretariat a list of the penalties which, in accordance with the legislation at present in force, had been inflicted in France in 1926 in connection with the traffic in obscene publications.

#### *Resolution XV.*

No observations.

#### *Concluding Statements of the Progress Report.*

Mr. HARRIS (British Empire) raised the question of the date of the annual sessions of the Committee in connection with the difficulties experienced by the Secretariat in obtaining the reports at the proper time. The date of meeting of the Committee had been changed from the end of April to March. Could not the original date be maintained? At any rate, he thought that the Committee would have seriously to discuss this matter before the end of the session.

Mr. COHEN agreed with Mr. Harris. Owing to the change in the date of the session this year, the voluntary associations had had great difficulty in sending their reports at the proper time.

The SECRETARY agreed that the date of the session should be discussed later. It had been changed this year because the Advisory Committee on the Traffic in Opium and other Dangerous Drugs had decided to sit in April, and the meetings of the two Committees could not be held simultaneously. The date of future sessions of the Committee depended on whether it was decided that the Council should hold three instead of four sessions a year. If only three sessions were to be held, the Council would meet possibly in January, May and September. The Committee's report had to be in the hands of the members of the Council one month before the opening of the Council session.

Mr. COHEN wished to refer to the statement in the Progress Report "that the reports of the voluntary organisations . . . might be limited to actual cases or prevention of actual cases of international traffic and to descriptions of any new methods found to be of special use in preventing traffic". He hoped that this sentence did not mean that the reports of the voluntary organisations were to be curtailed to any great extent. He felt strongly on the matter. If the reports of the voluntary organisations were to be limited to a bald statement of cases, or suspected cases, of international traffic, they would not be nearly so interesting and would tend to decrease the interest in the work of the Committee. The reports hitherto presented had been distributed to the various constituent bodies of the voluntary organisations and, in this way, the work of the Advisory Committee had become better known and appreciated.

If the work of the voluntary organisations were curtailed, this would produce a very adverse effect on the work of the Advisory Committee.

In connection with the final sentence of the Progress Report, he thought that all members would agree with him when he maintained that Part II of the report of the Body of Experts appointed to investigate the traffic in women and children was a document which should be in the hands of as large a number of persons interested in the problem as possible. In the form in which it was printed, however, and at the price at which it was published, it did not get into the hands of the general public as widely as it should. He himself had experienced considerable difficulty in inducing the proper persons to buy it. The price charged in England was enormous. He had, for example, desired to distribute a number of copies among the constituent bodies of his organisation, but, on asking the English publishers

for a rebate on the cost, he had been met with a refusal, and that refusal had been maintained despite an application to the Secretariat. He had been compelled to pay the full price and had not even been allowed a trade discount.

He thought, therefore, that such a document ought to have been published in a cheaper form in order to put it within the easy reach of all voluntary organisations. A journalist had published a book giving far less information than that contained in the report but, since it was well printed and much cheaper than the report, it was attracting considerably more attention than the report itself.

The SECRETARY, in reply to Mr. Cohen, suggested that the question of the reports of the voluntary organisations should be discussed under Item 14 of the agenda (Budget of the Committee). The sentence inserted in the Progress Report regarding greater conciseness on the part of voluntary organisations was a mere suggestion, which was open to discussion. The motive for it lay in the fact that an economy campaign was being waged by the Assembly, the Supervisory Commission and, very naturally, the Secretary-General. The Secretary was trying to produce the documents of the Social Section in such a way as to put them above all criticism on the grounds of expense.

*The Progress Report was adopted.*

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## SECOND MEETING.

*Held on Monday, March 12th, 1928, at 3 p.m.*

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Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

### 179. Composition of the Committee: Communication by the Chairman.

The CHAIRMAN said that M. Molossi had joined the Marquis di Calboli as substitute delegate. M. Le Luc, French substitute delegate, was expected to arrive on the following day, March 13th.

M. MAUS (Belgium) said that Count Carton de Wiart apologised for not being able to attend the meetings until March 14th.

### 180. Material and Moral Protection of Artistes in Music-halls and similar Places of Amusement travelling abroad under Contract of Employment: Memorandum by the International Labour Office and Complementary Note.

M. VARLEZ (International Labour Office) thanked the Committee for allowing him to make his statement immediately. He was in fact on the point of attending the Havana Conference, where, among other things, certain questions bearing on the activity of the Committee would be considered.

He stated that the question of the protection of artistes in music-halls, etc., had been placed on the agenda last year, at the request of the British delegate. It was a most important and delicate question which, however, only interested a comparatively small number of people. The International Labour Office had been asked by the Committee to make a report on the three following questions:

1. National laws for the protection of the personnel of music-halls, etc.
2. The measures taken by professional syndicates or organisations for the protection of this personnel.
3. Existing measures for the well-being of this personnel.

The International Labour Office had collected information on these different questions (Annexes 2 and 2a), but it was impossible to deal with so vast a subject on a world-basis by reason of the difficulty of ascertaining, in a large number of countries, whether definite measures existed.

1. *National Laws.* — The International Labour Office had recognised that very few special laws relating to the personnel of music-halls existed. In most cases it was necessary to refer to general laws or local decisions. However, a Bill on this subject had been put forward in Austria. Such special laws were still less frequent where artistes touring abroad were concerned. All that could be done, therefore, was to ascertain to what extent general laws were applied to the personnel of music-halls. The report contained an indication of the information obtained.

2. *Local Regulations.* — In many towns municipal regulations existed regarding hours of opening and supervision of theatres, etc.

3. *Emigration Laws.* — Measures concerning touring artistes had been taken in various directions. The International Labour Office had just published the first volume of a comprehensive study of the regulations with regard to emigrants. In a few weeks a second volume, devoted to immigration, would appear. In this document some very interesting information would be found about the regulations with regard to passports, especially those of England and Germany. These different provisions, however, did not apply exclusively to touring artistes.

4. *Syndicates.* — Some most interesting particulars had been collected on this subject and it was perhaps in this direction that most could be done for the protection of the personnel. In almost every country there existed general contracts for different categories of theatrical artistes, and these contracts were sometimes extremely detailed, for example, in England, France, and still more in Germany and Austria. The report indicated the numerous points on which these contracts dwelt. M. Varlez believed that the standardisation of these contracts would succeed in abolishing all abuses. Further, very close co-operation existed between the Governments and syndicates on certain questions, for example, appointments. The most active organisations, however, were the private associations, but they dealt, above all, with appointments in the country itself. It was significant that a growing tendency had been observed in various countries, on the part of both syndicates and Governments, to see that the music-hall personnel, etc., should be composed of their own nationals, and as a result the particulars collected by the International Labour Office pointed to a falling off in the numbers of foreign artistes engaged.

5. *Institutions for the Well-being of the Artistes in question.* — The International Labour Office had not given much attention to this aspect of the question, which more closely concerned the voluntary associations, whom the Secretariat was able to consult.

What was to be done to improve the situation? It must not be forgotten that, in spite of the importance of the subject, the number of people concerned was very small. The number of foreign artistes on tour certainly did not exceed one to two thousand. To attain any result, it was, above all, essential to get into touch with the large interests involved, that was to say, the whole personnel of the theatre. If theatrical organisations could be interested in the work, it would perhaps be possible to obtain contracts for the young people whom it was wished to protect. The Advisory Commission for Intellectual Workers was at that moment occupied with the problem, particularly the national aspects of it; perhaps the Committee could direct its attention to the international aspect.

To sum up, the problem as a whole was so large that it demanded a voluminous documentation, but the International Labour Office was in a position to study, on behalf of the Committee, topics on which interest specially centred.

The CHAIRMAN thanked M. Varlez for his report and his very interesting comments on it.

Mr. COHEN thought that M. Varlez had omitted to mention an interesting point in his report — namely, the question of the number of women who undertook long journeys upon the invitation of an impresario. It had never been suggested that it was the syndicates or the professional organisations which were responsible for the engagement of women upon false pretences. In most cases the offender was the proprietor of the music-hall and, in Mr. Cohen's opinion, the main line of attack should be a strict supervision of such men.

He asked if it would not be possible to obtain in this matter a closer co-operation on the part of the consuls. Before granting a passport, the consul should make close enquiries as to the status of the music-hall in which the artiste proposed to perform. Such action could do much to prevent the exploitation of women and it would be a very suitable subject for the consideration of the voluntary organisations.

Mr. HARRIS (British Empire) doubted whether the Committee would be justified in asking the International Labour Office to make a further elaborate enquiry. There was, however, another point that he wished to raise. It was stated that travelling artistes were some two thousand in number. Was the scope of this problem really so limited? He knew that there were at least five hundred or six hundred travelling artistes among British subjects alone, but perhaps the British artistes constituted a large proportion of the total number.

He considered that a study of the details of existing contracts would supply a valuable source of information. Clauses that were susceptible of fraudulent interpretation might thus be discovered.

It had been suggested that, instead of asking the International Labour Office for further information, specific questions should be addressed to the Governments as to the conditions of employment. The International Labour Office had furnished the Committee with draft proposals for such questions. He was aware that an excessive number of questionnaires should be avoided, but he thought that in this case one was justifiable, for the experts had reported that artistes travelling in foreign countries were the class of women most liable to fall victims to the traffic. The information received in reply to this questionnaire would enable the Committee to frame recommendations.

British consuls had made special efforts to protect girls, but there was very little control over places of entertainment and the attention of Governments should be drawn to the necessity of increasing such control. In some cases conditions were excellent, but in others they were intolerable.

M. MAUS (Belgium) said that M. Varlez had drawn attention to the existence of laws not specially concerning music-hall artistes, etc., but dealing with women's labour in general, local regulations and measures concerning emigration. In certain countries, laws concerning night-work and women's work, for example, only applied to theatrical artistes in a very restricted sense. In this way, young girls forming the regular staff of dance-halls, etc., were seldom considered as being working-women protected by the laws in question. It would be necessary to ask for the regular application of these laws to this category of girls.

Collective contracts were strongly established in certain countries; but there ought to be a clause specially providing for minors. The Committee should ask that passports be not conceded to minors unless with the approval of a professional association. That would be a practical measure and would no doubt be accepted if applied to minors only.

Dr. Gertrud BÄUMER (Germany) thought that the difficulty of protecting these persons arose out of the absence of special laws, as explained by M. Varlez. In fact, the protection of young people touring abroad could only be based on the legislation of the country in which they were. Dr. Bäumer thought that most of the young girls in question were not members of syndicates, which were composed of the higher classes of theatrical and music-hall artistes. In Germany, the law regulating the work of minors showed a distinction between this higher category and the lower ones, and it was predominantly the second group which needed special protection, and which was without it at present. A Bill had been deposited in the Reichstag whereby local authorities would be authorised to forbid the employment of minors in theatrical entertainments when any risk was involved from the point of view of health or morals. It seemed that this idea was indispensable if a basis was to be found for the protection contemplated.

As for contracts, they were governed by the laws of the countries in which the artistes were.

Dr. Estrid HEIN (Denmark) said that the Union of Danish Artistes desired the Governments to pass a law that would render compulsory the authorisation of agencies and the use of a standardised form of contract.

She herself, however, doubted whether this measure would give absolute protection to artistes. She instanced the case of a Copenhagen girl of sixteen, the winner of a beauty competition, who received, immediately upon being accorded the prize, the offer of employment in South America. Her contract, however, was suspected and permission to emigrate refused, but a little later she returned with a perfectly honest contract. She embarked and her end is unknown.

Danish consuls would not grant passports to men and women journeying to variety halls in other countries unless the travellers were twenty-five years of age.

Mme. AVRIL DE SAINTE-CROIX doubted whether the figures furnished by M. Varlez were in agreement with the facts. She asked if account had not been taken solely of engagements concluded by means of the syndicates and other professional associations and if the engagements concluded by the entrepreneurs of touring companies had not been omitted. It could be said that in large towns the number of foreign artistes engaged was increasing. Like Dr. Hein, Mme. Avril de Sainte-Croix thought it would be difficult to apply recommendations, however good they were, if national legislation was not in harmony with them. It was precisely the rôle of the League of Nations, even if it could not interfere with the internal affairs of a country, to demand, with all its authority, the attention of Governments to the reforms which they could introduce in their legislation and to the necessity of international agreement on the subject of the protection of young persons travelling abroad. Mme. Avril de Sainte-Croix, at the request of most of the associations which she represented, laid particular stress on the question of collecting money in music-halls, etc. The contracts should stipulate that the artistes engaged should never be thus employed.

Mr. SEMPCKINS wished to associate himself with the suggestion of the British delegate. The despatch to Governments of a questionnaire upon this subject was most desirable. He quoted a resolution of the International Congress for the Suppression of the Traffic in Women and Children, held in London in June 1927, to the effect that Governments should give careful consideration to national measures of protection as a basis for the efficacy of international measures.

Don Pedro SANGRO (Spain) raised a question of order. It was the fourth or fifth time that the Committee had discussed this question. In the document C.T.F.E.376, the Secretariat submitted to the Committee a proposed questionnaire drawn up in agreement with the International Labour Office. Don Pedro Sangro suggested that the Committee should discuss immediately the questions outlined in the proposed questionnaire.

Dr. Estrid HEIN (Denmark) wished also to associate herself with Mr. Harris's proposals. She would further suggest that a questionnaire should be addressed to the various societies of artistes asking them to indicate the special measures which they considered could be recommended.

The CHAIRMAN invited the Committee to decide between the proposal of Don Pedro Sangro and a proposal of the Secretariat suggesting the appointment of a small Sub-Committee to put the questionnaire in order.

Don Pedro SANGRO (Spain) was inclined to support the second proposal, when precise suggestions had been made on the subject of the questionnaire.

The Marquis PAULUCCI DI CALBOLI (Italy) thought that the Committee should now approve the questionnaire, which seemed to him extremely well drawn up.

M. Ito (Japan) did not think that the same questionnaire should be sent to the Governments and to private associations, whose duties were of such a different nature. The sphere of the Governments was limited while, on the other hand, that of the private associations could be considerably extended.

Mr. HARRIS (British Empire) thought that the Japanese delegate had not quite understood the suggestion of the Danish delegate. Everyone was agreed that a questionnaire should be sent to the various Governments. Referring to the interesting suggestion of Dr. Hein, he urged that a questionnaire similar to the one she proposed should be addressed also to the voluntary organisations.

M. VARLEZ (International Labour Office) warned the Committee against a hasty decision. The questionnaire touched on questions of emigration and immigration, for example, between which it did not seem to make a sufficient distinction. Further, under what form should the private associations be consulted? He proposed that the question should be referred back to a Sub-Committee.

Dr. Estrid HEIN (Denmark) agreed with M. Varlez that a Sub-Committee should be appointed to draw up the text of the questionnaire, which would be referred back to the Committee.

In the course of the discussion relative to the composition of the Sub-Committee, Dr. Estrid HEIN (Denmark) said that she would prefer to see Mme. Avril de Sainte-Croix on the Sub-Committee rather than herself.

Mme. Avril de Sainte-Croix having declined the honour, Dr. Estrid HEIN (Denmark) explained that she was perfectly ready to be a member of the Sub-Committee but she had thought that someone more qualified than herself might have been found.

The CHAIRMAN proposed to nominate a Sub-Committee of five members, which should present its report on the morning of Thursday, March 15th. This Sub-Committee would be composed of Dr. Gertrud BÄUMER, Dr. Estrid HEIN, M. FERENCZI, Mr. HARRIS and M. MAUS.

*This proposal was adopted.*

#### 181. Examination of the Summary of the Annual Reports from Governments for the Year 1926.

The CHAIRMAN opened the discussion on the Secretariat's report (Annex 3).

##### *Question 1: Offences Discovered.*

Dr. Estrid HEIN (Denmark) thought that a clear distinction should be drawn between the international and national aspects of the traffic. The Danish Government had had nothing to report. She thought, however, that it considered only the cases of international traffic.

She wished to draw the attention of the Committee to the Sinhalese report. She would like to know whether any measures had been taken against the instigators of the affair as well as against the procurer.

Mr. COHEN noted that the replies that had been received were mainly from the Governments of the countries known in the Experts' Report as "countries of export" — that was to say, chiefly European countries, whereas the majority of the States that had not replied were "countries of import". Once more, very few replies had been given by the South American countries. Four States Members of the League had not sent their annual reports and Egypt and Turkey had not replied, important as the Experts considered these countries to be for the purposes of the enquiry.

The SECRETARY informed the Committee that a report had been received that morning from the Polish Government. The number just given by Mr. Cohen was thus reduced to three.

The Marquis PAULUCCI DI CALBOLI (Italy) proposed to complete in the following way the second line of the text of the first question, "foreign persons who entice", in such a way as to make sure that it was not a question of internal politics. The figures furnished by Italy might lead to misunderstanding if they were compared with the indication "nothing to report" given by other countries, which implied that only international traffic in prostitutes was included.

Mr. HARRIS (British Empire) said that the question under discussion had been specially framed to bring out the distinction between the international and national aspects of the traffic, and he considered that this distinction had been clearly made.

Dr. Estrid HEIN (Denmark) agreed with Mr. Harris. She would, however, draw the attention of the Committee to the list of countries that had stated that they had nothing to report on this question. She concluded that some misunderstanding as to the scope of the question must still exist.

Mr. HARRIS (British Empire) thought that it was perhaps unwise to send a questionnaire to the Governments each year. In those cases where conditions did not change, the Governments tired of returning the same answer. Might not the questionnaire be sent every three years? This change would have the further advantage of reducing the number of reports that had to be printed.

Don Pedro SANGRO (Spain) thought that a good many Governments were mistaken about the scope of the questions put to them. He recalled the fact that the International Labour Office added to all the questionnaires which it sent to Governments before the Labour Conferences an explanation making clear its scope. Could not the same be done for this questionnaire?

M. MAUS (Belgium) agreed with this suggestion. The Belgian Government, for example, in its reply, had taken account of offences outraging minors. He proposed that the Secretariat should be invited to draw up a new text for this question.

The SECRETARY said that the suggestions of the Spanish and Belgian delegates seemed to be very similar. She thought the suggestion that an explanation should accompany the questionnaire an excellent one.

She was not, however, quite in agreement with the suggestion of the British delegate that the questionnaire should be issued only every three years. The discussion of material that would sometimes be four years old would be unsatisfactory, and the voluntary organisations were greatly assisted by an annual report.

The CHAIRMAN believed that he could say that the Committee agreed with the Secretary's remarks. Next year the Committee would have at its disposal a more explicit questionnaire.

#### *Question 2: Central Authorities.*

M. MAUS (Belgium) asked if a list of the Central Authorities could be given in each report.

The SECRETARY replied that it was a question of economy.

Replying to a question from Mr. Harris, the Secretary recalled the fact that it was the Committee itself, on the suggestion of Mr. Cohen, which had asked that a list should be made of the Governments which had not replied.

The CHAIRMAN thought it would be useful to mention expressly the Governments which had failed to reply.

#### *Questions 3, 4, 5, 6.*

No observations.

#### *Question 7: Immigration and Emigration.*

M. BOURGOIS (France) read a circular, dated the end of February 1927 of which he had spoken last year, addressed by the Minister for the Interior to the prefects. The Minister for the Interior, in view of a communication from his colleague the Minister for Foreign Affairs, notifying him of a revival of the traffic in certain countries and the large number of women and young girls of French origin amongst its victims, had instituted certain measures of control in connection with the emigration of young French girls and women to the countries concerned. The circular in question recommended the prefects to examine closely requests for passports, especially those of minors. The prefects should demand either a note from the employer or a certificate or *livret de travail*. If these were lacking or if there was reason for suspicion, the prefects should stop the issue of the passport and draw the attention of the legal representative of the girl to the possible risks. When the request for a passport was made by an adult, especially by a dressmaker or milliner, the attention of the woman should be called to the dangers to which she was exposing herself and to the necessity for obtaining information and guarantees, in the first place, from the consuls.

#### *Question 8: Children.*

Mr. SEMPKINS cited a resolution of the Seventh International Congress for the Suppression of the Traffic in Women and Children to the effect that the Congress requested the Advisory Commission to promote an enquiry into the various systems of child adoption, with a view to the preparation of an international convention which would safeguard the interests of the children concerned.



He asked that this question should be put on the agenda for the next session.

The CHAIRMAN said that the question would be examined at the end of the session, when the Committee would decide upon the agenda for the next session.

*Question 9.*

No observations.

**182. Examination of Reports from Voluntary Associations.**

**A. *Report of the International Bureau for the Suppression of Traffic in Women and Children for the Year 1927.***

Mr. SEMPKINS expressed his confidence in the strong stimulus given to the work of the Committee by the publication of the Experts' report. In particular, there had been a great change in public opinion. The extent of the traffic was now better realised and the case of the prostitute was regarded with greater sympathy.

Turning to the report of his Bureau (Annex 4) he said that it was mainly concerned with the work of the Congress. The results of the Congress were closely connected with the League's work and its members had greatly appreciated the presence of a representative of the League.

Mr. Sempkins then declared that the International Bureau regarded with great disfavour any restriction in the presentation of the report. It would obviously be possible to submit a report full of figures and facts, but this would only apply to two or three countries and would not give the international aspect of the question. He insisted on the importance of the Experts' report, which had brought about a change in the general attitude towards the traffic.

He referred to the presence — so welcome and so useful — of Dame Rachel Crowdy at the Congress of June 1927, and asked that special attention should be paid to resolution 3 (the question of an international Convention on repatriation) and 6 (ii) (the question of child adoption). The Committee was asked to include both these questions in the agenda of its next session.

Mr. Sempkins then read to the Committee a letter from Dr. Kundt with regard to the work of the German National Committee. The most acute question, from the German standpoint, had been that of bordels. But when the French military authorities had declared the closing of bordels in the occupied territories to be an exclusively German concern, these houses were instantly suppressed and both bordels and the police registration of prostitutes had now ceased to exist in Germany.

This letter had given the greatest pleasure to the International Bureau, which was anxious to make every effort to consolidate the position now attained.

Dr. Gertrud BÄUMER (Germany) emphasised the importance which the Seventh International Congress had attached to the question dealt with in Resolution 5. She said how glad her Government was to have been able to apply this resolution to the painful question of *maisons de tolérance* in occupied territory. The attitude of the French Government had been such as to strengthen German confidence in international goodwill, which was capable of influencing international problems of such a delicate nature.

**B. *Report of the Jewish Association for the Protection of Girls and Women for the Year 1927.***

Mr. COHEN wished sincerely to thank Dame Rachel Crowdy for her attendance at the Conference of his Association. This Conference had dealt largely with the questions raised by the Experts in Part I of their report. The voluntary associations considered Part I a more important document than any that had been published for a very long time.

The question of marriage-brokers had been mentioned in the report (Annex 5), and he would draw the attention of the Committee to the first paragraph at the top of page 3<sup>1</sup>.

He would also lay stress upon the following paragraph relating to the education of the young in regard to sex matters and to the necessity of such education as a preventive instead of a repressive measure. Having been asked whether the Advisory Commission could deal with such matters, he had found himself in a quandary, for part of the work was the concern of the Child Welfare Committee. Nevertheless, he thought that, while there was divergence of opinion as to the wisdom of giving such education to young children, there could be none with regard to its advisability in the case of adolescents. Two or three years ago, a sum of money had been granted to the Advisory Commission by the League; he suggested that some of this money might be used for the education in sex matters of adolescents as well as of children.

With regard to the question of deportation, he cited an example of the valuable assistance given by his Association to a deported girl who had been unable to find employment.

In South America, every possible effort was being made by the Association to fight the traffic in one of the principal centres of its activities. The associations of Brazil, Uruguay and the Argentine would soon come under one direction, thus facilitating greater co-operation.

The concluding paragraph of the report expressed the wish that the Free Distribution Committee of the League would continue to grant copies of the publications on the traffic

<sup>1</sup> See page 107.

to the constituent bodies of the voluntary associations; these documents were an essential agent in propaganda, but the voluntary associations could not meet the expense of reprinting them. He was sure that the cost of printing would not be so great as to render their free distribution impossible, and he added that the voluntary associations would be willing to defray the cost of postage, if this should be necessary.

Dr. Estrid HEIN (Denmark) supported the views of Mr. Cohen on the question of sex education. This question, however, concerned also the Child Welfare Committee, and she suggested that it might be the occasion of a joint meeting.

Mme. ROMNICIANO (Roumania) said that, according to personal information which she had obtained, the organisations represented by Mr. Cohen did very good work, and she felt sure that the Roumanian Government would always be prepared to grant the facilities to which Mr. Cohen referred in his report.

Mr. HARRIS (British Empire) supported the proposal of Dr. Hein. He suggested that the joint meeting might be held at the end of the week or at the beginning of the following week.

The SECRETARY asked if it would not be a good plan to invite a member of the Health Section to be present.

Don Pedro SANGRO (Spain) observed that the question of sex education was not on the agenda of the present session.

The SECRETARY explained that the Committee had to discuss the use of credit to the extent of \$5,000, which Mr. Bascom Johnson proposed should be devoted to an enquiry on sex education.

The CHAIRMAN added that the question had only been raised, and that it had not to be decided immediately.

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### THIRD MEETING.

*Held on Tuesday, March 13th, 1928, at 10 a.m.*

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Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

#### 183. Absence of M. Posner.

The CHAIRMAN regretted to have to inform the Committee that M. Posner had telegraphed saying that he was unable to attend the first meetings of the Committee for reasons of health. The Chairman expressed the hope that the Committee would not be deprived of the assistance of M. Posner, whose eloquence was appreciated by every one.

#### 184. Examination of the Reports from Voluntary Associations (Continuation).

##### *C. Report of the Fédération des Unions nationales des Amies de la Jeune Fille for the Year 1927.*

Mme. CURCHOD-SECRETAN submitted and commented on her report (Annex 6).

She laid on the table of the Committee copies of pamphlets issued by the organisation which she represented, warning young girls of the danger of the traffic, and also a poster by a Belgian artist which would be displayed in Belgium and other countries.

##### *D. Report of the Principal International Women's Associations for the Year 1927.*

Mme. AVRIL DE SAINTE-CROIX submitted her report (Annex 7) and gave details of the replies to the questionnaire which she had sent to the women's associations that she represented. These replies showed the interest which the associations took in the work of the Committee and their keen desire to help in its work. In the name of these French associations, she laid stress on the campaign which they had opened against the licensed houses, in collaboration with the societies for public morality, and the partial success that had already been obtained at Strasburg, Colmar, Mulhouse and, it was hoped, would shortly be obtained at Nantes.

She wished also to inform the Committee that M. Justin Godard, former Minister, had just laid on the table of the Senate, in his own name, the Bill drawn up by the Extra-Parliamentary Commission to which she had referred last year. This Bill, in spite of its imperfections, was clearly abolitionist in character.

Mme. Avril de Sainte-Croix added that the organisation of a service of women auxiliary police, which she had thought would shortly be realised, had been adjourned. She had no doubt, however, that in this field also the women's associations would eventually break down the resistance of the Administration.

She laid before the Committee two resolutions which had reached her too late for inclusion in the report. The first came from the World Young Women's Christian Association, and asked that the Experts appointed to enquire into the traffic in women and children should extend their enquiries to the countries of the Far East. The second came from various women's associations and emphasised the utility of a more general representation of women on all committees dealing with subjects affecting the moral and material interests of women and children.

Mr. HARRIS (British Empire) desired to thank and congratulate Mme. Avril de Sainte-Croix for her very interesting report. It showed the very great value of the work being done by women in all countries in regard to the formation of public opinion. Such work could not be over-estimated, for, by enlightening public opinion, the resolutions and recommendations of the Committee were rendered more effective. The greater the support given by women of all countries to the work of the Committee, the more sure would be its success.

With reference to paragraph 4 of the chapter in the report of Mme. Avril de Sainte-Croix on the work of the women's associations in Portugal, Mr. Harris asked whether the report submitted by Mme. Gamboa to the National Council of Women, dealing with obscene publications, was available.

In connection with the observations of Mme. Avril de Sainte-Croix regarding the purchase of obscene publications, notably in France, with the object of removing them from newspaper stalls, Mr. Harris pointed out that such action might defeat its object, for the trade in those publications might thus be stimulated.

*E. Report of the Association catholique internationale des Œuvres de protection de la jeune fille for 1927.*

BARONESS DE MONTENACH submitted and commented upon her report (Annex 8).

She emphasised the fact that, in the view of her association, education in the home was the only preventive of prostitution.

The CHAIRMAN, on behalf of the whole Committee, desired to thank the representatives of the voluntary associations for their reports, which were of great interest, and showed the continuous and indefatigable zeal displayed.

The voluntary associations were most useful auxiliaries, not only because of the general work performed by them but also because they were constantly supervising the application of the International Conventions, and stimulating the recommendations of the Committee. He warmly thanked them on behalf of the Committee.

*The Committee associated itself with the observations of the Chairman.*

### 185. Work of the Women Police in Germany.

Dr. Gertrud BÄUMER (Germany) read a report submitted by Mlle. Erkens, Senior Inspector of Police (Polizei Oberinspektor), at Hamburg.

Dr. Estrid HEIN (Denmark) wished to thank the German delegate for her very interesting report. She was glad that a clear distinction had been drawn between preventive and repressive work.

Mr. HARRIS (British Empire) asked whether it would be possible for a summary of this report to be distributed to the Committee. It formed a valuable supplement to the Experts' report.

Great Britain had initiated a women police force, and it would be of great use to his country to have information on the similar innovation in Germany. He asked the following questions :

1. Was the German Women Police Force a part of the general police organisation ? He concluded that this was the case.
2. Had any friction occurred in co-operation between the men and women police ?
3. Was the training of the two forces separate ?
4. Did the women police wear a uniform, and, if so, of what kind ?

Dr. Gertrud BÄUMER (Germany) replied :

1. The women police were a part of the whole body.
2. There had at first been some friction between the men and women police owing to the fact that the former did not at once recognise the special function of the women.
3. The training of the women was separate from that of the men.
4. With regard to the question of uniform, there was some difference of opinion. The general view was that, for carrying out most of the duties of women police, plain clothes would be preferable, but that, in the case of the supervision of streets and restaurants during the night, a uniform would be necessary. A possible alternative was that the policewomen

should be accompanied by a male member of the force. Up to the present, the women had no uniform. This, however, had been due to reasons of economy at the beginning, and not to a decision of principle.

The CHAIRMAN asked the German delegate to convey the thanks of the Committee to Mlle. Erkens for her interesting and novel information.

It would be for the Committee to consider whether this question should be placed on the agenda of the next session.

#### 186. Assistance to be given to Discharged Female Prisoners.

Don Pedro SANGRO (Spain) reminded the Committee that last year the Spanish delegation had proposed that a report should be prepared upon this subject. Unforeseen difficulties had arisen and it had been found impossible to complete this report in time for the session of the Committee. He would ask the Committee to adjourn the question until next year.

M. BOURGOIS (France) said that, under the penitentiary administration of his country, women released from prison were given help, both materially and morally. With regard to material assistance, two measures had been taken. The first took the form of a fund consisting of half the amount earned by the women in return for the work done during detention. In this way, the woman would have at her disposal some money with which to meet her first needs upon leaving prison. This fund amounted to an average of about 250 francs and could not be touched during the period of detention. In order that it should not be wasted when the prisoner was liberated, special measures were taken. For instance, the allowance was converted into a postal order, payable at the prisoner's chosen place of residence.

Another measure of assistance, was to ensure that the woman on leaving prison would be able to get work. The administration did not possess special workshops for the released prisoners, but the directors of the penitentiary establishments found situations for them, or else placed them under the protection of the voluntary associations.

For the purpose of moral assistance, each penitentiary had a supervision commission. These commissions and, above all, the *sociétés de patronage* enabled women convicted by the penal law to return to an honest and regular life. The work of the commission consisted mainly of offering good advice and of supervision.

It would be desirable for each penitentiary establishment to have a *société de patronage* associated with it, and the administration gave every encouragement to persons proposing to create organisations of this kind.

Mme. AVRIL DE SAINTE-CROIX stated that all the women's organisations were interested in the question, and added that there existed in France a large number of institutions for the assistance of women in prison or liberated from prison. These organisations watched over the prisoner from the moment of her arrest. Their representatives were to be found in the large towns and in the courts; they saw the women at the police-station when arrested, followed their case, visited them in prison and helped them to obtain situations and to rehabilitate themselves if they so desired.

As regards minors arrested for vagrancy, steps were taken to prevent their being transferred to a reformatory or penitentiary. If they wished it, they were taken into the institutions approved by the courts, where they remained until they came of age. During this time, an effort was made to prepare them for a new life. They were taught to keep house, to learn a trade, and when necessary, were given elementary education. Upon leaving this school, the director obtained employment for them.

A model farm had also been set up by the *Œuvre libératrice*, to which were sent peasant-girls who had been arrested for vagrancy and who wished to return to their former state of life. This new branch of its activity had given excellent results.

She was convinced that it was necessary that the voluntary organisations should take the place of the family of these unfortunate children, who were more sinned against than sinning. Statistics had shown during the last years that, out of one hundred cases, 77 to 85 per cent of the families were responsible for the fall of the girl.

Miss WALL (British Empire) asked Mme. Curchod-Secrétan to be good enough to give a description of the experimental farm in the course of next year's session.

Dr. Estrid HEIN (Denmark) informed the Committee that in her country all prisons had relief societies associated with them. A card was given to released prisoners informing them of the address of one of these societies. At the present time, about two thousand people were under their supervision.

Baroness DE MONTENACH stated that, in Switzerland, the measures taken to help women leaving prison were regulated by the cantonal laws. Several cantons had already taken useful action in this matter, in particular the Canton of Fribourg, where she lived.

M. MAUS (Belgium) considered that two points should be given special attention in the discussion during the next session: discrimination between measures taken in the case of minors and in that of adults, and an enquiry into the approximate proportion of the number of prisoners assisted by the voluntary associations as compared with the total number.

Miss WALL (British Empire) thought that a distinction should also be drawn between those prisoners who had experienced a short or a long period of detention.

#### FOURTH MEETING.

*Held on Tuesday, March 13th, 1928, at 3.30 p.m.*

Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

**187. Women Police : Question of the Insertion of this Item in the Agenda of the next Session.**

Mr. COHEN proposed that the question of women police should be placed on the agenda of the next session, in order that a progress report on the matter, containing information up to the end of the year 1927, and possibly later, might be prepared.

The CHAIRMAN replied that, if the Secretariat could collect sufficient information in time for the next session, the question of women police would be placed on the agenda.

The statement of the German delegate regarding women police in Germany would be distributed to the Committee and would be published later as an annex to the Minutes (Annex 9).

**188. Report of the Special Body of Experts on the Traffic in Women and Children : Part II : Question of the Continuation of the Experts' Enquiry (Items 6 and 7 of the Agenda).**

On the invitation of the CHAIRMAN, M. de Meuron, member of the Special Body of Experts, came to the table of the Committee.

The CHAIRMAN read items 6 and 7 of the agenda. He asked the Committee if it did not seem desirable to open a general discussion on these two questions, which seemed to be closely connected. At the close of the discussion, they would be considered separately when it was a question of drawing up resolutions.

*This procedure was adopted.*

The Marquis PAULUCCI DI CALBOLI (Italy) recalled that the Council, on December 5th, 1927, had decided to refer to the Committee the question of the continuation of the Experts' enquiry, and its extension to other countries, more particularly to Asia and the Far East. This was a difficult matter upon which to take any decision. The Experts had spent a great deal of time on the countries already visited and yet, despite that fact, complaints had been made that their investigations had only been superficial. For example, though they had spent forty-four days in Uruguay, Mme. Luisi, representative of Uruguay, had complained that they had only been able to obtain a superficial and even erroneous impression of the conditions of the traffic in Uruguay. On the other hand, it would appear that the Experts had spent too little time in certain countries. On page 195 of the report, a list of countries and towns in which the enquiry had been conducted was to be found, together with the time spent by the investigators in observing traffic conditions. From that list it was to be seen that they had only spent eight days in Hungary, nine days in Algeria, five days in Tunisia, etc. His personal view was that it would have been better to have spent a longer time in fewer countries.

Unless, therefore, the conditions of the enquiry were changed, he himself was not in favour of extending it to Asia and the Far Eastern countries.

In any case, it must be made quite clear that the League could not support the cost of such an enquiry, which, in the case of the Far East, would be considerable. He thought that it would be very difficult for the Committee to approach the persons who had financed the first enquiry and ask them to finance a second.

Mme. ROMNICIANO (Roumania) fully agreed with the Marquis Paulucci di Calboli. As regards Roumania, she had noted that many statements in the report were quite inaccurate. It was now extremely difficult for a foreign girl to enter Roumania, much more so than before the war. Visas were only issued under strict control. It was not true, therefore, as was stated in the report, that clandestine entry into the country was easy. It was incorrect to say that there was considerable clandestine emigration of Hungarian women into Roumania for the licensed houses. A few months ago, she herself had made enquiries in Roumania and had been unable to find, among the prostitutes, the large numbers of Hungarian women mentioned in the report. The statement that women and girls were taken in transit out of or through Roumania, particularly from among the racial minorities, to be exploited for prostitution in other countries was greatly exaggerated. In fact, the report, at any rate in so far as Roumania was concerned, showed that the enquiry had been carried out very superficially and had led to erroneous conclusions. If the enquiry were to be extended to other countries, Mme. Romnicianso hoped that it would be more carefully done.

In reply to M. Bourgois, the SECRETARY stated that there were no funds available for a further enquiry unless a gift from private sources was forthcoming, or unless the Assembly, at its next session, voted a special sum.

Dr. Estrid HEIN (Denmark) expressed regret that no enquiry had been made in the Scandinavian countries, where it would have been welcomed. She was in favour of extending the enquiry to the Far East, if it were possible to do so.

M. BOURGOIS (France) agreed with Dr. Hein. It would be very useful for an enquiry to be made in those countries which had abolished the system of licensed houses, in order that the result of their experience might be available for the use of the Committee.

The Committee had examined the conditions under which the traffic in women was conducted. It had proposed the abolition of licensed houses. It was essential that a recommendation of this kind should be accompanied by a statement of the measures necessitated by the suppression of licensed houses. Prostitution tended thereby to return to the street or to become clandestine, and in this way might become still more dangerous. For example, all forms of publicity tending to encourage the development of the secret centres of debauch, which usually sprang up when licensed houses were suppressed, ought to be penalised. At the moment when licensed houses were being suppressed, steps must also be taken to prevent offences against good order, good morals and public health. As a general rule, the measures necessary could be divided into two categories: those for the preservation of social order and those for the preservation of public health.

It would be interesting for the Committee to obtain from the countries which had abolished licensed houses an account of the measures adopted in connection with that suppression and of the results obtained. To suppress licensed houses without taking some measures would divert prostitution once more to the street or secret centres. It might well be that the evil would thereby be increased.

The Assembly had asked the Committee to express an opinion on the question of the abolition of licensed houses. The Committee could not do this unless its resolution were accompanied by a detailed statement of the considerations which had guided it. This statement should include not only a critical survey of the system of licensed houses but also an account of the measures which should accompany the suppression of the system, if it were not to be replaced by a state of affairs which was even worse. The Committee should also draw up a statement of the results obtained in abolitionist countries.

Dr. Estrid HEIN (Denmark) agreed with M. Bourgois. She would welcome an enquiry in Denmark. She thought, however, that the question of the abolition of licensed houses did not concern the item of the agenda under discussion, but Item 8 (Consideration of the Resolution adopted by the Assembly at the Eighth Ordinary Session relative to the System of Licensed Houses).

Mr. HARRIS (British Empire) considered that it would be premature to raise the question of extending the enquiry at the present juncture. Part II of the Experts' report had only lately been made public, and public opinion should be given time to examine it. Some thought the enquiry ought to be extended to other countries not yet visited; others, that the same countries should be visited, but that the enquiry should be made in more detail.

He would express no opinion as to the desirability of continuing the enquiry, for he thought that it was premature to do so even if funds were available, which was not the case. The matter should be postponed to the next session of the Committee.

It was scarcely possible to ask the same experts who had conducted the first enquiry to conduct a second — at any rate, immediately, for the work which they had already done had been very laborious and had taken many months.

Speaking generally, the report of the experts was remarkable, in his view, for the very few mistakes contained in it. In view of its very large scope, it was bound to give rise to criticism, but, all things considered, its accuracy was one of its most noteworthy features.

M. BOURGOIS (France) wished to draw attention to the necessity of obtaining full information before making any recommendation in regard to the abolition of licensed houses. He agreed with Dr. Hein that his remarks might properly have been made when Item 8 was under discussion.

He thought that the enquiry by the Experts should be extended so as to include countries which had abolished the system of licensed houses. A small Committee might, on the other hand, be established to draw up a draft questionnaire for despatch to all Governments, especially the Governments of abolitionist countries.

The SECRETARY drew attention to document C.T.F.E.336(1), which contained the latest information furnished by Governments on the system of licensed houses as related to the traffic in women and children.

M. BOURGOIS (France) replied that the document in question concerned only a very limited aspect of the problem namely, the relations between the traffic and licensed houses. The new questionnaire which he proposed would ask for information concerning the measures adopted when replacing the system of licensed houses, and the results obtained.

Dr. Gertrud BÄUMER (Germany) thought that it would be of great interest for an enquiry to be made in abolitionist countries. To do so immediately, however, would be premature.

In Germany, for example, the system of licensed houses had only just been abolished and the country was still in a transition stage and would not, therefore, be able to furnish the information desired by M. Bourgois.

She agreed with Mr. Harris that the consideration of the question of extending the Experts' enquiry should be postponed until the next session of the Committee.

M. BOURGOIS (France) agreed with Dr. Bäumer that it was essential to take into account the different conditions prevailing in the various countries. The Committee should not forget, however, that the resolution of the Assembly under the terms of which the Committee was asked for its views regarding the system of licensed houses, put the Committee in a very delicate situation. More than twenty-two countries had maintained the system of licensed houses. It seemed difficult to bring pressure to bear on these countries which, moreover, represented more than seven-tenths of the population of the world. The Committee, therefore, could only take a decision after the very fullest consideration and after the experiences of the twenty-three countries which had abolished the system had been shown to be fully conclusive. He would remark, in passing, that, out of the twelve countries represented on the Committee, six maintained the system of licensed houses. One of the six others, moreover retained the registration system and was not abolitionist.

Further, the recommendation of the Committee with regard to licensed houses must be accompanied by a detailed report showing all the measures taken in abolitionist countries and their results. The problem of maintaining or abolishing licensed houses was very complicated. A technical committee could not merely recommend abolition. It must make a constructive proposal. The measures to be taken if licensed houses were suppressed would differ considerably according to circumstances, *i.e.*, according to whether they were to be applied to a quiet rural district, a large town, a great cosmopolitan centre, a garrison town, a large seaport, etc.

It was essential, therefore, to know all the various measures adopted in abolitionist countries before making any recommendation regarding abolition.

M. Ito (Japan) thought that the question of the abolition of licensed houses was quite different from the question asked by the Council, which was whether the enquiry of the Experts should or should not be extended to other countries.

He had no objection to extending the enquiry to countries which had abolished the system of the licensed house. He understood, however, that no funds were available for extending the enquiry as yet. If funds were forthcoming, he thought that it would be better to entrust the new enquiry, should the Committee decide that it should be undertaken, to the same body of Experts who had conducted the first enquiry. He was, however, quite willing to support the proposal of Mr. Harris that the whole matter should be postponed to the next session.

If, however, a new enquiry were to be made, it should cover all countries not yet visited, including the Far East. His own country, Japan, was quite willing for an enquiry to be made.

M. MAUS (Belgium) suggested that the discussion should be confined to Items 6 and 7 of the agenda, which concerned the enquiry of the Special Body of Experts, and should not deal as yet with the question of the abolition of licensed houses.

Mme. AVRIL DE SAINTE-CROIX supported the proposal of Mr. Harris. She reminded the Committee that she had submitted a proposal, on behalf of the World Young Women's Christian Association, to the effect that the enquiry should be extended to the Far East. She was quite willing that the matter should be postponed until the next session, if for no other reason than because the Committee might then be in possession of fuller information. Persons or organisations who desired the enquiry to be so extended should be asked to send in reports giving detailed reasons for their request.

Don Pedro SANGRO (Spain) wished to pay a tribute to the Special Body of Experts for the formidable task which they had accomplished. Public opinion was much interested in its report, as was shown by the fact that the voluntary associations attached the greatest importance to it. There was a considerable difference between Parts I and II of the report. Part I had been examined at the previous session, but had not given rise to much criticism because the Committee had realised that it was a general summary of conclusions. Part II, however, contained information and conclusions regarding various named countries. This, naturally gave rise to more criticism. With regard to Spain, for example, he had several severe criticisms to make.

Putting aside, however, the question of extending the enquiry to other countries, he thought that the Committee should agree that the present enquiry was not closed but should remain open, and that countries should be at liberty to send information correcting or amplifying the statements made by the experts.

As far as obtaining funds for the continuation of the enquiry was concerned, he himself was optimistic. There were many private individuals who would be willing to finance so useful an undertaking. He had, however, no objection to the adoption of the proposal made by Mr. Harris, though he doubted whether there would be much change in the situation next year as compared with this year, since the question of principle, that was to say, whether or not the enquiry should be extended to other countries, would still remain to be settled. He himself was in favour of such an extension. He represented a country which maintained the system of licensed houses. Spain was most anxious that the expert enquirers should

discover exactly how the laws were applied in Spain and whether they were properly applied. If, therefore, the Committee decided to settle, at its present session, the question whether the enquiry should be extended, he would vote in favour of such an extension.

Mr. COHEN said that he would like to remark upon what might be called the amalgamation of the three items of the agenda under discussion. He considered this mingling of the items to be a serious mistake. Before the question of licensed houses could be broached, the Committee should hear the opinions of its members in connection with Part II of the Experts' report. This was the only method of ascertaining whether the Committee was satisfied with the information contained in this part of the report.

Judging from the replies of the Governments, there were several objections to be raised to some of the information given. Many Governments had given no reply whatever. In any case, the report should be amplified. He would urge that the members of the Committee, before discussing the question of the continuation of the enquiry, should give their views on the report itself.

The CHAIRMAN pointed out that the two questions were closely connected. He reminded the Committee that, after the general discussion, each question would be dealt with separately. He did not think, however, that Governments could be more fully consulted in connection with the Experts' report.

Mr. COHEN wished to remove a misunderstanding. In suggesting the amplification of the Experts' report, he had in mind the possible remarks of representatives of Government present as members of the Committee.

Don Pedro SANGRO (Spain) said that it was well understood that there was no question of further consulting Governments in this connection. The Governments always retained the right of submitting corrections to the report.

Mr. HARRIS (British Empire) expressed his willingness to accept a resolution that further enquiry should be postponed. He had, however, endeavoured to frame a draft resolution for the consideration of the Committee. He read this draft resolution, which was to the effect that the Committee considered the discussion of the form of a future enquiry to be premature, as this form would be largely dependent upon the amount of the funds made available.

The Marquis PAULUCCI DI CALBOLI (Italy) thought that the simplest procedure would be to adjourn the question.

*This was agreed.*

The CHAIRMAN said that the Committee would proceed to the separate consideration of the items, commencing with Item 6.

#### 189. Consideration of the Report of the Special Body of Experts on the Traffic in Women and Children: Part II.

Dr. Estrid HEIN (Denmark) proposed that the Committee should express its gratitude to the Experts for the compilation of Part II of the report. Until this report had been presented, those combating the traffic had felt as if they were fighting a ghost whose exact position was uncertain. The enemy had now become tangible.

The CHAIRMAN said that the Committee had already expressed its gratitude to the Experts at the time of the presentation of Part I of the report. Did the Committee wish to repeat this vote of thanks?

Dr. Estrid HEIN (Denmark) explained that her reason for wishing to do so was the addition of a second part to the report during the past year.

*Dr. Hein's proposal was unanimously adopted.*

Don Pedro SANGRO (Spain) agreed with Mr. Harris that a discussion of the form of a future enquiry would be premature. He would propose, however, that the enquiry should be considered as always open.

M. MAUS (Belgium) said that the enquiry was open in the sense that the Governments might always submit additions or corrections to the report.

Don Pedro SANGRO (Spain) thought that a clear statement was necessary. Mr. Cohen had pointed out that many Governments had nothing to say, but he would ask whether they were subject to a time-limit in the presentation of their observations.

The SECRETARY stated that the Council had fixed a definite date before which the Governments were expected to present their comments on the Experts' report. Twenty-two Governments had done so within the time-limit fixed, but several had not.

M. LE LUC (France) wished to support Don Pedro Sangro's proposal. The Experts' report was far from complete, for it was difficult to obtain accurate information upon so complicated a subject. If it were agreed to continue the enquiry, the Experts would



recommence their work with a greater experience of the problems than they had at the beginning. On the other hand, if it were decided not to continue the enquiry, it was probable that little further information would be obtained.

The CHAIRMAN thought that it would be useful to find a form of words that would enable Governments to submit supplementary information to the Committee. A draft text would be submitted to the Committee on the following day.

The SECRETARY cited a recent example of belated comments. She referred to those from the Portuguese Government, which were presented some months after the fixed date. The Portuguese Government would have liked those comments to be annexed to any new edition of Part II of the Experts' report. It had been decided that it would be possible to send a copy of the comments to all the Members of the League, but that its annexation to the Experts' report would be difficult, without further reference to the Council.

The Experts had had no opportunity of commenting upon the views of any Government except those which had replied before the session of the Special Body of Experts held in November 1927.

The Secretary added that she wished to take this opportunity of informing the Committee of a case that had lately occurred at Geneva. A certain contract had been considered to be of a dangerous kind from the point of view of the traffic, and M. de Meuron had immediately brought the matter to the notice of the Swiss authorities. The Secretary then read a communication addressed to M. de Meuron by the Councillor of State to the Department of Justice and Police to the effect that stricter conditions would in future be imposed regarding the contracts of those employed in bars or dancing-halls.

Mr. SEMPKINS wished to point out an inaccuracy in the reply of the Egyptian Government. It had been stated that there was no voluntary organisation in Cairo working for the suppression of the traffic. He was sure that the Egyptian Government would recognise the error of this statement. There had existed for some time in Cairo a branch of the Ligue internationale pour la Suppression de la Traite des Femmes, and this association was assisted by the Government.

M. BOURGOIS (France) wished to remark upon a contradiction in the information that had been presented to the Committee. The Experts had considered that the Governments were about equally divided on the question of the suppression of the licensed houses, but on page 13 of the French text of the Abstract of Reports from Governments on the relations between the traffic and the system of licensed houses, it was stated that, of the fifty-one Governments that had replied, only eight had stated that, in their view, the system of licensed houses promoted the traffic.

The SECRETARY said that the document in question (C.T.F.E.336) was based on the replies to a questionnaire sent out in 1923. A large number of countries had abolished the system.

M. LE LUC (France) considered that this inconsistency was another instance of the necessity for an adjustment of the reports. Such inconsistencies could be eliminated only by consulting Governments and institutions for the suppression of the traffic.

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#### FIFTH MEETING.

*Held on Wednesday, March 14th, 1928, at 10.30 a.m.*

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Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

#### 190. Question of the Continuation of the Experts' Enquiry: Question submitted to the Committee by the Council on December 5th, 1927.

Mr. SEMPKINS said that he had been instructed by his organisation to press for an extension of the enquiry of the Special Body of Experts to countries other than those already dealt with.

Practical results had already been achieved owing to the publication of the report of the Special Body of Experts. Part I had been of definite benefit to social workers in the Western countries, for it had drawn public attention to ideas which had previously only been held by an educated minority. For the man in the street it had changed the expression "traffic in women" to "trade in women", and it had also dissipated the misunderstanding that this traffic meant traffic in innocent or kidnapped women. The term, in fact, had now been broadened. His organisation was convinced that a similar result would be achieved if the enquiry were conducted into countries in the Far East.

He thought that the objection of the British representative to the use at this time of the same Special Body of Experts for the new enquiry — an objection based on the ground that those Experts should enjoy a well-merited rest — was founded on a misapprehension. It was impossible for this second enquiry to take place immediately, for it was both new and difficult. A questionnaire would have to be circulated, and, though the Chairman of the former Special Body of Experts should again be asked to assist if possible, his subordinates could, if necessary, be changed.

It was useless only to examine European brothels in the East. The enquiry must be extended to cover all women in those countries, and the idea that "traffic" meant trade in women must be extended to mean in all women, both Eastern and Western.

The result of such an enquiry in the Far East would be to strengthen the hands of the educated minority in that part of the world, as had been the case in the West owing to the publication of Part I of the Experts' report.

Mr. Sempkins could thoroughly appreciate the difficulties which would be encountered, for he had had years of service in the East and had an intimate knowledge of the delicacy and difficulty of such an enquiry. If, however, a peripatetic commission under a competent Chairman were to study the subject, it would certainly be able to appreciate those difficulties, its report could not fail to be tactfully worded, and it would undoubtedly reach certain inevitable conclusions. The publication of these conclusions would strengthen the hands of the men controlling the situation in all Far Eastern countries. These men were very sympathetic, but in a democratic age they needed the general support of public opinion before they could take any action. It was therefore necessary to give the general public in the Far East an idea of what was happening.

As to the date of the enquiry, he would make no proposal, but, if the question were to be adjourned, he hoped that the Committee would, when adjourning it, express its strong sympathy with the idea of extending the enquiry.

Mr. HARRIS (British Empire) reminded the Committee of the two proposals made at the preceding meeting — the proposal of the Italian representative, to the effect that consideration of the question of the extension of the enquiry should be postponed, and his own proposal, which was to the following effect :

"The Committee hopes that it will be found possible to extend the enquiry made by the Special Body of Experts, but at the present time it feels that it is premature to consider what form any future enquiry will take. The final decision must depend on the question whether funds could be made available for the purpose."

Dr. Gertrud BÄUMER (Germany) wondered whether the last sentence of Mr. Harris' proposal was necessary.

Mr. HARRIS (British Empire) explained that he had inserted it as an invitation to some philanthropic person to provide the necessary funds.

The CHAIRMAN submitted to the Committee the proposal of Mr. Harris and divided it into three parts. He called on the Committee to vote on the first sentence :

"The Committee hopes that it will be found possible to extend the enquiry made by the Special Body of Experts."

*This part of the resolution was unanimously adopted.*

M. BOURGOIS (France) pointed out that investigations had already been made by philanthropic associations in the Far East, notably the Protestant Missions. The Secretariat might obtain some documentation on the subject and submit it to the Committee at its next session, so as to enable the Committee to take a decision regarding the scope and conditions of the enquiry. M. Bourgois believed that the enquiries in question dealt with the internal traffic in women and not the international traffic.

M. MAUS (Belgium) thought it would be sufficient merely to state that the enquiry should be conducted in Asiatic countries. The experts had already mentioned cases of traffic between Constantinople and Bombay and between Egypt and Bombay.

Mme. AVRIL DE SAINTE-CROIX said that the World Young Women's Christian Association already possessed a large amount of information regarding the Far East, and would undoubtedly be ready to place it at the disposal of the Committee.

The CHAIRMAN pointed out that the information collected would be used without any denominational discrimination.

The Marquis PAULUCCI DI CALBOLI (Italy) reminded the Committee of his observations at the previous meeting. Part of the work of the Special Body of Experts might have to be done again and more time spent in some countries which they had only visited in a summary fashion.

The CHAIRMAN called upon the Committee to discuss the second part of Mr. Harris' resolution :

"... but at the present time it feels that it is premature to consider what form any future enquiry will take."

Mr. HARRIS (British Empire) urged the Committee not to settle the question of the scope or form of the enquiry at the present juncture. This part of the problem should be postponed until the next session and, in the meantime, the Secretariat should be instructed to collect and prepare all possible information.

In addition to the information mentioned by M. Bourgois, there existed other information already in the possession of the Secretariat, which could also be used.

The Marquis PAULUCCI DI CALBOLI (Italy) agreed with Mr. Harris.

M. ITO (Japan) thought the phraseology too vague. Was the word "form" intended to cover: (a) the scope of the enquiry and the number of countries in which it was to be conducted; (b) the procedure of the persons conducting the enquiry; and (c) the choice of those persons?

Mr. HARRIS (British Empire) explained that his intention had been to make his proposal as wide as possible. The Committee should leave itself absolutely free in this respect.

Mme. ROMNICIANO (Roumania) agreed with Mr. Harris, and thought that there was no need to amplify his resolution.

M. LE LUC (France) did not understand why it should be necessary to adjourn the Committee's decision with regard to the scope and nature of the proposed enquiry. Would the British representative give his reasons? A great deal of information was already available. It was already possible to draw a number of conclusions from the published reports of the Body of Experts. It was urgently necessary to achieve results with the least possible delay.

Mr. COHEN thought that the resolution proposed by the British representative should be slightly amended so as to make it clear that the decision with regard to the scope and nature of the proposed enquiry would be definitely taken by the Committee at its next session, after it had considered such information as the Secretariat would be able to collect for it in the meanwhile.

Mr. HARRIS (British Empire) had no desire to delay the enquiry in any way. He had only suggested that it was premature to settle its nature and scope, because the Committee was as yet entirely ignorant of the amount of funds which might be available for the purpose. The nature of the enquiry must depend on the amount of money forthcoming to pay for it. While he agreed that there should be no delay, the Committee should not forget that the results of the first enquiry had only just been published. The question should therefore, in his view, be postponed until criticisms and suggestions on those results had been received by the Secretariat. At its next session the Committee would be in a far better position to decide the nature of the new enquiry. He was, however, quite willing to adopt the suggestion of Mr. Cohen.

Mme. AVRIL DE SAINTE-CROIX agreed that it was essential to obtain information. If that information was forthcoming, the necessary money for the enquiry would also be forthcoming — of that she was convinced.

The SECRETARY read a letter from the Bombay Presidency Women's Council asking for the Experts' enquiry to be extended to cover countries of the Far East.

If she might venture an opinion, while accepting the principle of extending the enquiry to the Far East, it might be advisable to wait a little before beginning the enquiry. It would presumably cover the following countries: Japan, China, India, Persia and Turkey. The position in regard to those countries was as follows: Japan had, through its representative on the Committee, signified its consent to an enquiry. In China, an enquiry, owing to the present disturbed conditions, would be very difficult at the moment. Turkey was not yet a Member of the League nor a party to the White Slave Traffic Conventions. The position in regard to Persia was quite unknown. As regards India, Mr. Harris no doubt knew the position. She thought that it was of great importance to create if possible in these countries a public opinion in favour of such an enquiry before actually undertaking it.

Mr. SEMPKINS had thought that the enquiry itself would arouse public opinion, though he could fully appreciate the opposite view. There would be no real difficulty, however, in conducting an enquiry so far as certain countries of the Far East were concerned. It should therefore be extended to the Far East, even though it might prove impossible in the present circumstances, to include countries such as Turkey and China.

Mr. COHEN agreed with the Secretary. Public opinion in Asia must be prepared before an enquiry was started. It might be possible to arouse public opinion there by means of brochures and pamphlets to be prepared by the Secretariat and distributed in those countries in which the enquiry would be conducted.

Mme. ROMNICIANO (Roumania) agreed with the Secretary. She thought, however, that the voluntary associations at work in countries in the Far East could also be of assistance.

Mr. SEMPKINS said that, as far as his organisation was concerned, help could and would be given.

M. ITO (Japan) agreed that propaganda must be organised in favour of the enquiry before it could start, otherwise the population of the countries visited would not be on the side of the enquirers. He therefore agreed with the views expressed by the Secretary and Mme. Romniciano.

The CHAIRMAN, summing up the discussion, thought that the members were generally agreed not to show too great haste. He proposed that a Sub-Committee, composed of Mr. HARRIS (British Empire), M. LE LUC (France), Mr. COHEN and Mr. SEMPKINS, should be instructed to draft a resolution embodying the views expressed during the discussion. That resolution could be submitted to the Committee at a subsequent meeting.

*This proposal was adopted.*

The question of the expenses of the new enquiry was also reserved.

The SECRETARY referred to the fact that, in the original resolution of the Committee urging the appointment of a Special Body of Experts, the phrase had been added " provided funds are available ".

M. LE LUC (France) was grateful for the explanations given.

Any resolution, however, regarding the continuation of the enquiry should be very clearly worded. The adoption of pious resolutions was quite useless, for they certainly would not stimulate the generosity of prospective donors. If the Committee thought it premature to consider the scope of the enquiry, it could at least decide that, if the money were forthcoming, experts could immediately meet, draw up a plan of work and examine the information already available. The results could then be communicated to the Committee, thereby greatly facilitating the decision which it would have to take at the next session.

The CHAIRMAN thought that the Sub-Committee should take special account of the observations made regarding the preparation of public opinion before the opening of the enquiry.

The Marquis PAULUCCI DI CALBOLI (Italy) said that, if it were not made clear that the reason why the Committee hesitated to suggest the new enquiry was because no funds were available, no money would ever be forthcoming.

M. ITO (Japan) was uncertain whether the Committee was prepared to adopt the suggestion of M. Le Luc to the effect that the Experts should be convened to examine such information as was at present available, and to submit a report to the Committee. Had the Committee power to convene the Experts ?

Mr. HARRIS (British Empire) pointed out that only the Council could convene the Experts. He did not think that the Committee could assume that they would be called, for it had not yet been decided whether the same Experts who had conducted the previous enquiry should be used for the second one.

M. LE LUC (France) thought it quite easy for a meeting of the Experts to be arranged semi-officially.

The SECRETARY agreed with the Italian representative. The question of funds must be mentioned in the resolution and attention drawn to the fact that none were available at the moment.

The CHAIRMAN said that this point would be noted by the Sub-Committee which had been appointed.

#### 191. Report of the Special Body of Experts on the Traffic in Women and Children : Part II (Continuation).

The CHAIRMAN submitted a draft resolution.

Dr. Estrid HEIN (Denmark) thought that the last part of the resolution should be re-worded, so as to pay a special tribute to the work of the Experts.

M. LE LUC (France) considered the text proposed to be inadequate. It was useless merely to instruct the Secretariat to obtain and co-ordinate information from Governments. This was part of its normal duties. The Governments should be urged to obtain information themselves, and then communicate it to the Committee. He recalled that the work of the Experts had been limited in their countries to a particular questionnaire, especially drafted for the purpose. That questionnaire must now be widened, because more information was needed, especially if the Committee was to make a recommendation in regard to the abolition of licensed houses. He therefore proposed an amendment to the Chairman's resolution.

M. MAUS (Belgium) thought that a reference to the work of voluntary associations should be included in the resolution.

In reply to Dr. Bäumer, M. LE LUC (France) explained that Governments of all countries would be asked to furnish information.

M. Ito (Japan) enquired whether the adoption of the resolution as amended by M. Le Luc would mean that a Government could give information about a country other than its own. He did not think this would be possible.

Don Pedro SANGRO (Spain) shared the doubts expressed by M. Ito.

M. BOURGOIS (France) said that, since the information concerned the international traffic, the names of the ports, for example, should be given.

M. Ito (Japan) had urged his objection because it often happened that a Government gave information regarding a country other than its own. This was also the case in regard to voluntary associations, which gave information concerning countries in which they did not possess a branch.

The CHAIRMAN thought that it would be sufficient if the objections of M. Ito and of Don Pedro Sangro were recorded in the Minutes.

M. Ito (Japan) said that the proposed procedure would give him satisfaction.

*The draft resolution as proposed by the Chairman and amended by M. Le Luc (France) was unanimously adopted in the following form:*

“ The Committee, having examined Part II of the Experts' report, and having heard the observations to which this examination gave rise, requests the Council to ask the Governments and philanthropic associations to forward to the Secretariat any documentation in their possession which may add to the information already available on the questions with which the enquiry is concerned. The Committee once again expresses its warm thanks to the Experts. ”

#### 192. System of Licensed Houses: Consideration of the Resolution adopted by the Assembly of the League at its Eighth Ordinary Session.

M. BOURGOIS (France) proposed that the consideration of this subject should be postponed to the next session, so that the Secretariat could, in the meanwhile, obtain complete documentation, and, in particular, obtain from those Governments that had abolished licensed houses details as to the measures they had thought it advisable to take at the same time to ensure the preservation of public order and health.

He had already stated his reasons for this suggestion, and would do no more than summarise them as follows:

1. The number of countries that maintained licensed houses still seemed to be about the same as the number of those that had abolished them. He doubted, moreover, whether it would be possible to obtain in the Committee a majority for the suppression of these houses since the majority of the States represented at the session still retained them.

2. The conditions prevalent in the East were widely different from our own. It would be illogical — nay, impossible — for a technical Committee such as the present one to take decisions in connection with the question as obtaining in the East or the Far East. Such a decision would only compromise the authority of the Committee, which possessed no information regarding countries including four-fifths of the population of the world.

3. It would not be enough to express an opinion for or against licensed houses; it was essential to study the measures necessary for the preservation of public order and health which should accompany the suppression of the system, and to inform Governments of the results of the experiments made by abolitionist countries in this respect.

4. The questionnaire that had been despatched to Governments in 1924 had been exclusively limited to the relations between the traffic and the system of licensed houses. It should now be completed by a questionnaire sent to the Governments of abolitionist countries asking for information regarding the measures taken by the police or health administrations at the time when the licensed houses were suppressed.

M. Bourgois considered, therefore, that it would be inopportune for the Committee to express an opinion on the question of the suppression of licensed houses without more complete documentation. He suggested that a Drafting Committee might be appointed to draw up the questions to be submitted to Governments.

Dr. Estrid HEIN (Denmark) thought that it would be a great mistake to postpone this question, which was mainly a moral one. She wished to read to the Committee an extract from a speech of the Chief Inspector of Police at Copenhagen which he had intended to make at the London Congress in 1927. In the opinion of the Inspector, the sanitary control in brothels was extremely uncertain, although, on the other hand, it pretended to be efficient and thus gave a false sense of security. The inspection of one party only, viz., the women inmates of the brothels, was a most unjustifiable contradiction, and if sanitary inspection of the men visiting the brothels were introduced, it would probably have the effect that the numbers of brothels, which was already on the decrease, would be reduced to a minimum. The most important argument for the suppression of brothels was, however, a moral one. The most serious evil was the degrading dependence in which the women were kept, while the persons on whom they were dependent profited by their dishonour.

Dr. Gertrud BÄUMER (Germany) said that, as a representative of a country which had just abolished the licensed houses, she would like to comment upon the remarks of M. Bourgois. She thought that the countries that had abolished the licensed houses had been so struck by the abuses practised in them and by their noxious influence that they had been willing to risk all the consequences of this action, and had then done their best to meet, by effective measures, any difficulties that arose. Although the Secretariat had not yet supplied any information on the subject, a considerable quantity of literature had existed for a long time regarding the experience of those countries which had abolished licensed houses, and use had been made of this in drawing up the German legislation. Moreover, the work of the Committee had shown clearly the unfortunate effect of the system on the traffic.

Dr. Bäumer supported Dr. Hein's request that this question should be examined immediately.

M. BOURGOIS (France) said that he regarded this subject with a completely open mind. He represented a country in which the system was still in force but in which the question of abolition was much in the minds not only of public opinion, but of the authorities. An inter-ministerial Committee had drawn up a draft scheme for abolition and a Bill had even been laid on the table of the Senate. There was no question as to the immorality of the houses. The only question to be settled was whether the system of regulation was not less dangerous for public order and public health than that of abolition. For centuries, opinions had been divided on this point. M. Bourgois would remind the Committee that the system of regulation had been instituted by Solon and by St. Louis. In countries that had abolished the system, the licensed houses had very often been replaced by dens of prostitution of a far more depraved character.

In view of the large proportion of countries that still maintained the system, he doubted whether it was desirable, at the moment, to bring pressure upon them for its abolition.

Mme. ROMNICIANO (Roumania) said that, in principle, the Roumanian Government was not at all opposed to abolition. In Roumania, regulation would disappear as soon as the new plans for education and the new legislation advocated by the authorities and by the private associations working in collaboration had been put into execution.

*The discussion was adjourned to the following meeting.*

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#### SIXTH MEETING.

*Held on Wednesday, March 14th, 1928, at 3 p.m.*

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Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

#### 193. Welcome to Dr. Matz.

The CHAIRMAN welcomed, on behalf of the Committee, Dr. Matz, substitute German representative.

#### 194. System of Licensed Houses: Consideration of the Resolution adopted by the Assembly of the League at its Eighth Ordinary Session (Continuation).

Mme. AVRIL DE SAINTE-CROIX said that, when listening to the discussion which had taken place that morning on the question of the system of licensed houses, she had felt that the question had gone back twenty years — to the time when Senator Bérenger had declared that the system could on no account be modified. Considerable progress had, however, been made since that time, and, as a result of enquiries made in all the countries of the world, it was now clear that licensed houses were an important factor in the international traffic in women and children. The International Association for the Suppression of the Traffic had, at a recent Congress held in Madrid, passed a resolution condemning the system, and that Congress had been much encouraged by the sympathy and support of King Alfonso.

It was now, however, being argued in that Committee that the system was useful, and in support of it, references had been made to the writings of St. Augustine and Solon.

The question of the regulation of prostitution in licensed houses had ceased to be merely a question of public health and public order. It was a question which touched the whole position and dignity of women. It was said that the suppression of licensed houses would only lead to the development of the system of private and clandestine houses. Even if that were true, the abolition of the system of regulation would, from the moral point of view, represent an advance, as the State would not then seem to be tolerating and sanctioning something which was regarded by all women as abominable. It had been said that the

abolition of licensed houses in Germany had been largely due to the action of women in Parliament. That statement gave good cause for reflection. It had been abundantly shown that women had only one opinion on the subject, and that they regarded this question as not a matter of sentiment but one of justice.

Almost a century ago, certain women had defended the existence of prostitution because it safeguarded the honour of virtuous women, and was thus necessary to public order. Josephine Butler, in reply to this argument, had said that, on this assumption, the virtuous women owed a debt of honour and gratitude to the prostitutes and had suggested that, if the profession was so honourable and necessary to the welfare of society, they should occasionally dedicate to its exercise members of their own families in order that the burden might not fall exclusively upon the poor and unfortunate.

All such arguments were false. The women's associations which she represented held that it was useless to instruct youths to respect women while, in the neighbourhood of the schools where they received such instruction, there were licensed houses where all such respect was flouted and destroyed. No woman who had ever thought of the matter would tolerate the system, and the organised women of the world were asking the League of Nations to insist on bringing about its abolition.

Mr. Bascom JOHNSON referred to the arguments used by M. Bourgois at the morning meeting. M. Bourgois had said that the Committee had as yet insufficient information to justify it in asking that the licensed houses should be abolished. M. Bourgois had also argued that there was insufficient evidence that public health and morals would be sufficiently protected if such regulation were abandoned. These arguments rested on the assumption that the system of licensed houses actually did protect public health. The evidence, however, was to the contrary. Enquiries had shown that, in countries where the licensing system prevailed, public order was not safe and that there was more solicitation and unregulated vice in those countries than elsewhere. The licensed houses, where they existed, constituted only a small proportion of the houses where prostitution was practised.

Conferences in Europe and in the Americas attended by eminent doctors had condemned the system. He would refer to the conference of the Red Cross Societies held in Europe in 1921, which had been attended by the foremost specialists in venereal disease in Europe. At this Conference, resolutions had been adopted to the effect that regulation did not afford any real protection to public health.

It was equally clear that the licensing system was no protection of public morals. It was argued that private houses were worse because they gave rise to perverse practices. Such practices, however, existed in licensed houses, and the licensed house was itself their origin.

M. BOURGOIS (France) said he desired to withdraw the resolution which he had submitted and to present a substitute resolution, which had already been approved by the representatives of Roumania and Spain. He hoped that it would meet the wishes of the Committee and simplify the present discussion.

Mr. HARRIS (British Empire) said that at the morning meeting he had sympathised with M. Bourgois, who had seemed to be defending what he personally felt to be a lost cause. M. Bourgois had stated that the number of countries represented on the Committee in which licensed houses existed was greater than the number of countries in which the system had been abolished. So far as countries were concerned, however, the Committee was equally divided, but the delegates themselves were wiser than their Governments, and had already shown some inclination to leave a sinking ship. The five Assessors on the Committee were all against the system, and the voluntary associations were united on the subject.

The resolution adopted by the Assembly during its eighth session had been well meant, but it was somewhat embarrassing. It asked the members of the Committee who belonged to countries in which the system of licensed houses was maintained to agree to a resolution which they could not for the moment accept. Things, however, were changing rapidly, and there were indications that several Governments were beginning to take a different view.

M. Bourgois had gone back to the Middle Ages in his defence of the system of regulation. He had asked for more evidence, but surely quite sufficient evidence had already been given. The system was contrary to morality and degrading to women, and it was the organised opinion of women throughout the world that the system should be abolished.

Incidentally, he would refer to document C.T.F.E.377, in which striking evidence of the injurious effects of State regulation would be found in an extract from a report of the Cairo Police for the year 1926.

The abolition of the licensed house was a change which might have to be brought about gradually. The system could not perhaps be suddenly abandoned, but must gradually tend to disappear.

He would submit the following draft resolution :

“ The Traffic in Women and Children Committee has had before it the resolution adopted by the Assembly of the League of Nations at its eighth ordinary session with regard to the system of licensed houses.

" This system in its relation to the international traffic in women has received the anxious attention of the Committee on several previous occasions. It realises that further light has been thrown on the whole subject by the prolonged enquiries made by the Special Body of Experts and by the conclusions set forth in Part I of its report. In particular, the Committee notes that, in the opinion of the Body of Experts, the licensed house : (a) makes it more difficult to secure the punishment of those who are actually living on the earnings of immorality ; and (b) serves as an incentive to traffic both national and international.

" The Committee earnestly hopes that the Governments of all those countries which still retain the licensed-house system will investigate the question without delay and consider the adoption of other methods. "

M. MAUS (Belgium) said that the maintenance or abolition of the system of licensed houses had ceased to be a purely national question. The report of the Experts had shown that State regulation was a source of the international traffic. Those countries, therefore, which retained the system incurred a very grave international responsibility, and it was now essential for every country very carefully to consider the effects of its action beyond its territories.

The question had an important moral and social significance. The system of licensed houses implied that the State sanctioned and protected prostitution. How was it possible for young people to have respect for the principles of clean living if the State thus recognised debauchery and protected houses for the practice of immorality ?

It had been shown that the system of licensed houses led to an increase in the number of prostitutes, and that it stimulated the demand for women. In Strasburg, youths were enticed into the licensed houses in order that the supply of customers might be kept up. The licensed house was clearly a source of corruption, and led to an increase in the practices which it was supposed to limit and control.

The public authorities, moreover, could not logically act with the necessary severity against clandestine houses so long as similar institutions were tolerated under the protection of the State. A State could not insist that what was moral on one side of the street must be regarded as immoral on the other side. The system of licensed houses weakened the public authorities in dealing with the whole question of prostitution.

The system also constituted an inevitable source of corruption among the police official. The licensed houses were rich, and were prepared to pay large sums in bribery in order that the officials might overlook illegitimate practices, such as the provision of minors. There was a great moral and social danger for the whole community in thus exposing poorly paid officials to almost inevitable corruption.

The licensed houses were centres of depravity. Despite their regulation, all kinds of perverse and horrible practices were carried on. More particularly, sadistic practices were extremely common. The system must also be considered in its relation to crime. It led to an increase of alcoholism, and it was closely related to the traffic in drugs.

References had been made to St. Thomas Aquinas and St. Augustine. St. Thomas had merely quoted St. Augustine, and St. Augustine himself had certainly never said anything which might be construed as approval of the system of regulation. St. Augustine had lived under a social system based on slavery, and a morality which was essentially pagan. There was almost no question at that time of the dignity of women as understood in the modern Christian communities. St. Augustine had simply said that an attempt merely to suppress prostitution must lead to widespread social corruption.

Those who defended the system of State regulation asked what measures could be taken to replace it. Twenty-two countries had abolished the system, and there were others in which the official recognition of prostitution had never existed. Under the system of State regulation, a prostitute was entirely subject to the administrative authorities. She was outside the common law. The authorities determined at every moment her legal status, and she was registered as a prostitute or interned by an administrative decision without any appeal to the ordinary courts. The alternative to this system was to place the prostitute under the common law, and bring her within the jurisdiction of the ordinary courts. Her offences against public order should be judged by those courts, and so should the conduct of the licensed houses themselves. Common law was an adequate substitute for arbitrary administrative action.

The evidence, so far as public health was concerned, was all against State regulation. Medical opinion was convinced that the system of licensed houses had given rise to a perceptible increase of venereal disease. Medical examination in the licensed houses applied in practice only to a few women. Large numbers of women escaped examination altogether, and women who became diseased almost immediately disappeared and became ordinary prostitutes. Medical Conferences held at Brussels in and 1892 1897 and a Conference in Paris in 1925, at which forty-two countries had been represented, had expressed themselves in favour of abolition.



Figures were difficult to obtain but, when forthcoming, they were conclusive. Under the recent regulations in Antwerp there should have been 1,200 examinations a day, but statistics showed that there had been less than 180,000 examinations in a year. Compulsory examination should be replaced by free and private treatment. The medical visits to the houses were feared by the women who did their utmost to escape them. There had been a large increase in diseases after the war in Belgium, and the Belgian authorities had decided that the best remedy was to institute free treatment on a large scale. As a result of this there had been 450,000 voluntary consultations in a given period, in place of 2,000 forced examinations under the old system.

It was, of course, essential to obtain the co-operation and assistance of the police in the abolition of the system. That, however, was difficult, since the suppression of State regulation meant the suppression of the officials who were responsible for its administration. Such officials could not fail to hope secretly that the change would prove unsatisfactory. In certain cases, scandals had even been organised by the police themselves in order to discredit the reform. This had happened in Antwerp in 1924. Disquieting rumours had been circulated, and the police had been asked to investigate. They had reported that the rumours were justified. The authorities, however, on looking further into the matter, had discovered that the rumours had been organised by the police and were in reality without foundation.

Those who advocated the abolition of the licensed system might take courage from the conditions which prevailed in the free cities. Thus in London, which had a population of eight millions and a large port, there was no regulation of prostitution, and public health and public order did not suffer from its absence. There had been terrible predictions of what would happen at Colmar and Strasburg when the system had been abolished, but these predictions had in neither case been justified. It had been found that the private houses had decreased on the suppression of the licensed houses.

Another striking instance was afforded by Singapore, where a Committee had suggested that, in view of the dangerous conditions prevailing in that town, prostitution should be regulated. A commission of naval and medical doctors had been asked to advise the authorities, and they had unanimously declared against the system of regulation.

There were twenty-two countries in which the system had been condemned, and the conditions in those countries compared favourably with conditions elsewhere. Such facts spoke for themselves and disposed of the fears which had been expressed as to what might happen if the system of licensed houses were abolished.

Don Pedro SANGRO (Spain) said that the abolitionist cause had made great progress in Spain since the date of the Madrid Conference. Madame Avril de Sainte-Croix had been accorded an interview by the King of Spain and he had professed himself to be an abolitionist. In his country, the licensed house was a dying institution.

Special measures for the prevention of venereal disease had been taken during the year 1925, by the municipalities in February and by the provinces in October. Prophylactic treatment was given gratuitously. The examination took place in a dispensary and the greatest secrecy was maintained.

At the present time, a new draft Penal Code was before the National Assembly. In the former Code there had only been a very short reference to the question of prostitution, but in the new Code the question had a prominent position. It was suggested that anyone abetting prostitution should be liable to four months' imprisonment and that the spreading of venereal disease should be considered an offence.

In his opinion, the task of the Committee was to collect the most valuable opinions in each country and to disseminate them among the other countries. A purely national outlook was incompatible with morality. It could not be over-emphasised, however, that the work of the Committee should not be precipitated. Endeavour should be made to present Governments with definite facts and with absolute evidence of their truth. The force of tradition was still opposed to the change, and rash measures might strengthen the existing prejudice. He did not believe that any Government was definitely in favour of the system of regulation. Mme. Romneciano, M. Maus, and M. Bourgeois each appeared to be favourable, at least to some extent, to the abolition of licensed houses.

He would submit a draft resolution to the effect that the Committee should recommend the Governments to study the possibility of abolishing licensed houses and that, in order to facilitate this study, it should ask the Secretariat to complete the enquiry addressed to those Governments which had suppressed the licensed houses, inviting them to state the subsequent measures that they had taken to ensure the preservation of public order and health, with a view to the presentation to the Governments by the Council of a summary of the results obtained by abolition.

Mr. COHEN suggested that the resolutions of Mr. Harris and of Don Pedro Sangro might be combined in order that the Committee should not be compelled to make a choice between the two resolutions.

He wished, however, to raise an objection to a part of the resolution of Don Pedro Sangro, namely, the request for fuller documentation. In his opinion, a definite decision could easily be arrived at with the aid of the documentation already provided. A complete series of replies to a further questionnaire might not be obtained until after a lapse of four or five years.

M. Maus had given an excellent summary of the arguments for the abolitionist case. In Mr. Cohen's opinion, the replies of the Governments showed that the time had come

when the suppression of the licensed houses might be undertaken without fear of the consequences. The reports of the countries that had completed this suppression showed that no catastrophe had occurred. He admitted, however, that this destructive policy should be accompanied by a constructive one. Severe measures against procuration might be an important element of such a policy, for it was obvious that, when such measures were enforced, the houses of procuration, being wholly dependent on procuration, could not exist.

It had been stated that morning by several members of the Committee that the system of regulation was calculated to maintain public order and health. As one who had travelled widely, he was prepared to say that he had seen as many instances of street solicitation in countries where the system was in force as in countries where it had been abolished. The existence of licensed houses had a strong influence on the mentality of the young, for they assumed that these houses were intended as safeguards for health and morality.

He believed, with Don Pedro Sangro and with Mr. Harris, that the representatives of the Governments that still maintained the system of regulation were, at heart, abolitionists. It would be a great victory for the Committee if the combined resolution received the support of the French, Belgian and Roumanian representatives. There could be no doubt as to the progress already effected by the Committee: the change in public opinion proved it. There was a strong abolitionist movement in France, as was proved by the Bill to this end now before the Chamber.

One of his reasons for speaking was that the Assessors had not the right to vote. He wished, therefore, to express his opinion that all the Assessors were in favour of the abolition of the system of regulation. His own preference was for the resolution of Mr. Harris, but he did not agree with the last clause. He thought that the resolution would be much clearer if it ended with the words "will investigate the question without delay".

Dr. Estrid HEIN (Denmark) wished to thank M. Maus for his splendid attack on licensed houses, and also to express her concurrence with the greater part of Mr. Harris's resolution. She thought, however, that, in order to make the position of the Committee clear to the Council and the Assembly, a statement should be added to the effect that the representatives on the Committee of Governments which had done away with the system of licensed houses, and all the Assessors, shared the opinion of the Body of Experts. She would also prefer, with Mr. Cohen, to have the last clause of Mr. Harris's resolution omitted. She regretted that she would not be able to support the resolution of Don Pedro Sangro, for she saw no necessity for further investigation.

M. ITO (Japan) wished to make a statement as to the attitude of his country toward this question. A very important factor in all Japanese policy was the force of tradition. The fear of uneducated people was that the abolition of a system that was centuries old would lead to chaos. Such action would seem to them to be a deliberate attack upon the whole fabric of society. This intense conservatism had produced a heavy weight of inertia in all organisms, and the only means to combat it was a vigorous campaign of propaganda. This work had been commenced by the women's associations. The present question had even been brought several times before the Japanese Parliament, and the women's associations were making every effort for another presentation of it. Each year there was a meeting of prefects and of heads of police, who keenly debated upon this subject. It could thus be seen that the work of the Committee had produced a great impression upon his countrymen. As an instance of this, he would cite the experience of one of his friends, a member of the Secretariat, who had lectured last year in Japan upon the work of the League. During the general discussion at the close of the lecture, the first question, put by a member of a women's organisation, was with reference to the work of the Committee. M. Ito thought that every effort should be made to facilitate the spread of such information.

With reference to the subsequent measures to be taken by the Committee, he appreciated the necessity for circumspection. He entirely agreed with the sound point, raised by Don Pedro Sangro and by Mr. Harris, that the Committee should not seek to batter in a door that was already open. His preference was for the resolution of Don Pedro Sangro. He thought, however, that the Committee might appoint a Sub-Committee which could combine the two resolutions.

Mr. SEMPKINS wished definitely to state the views of the International Bureau and to show how the Bureau had arrived at these views. He proposed, therefore, to read a letter which had been circulated by the Bureau to Governments throughout the world. This letter was to the following effect:

The International Bureau drew the attention of the Governments to a resolution of the Seventh International Congress for the Suppression of the Traffic, which was held in London in June 1927, requesting Governments to take all possible measures for the suppression of brothels as speedily as possible wherever they existed. The Bureau explained that the Congress in question was by no means an irresponsible body. It was honoured by the presence of official delegates or observers from many Governments. The First Congress had been held as far back as 1899 and from that date the organisation had worked steadily for its humanitarian ends. Further, the work of the Congress was by no means partisan but derived its strength from an international basis. Nor was the resolution merely a formal recording of an opinion inevitably held by certain convinced groups of social reformers. The decisions of the Congresses were taken by the vote of national committees for the

suppression of the traffic from eighteen countries, some abolitionist, some regulationist. Indeed, some of the most effective action in the past history of the campaign against the traffic had been due to the active assistance of countries where regulation was in force. Although the connection between State regulation of prostitution and of brothels and the traffic in women had been from the first appreciated by many workers, no dogmatic attempt had been made to force this truth by a majority and to pass it on as the opinion of the whole. It had been left to the passage of time and the accumulation of evidence to lead to the unanimous conclusion that had now been reached by the enthusiastic vote of the Seventh Congress.

It was the considered opinion of the International Bureau as well as of the Congress that the volume of evidence to the effect that a system of licensed brothels encouraged more flagrant cases of the traffic was overwhelming. Equally overwhelming appeared to be the evidence that such a system was, in practice, useless for the purpose for which it had been designed. The Bureau was by no means ignorant of the practical difficulties which confronted a reforming Government, but it could not believe that those difficulties were insuperable. It could not, therefore, accept the proposition that the preliminary steps to putting an end to a mistaken system should be postponed to an indefinite date. The Bureau had not failed to take into account steps which had already been taken in many countries to remove the worst evils of the system of licensed houses, but it was concerned with a principle which was of worldwide application and which was not invalidated by the particular circumstances existing in any area at any particular time.

In the gradual conversion to the abolitionist cause of members of the Congress who had at first been opposed to it, Mr. Sempkins saw an instance of the conquest of the conservatism referred to by M. Ito.

Mme. ROMNICIANO (Roumania) said that she could not accept in Mr. Harris's resolution the two words "without delay", which would indicate an intention to exert pressure upon Governments. She preferred the proposal of Don Pedro Sangro.

She wished also to say with what satisfaction she had read the report from the Commissioner of Police at Cairo (document C.T.F.E.377).

M. LE LUC (France) thought it was his duty to make a clear statement. It was certain that, in the light of experience, the system of regulation was condemned. He had expressed this opinion to his Government, and in reply he had been asked to propose a legislative measure that would prevent an increase in clandestine prostitution consequent upon the suppression of the licensed houses. He had already reproached the Experts with having made too little enquiry into the extent of clandestine prostitution in countries where licensed houses had been suppressed. They had been too willing to believe that the consequences of the suppression had been satisfactory and, on the other hand, they had furnished a formidable quantity of documentation in the case of countries that were still regulationist. He would point out that information was much easier to obtain in countries where prostitution was openly practised. In his opinion, there should be an exchange of views upon this subject on the part of Governments, for an international consultation of this kind, if methodically organised, should not greatly delay the solution of the problem. A non-regulationist Government; e.g., Great Britain, should be asked to give exact replies to questions upon certain subjects, such as the extent of clandestine prostitution and the measures that had been taken for the prevention of venereal disease.

Mr. HARRIS (British Empire) explained that Don Pedro Sangro and himself did not wish their resolutions to be regarded as competing. He proposed that a Sub-Committee should be appointed to frame a resolution which would be submitted to the Committee on the following day.

M. ITO (Japan) supported this proposal.

*The Committee unanimously decided in favour of the proposal and the Sub-Committee was composed as follows:* Mr. HARRIS (British Empire); Don Pedro SANGRO (Spain); M. BOURGOIS (France); and M. MAUS (Belgium).

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#### SEVENTH MEETING.

*Held on Thursday, March 15th, 1928, at 10.30 a.m.*

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Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

#### 195. **Material and Moral Protection of Artistes in Music-halls and Similar Places of Amusement travelling abroad under Contract of Employment: Revised Draft Questionnaire.**

The revised draft questionnaire was read.

M. FERENCZI (International Labour Office) commented on the draft questionnaire, and emphasised the object of its authors, which was to obtain information on the question

whether any distinction was drawn between nationals and aliens in respect of the special regulations for their protection. Further questions dealt with the arrival and departure of the artistes, those being the most dangerous moments, and a question had been inserted regarding the age-limit.

*Questions 1 and 2 were adopted without change.*

*Question 3.*

M. ITO (Japan) thought that the expression "official control" was too vague. Control was exercised in various ways. For example, in Japan, there were detailed health regulations as regards heating and ventilation of dance-halls, etc. He imagined that the Committee did not desire information regarding such regulations but only regarding the measures adopted to protect young artistes.

M. FERENCZI (International Labour Office) pointed out that the title of the questionnaire covered the point raised by M. Ito. It stated clearly the kind of official control regarding which information was desired.

Count CARTON DE WIART (Belgium) thought that the phrase "or to push the sale of alcoholic liquor", in the third paragraph of the questionnaire, should be slightly amended and no reference made to alcohol, for there were certain countries, among them his own, which prohibited the retail sale of alcohol.

Dr. Estrid HEIN (Denmark) thought that "alcohol" should be maintained, but that the words "and other drinks" should be added to cover the points raised by Count Carton de Wiart.

Mme. AVRIL DE SAINTE-CROIX considered that the two abuses, collecting money from the audience and pushing the sale of alcoholic liquor, should not be included in one question. It was especially essential to discover the regulations preventing artistes from mingling with the audience.

After a short exchange of views between Mme. ROMNICIANO (Roumania), Mr. COHEN and the CHAIRMAN, the Marquis PAULUCCI DI CALBOLI (Italy) proposed the phrase "or to make retail sales".

*Question 3 with this amendment, was adopted.*

*Question 4 was adopted without change.*

*Question 5.*

On the proposal of M. FERENCZI (International Labour Office), *the second paragraph of the question was adopted in the following form:*

"Is any special supervision exercised over young artistes engaged by private agents (impresarios and others) who professionally find employment for these artistes abroad?"

*Question 6.*

*The first paragraph of Question 6 was amended to read as follows:*

"Are young artistes subjected to any special protective measures on delivery of the entrance visas into your country?"

*Question 6 was adopted as amended.*

*Question 7.*

On the proposal of Dr. Gertrud BÄUMER (Germany), *Question 7 was adopted in the following form:*

"Is any new legislation in contemplation in your country?"

*The questionnaire as a whole, as amended, was adopted (Annex 12).*

Dr. Estrid HEIN (Denmark) reminded the Committee that artistes' unions had been asked if they had any particular questions which they desired to see inserted in a questionnaire. The Sub-Committee which had drafted the questionnaire had considered that this subject could be dealt with by the International Labour Office. On the proposal of Mr. HARRIS (British Empire), *it was decided to insert in the Committee's report to the Council a reference to this suggestion of the Sub-Committee.*

196. **Question of the Continuation of the Experts' Enquiry: Question submitted to the Committee by the Council on December 5th, 1927 (continuation): Adoption of a Resolution proposed by the Sub-Committee.**

*The following draft resolution was adopted:*

"The Committee recommends that the enquiries made by the Special Body of Experts should be continued and extended and hopes that the necessary funds will be forthcoming.

"The nature and scope of the further enquiries will need careful consideration, and the Committee proposes to put this subject on the agenda of its next session in the belief that it will then be possible to make a definite recommendation.

"In the meantime, the Committee invites its members and the voluntary associations represented on it to take such steps as may be possible to prepare the way for the further enquiries."

197. **Punishment of Persons who live on the Immoral Earnings of Women.**

Miss WALL (British Empire) referred to the difficulties mentioned by the Secretariat in connection with the examination of this question. She agreed that it was very difficult to summarise all the measures adopted by countries against the exploitation of women for immoral purposes.

There was, however, a clear distinction between the measures dealing with abduction and procuration and the measures concerning *souteneurs*, that was to say, persons who lived on the immoral earnings of women.

Some of the measures adopted by countries with regard to *souteneurs* were given in Part II of the Experts' report.

Laws on procuration were in a different category from laws regarding living on immoral earnings. The first offence was an act whereby a girl was obtained for an immoral purpose and it was not committed until the act had been completed. Living on the immoral earnings of a woman was a habit of living and, in this respect, a continuous state. The first category of offence fell under the general heading of indecent offences, the second under that of vagabondage.

She proposed that only the second category should be closely studied, because it was that class of laws which dealt with the *souteneur*. In many countries, difficulty had been experienced in drafting legislation against the *souteneur*, who so often became a trafficker. Note should be taken of these differences of drafting in the different legislations. In some legislation, the word "knowingly" was introduced. In others, the phrase "without visible means of support or subsistence" had been used. It had been found, however, that *souteneurs* easily evaded such a law by maintaining a small business as a cloak to hide their real means of subsistence. The expression "habitually" found in French legislation created certain difficulties for the courts in defining how long or how often a *souteneur* had to live on the earnings of women for his conduct to be considered "habitual".

Apart from such difficulties, there was great variety in the penalties imposed. Under some legislation imprisonment was inflicted, under others only fines. Fines would seem unsuitable for this class of offence because their only effect was to make the unhappy woman supporting a *souteneur* work harder in order to pay his fine.

Two or three countries appeared to have no legislation on the *souteneur*. For example, the Argentine greatly desired to deport *souteneurs*, but as it was not made an offence to be a *souteneur*, such persons could not be deported for this crime.

The main object of the Committee should be to discourage the *souteneur* and this would prevent him from becoming a trafficker; to do so it was essential for the Committee to have full knowledge of the various laws and regulations in force dealing with the *souteneur*. A summary of such laws would also be of great assistance to those countries which were dissatisfied with their legislation or to those which had none on the subject.

She thought the study of the laws regarding *souteneurs* should be made on quite a small scale. The legislation of the seven countries whose laws on *souteneurs* could be studied was included in Part II of the Experts' report, together with information furnished by members of the Committee regarding their own countries.

The CHAIRMAN referred to the term used in French law quoted by the Experts in their report. It was to the following effect: "The seeking out and soliciting by *traffickers* or other agents", etc. The term "trafficker" had a very wide meaning and might prove useful.

COUNT CARTON DE WIART (Belgium) fully agreed with Miss Wall. As far as Belgium was concerned, he would refer also to the Extracts of Laws given by the Experts in their report, notably to the Law of Vagabondage of 1891, which gave powers to *juges de paix* to segregate anyone with no visible means of existence. Such persons could be sent to a labour colony or a workhouse. This provision had proved very effective in preventing persons from living on the immoral earnings of women.

Dr. Gertrud BÄUMER (Germany) said that, by the German Law of 1900, living on the immoral earnings of women was a criminal offence. Germany had experienced difficulties similar to those described by Miss Wall, in that it was not possible to prosecute the *souteneur* only for procuration. The present definition of the offence in Germany was "persons who entirely or partially live on the immoral earnings of a woman, or who habitually or out of egoism protect such a woman". Under the Law of 1900, a maximum sentence of five years' penal servitude was imposed, but under the new Code which was now before the Reichstag that sentence would be changed to five years' hard labour. No change in the definition would be made, for it was thought to be the best possible in the circumstances.

In Germany, *souteneurs* were not sent to workhouses or labour colonies, which were reserved for another type of criminal and were not considered to be effective for the particularly brutal type of *souteneur*.

M. BOURGOIS (France) stated that, under the French Law of 1885, modified by that of 1917, *souteneurs* were subject to imprisonment for a period of from three months to two years and to a fine of from 100 to 1,000 francs, with prohibition of residence.

The period of imprisonment could be increased to five years and could not be less than two years in the following cases :

1. If the *souteneurs* had aided, assisted or protected the prostitution of minors.
2. If they carried any form of fire-arm, openly or concealed.
3. If they had used compulsion with a view to prostitution.

Further, the offender could be expelled from the country.

M. Bourgois reminded the Committee that, under the terms of the law, *souteneurs* were those who "habitually, with the intention of sharing in the profits, aids, assists or protects another person soliciting the public as a prostitute". It should be noted that the expression "habitually" which occurred in French law, was interpreted in the strictest sense by the courts. The mere fact of having been convicted, on two occasions, of living on the immoral gains of a woman sufficed to constitute the "habit". The mere fact of giving advice or exercising supervision sufficed also to constitute the "aid, assistance or protection" referred to in French law.

The Marquis PAULUCCI DI CALBOLI (Italy) said that in Italy a special court existed whereby delinquents could be sent without trial into exile.

M. LE LUC (France) pointed out that French law was very effective in the case of procuring girls under age or without their consent. It was, however, as Miss Wall had pointed out, more difficult to convict persons living on the earnings of women over age. One way, which had been found very effective, was to make numerous raids in the brothel districts of large towns and thus catch a large number of *souteneurs*. These were punished not for the crime of living on the immoral earnings of women, for it was difficult to prove this against them, but because they had broken an expulsion order, possessed no *permis de séjour* or were carrying arms without a permit. After having been arrested two or three times for such offences, they usually gave up the struggle and left. This was a roundabout but effective method of dealing with *souteneurs*.

Mme. ROMNICIANO (Roumania) quoted the provisions of the Roumanian law against *souteneurs* and those reproduced by the Experts in their report. The Penal Code was under revision and the penalty would be increased. The women's organisations had done much to effect this increase.

COUNT CARTON DE WIART (Belgium) asked Mr. Harris for information with regard to the recent legislative measures that had been taken in England in connection with the subject under discussion. He understood that, some years ago, the British Government had passed a law providing for the penalty of corporal punishment in cases where the offence of a *souteneur* had been particularly grave. He understood that in the course of only a few days the number of these individuals in London had greatly decreased. He would like to know whether this legislation was still in force.

Mme. AVRIL DE SAINTE-CROIX said that, owing to the inadequacy of the French legislation upon this subject, a proposal had been made in the Senate that the following measure should be taken : A penalty of imprisonment for a period of from six months to three years should be inflicted upon : (a) anyone abetting the debauch of a person of either sex under twenty-one years of age ; (b) anyone who enticed a person of either sex, even a major, to take part in a debauch ; and (c) anyone who, by means of the display of advertisements or the circulation of prospectuses, should announce that he or she was engaged in prostitution or was prepared to facilitate the prostitution of others, even if the true nature of such an announcement were concealed.

Dr. Estrid HEIN (Denmark) considered that M. Le Luc had broached an important question — the difficulty of bringing an indictment against *souteneurs* owing to the fact that many women protected these men out of fear or for other reasons. She reminded the Committee that the Belgian system of internment had produced very satisfactory results.

Mr. BASCOM JOHNSON said that the experts had shown again and again the importance of the rôle played by the *souteneur* in the traffic. Procurers often hoped to become *souteneurs* themselves. He agreed with Miss Wall that a summary of the laws relating to *souteneurs* would be of the greatest value, particularly by attracting public attention to this sinister personage.

Mr. HARRIS (British Empire) said that the statements of Count Carton de Wiart with reference to the introduction in 1914 of corporal punishment in Great Britain were perfectly correct. English public opinion had always been strongly opposed to such punishment, but the activities of the *souteneurs* were so dangerous that, in this particular case, an exception had been made. The results obtained had been most satisfactory. In the year 1914, 371 persons had been proceeded against for the offence of living upon the earnings of prostitutes, but in subsequent years this number had decreased by two-thirds.

With regard to the general question, he thought that the suggestion of Miss Wall was a most valuable one. He did not think that much difficulty would be experienced in the collection of the necessary information. Members of the Committee might be in a position to supplement it for the next session.

M. AMADOR (Spain) said that there were clauses in certain Spanish laws which were, in effect, directed against *souteneurs*. He referred to: (a) the laws in connection with vagabondage; (b) the electoral law (by which keepers of brothels were deprived of the franchise); (c) the laws governing the administration of the tribunals having jurisdiction in the case of offences against children.

COUNT CARTON DE WIART (Belgium) said that he had been greatly impressed by Mr. Harris's information with regard to the permission in England, in this particular case, of corporal punishment and by the surprising efficacy of this measure. He wished to know whether corporal punishment had been continued in England and whether other countries had adopted the same measure. He was not himself in favour of such punishment, but he agreed that it might be necessary in dealing with individuals for whom the ordinary punishments would be ineffective.

MISS WALL (British Empire) thought that Count Carton de Wiart was under the impression that corporal punishment was always prescribed, whereas in reality it was no more than permissible. Criminal statistics had shown that only a very small proportion of the total number of offenders had been subjected to this punishment. In passing this law, the British Government had been mainly actuated by the consideration that the possibility of such punishment would serve as a strong deterrent.

She agreed that the laws of procuration were closely allied with this subject. Dame Rachel Crowdy, however, had said that the compilation of these laws would be a most formidable task and would also entail considerable duplication of work that had already been undertaken. In view of this, she would ask the Committee to restrict the documentation to the category of laws relating to *souteneurs*. She read a draft resolution to this effect.

Mr. COHEN said that he would like to supplement Miss Wall's statement as to the rare occurrence of the infliction of corporal punishment, which was always left to the discretion of the judge. He himself had been one of those responsible for the drafting of the first text of the measures against *souteneurs*, and in this original text the question of corporal punishment had not been included. It had been added later as the result of discussion in Parliament.

Dr. Estrid HEIN (Denmark) informed the Committee that, at the end of the last or at the beginning of the present century, a draft law providing for corporal punishment in the case of brutal criminals had been presented to the Danish Parliament. For her part, she was glad that this law had not been passed.

The SECRETARY stated that, if the Committee were willing to accept Miss Wall's resolution, she anticipated no difficulty in the compilation of the necessary information.

*A Drafting Committee, composed of Miss WALL (British Empire), M. MAUS (Belgium), and M. AMADOR (Spain), was appointed to draw up the text of a resolution, it being understood that the proposal of Miss Wall was adopted in principle.*

#### EIGHTH MEETING.

*Held on Thursday, March 15th, 1928, at 3 p.m.*

Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

#### 198. Punishment of Persons who live on the Immoral Earnings of Women (continuation).

MISS WALL (British Empire) hoped that, in making the study proposed, textual variations between the laws of the various countries relating to the punishment of persons living wholly or in part on the immoral earnings of a woman would be examined.

*The suggestion of Miss Wall was adopted and, after a short exchange of views, the Committee adopted the following revised text proposed by the Chairman :*

“ The Committee, taking note of the large volume of work which would be necessary to make a collection of the laws on procuration and trafficking and of the expense which would be entailed, requests the Secretariat to make a short study only of the laws relating to the *souteneur*, that is to say, the person who lives either wholly or in part upon the immoral earnings of a woman. The Committee suggests that this study might be based upon the laws available in Part II of the Experts' report and upon information furnished by Governments represented on the Committee. ”

**199. Question of the Desirability of removing the Age-limit from the Convention of 1910 as amended by the Convention of 1921.**

The SECRETARY explained that in 1927 the Committee itself had decided to place this question on the agenda for 1928. This had been done in order that the members could consult their Governments and the representatives of voluntary organisations those organisations.

Mr. COHEN reminded the Committee that the question of the abolition of the age-limit had first been raised when Part I of the report of the Special Body of Experts had been under discussion. The Experts had laid great stress on the desirability of such a change owing to the many facts they had been able to collect with regard to false passports, etc. He himself had originally raised the matter in 1924, when it had been considered premature. Much, however, had happened since that date, especially in 1927. The question had been discussed at the International Congress of International Bureaux in July. At that Congress, no one had made any objection to the elimination of the age-limit in the Convention. It was felt that to do away with the age-limit would in no way increase existing difficulties, for it was just as easy to forge a passport in the case of a woman of thirty years of age as it was in the case of a woman of twenty-one or under.

He realised, however, that no such drastic alteration of existing Conventions could be immediately requested. The matter must be discussed by the Committee, however, in order that Governments might be induced seriously to consider the removal of the age-limit.

Mr. Cohen hoped that the Committee would make a definite recommendation this session, in order to provoke such a discussion and in order to enable the necessary information on the point to be collected by the Secretariat and submitted to the Committee at its next session. With this object, he submitted the following draft resolution :

“ Whereas in the opinion of the special Body of Experts, as stated in Part I of their report, that, ‘ 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 ’ ; and

“ Whereas the International Congress held in London in July 1927 unanimously urged the removal of the age-limit from Articles 1 and 2 of the 1910 Convention as amended by the Convention of 1921 :

“ The Traffic in Women and Children Committee requests the Council to authorise the Secretariat to obtain the views of all Governments as to the proposed change and to submit a report on the question at the next session of the Committee in order that it may be further studied. ”

If the Committee limited itself in its resolution to obtaining the views of Governments, it would thus be possible to ascertain the facts and at the same time to bring pressure on those Governments which had not yet ratified the Convention of 1921.

Dr. Estrid HEIN (Denmark), though personally in favour of removing the age-limit, was aware that the Danish Ministry of Justice did not share this view. That Ministry considered that it would be very difficult to extend the laws punishing traffickers in women over age and who had given their consent. If, for example, a prostitute, for some reason or other, wished to emigrate to another country in order to exercise her profession in that country, the person who, without the slightest hope of gain, helped her so to emigrate would be liable to punishment. Also, if two women were operating together in a restaurant or dance-hall, and if one of them found a client who introduced a friend to the girl with whom she was operating, then that girl would be liable to the penalties of the law for having effected the introduction.

Dr. Gertrud BÄUMER (Germany) said that the suppression of the age-limit was provided for in the new German Penal Code. It was therefore of special interest for her to hear the views of the other members of the Committee. The difficulties mentioned by Dr. Hein could, she thought, be overcome in practice.

Mr. HARRIS (British Empire) did not think that, when the matter had been discussed at the previous session, all the members had agreed that the age-limit should be suppressed. In his view, it was essential to move slowly in this question.



In the 1910 Convention, a distinction was made between traffic in girls under age, whether they consented or not, and traffic in women of any age. Protection was afforded to both classes, but in the case of women that protection was confined to safeguarding them against fraud or violence.

The Convention of 1921 had raised the age-limit to twenty-one years, and even this amendment to the 1910 Convention had given rise to a considerable number of reservations. There would, he thought, be a large increase in the number of reservations if the age-limit were altogether abolished.

To abolish the age-limit would be to weaken the protection afforded to girls under twenty-one years of age for, as he had already explained, all girls, whatever their age, were already protected from any fraud or violence; consequently, the age-limit was connected solely with the question of consent. It was impossible for the Committee at this juncture to contemplate preparing a new convention containing the complete abolition of the age-limit. It would be far better to try to deal with the persons living on the immoral earnings of women. A substantial advance in that direction would be useful and could be made. He thought, therefore, that the Committee should concentrate on this and should confine itself to noting the proposal of Mr. Cohen.

M. MAUS (Belgium) agreed with Mr. Harris that Governments could not immediately be urged to abolish the age-limit. The proposal made, however, was only that the Secretariat should collect information. With regard to the question of principle, he thought there was no divergence of view. The Experts had noted that a large number of minors were provided with false papers. The police, who were bound by the age-limit in the Convention, found themselves in great difficulty when faced with such papers, for to prove them false was often an almost impossible task.

At the moment, all women over age could only be protected from fraud and violence, but it was hardly ever possible to prove that either of these had been committed. In practice, women were not sensationally abducted. The traffickers obtained their consent — in many cases by fraud, it was true, but the fraud was conducted in such a way as to make it very difficult to prove.

The ultimate object, however, could never be in doubt. Traffic in women of any age must be prohibited and under all circumstances.

Mr. SEMPKINS said that, at the Congress of the International Bureau held in London in 1927, the views of women had been forcibly put by their representatives. These representatives had said that they had been constantly warned that nothing could be done without public opinion. They, however, represented a large and coherent body of public opinion and had placed on record their firm conviction that no age-limit should be imposed in connection with the traffic. Whether the woman was under or over twenty-one years, no traffic should be allowed.

The CHAIRMAN, referring to the proposal of Mr. Cohen, feared that too many questionnaires were being sent to Governments. If the practice were followed too frequently, Governments might well feel disinclined to make any reply. Some other suggestion, therefore, should be adopted.

Count CARTON DE WIART (Belgium) agreed with the Chairman. The despatch of questionnaires and the collection of replies was an expensive matter. Another great objection was that several Conventions, which had been drawn up and signed, had not been ratified. The work of Conferences in this respect could only too often be compared with that of Penelope. Nothing had a worse effect on public opinion than the non-ratification of Conventions. The Convention of 1921 had amended that of 1910, but it was essential that, before any further step was taken, the Convention of 1921 should be ratified, at any rate, by the principal countries of the world. If those Governments, which had not so far ratified that Convention, were now called upon to abolish the age-limit altogether, they might well see no necessity ever to ratify it.

The Committee should therefore concentrate on obtaining the early ratification of the Convention. If it tried to make official enquiries with the object of concluding a new Convention, it would meet with failure and would be guilty of an error in tactics.

He agreed, however, with M. Maus that, as regards the principle underlying the matter, everyone was agreed. Traffic in women, whether under or over age, must cease.

Instead, however, of submitting a questionnaire, he thought that in this case the Committee would be better advised to appoint a Rapporteur — Mr. Cohen himself, for example — with instructions to submit a report at the next session. Meanwhile, the Committee itself could concentrate on obtaining further ratifications to the Convention of 1921.

Mr. COHEN was glad to note that the Committee agreed with the idea underlying his proposal. He had no desire to take any immediate action. He knew, however, the influence of the Committee on outside opinion. It was the duty of the Committee to advocate new ideas. The voluntary organisations could submit such ideas to the Committee, but if they

were not supported, no progress could be made. In his view, the Committee could pass a resolution with the object of obtaining information so that the study of the whole question of the abolition of the age-limit could be continued until a final solution was reached. He quite realised the difficulties in the way of demanding the immediate elimination of the age-limit. The Committee would be rebuffed if it made any such request. On the other hand, it was essential for it to form public opinion.

He had no desire, however, unduly to increase the Secretariat's work, and he was therefore ready to withdraw his resolution for the moment for that reason, but for no other. He would draw the Committee's special attention to the fact that he consented to this step, not because he thought that the time was not opportune for collecting information regarding the abolition of the age-limit but because the Secretariat should not be overburdened with work, especially in view of the additional expense involved.

If the Committee decided to appoint a Rapporteur, in accordance with the suggestion of Count Carton de Wiart, Mr. Cohen thought that he should be a Government representative. He was at the Rapporteur's disposal to help him in any way he could. He would submit his resolution again at the next session.

The SECRETARY pointed out that the Secretariat was always ready to undertake new work, provided that there was a reasonable chance of obtaining results. The objections raised, however, by the Chairman and Count Carton de Wiart to the proposal of Mr. Cohen were, of great importance. The Committee should remember that it was one of many Committees of the League, all of which were constantly circulating questionnaires to Governments.

In her view, if the Traffic in Women and Children Committee were to concentrate on one or two reforms and continue to bring pressure to bear until they were effected, more progress would be made than if it tried to bring about half-a-dozen reforms at the same time. It should not be forgotten that one reform nearly always led to another.

Mr. BASCOM JOHNSON said that, despite the fact that the United States of America had not ratified the Conventions of 1910 and 1921, for reasons with which the Committee was familiar, there was in that country a law whereby no woman, whether she was above or below the age of twenty-one, could be transported for immoral purposes, either into or out of the country or from one State to another. According to the evidence of police and other officials, this law had been more instrumental than anything else in hindering the traffic.

Mme. CURCHOD-SECRETAN said that, under the Swiss legislation of 1925, anyone trafficking in women of whatever age was liable to imprisonment.

COUNT CARTON DE WIART (Belgium) quite agreed that the question should not be removed from the Committee's agenda. He would repeat his proposal that a report on the matter should be submitted at the next session.

The CHAIRMAN proposed that Mr. Cohen, who was in a better position than any other member of the Committee to do so, should submit the report.

Mr. COHEN undertook to do so.

*The Committee appointed Mr. COHEN Rapporteur for this question and instructed him to submit a report for consideration at the next session.*

**200. System of Licensed Houses: Consideration of the Resolution adopted by the Assembly of the League at its Eighth Ordinary Session (continuation).**

The following resolution proposed by the Drafting Committee was read :

" The Traffic in Women and Children Committee has had before it the resolutions adopted by the Assembly of the League of Nations at its eighth ordinary session as to the desirability of recommending to all Governments the abolition of the system of licensed houses.

" This system, in its relation to international traffic in women, has received the anxious attention of the Committee on several previous occasions. The Committee realises that further light has been thrown on the whole subject by the prolonged enquiries set forth in Part I of its report.

" Having regard to the seriousness of the evil arising from the traffic, the Committee earnestly hopes that the Governments of all those countries which still retain the licensed-house system will investigate the question as soon as possible in the light of the report made by the Body of Experts and the other information collected by the League of Nations.

" At the same time, the Committee recognises that, in countries where the system has existed for many years, the need for abandoning it must be supported by public opinion. The Committee therefore suggests that the international organisations concerned with the fight against traffic in women should take steps to act upon the public opinion on this subject.

" In order to facilitate this investigation, the Committee asks the Secretariat to assemble the laws and regulations in force in those countries where the system has been abolished. "

Mr. COHEN, on behalf of all the voluntary organisations represented on the Committee, protested against the text. In the manner in which it was worded, the draft resolution threw the onus of influencing public opinion in regard to licensed houses on the voluntary organisations, and made it appear that those organisations had never yet taken any active steps in the matter. The exact opposite was, of course, the case. Had it not been for pressure brought by public opinion, aroused by the efforts of the voluntary organisations, the Committee would never have been called upon to deal with the question of the system of licensed houses.

It was also essential for Governments to continue their efforts, and he would therefore propose that the following phrase, to be found in the original draft of the resolution, should be re-inserted :

“and so strengthen the hands of Governments in securing the desired change of policy”.

Dr. Estrid HEIN (Denmark) thought that the draft resolution was not very satisfactory as it was not in accordance with the request of the Assembly. She also wished to urge that it should be stated in the text of the resolution that the Assessors shared the opinion of the Experts.

Dr. Gertrud BÄUMER (Germany) agreed with Mr. Cohen that the last two paragraphs should be omitted. The reference to the voluntary organisations did not do justice to their work, for it was implied that these organisations had never done anything to influence public opinion. She agreed with Dr. Hein that mention should be made of the fact that the Assessors were all in favour of abolition. With regard to the last paragraph, she understood that the Governments that had introduced abolition did not object to the issue of a further questionnaire, but they did not wish to make it a condition, before further steps were taken.

M. BOURGOIS (France) said that he understood that the draft resolution submitted had had the unanimous approval of the Drafting Committee. He wished to make the following observations :

1. He agreed that the words “should take steps” constituted an incorrect form of expression which seemed to disregard the efforts of the voluntary associations. He would propose the modified form “should continue their efforts”.

2. The final sentence of paragraph 4 had been omitted because the Committee could not ask the Council to approve a resolution inviting the associations to bring pressure to bear upon the Governments. The associations should be asked to exercise their influence on public opinion.

3. He suggested that the last paragraph of the resolution should be omitted, since the Committee already had sufficient documentation to enable it to come to a decision upon the subject.

4. He reminded his colleagues that the Committee had made a compromise between two drafts. The passage it was proposed to delete was an essential point of one of these drafts. To delete it would reopen a debate that had been declared closed. If the passage in question were suppressed, he would revert to his arguments and show that it was necessary to obtain full information with regard to the modifications in the legislation and in the regulations which the adoption of the abolitionist system necessitated. He added that, while not entirely satisfied with the draft resolution, he would accept it as a compromise. He would ask those who held the opposite view also to make a concession.

Mr. SEMPKINS also objected to the words “should take steps”. With reference to the last paragraph, he wished to know why a collection should be made of all the laws and regulations in force in those countries where the regulationist system had been abolished. In his opinion, it would be sufficient to collect the modifications that had been made and the new laws that had been introduced. It would seem advisable to avoid the collection of a mass of laws in this connection, as that might merely confuse the issues.

M. BOURGOIS (France) suggested that his colleagues might accept one or other of Dr. Hein's proposals.

The CHAIRMAN said that the paragraphs would be discussed one by one. He assumed that all were agreed upon the first two paragraphs. The discussion of paragraph 3 would be postponed until after that of paragraph 4.

#### *Paragraph 4.*

Dr. Gertrud BÄUMER (Germany) said that she was willing to withdraw her proposal that the last two paragraphs should be omitted, on condition that after the words “international organisations” there should be added the words “who are unanimous, as are also the representatives of the abolitionist Governments”. She hoped that this change would meet with the approval of Dr. Hein.

Dr. Estrid HEIN (Denmark) was ready to accept this alteration.

Don Pedro SANGRO (Spain) considered that, if the proposed amendment were included, it would give the impression that the Committee was divided. He drew attention to the

rôle of the representatives of the Governments of regulationist countries. Voluntary organisations might work for the cause of abolition but the representatives of regulationist Governments were not in a position to do so.

Don Pedro SANGRO (Spain) asked why it was so important to retain the statement that the representatives of the abolitionist countries agreed with the Experts' report. He himself as the representative of a regulationist country, did not disagree with the report. Such a declaration would deprive the representatives of the regulationist countries of much of their authority in the work of propaganda.

M. LE LUC (France) thought a compromise desirable. In his opinion, the abolitionist cause was gaining ground and could count on obtaining a victory, but, as Count Carton de Wiart had said, success might only be delayed if an attempt were made to achieve it in one step.

Mme. ROMNICIANO (Roumania) agreed with Don Pedro Sangro that a distinction had wrongly been drawn between the representatives of the regulationist and abolitionist countries as regards the Committee's approval of the Experts' report.

For her part, if she had received at Bucharest the text of a resolution drafted in such a way as the present one, she would certainly not have known what it meant and might have concluded that there was, in fact, a division of opinion in the Committee with reference to the Experts' report. She herself objected, not to the report, but to certain incorrect and exaggerated statements it contained.

Count CARTON DE WIART (Belgium) and Dr. Gertrud BÄUMER (Germany) shared the same view. The statement in question was unfair to the representatives of the regulationist Governments in that it made them appear hostile to the Experts' report. The resolution should speak in the name of the whole Committee.

M. HARRIS (British Empire) also concurred in this view. He associated himself with the proposal of the German representative that the Committee should vote upon the first three paragraphs only.

M. BOURGOIS (France) insisted upon the necessity for including the last two paragraphs. It was indispensable that the Governments contemplating abolition should be fully informed upon the measures that had been taken by abolitionist Governments, subsequent to the suppression of licensed houses, for the maintenance of public order and health. The compilation by the Secretariat of the necessary documentation need involve no delay. It would be completed in the course of four months and the Committee would have six months to consider it before the next session.

Mr. HARRIS (British Empire) asked whether M. Bourgois would agree to the omission of paragraph 4 on condition that paragraph 5 was maintained.

M. BOURGOIS (France) accepted this proposal.

Mme. ROMNICIANO (Roumania) considered it a mistake to omit paragraph 4. The question of the rôle of public opinion was extremely important.

Dr. Estrid HEIN (Denmark) was also opposed to the omission of this paragraph. She stated that she would abstain from voting.

Mr. COHEN asked whether the proposal to omit paragraph 4 was due to the suggested amendment of Dr. Hein. He asked if this amendment could not be abandoned.

Don Pedro SANGRO (Spain) asked whether Dr. Hein would accept the omission of the paragraph on the condition that the Minutes gave a clear statement of the special point which she had raised.

He begged Dr. Hein to reconsider her statement that she would abstain from voting. It was of great importance that the resolution should receive the unanimous support of the Committee.

Mme. ROMNICIANO (Roumania), M. BOURGOIS (France), the Marquis PAULUCCI DI CALBOLI (Italy) and M. ITO (Japan) associated themselves with this appeal.

Dr. Estrid HEIN (Denmark) agreed to support the resolution on condition that the Minutes contained the purport of her suggested amendment.

*It was unanimously agreed that paragraph 4 should be omitted.*

*The draft resolution as amended was adopted.*

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## NINTH MEETING.

Held on Friday, March 16th, 1928, at 10 a.m.

Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

### 201. Legal Age of Marriage and of Consent.

The CHAIRMAN opened the discussion on the replies received from Governments regarding the legal age of marriage and consent (Annexes 10 and 10a).

M. MOLOSSI (Italy) referred to an error in the reply from the Italian Government to the Secretary-General's Circular Letter No. 80 of 1927 (Annex 10a). The second paragraph of that reply should read as follows :

“ According to the present Civil Code, men and women attain their majority at the age of twenty-one, after which they require neither assistance nor consent, provided they are *sui juris*. For the celebration of marriage, however, up to the age of twenty-five men must obtain their parents' consent. ”

The Italian Civil Code was about to be changed, but he could not give exact details regarding the proposed amendments. At present the age of consent was the same for both sexes and had been fixed at twelve years, which was considered too low. He could assure the Committee that the penalties for all crimes in which it was interested would be largely increased in the new Code.

The SECRETARY reminded the Committee that it had decided at its previous session to discuss the question of the legal age of marriage jointly with the Child Welfare Committee.

Mr. HARRIS (British Empire) considered that such a joint meeting would be of great use. The question of the disposal of the funds given by the American Social Hygiene Bureau could also be discussed. In his opinion, a joint meeting of this kind should be held every session.

Mr. COHEN agreed with Mr. Harris.

M. MAUS (Belgium) said that the question of the age of marriage and consent was of great interest. The report of the Special Body of Experts showed that many abuses existed and that young girls constantly became victims of the traffic owing to fictitious marriages. The police, however, were powerless when faced by marriage certificates. The question of the age of marriage and of consent raised legal and social considerations outside the scope of the Committee. It should limit itself to a general observation to the effect that the age of consent and marriage was too low in so far as the traffic was concerned. The remaining aspects of the problem could be dealt with by the Child Welfare Committee.

There was not the slightest doubt that the age of marriage and of consent was very low in some countries, which meant that the traffic could not be adequately combated within their frontiers. It was very easy to obtain the consent of very young girls, especially by means of money. The general sense of morality was destroyed in any population where the age of consent was too low.

The whole question, however, must be considered in relation to the general problem of dealing with the protection and welfare of children and young people, more especially with those who had contravened the law. In Belgium, for example, civil rights were attainable at the age of twenty-one, but the age at which a man or woman became liable to imprisonment or the penalties of the law in the event of the commission of an offence was different. Up to a certain age, minors were dealt with by special courts and were afforded special treatment which excluded being sent to prison. Children were sent to institutions, such as foster-homes or, in extreme cases, to reformatories. In the case of abnormal children the system of supervision in the home also existed. The *juges de paix* could order a medico-pedagogic examination lasting for some two or three months. The results achieved by this system had been remarkable, as was shown by the figures. In 1913, only 14 abnormal children had been found in Belgium, and in 1927 some 375. It was no use, therefore, for the Committee merely to urge the raising of the age of consent unless it could be assured that children would be treated as children in the legislation of all civilised countries and be submitted to a system similar to that which he had described. The whole problem of dealing with children varied to a vast extent and would have to be very carefully studied. The age of consent was only one factor. The Child Welfare Committee should be asked to study the other aspects.

Dr. Estrid HEIN (Denmark) supported the proposal that a joint meeting with the Child Welfare Committee should be held. She could not, however, agree with the view of M. Maus

that the Traffic in Women and Children Committee had only to express its views on the question of the age of consent and marriage with reference to the traffic.

She also agreed with M. Harris that a joint meeting should be held each session.

M. Iro (Japan) desired to know what would be discussed at the joint meeting. Was the whole problem of the protection and welfare of children and young people to be investigated jointly with the other Committee, or was the discussion merely to cover the age of consent and marriage with reference to the traffic?

The CHAIRMAN thought that the Committee should submit to the joint meeting its views on the legal age of marriage and consent.

COUNT CARTON DE WIART (Belgium) submitted the following draft resolution :

“ The Committee, having examined the report of the Special Body of Experts and the replies of Governments, takes note of the fact that both confirm its view that to fix the age of consent and of marriage too low favours the traffic and leads to the corruption of young people. Without entering into the legal considerations raised by the question, it expresses the hope that the appropriate legislative measures will be studied by the Child Welfare Committee. ”

From the evidence submitted to the Committee, it appeared to be unquestionable that the age of consent was too low. While the Committee could not itself modify the legislation in the various countries, it could draw the attention of Governments to the situation. Many Governments were seriously considering the matter, notably France and Poland.

An organisation had lately been formed with the object of co-ordinating the penal legislation of all countries. It had held a preliminary Conference, and a second Conference would take place at Rome during the present year. The Penal Code of many countries was being revised, and several countries — among them, those forming the Little Entente — had expressed the desire to adopt similar regulations, notably with regard to the age of consent and marriage. It was very fortunate that the organisation to which he referred was now in existence, for he thought that, as a result of the recommendations which it would adopt at the forthcoming Conference, considerable changes would be made in the legislation of several countries.

Mr. HARRIS (British Empire), while having no objection, in principle, to the proposal of Count Carton de Wiart, thought that it should be further examined before being included in the Committee's report.

In reply to Mr. Cohen, COUNT CARTON DE WIART (Belgium) explained that the decision to hold a joint meeting with the Child Welfare Committee had been taken at the previous session. The legal side of the question of the age of consent and marriage could be discussed by the Child Welfare Committee. The Traffic in Women and Children Committee was only concerned with its effect on the traffic.

Don Pedro SANGRO (Spain) thought that the draft resolution proposed by Count Carton de Wiart should be submitted as a proposal made by the Traffic in Women and Children Committee to the joint meeting.

*The proposal of Count Carton de Wiart was adopted in the sense suggested by Don Pedro Sangro.*

## 202. **Obscene Publications: Consideration of the Summary of Reports received from Governments.**

The SECRETARY submitted a summary of the reports received from Governments (Annex 11) and reminded the Committee of Article XVI of the Convention on Obscene Publications, which was to the following effect :

“ Upon a request for a revision of the present Convention by five of the signatory or adherent parties to the Convention, the Council of the League of Nations shall call a Conference for that purpose. *In any event, the Council will consider the desirability of calling a Conference at the end of each period of five years.* ”

In view of the fact that an Opium Conference would be held in 1929, it would perhaps be unwise to recommend the holding of a Conference on Obscene Publications that same year, if for no other reason than because of the expense which would be entailed. The cost of two Conferences in 1929, together with the budget of the Social Section, would be in the neighbourhood of half a million Swiss francs.

Mr. HARRIS (British Empire) thought that the question must be most carefully considered. The Committee could make no recommendation with regard to holding a new Conference until it had thoroughly reflected on the whole matter and noted the number of ratifications to the present Convention. Any new Conference would have to be very carefully prepared. It was the Committee's duty, he thought, to follow closely the steps taken by various Governments to suppress the traffic in obscene publications. The Committee should postpone making

any recommendation regarding the holding of a new Conference until its next session. In the meanwhile, the Secretariat could continue to collect information regarding the practice of Governments in this important matter.

The CHAIRMAN agreed with Mr. Harris that there could be no question of making a recommendation at the present juncture regarding a new Conference.

Dr. MATZ (Germany) also agreed with Mr. Harris. A new Conference might be called in two or three years' time, when the effects of the present Convention on Obscene Publications would be more apparent. Germany had replied to the questionnaire, but the information which it had furnished was not complete. The German law for protecting children and young persons from the dangers of obscene publications had been adopted in 1926 and was in force. Article 300 of the new German Penal Code now before the Reichstag was based on the provisions contained in the International Convention on Obscene Publications.

Two offices for inspecting such publications had been established, in Berlin and Munich, and there was a head office at Leipzig. All three were doing useful work. Since the adoption of the Law of 1926, the number of obscene publications had greatly diminished.

The answer of Germany to Question 4 of the questionnaire stated :

" It is significant from the point of view of the international situation that the traffic is in the hands of a very limited number of persons. A list of such persons has been communicated to the Secretariat of the League of Nations ; the same list was sent to the authorities of the other contracting States on October 6th, 1925. Newspaper advertisements of obscene publications are very rare in Germany. "

The centres of obscene publications appeared to be Berlin and Dresden.

Supplementary information was undoubtedly necessary before there could be any question of summoning a new Conference.

M. MAUS (Belgium) proposed that the Secretariat should submit for the next session a detailed table showing the number of countries which had signed, ratified or adhered to the Convention on Obscene Publications.

The SECRETARY undertook to furnish this information. At the moment, forty-four countries had signed, twenty-two had ratified and there had been five accessions.

M. AMADOR (Spain) said that the Spanish Government had not replied to the questionnaire because its legislation in respect of obscene publications was at present under revision and a new Code was being drafted. The campaign in Spain against pornography had been intensified. Between July and December 1927, 5,405 obscene publications had been confiscated. Most of these were from foreign sources. In November 1927, a meeting had been held at Madrid and several resolutions in regard to obscene publications had been adopted. Among other things, these resolutions demanded the reform of the Penal Code and the summary closing of any publishing house found guilty of issuing such publications. The new draft Penal Code contained two articles, 781 and 782, whereby publishers or authors of obscene books or pictures were liable to a penalty of from four months to two years' imprisonment and a fine ranging from 1,000 to 10,000 pesetas. Further, any proprietor of a dance-hall or impresario, etc., who allowed acts of indecency or acts contrary to good morals to occur in his establishment was liable to a fine of from 2,000 to 10,000 pesetas.

Chapter IV of the new Code provided for penalties amounting to a maximum of four years' imprisonment and to fines of between 1,000 and 10,000 pesetas for anyone offering obscene books to persons under eighteen years of age. The proprietors of licensed houses who allowed minors to enter them were liable to fines varying between 1,000 and 2,500 pesetas.

From this it would be seen that the campaign now being carried on in Spain would shortly lead to very effective results.

Dr. MATZ (Germany) recalled that the International Congress for the Suppression of the Traffic in Women and Children held in August 1927 had discussed the matter now before the Committee. She would like to hear an account from Mr. Sempkins of the trend of this discussion.

Dr. Estrid HEIN (Denmark) drew the attention of the Committee to the paragraph concerning Karachi under Question 2 in the Summary prepared by the Secretariat. She asked Mr. Harris for information as to the purport of the Sea Customs Act. In addition to the confiscation of the goods, was it within the power of the Customs officers to take measures against their authors? In this case there was no mention of the punishment of the offenders.

Mme. ROMNICIĂNO (Roumania), referring to the Roumanian reply, observed that the Committee might consider it strange that in practice there were no obscene publications in her country. She explained that such publications were sometimes to be found there, but they were issued by foreign firms in foreign languages and imported from abroad ; no such publications written in the Roumanian language existed. The police prevented as far as possible the commission of this offence and any offenders there were carefully concealed the importation of such publications if they wished to trade in them.

Mr. SEMPKINS agreed with Mr. Harris on the subject of a new International Convention. He considered, however, that there was great need for an increase of the activities of the voluntary organisations in connection with this subject. He did not think that the International Bureau would be in a position to recommend to Governments any detailed action until the Bureau and other voluntary organisations had taken further steps to influence public opinion. He hoped that at a future session the representative of the International Bureau would be able to assist the work of the Committee by informing it that the interest of the public in this matter had greatly increased.

Mr. HARRIS (British Empire) considered that the question under discussion should have had a more prominent position on the agenda. It was, for instance, a far more important subject than the legal age of marriage. It was often by the means of an obscene publication that the trafficker made the first approach to his victim. He urged that this matter should have a more prominent place at the next session.

With reference to the speech of the Roumanian representative, he remarked that the traffic in obscene publications was widespread in every country, although it was carried on by underground means, and he thought that the Roumanian authorities were probably under a false impression in believing that such publications had so small a circulation in their country.

He would like the Committee to consider whether it was advisable for further International Conferences to take place at regular intervals. The work of these Conferences had perhaps been taken over by the Committee.

With reference to the Convention, he pointed out that it had been signed by forty-four States but ratified by only twenty-two. He considered that the Committee should recommend to the Council the urgent necessity for ratification. He considered that a resolution might be submitted next year to the Committee asking Governments for annual information upon this subject.

With regard to the question of Dr. Hein, Mr. Harris explained that the English Sea Customs Act provided for the seizure of obscene publications. He did not doubt that the same provision was in force in the case of the Indian Act.

In his opinion, the most interesting reply that had been submitted to the Committee was that of the Austrian Government. He asked whether the quoted reply was merely a summary and whether the original document had been couched in fuller terms. In the latter case, he suggested that a copy of the original should be circulated among the members of the Committee.

Mr. Harris then submitted to the Committee the following draft resolution :

“The attention of the Traffic in Women and Children Committee has been called to Article XVI of the International Convention of 1923, on the subject of the suppression of obscene publications. The article is as follows :

“ ‘Upon a request for a revision of the present Convention by five of the signatory or adherent Parties to the Convention, the Council of the League of Nations shall call a Conference for that purpose. In any event, the Council will consider the desirability of calling a Conference at the end of each period of five years. ’ ”

“ As the question of the desirability of calling a further Conference may come before the Council this year, the Committee desires to suggest to the Council that the time has not yet come for such a step. The Committee proposes to place this question on its agenda for next session and to consider the best means of giving effect to the intentions of the framers of the Convention. ”

*The draft resolution was unanimously adopted.*

Mr. COHEN said that, after reading many of the reports that had been submitted, it might be believed that obscene publications were practically non-existent in the countries in question. A great part of the difficulty lay, no doubt, in the definition of an obscene publication. He wished to repeat a statement that he had made at the London Congress. In his opinion, it was the duty of the voluntary organisations and of others employed in social work to report to the police any instances of the traffic that came to their notice. If this were done, the Committee would probably have a much fuller documentation upon which to work.

Mr. SEMPKINS did not wish it to be believed that the voluntary organisations never took such action. Such reports were often made, notably, in England, America and Switzerland.

Mme. AVRIL DE SAINTE-CROIX urged that the proposal of M. Maus should be adopted and that the Secretariat should prepare for the next session a table showing those countries which had signed, ratified or adhered to the Convention on Obscene Publications. It was the duty of the voluntary organisations to obtain the ratification of the Convention by their Governments, and in order to do this, it was necessary for them to have a list of the countries that had already ratified.

*The proposal of M. Maus was unanimously adopted.*



203. Examination of the Draft Budget for 1929.

The SECRETARY submitted the following draft budget for 1929 :	Estimates	
	1929	1928
	Swiss francs	
I. Sessions of the Committees . . . . .	2,000	2,500
II. Suppression of the Traffic in Women and Children :		
(a) Printing and documentation . . . . .	15,000	15,000
(b) Cables, telegrams, etc. . . . .	500	1,000
(c) Unforeseen expenditure . . . . .	500	500

Continuing, the Secretary said she would like to ask the Committee to consider the possible expenses that would be incurred by the documentation for which it had asked during the present session. There were always certain routine documents which must be printed year by year, e.g. :

	Swiss francs
1. Minutes . . . . .	7,000
2. Summary of annual reports . . . . .	1,500
3. Reports of the Committee to the Council . . . . .	500
4. Reports of voluntary organisations . . . . .	600
	9,600

In addition, the Committee had asked the Secretariat to issue a considerable number of documents. The first of these was a questionnaire to Governments on the question of artistes travelling abroad. The expenses of the printing of the replies (based on previous documents) would be approximately 2,000 francs.

The Committee had also asked for a special summary of the laws against *souteneurs* and procurers. The approximate cost of such a summary would be 1,000 francs.

It had asked that information should be collected and correlated from missions in the East regarding the traffic in women. The cost of printing such information might be in the neighbourhood of 1,500 francs.

It was also proposed that Governments should complete the information regarding Part II of the Experts' report. She suggested that the information received might possibly be roneoed rather than printed.

The Committee had asked that a collection should be made of the laws and regulations in force in countries where the system of regulation had been abolished. The cost of printing this document would probably be 1,500 francs.

Finally, the Digest of Laws prepared by the American Social Hygiene Association and intended for circulation among Governments for their consideration would presumably be printed, unless the Committee decided that it should be retained in the archives of the Secretariat for the purpose of consultation only. If printed, the approximate cost would be a minimum of 10,000 francs.

If all the requests were complied with, the total amount of money required would be 25,600 francs. She added that the Secretariat was not supposed to roneo a document consisting of more than 50 pages. This often created a necessity for printing when a roneo copy would have been preferable.

She wished to remind the Committee of the Assembly's recommendation of last year to the effect that, where possible, Minutes should be superseded by a report of the proceedings. If this change could be effected, there would be a saving of a few thousand francs.

With reference to the digest of laws, she would like to know what would be the feeling of the American Social Hygiene Association if the document was put in the library and not printed and circulated. She hoped that Mr. Bascom Johnson would speak upon this point.

She apologised for this fight for economy, but it was necessary that the Committee should either ask for an increase of funds or modify its programme. It must face facts.

The Marquis PAULUCCI DI CALBOLI (Italy) thanked Dame Rachel Crowdy for the budget she had presented. With regard to the last item, he feared that the only possible solution was that which had been suggested. He thought that the expenditure on cables might be reduced.

M. BOURGOIS (France) proposed that a schedule of the proposed measures and of the expense they would entail should be distributed among the members of the Committee, and that a Sub-Committee should be appointed to recommend which of these measures should be eliminated and which retained. In his opinion, the last measure proposed should come under the former category. It would be impossible to ask the Assembly for the sum of some 16,000 francs in addition to the amount necessary for the routine documents.

COUNT CARTON DE WIART (Belgium) agreed with M. Bourgois that the expenditure of 10,000 francs upon the printing of the Digest of Laws prepared by the American Social Hygiene Association was not essential. The most important information upon this matter was contained in the Experts' report. The elimination of this expense should satisfy the demands of the economists.

The SECRETARY said that the chief difficulty in estimating a budget was the impossibility of knowing beforehand the length of the replies that would be received.

M. BASCOM JOHNSON said that he was placed in an embarrassing position by the Secretary's question. He was certain that, if the American Social Hygiene Association had known, at the time when it had offered to frame the Digest of Laws, that this Digest was not essential to the work of the Committee, it would not have volunteered to undertake the great expenditure of time and of money that the compilation of the Digest had entailed.

The Secretary had estimated the cost of the special summary of laws concerning *souteneurs* and procurers. If this amount were tripled, it would be a small estimate of the financial expenses that had been incurred by the Association. He did not wish either to comment upon or criticise the decisions of the Committee, but he wished to point out the disappointment that would be felt by voluntary organisations if the work of one of their number were rejected.

Mr. HARRIS (British Empire) supported the proposal of M. Bourgois that a Sub-Committee should be composed to consider the question of the budget. This Sub-Committee could meet while the Chairman was preparing his report.

It was somewhat ludicrous that the Committee should take decisions which, for financial reasons, it was unable to fulfil, and he recommended that the question of funds should be constantly borne in mind in the meetings of the Child Welfare Committee. If the work of the American Social Hygiene Association were not utilised, it would be to him a matter of great regret.

With regard to the summary of laws, he suggested that, if it were not possible to print the summary this year, the matter should be reintroduced at next year's session. He would point out, however, that copies of this summary would probably have a considerable sale and that the amount thus realised might be placed upon the credit side.

*The proposal of M. Bourgois was adopted and the Sub-Committee was composed as follows:* Mme. ROMNICIANO (Roumania); the Marquis PAULUCCI DI CALBOLI (Italy); Count CARTON DE WIART (Belgium); and Mr. HARRIS (British Empire).

The SECRETARY suggested that a member of the Publications Department of the Secretariat should be asked to attend the meeting of the Sub-Committee.

*This proposal was adopted.*

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## TENTH MEETING.

*Held on Saturday, March 17th, 1928, at 11.30 a.m.*

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Chairman: M. REGNAULT (France).

Present: All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi and M. Posner.

### 204. Question of the Title of Supplementary Delegates.

The SECRETARY pointed out that there was some inconsistency in the printed documents before the Committee with regard to the title of supplementary delegates. She asked the head of each delegation to specify the standing of each member of the delegation.

M. BOURGOIS (France) asked that no change should be made in the case of the French delegation, as the title of the delegates was fixed by a Ministerial decree. A very clear distinction was drawn in France between a *délégué suppléant* and a *délégué adjoint*.

Mme. ROMNICIANO (Roumania) said that a similar distinction was drawn in the case of the Roumanian delegation.

The following members then specified their titles:

Mme. ROMNICIANO (Roumania): Substitute Delegate.

Dr. MATZ (Germany): Assistant Delegate.

Miss WALL (British Empire): Substitute Delegate.

M. BOURGOIS (France): Substitute Delegate.

M. LE LUC (France): Substitute Delegate.

M. Emilio AMADOR (Spain): Substitute Delegate.

M. MAUS (Belgium): Technical Expert.

M. MOLOSSI (Italy): Technical Expert.

205. Examination of the Draft Budget for 1929 (continuation).

Mr. HARRIS (British Empire) said that the Sub-Committee had held two meetings for the examination of the draft budget. There were two important points that he would submit to the Committee.

In the first place, there was the question of the Minutes. The Sub-Committee had consulted Major Buxton, who had reminded it of the recommendation of the Assembly to the effect that, where possible, the Minutes should not be printed. He considered that any request of the Assembly should receive the earnest attention of the Committee and he doubted whether the latter would be justified in continuing the printing of its Minutes. He suggested that at its future session notes should be taken as before, but with the sole object of circulation among the members in roneoed form. If the Committee accepted this suggestion, he would propose that next year a more elaborate report should be issued, to which the most important documents under consideration should be annexed. This change would be in itself an improvement to the work of the Committee, for such a report would be more interesting.

With regard to the Digest of Laws prepared by the American Social Hygiene Association, he considered that the Association had undertaken a very difficult task, the result of which was a most valuable document which should, on no account, be wasted. It was clear, however, that the Committee could not afford to print the document this year. He suggested that the question of its printing should be left for consideration at the next session. This would not involve a serious waste of time for, in some respects, the document was still incomplete and, on the other hand, it contained some information that might be eliminated. In the interval, the Secretariat might be asked to edit the document, omitting the unessential portions. If the length of the document were thus reduced, it was possible that the Committee would be able to afford the expense of its printing next year. He added that, if the Committee agreed to these modifications of its programme, the remaining items could be retained.

He urged that it should be left to the discretion of the Secretary to decide whether parts of certain documents should be printed in full or only summarised. It was, however, desirable that information relating to legal matters should be given *in extenso*.

M. BOURGOIS (France) entirely agreed with the suggestions of Mr. Harris. He asked the Secretary, whether, in order to effect a further economy, it might not be advisable to have the Minutes of the present session issued only in roneoed form. Each delegate might, for example, be given twelve copies.

The SECRETARY recommended that no change should be made until next year's session as the members had not been expecting that the printed Minutes would be suppressed this year and had expected that certain matters would be included in them. The new system might be put into force at and after the next session.

Mr. HARRIS (British Empire) associated himself with the recommendation of the Secretary.

M. BOURGOIS (France) withdrew his suggestion.

The SECRETARY proposed that at next year's session a more elaborate report should be issued and that there should be no printed Minutes. Minutes would, however, be taken of the proceedings which would be corrected by the members of the Committee and then deposited in the archives of the Secretariat for reference.

M. BOURGOIS (France) considered that this would be a satisfactory solution. He would, however, ask the Secretary what measures had been taken for the recording of their proceedings by other Committees which had dispensed with printed Minutes.

The SECRETARY replied that she understood from Major Buxton that the proposed procedure was adopted by certain other Committees of the League.

Mr. COHEN said that the Secretary had allayed his fear that no record would exist of the proceedings of the Committee. He regretted, however, that there would be no further printed Minutes, for they had been of great assistance to the voluntary organisations in the work of propaganda.

M. ITO (Japan) asked whether there would be any change in the allocation of the funds.

The SECRETARY replied in the negative.

*The draft budget submitted by the Secretary was approved, together with the suggestions of the Sub-Committee.*

206. Examination of the Draft Report to the Council.

The various chapters of the draft report on the work of the seventh session of the Committee were read.

*Secretary's Progress Report.*

*This chapter of the report was adopted with certain minor amendments.*

*Material and Moral Protection of Music-hall and Similar Artistes touring abroad.*

Mr. HARRIS (British Empire) considered that it should be more clearly explained to the Council why the Committee proposed to issue a further questionnaire to Governments. He proposed that the entire initial part of this chapter should be amended as follows :

“ In accordance with the request of the Committee made last year, M. Varlez, of the International Labour Office, presented a valuable report on this question. In the course of this report he pointed out that the number of young women artistes touring abroad probably did not exceed two or three thousand and consequently represented only a microscopic part of the whole field of women's employment. It would be impossible, therefore, for the International Labour Office to isolate this particular occupation in its examination of economic and other questions as applied to industry.

“ The Committee felt that, while the number of persons concerned was relatively small, they were specially exposed to moral danger owing to the conditions under which they were often employed, and it considered that the best course would be to deal with the matter as a special problem. It was accordingly decided that the first step was to consult Governments on certain points connected with the conditions of employment of the young women artistes and a questionnaire was drafted for this purpose (see Appendix 1 to Annex 12).

“ It was also decided that the International Labour Office should be invited to consult some of the principal professional organisations, and the following resolution was adopted : ”

*This chapter of the report was adopted subject to the amendment of the British representative.*

*Summary of Annual Reports of Governments for the Year 1926: Report from Voluntary Organisations.*

These chapters of the report were adopted with certain minor amendments.

*The continuation of the discussion was adjourned to the next meeting.*

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ELEVENTH MEETING

*Held on Saturday, March 17th, 1928, at 3.30 p.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Abbott, Dr. Paulina Luisi, Mme. Romniciano, M. Posner, and Baroness de Montenach (Assessor).

207. **Examination of the Draft Report to the Council (Continuation).**

*Employment of Women in Police Forces.*

*This chapter was adopted with certain minor amendments.*

*Assistance to Women leaving Prison.*

Mme. CURCHOD-SECRETAN apologised to the Committee for having given premature information with regard to the Swiss penitentiary camps. Up to the present no women had been admitted to these camps.

*This chapter was adopted with certain minor amendments.*

*Report of the Special Body of Experts: Part II.*

*Continuation of the Experts' Enquiry.*

*These chapters were adopted with certain minor amendments.*

*Examination of the Resolution adopted by the Assembly of the League of Nations at the Eighth Ordinary Session with regard to the System of Licensed Houses.*

The CHAIRMAN explained that, in writing this part of the report, he had endeavoured to reproduce briefly the principal arguments advanced by both parties and had given full prominence to the fact that a compromise had been effected.

Mr. HARRIS (British Empire) considered that the first paragraph gave an inexact account of the proceedings of the Committee. He proposed that the following paragraph should be substituted :

“ The Committee took note of the Assembly resolution requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses. ”

*This chapter was adopted subject to the amendment of the British representative.*

*Action to be taken against Persons living on the Earnings of Prostitutes.*

*Desirability of abolishing the Age-limit in Conventions.*

*Legal Age of Marriage*

*Examination of the Replies from Governments on the subject of the Suppression of Obscene Publications.*

*These chapters were adopted with certain minor amendments.*

*Addition of a Chapter relating to the Budget.*

The addition of the following chapter was proposed by the SECRETARY :

“ The Committee decided to adopt the budget presented by the Secretary.

“ In order not to increase the item of 15,000 francs for printing, the Committee decided that, at its future meetings, a rather fuller report to the Council should take the place of the printed Minutes.

“ Except when dealing with legal documents, the Secretariat should in the interests of economy, wherever possible, summarise information rather than circulate replies in full. When the information given is likely to be lengthy, the Governments and associations might be invited to supply a short summary. ”

*The proposal of the Secretary was adopted.*

*The report as amended was unanimously adopted (Annex 12).*

**208. Adoption of the Draft Agenda of the Joint Meetings of the Traffic in Women and Children Committee and the Child Welfare Committee.**

A discussion ensued with regard to the agenda of the Joint Meeting of the Committee with the Child Welfare Committee.

*The following draft agenda was adopted :*

1. Legal Age of Marriage and Age of Consent.
2. Discussion of Dr. Snow's Letter relating to Biological Education.

**209. Vote of Thanks to the Chairman and to the Secretary.**

Upon the suggestion of Mr. COHEN, a vote of thanks was tendered to the Chairman and to the Secretary.

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**ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE.**

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**JOINT MEETINGS OF THE TRAFFIC IN WOMEN AND  
CHILDREN COMMITTEE AND THE CHILD WELFARE COMMITTEE.**

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**FIRST MEETING**

*Held on Monday, March 19th, 1928, at 11.30 a.m.*

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Chairman : M. REGNAULT (France).

**1. Legal Age of Marriage and of Consent.**

M. ROLLET said that an examination of the replies from the various Governments to the questions put by the Advisory Commission concerning the age of marriage and the age of consent proved that the questionnaire had not received the same interpretation by all Governments.

Several had referred in their replies to the age of marriage, that was to say, to the age below which marriage was prohibited, even in cases where the parents were willing to give their consent. Those Governments also gave information regarding the age at which the candidate for marriage could dispense with the consent of his or her parents.

This problem, however, was not on the agenda of the Commission. Countries could determine as seemed best to them, in accordance with the prevailing climatic or moral conditions, the age of marriage and the age at which the consent of the parents might be required.

Other Governments had dealt with the question of the age of consent in connection with an immoral act committed on the victim. Those Governments had, in the main, stated that the author of the immoral act could not plead any extenuating circumstances if he were in a position of authority over his victim. This was obviously true, but the Commission felt sure that, in all legislations, a father or a guardian who took advantage of the innocence of a young girl, even if she consented, was considered a criminal whatever the age of the girl,

The problem submitted for the examination of the Commission by Dr. Luisi must be defined. To take an example, M. Rollet would cite the case of a man who, holding no parental or other authority over a young girl, had not assaulted her but had succeeded in seducing her. The girl in question had fully consented to the immoral act. What ought to be the age of that young girl if her consent were not to cause the person who had seduced her to run any danger of penal proceedings? Should that age be different from, or the same as, the legal age of marriage?

Several Governments had realised that this was what the Commission had meant. For example, the French Government had replied that in France the Senate had already adopted a Bill raising from thirteen to fifteen years the age at which the consent of the victim of an act of seduction might serve as an excuse to the author of the act. Until that Bill had become law, however, the age of marriage and the age of consent in France were not the same. For example, a man in love with a young girl fourteen years old could not marry her, even with the consent of her family, until she reached the age of fifteen. If, however, he succeeded in seducing her and if the girl consented, he could cause her to live with him without the risk of punishment. This was certainly a deplorable state of affairs. All who had at heart the protection of young persons from prostitution must ardently desire that the age of consent should be raised.

To be strictly logical, it could be maintained that, since consent to a legitimate union was safeguarded by numerous guarantees, consent to an illegitimate union could not serve as a legal excuse in the case of someone whose age was less than that of the age of marriage. M. Rollet thought, however, that this question must be left to the various nations to examine. The Commission should confine itself to expressing the hope that the legal age of consent should never be lower than the legal age of marriage.

He submitted the following draft resolution :

“ The Advisory Commission for the Protection and Welfare of Children and Young People,

“ Having examined the replies to the questionnaire sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent ;

“ Considering that, inasmuch as the legislation of the various countries has fixed the age below which no person is permitted to marry even with his or her parents' consent, it is not desirable that the age at which the consent of the victim of an immoral act is a defence to the charge should be fixed below the age of marriage ;

“Considering that, in order to safeguard the young against the dangers of prostitution and procuring, it is indeed desirable that the age of consent to an immoral act should be raised as high as possible ;

“ Recommends that the Council of the League of Nations should draw the attention of Governments to the necessity of raising the legal age of consent to an immoral act at least as high as the legal age of marriage. ”

M. BOURGOIS (France) supported the resolution proposed by M. Rollet. The Bill just referred to had already been passed by the French Senate and would, he hoped, shortly be passed by the Chamber of Deputies. The French Government supported it.

COUNT CARTON DE WIART (Belgium) supported the draft resolution, which was in accordance with previous recommendations of the Committee. The Council had received those recommendations favourably, and the Committee had thus begun to fulfil a most useful task, amply justifying its existence. The new proposal further defined its views, which were to the effect that the age of consent and the age of marriage should be the same. The Commission had already had occasion to note that, in Belgium and France, the legal age of marriage was eighteen for men and fifteen for women. In Belgium, however, the legal age of consent was sixteen for both sexes, and in France that age was thirteen. There was therefore a difference of three years between the ages of consent in the two countries, although their climatic and social conditions were very similar. It was to put an end to such differences that M. Rollet had made his proposal, and in this respect Count Carton de Wiart thought that it would be of great use. What M. Rollet desired was that the age of consent should at any rate not be lower than the age of marriage.

The age of consent differed greatly according to countries, as was shown by the answers to the questionnaire. Some countries had entirely misunderstood the Commission's object and had thought that the age of consent referred to the age at which the consent of the parent, must be obtained before a marriage could legally be celebrated. The Commission should therefore clearly define in the resolution that it meant by “ age of consent ” the age of consent to an immoral act.

MISS RATHBONE, while agreeing that the proposal of M. Rollet marked an advance thought that the advance was very small. To make the age of consent and the age of marriage the same evaded the really important point, which was that they should be sufficiently high. There was a great difference to be noted in the various countries. Some countries had a high age of consent and a low age of marriage ; in others, the opposite was the case. In some, both ages were equally low ; in others, equally high. She thought, therefore, that the proposal of M. Rollet failed to deal with the fact that harm was caused to the morals and health of the population of countries where there was a low age of consent. Could not the Committee therefore add an expression of its opinion to the effect that, for reasons of moral and physical health, the age of consent and marriage should not be less than two years following the age of puberty ?

It was impossible to exaggerate the importance of this question. The Committee had to consider the effect of its resolution not only in countries where the age of consent or of marriage was satisfactory but also in Oriental countries, where the ages both of marriage and consent were deplorably low. In Great Britain, the legal age of marriage was twelve, that of consent sixteen. The low age for marriage did not, however, constitute a really serious evil, for marriages under the age of fifteen were very rare. This question, however, was of vital consequence, as far as a great country like India was concerned. There, the very low age of marriage and of consent led to the most deplorable evils and to an appallingly high two years later rate of maternal and child mortality.

The Commission should realise that the effect of its resolutions extended far beyond the mere initiation of international action. The resolutions which it adopted set a high standard and thus produced a great moral effect. She thought, therefore, that the Commission should aim not merely at causing the ages of consent and of marriage to become the same but also at raising them to a higher figure than that at which they stood at the moment.

In conclusion, she would propose the following amendment to the draft resolution:

“ . . . . and expresses the opinion that, in the interests of both physical and moral health, the minimum age of both marriage and consent should be not less than than the age of puberty ”.

M. ROLLET was prepared to accept this amendment if it were really necessary. He pointed out, however, that the expression : “ the necessity of raising the legal age of consent to an immoral act at least as high as the legal age of marriage ”, to be found in his resolution, would cover the point raised by Miss Rathbone.

MISS WALL (British Empire) reminded the Commission that this question had been placed on its agenda some years previously. The Commission had had to encounter criticism on the part of the Council and of the Assembly, in which the view had been expressed that the question of the age of consent and of marriage was a national matter and could not be dealt with on international lines. Despite that fact, however, the Commission had persevered, and the replies to its questionnaire showed that interesting results had been obtained. In Italy, for example, the Commission's report had been submitted to the persons now drafting the new

Civil Code, with instructions that account should be taken of the Commission's recommendations. In France, the age of consent was about to be increased by two years. In Estonia, the age of consent was to be raised from ten to fourteen years, a very remarkable advance. In Great Britain, a Bill was under consideration for raising the age of marriage. She would, however, explain that the low age of marriage in Great Britain was a minimum. In other countries, where the age of marriage was higher, exceptions were allowed. There were no exceptions in Great Britain.

As far as the draft resolution proposed by M. Rollet was concerned, Miss Wall could not help wishing that he had emphasised the differences in the considerations affecting the age of marriage and the age of consent. These differences were very important. The age of marriage was a question concerning the Civil Code, and had nothing whatever to do with the Penal Code, which covered the age of consent. That was the essential difference between the two. Naturally, in the case of crimes such as rape and violation, that was to say, crimes punishable by the Penal Code, the age of consent must be put at a high figure. Marriage, however, was a civil contract surrounded by every form of safeguard. The age of marriage could safely, therefore, be lower. If the two questions were too closely associated, the Commission ran the risk of lowering the present high moral conception of marriage. The Commission in the previous year had decided to divide the two, as the following resolutions, which it had then adopted, would show :

“ 3. The Commission, being convinced that the fixing of too early an age as the age of consent is likely to encourage traffic in women and children and to lead to the corruption of young persons, requests the Council of the League of Nations to draw the attention of Governments to the imperative need of fixing the age of consent sufficiently high to ensure the effective protection of children and young people.

“ 4. As regards the legal age of marriage, the Commission also thinks that it is important that the age of marriage should reach an adequate standard. It decided to postpone to its next session further consideration of this question and its possible relation to the age of consent. ”

This resolution had been circulated to Governments. The Commission must now consider whether it could or could not adopt a resolution similar to that proposed by Miss Rathbone on the age of marriage. Miss Wall thought, however, that it would not be possible to make any mention of puberty in the resolution. To do so would be to enter into physiological aspects of the question which could hardly become rules of law. She thought, therefore, that the amendment proposed by Miss Rathbone would have to be drafted in more general terms.

Dr. Estrid HEIN (Denmark) desired an opportunity of examining the proposal of M. Rollet before being called upon to vote on it. Her position, as the representative of a Government, was somewhat difficult. Personally, she would agree with M. Rollet. It was proposed, however, that the age of consent in Denmark should — without exemptions — be fifteen years and, in special cases based upon abuse of authority or superiority of age, eighteen years.

She would be unable in any case to vote for the amendment proposed by Miss Rathbone. The Scandinavian Commission on Marriage Laws set up some years ago had fixed the age of marriage at eighteen, because puberty on an average was found to begin a few months after seventeen. This age of marriage was extraordinarily high, and would therefore entail the raising of the age of consent to nineteen or twenty. If such a procedure were adopted, Dr Hein thought that many boys, on reaching the age of eighteen or nineteen, would require protection against the assaults of girls.

M. AMADOR (Spain) was ready to support the proposal of M. Rollet after hearing the explanations given by Miss Wall and Count Carton de Wiart. The age of consent and the age of marriage had originally been the same in Spain, but only with the proclamation of Canon Law had the age of marriage been lowered by two years. Municipal law, especially in Catalonia, differed in certain respects from the general law, but in cases involving the age of consent the general law was invariably applied.

He agreed with the objection raised by Miss Wall to the proposal of Miss Rathbone. Puberty was an uncertain factor. It was also because of puberty that exceptions to the age of marriage were allowed in Spain and, he understood, in France also.

He was ready to agree, however, that the age of consent and the age of marriage should be the same. In Spain, violation was certainly punishable after the age of twelve years. There was a special offence covered by the Spanish Code known as *stupro*, which meant seduction without violence. Such a crime was punishable regardless of the age of the victim. Rape was punishable in Spain over the age of twenty-three, even if it were proved that the victim had consented.

Miss RATHBONE proposed the following text to take the place of the amendment which she had suggested :

“ . . . and expresses the opinion that, in the interests both of physical and of moral health, the minimum age of marriage and of consent in each country should be not less than two years later than the average age of puberty in that country. ”



Professor LÉON BERNARD, speaking entirely as a medical expert, agreed with Miss Wall. While it was an undoubted fact that two years after the attainment of puberty should be regarded as the minimum age at which a boy or girl should contract a marriage, this could not be made the subject of a law. No such thing as a normal age of puberty existed. The new amendment proposed by Miss Rathbone, which suggested that the average age of puberty should be the governing factor in determining the age of marriage and of consent, was equally unacceptable, for no proper data existed for calculating the age of puberty. Puberty varied too much according to individuals to make it possible to base any law upon it. From a purely physiological point of view, therefore, it was impossible to make a law depend on the age of puberty. It could only repose on considerations of a moral nature.

Mme. ROMNICIANO (Roumania) supported M. Rollet's original proposal on behalf of her Government. She agreed with Professor Léon Bernard's criticisms of the amendment suggested by Miss Rathbone. There was no normal age of puberty.

Since 1926, the question of the age of consent and of marriage had been carefully studied in Roumania. There were considerable differences in the legislation applied to the old and to the new kingdom. In the new kingdom the age was high, the age of consent being sixteen and the age of marriage eighteen. It was largely owing to the efforts of the women's associations that the question of the age of consent and of marriage was receiving so much attention. It was hoped that the age of consent would be raised as high as eighteen years. The Roumanian Government had expressed great sympathy with the views of the women's associations on this matter.

Miss WHITTON thought that the prestige and influence of the Commission was far greater than it realised. While she agreed that caution was a necessary part of the Commission's efficiency, it should equally avoid the danger of being too cautious. She thought that the proposal of M. Rollet erred on the side of caution. She could not agree that the age of consent and the age of marriage should be made the same, for the following reasons :

In the first place, in Canada, the age of consent was much higher than the age of marriage. A movement was on foot to place still higher the age of consent, and a suggestion that it should be made equal to the age of marriage would give a weapon to opponents of this movement. In the second place, it was essential to keep clear the distinction made between the age of marriage and the age of consent. As Miss Wall had justly pointed out, the age of marriage concerned the Civil Code, the age of consent the Criminal Code. In Canada, the age of marriage was a matter settled by the various provinces, precisely because it came under the Civil Code. The age of consent, on the other hand, was the same for the whole Dominion. The adoption of the proposal of M. Rollet would strengthen the position of those provinces in Canada where the age of marriage was low.

The Committee should not forget that there was a very large body of public opinion which looked on marriage as a sacrament, and the age at which it should be contracted as something quite different from the age of consent. This state of mind constituted a very strong moral safeguard, and therefore nothing should be done which should weaken or destroy such a safeguard. She hoped, therefore, that the Committee would not fall into the error of adopting too cautious a resolution, but would make a clear distinction between the age of consent and the age of marriage.

She suggested that a small Sub-Committee, composed of Miss Wall, Miss Rathbone and a medical expert, should be constituted to draft a resolution for submission to the Commission.

Dr. Gertrud BÄUMER (Germany) could not accept any proposal to the effect that the age of marriage and the age of consent should be made the same. She agreed with Miss Wall that a more detailed discussion had made it still clearer than before that the question of fixing the two ages had to be treated from different points of view. It was obvious that a girl needed more protection under the circumstances to which the age of consent applied than for the legal age of marriage. She thought, however, that the draft resolution proposed by M. Rollet had been misunderstood. All that M. Rollet meant was that the age of consent should not be lower than the age of marriage. When he stipulated that it should be at least the same as the age of marriage, this meant that it could in certain cases be higher. She realised the difficulties of the situation as far as Denmark and the other Scandinavian countries were concerned. Generally speaking, the higher the two ages the greater the protection afforded, and the Commission could perhaps add a sentence to this effect to the resolution proposed by M. Rollet. She thought, however, that it would be impossible to base the age of marriage on puberty, for the reasons stated by Miss Wall and Professor Léon Bernard. She thought that the proposal of M. Rollet should be submitted, as a basis for discussion, to the Sub-Committee proposed by Miss Whitton.

Mr. HARRIS (British Empire) agreed with Miss Whitton. Some countries would regard the proposal of M. Rollet as reactionary. Many countries desired to raise the age of marriage to that of the age of consent. Speaking from the legal point of view, it was necessary, however, to treat the age of consent as something different from the age of marriage. This point had been explained by Miss Wall, with whose observations he was in agreement. He thought that a small Sub-Committee should be appointed to draft a resolution for submission to the

Commission. He would propose the following text as a basis for discussion in that Sub-Committee.

“ While it is important that in all countries the age of consent and the age of marriage shall reach an adequate standard, the Commission wishes to point out that the considerations which must influence the fixing of the age in each case are widely different.

“ As regards the age of consent, the Commission can add little to the resolution which it passed last year. This resolution was as follows :

“ 3. ‘ The Commission, being convinced that the fixing of too early an age as the age of consent is likely to encourage traffic in women and children and to lead to the corruption of young persons, requests the Council of the League of Nations to draw the attention of Governments to the imperative need of fixing the age of consent sufficiently high to ensure the effective protection of children and young people. ’

“ As to the age of marriage, the Commission recognises that it has an important bearing on the welfare of young persons of both sexes. Where the age is low, it may not conduce to the well-being either of the individuals concerned or of the State. Further, an age which is too low may lead to the foundation of evils and abuse which have been referred to in the report of the Special Body of Experts on the Traffic in Women.

“ The Commission wishes to express the hope that the Governments will consider the ages fixed in their marriage laws in the light of these considerations. ”

On the proposal of the CHAIRMAN the following members were appointed to serve on the Sub-Committee : Miss WALL (British Empire); Miss RATHBONE; Mme. ROMNICIANO (Roumania); M. ROLLET; Dr. Gertrud BÄUMER (Germany); and Miss WHITTON.

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## SECOND MEETING

*Held on Monday, March 19th, 1928, at 3.30 p.m.*

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Chairman : M. REGNAULT (France).

### 2. Disposal of the Gift of \$5,000 offered by the American Social Hygiene Association.

The SECRETARY recalled that the American Social Hygiene Association had, on May 19th, 1925, made an offer of 5,000 dollars intended for partial allocation to the work of the Child Welfare Committee. Up to the present, no allocation had been decided upon for this generous offer, but last year Mr. Bascom Johnson had written to her suggesting one or two subjects upon which this fund might be expended. This letter had been read to the Sub-Committee entrusted with the allocation of the fund in question, but no decision had been reached.

Two months ago, the Secretary had written to Dr. Snow requesting him to ask the Executive Committee to maintain its offer until the close of the present session. Dr. Snow had replied as follows in a letter dated March 3rd, 1928 :

“ The American Social Hygiene Association was greatly interested in the original recommendations of the Sub-Committee on Programme of Work to the Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People.

“ Among other recommendations occurred the following :

“ ‘ *Hygiene of Adolescence.* — The Committee appreciates the great difficulties which surround this question, but it proposes to ask members of the Committee at its next session to exchange views on this question in order to ascertain whether it would be justified in investigating more closely any part of this field of character training. ’

“ This Association receives annually from citizens and organisations in every part of the world enquiries as to what is being done in the United States in such education. Urgent requests are sent asking for copies of laws, reports, library reference lists, pamphlets and lecture outlines. These demands, which I suppose are made upon similar agencies in many other countries, clearly indicate the need for accurate information on this subject.

“ An international clearing-house service on the subject of sex in its larger scientific and social meanings in relation to the field of character training would, in our judgment, be of great value to all phases of the protection and welfare of children and young people.

“ Many educators and other qualified persons throughout the world believe that the Child Welfare Committee must give adequate consideration to what the Committee has termed biological education, and plan internationally for recognition of its value and influence, if the League's Child Welfare programme is to be complete.

“ While the American Social Hygiene Association did not wish to place undue restrictions on its pledge of 5,000 dollars in 1925, the Board of Directors believed at that time, and still believe, that the Child Welfare Committee might make a beginning in such parts of the programme as relate to the field of social hygiene, using this term in the restricted sense which applies in Great Britain and the Americas.

“ In your letter of December 21st, 1927, you wrote as follows :

“ ‘ With regard to the 5,000 dollar contribution from the American Social Hygiene Association, I should be very glad if you would kindly report to the Board of Directors at your annual meeting in January that the League desires this offer to remain open at least until after the March meeting of the Advisory Commission. ’

“ Our Board gladly continued its pledge until after your March meeting, but considers that, since the money for this purpose must come from its budget, other activities should not be indefinitely curtailed. To avoid the latter situation, the Board had in mind withdrawing its pledge if the Child Welfare Committee is still of the opinion expressed in Resolution 12 of the third session, held in May 1927. The Board, however, would wish it to be clearly understood that this action would be taken only in the interest of releasing funds for active work in its field, and that any subsequent suggestions or proposals of the League whereby this Association, or its Committee on International Relations and Activities, could assist the Committee on Child Welfare would be given careful and sympathetic consideration.

“ May I add a personal word of greeting and hope that the meetings of both sections of the Advisory Commission will be most successful and helpful. ”

Mr. Bascom JOHNSON recalled that, when this offer was made, the Committee had had a large number of items on its programme. Since then, the agenda had been somewhat restricted, certain questions having been transferred to the Health Committee and others to the International Labour Office. Consequently, there remained upon the agenda only one or two questions suitable for the allocation of the funds of the American Social Hygiene Association. Mr. Bascom Johnson did not wish unduly to limit the final allocation of this money, but, as a member of the Association, he declared that his Association would not wish this money to be used for an enquiry into such subjects as birth control, propaganda of any kind, or venereal disease (this latter because it falls more logically within the province of the Health Committee).

He proposed, merely as a suggestion, that the money should be employed — at least, in part — to examine the extent to which and the methods by which biological education was now being used in a selected list of countries to interpret to youth the influence of racial functions on human behaviour.

Dr. Estrid HEIN (Denmark) stated that she could not over-emphasise the importance of instituting an enquiry in the direction indicated by Mr. Bascom Johnson.

Biological education was an essential means towards resolving the difficulties which confronted young people at a certain period of their life. Dr. Hein understood by biological education that education which started at the commencement of school life and gave information concerning all the biological functions of life — in particular, the generating functions of plants, fish, birds and mammals, including man. It was ridiculous to give to children a mixture of fairy stories and half-truths. It was necessary to give them facts, and to avoid sexless anatomical designs and evasive replies.

The final aim was to explain life and the responsibility of procreation. In her opinion, it might be very difficult to make young people of fifteen, sixteen or seventeen years of age understand sexual questions if they were not already prepared for them to some extent. It was, furthermore, very largely a question of good training on the part of the professors.

The need for this education had been felt for forty years — from the time, in fact, when work in factories took the place of home industries. No one had even informed young girls who found themselves suddenly faced with such severe conditions of existence, how they might be able to protect themselves. They must be armed, not in order to carry on the struggle for existence — they succeeded in this sometimes even despite misguided principles of sexual morality — but for their happiness.

Dr. Hein did not think that the Governments could take up this question at the moment. The matter should be left to the initiative of private persons or organisations.

Dr. HUMBERT desired to give his point of view. He entirely shared the views of Dr. Hein regarding biological education in all phases of school life. He thought, however, that the Commission — more particularly the Assessors, and as far as he was concerned, he was ready to own his guilt — was perhaps desirous of undertaking too much. He wondered whether any appreciable advance would be made if the various Governments were approached during the course of the enquiry which must be undertaken. The congresses held by the voluntary associations since the war showed how much could be obtained from the good will of such associations.

Further, the proposed enquiry might usefully deal with situations which could only be properly diagnosed on the spot.

As mere suggestions, Dr. Humbert would refer to the following :

1. Child crime in its relation to the organisation of the recreation of youth. Replies on this question were very divergent. An enquiry might be made on the spot, and recreation organised in a particular district where none so far existed. The results could then be reviewed.

2. A question originally put forward by Professor Léon Bernard concerning the consumption of alcohol by children under and during school age. A fresh enquiry was necessary in view of the fact that fifteen years had elapsed since this subject had been considered.

Dr. Humbert suggested, therefore, that the money offered by the American Social Hygiene Association should be set aside for undertaking on the spot enquiries of this kind.

Count CARTON DE WIART (Belgium) recalled that Mr. Bascom Johnson had himself made a suggestion with regard to the use of the funds so generously offered by the American Social Hygiene Association. He would make certain reservations regarding this proposal, for he thought that far more could be done by the parents themselves with regard to biological education than could be achieved in school. The Commission would also be departing from the very precise instructions of the Council to be found in the report of Sir Austen Chamberlain adopted on June 9th, 1926, in which it was stated :

“ These subjects are certainly of high importance, but they do not call for international regulation. There would seem to me to be danger for the League in thus invading the purely national sphere of its Member States, lest those States might resent such action and the real purpose of the League be obscured. ”

Count Carton de Wiart, on the other hand, hoped that a proper use would be found for the generosity of the American Social Hygiene Association.

Dr. Humbert had just made some interesting suggestions, but child crime was the result of so many facts that an enquiry would not yield any great results, and might either create illusions or lead the Commission to note that its causes could not be determined.

This was not the case with M. Humbert's second suggestion, which could be very usefully investigated. For example, it would be useful to examine the influence of the consumption of alcohol on the intelligence of children, on their attention, on their memory, their judgment, etc. If the Commission thought good to adopt this suggestion, Count Carton de Wiart did not desire the enquiry to deal with the manner in which laws were applied in the various countries, for this might awaken the susceptibilities of Governments. He therefore thought the object of the enquiry should be defined as follows :

“ What is the influence, on the physical and intellectual formation of the child, of the measures adopted in various countries for the restriction or prohibition of fermented liquors ? ”

He proposed that an enquiry on this definite point should be made through the Secretariat.

Mr. COHEN considered that, while there was considerable divergence of opinion as to the wisdom of giving biological education to children, there could be none as to the value of strengthening the character of adolescents. He suggested that part of the funds should be allocated for enquiry upon the following lines :

1. It might be ascertained what measures were taken for character training in boys' and girls' clubs, and whether there were any lectures upon this subject.
2. How far was recreation organised with this end in view ?
3. Could the co-operation of the higher schools and even of the universities be obtained by the inclusion of character training in their curricula ?
4. Enquiries might be made as to the extent of the parents' influence. He agreed with Count Carton de Wiart that this should be the first line of attack.
5. An investigation should be made into the nature of the literature supplied to adolescents. An approach might also be made to responsible authors with regard to the treatment of sex matters in their works.

He had ventured to bring these suggestions immediately before the Committee as he was leaving Geneva that night.

Dame Katharine FURSE recalled that she and Dr. Paulina Luisi had been the first to suggest the inclusion of this subject in the programme of the Commission. Her organisation had been very frequently approached from many directions on this subject of sex education of the young, and it was a matter which was receiving the serious attention of most similar organisations. The subject of sex was constantly being brought to the minds of young people by the cinema, literature and conversation, and it would seem as though the time had come when a definite policy should be adopted with regard to biological or similar instruction.

She agreed with Count Carton de Wiart that the parents were the most suitable people to give the necessary information, but said that most of them were unwilling to do so and that they often asked the leaders of clubs and other organisations to relieve them of the duty. She reminded the Commission that, when making the original suggestion in 1925, she had asked for the education of parents to be considered, and that this proposal had been the cause of some amusement to the Commission. She would, however, repeat it; it was very necessary now to prepare a generation of parents willing to give the information that was asked for by their children. At the present moment, the Commission was between two stools: on the one hand, the children asking for information and on the other the anxious parents, ignorant of the best methods of passing on their knowledge and often therefore refusing to do so.

Dame Katharine considered that one of the greatest difficulties lay in the choice of a suitable term to define what was intended. "Biological education" was often confused, at least in Great Britain, with birth control, while "social hygiene" was connected in the public mind with venereal disease. She considered that a more general term should be adopted to include the object in view — such as "education in human relationships".

With regard to the declaration of Sir Austen Chamberlain, in 1926, that the question of biological education did not call for "international regulation", she pointed out that it was only proposed now that an enquiry should be made into the different methods in different countries. There was no question of regulation.

She ended by saying that her organisation would very much welcome the results of such an enquiry as it was in great need of advice with regard to this subject, which was a very delicate one.

Don Pedro SANGRO (Spain) said that the question of biological education was a grave and delicate one that would raise controversial points of religion, morality and pedagogics. He did not wish to stifle further discussion, but he feared that this matter might create a universal uproar. He also asked whether children should be made the subject of experiment. The consideration of this question had been adjourned eighteen months ago. Had the history of the Commission been so long and so successful that it could afford to reopen a discussion that would raise considerable opposition?

Dr. Gertrud BÄUMER (Germany) said that the question could be considered from two aspects: (a) the question as such; and (b) its relation to the work of the Commission. With regard to the second aspect, she considered that there was no logical reason for the exclusion of the question from the programme. The Commission had already dealt with questions of education, such as the influence of the cinema on children and the instruction suitable for blind children.

With regard to the first aspect, she thought that an enquiry into the subject would at present be impracticable. When such divergence of opinion existed in the Commission, no resolution or recommendation was possible. For her part, she was persuaded that a knowledge of biology was not sufficient to raise the level of sexual morality. A large number of children were not ignorant upon the matter — rather, they knew too much. In order to raise the moral level, the whole of life should be subordinated to higher ideals, even to such ideals as the physical betterment of the race. These were matters that could not be discussed in the present Commission. She saw no objection, however, to making an enquiry on biological education among those Governments and organisations which were willing to give information on the subject. She suggested that a small Sub-Committee might be formed to compile a short questionnaire, which would be issued only to such Governments and organisations as were willing to participate in the solution of this vexed question.

Professor Léon BERNARD considered that this enquiry would be of no practical utility, as it could lead to no really tangible result. With regard to the methods of biological education, there was no country in which such education was not given in some measure by the family, and its introduction into schools was continually upon the increase. An enquiry into the manner in which such education was given in the family would be impracticable, and very little information could be obtained from the schools. At most, such information would be of national and not of universal value. The method of education was largely a matter of personality and of tact, and it would be a great mistake to standardise it. With regard to the results obtained, these, too, would be of little use, for a measure that would be most satisfactory in one country might prove entirely unsatisfactory in a country where different conditions prevailed.

He considered, however, that an enquiry into the influence of alcohol upon children would produce really valuable and scientific information. He would, however, ask Count Carton de Wiart to make two slight amendments in the text of his proposal. He suggested that the words "fermented liquors" should be changed to "fermented and distilled liquors". The second amendment that he proposed was of greater importance: for the words "of the measures that have been taken" he would insert the words "of alcoholism and of the measures that have been taken". The enquiry should not be limited to countries where prohibition was in force.

Mme. AVRIL DE SAINTE-CROIX considered that the subject of biological education should be studied elsewhere by a body less liable to offend a wide range of susceptibilities. In the present Commission, a discussion of the subject would only lead to controversy, with little practical result.

She urged that enquiry should rather be made into the influence of parents upon their children. For more than thirty years she had interested herself in delinquent children, and she was convinced that the greater part of these were victims and not offenders. She suggested that the proposal of Count Carton de Wiart should be enlarged so as to give effect to this enquiry.

COUNT CARTON DE WIART (Belgium) remarked that his proposal would in that way be considerably enlarged, but Mme. Avril de Sainte-Croix pointed out the primary importance of the question of home atmosphere.

Mr. HARRIS (British Empire) summarised the attitude that the Council had taken with regard to biological education.

In 1925, the Commission had agreed to an exchange of views upon the matter at its next session and the Council had made no comment upon this agreement. In 1926, the discussion of the matter had been objected to by the Council, largely, he thought, because the Committees' proceedings had seemed to be somewhat in the air and the Council had wished to bring them down to earth. He did not think, however, that the Council would now make any objection to the enquiry suggested, on the condition that this enquiry should receive the unanimous support of the Commission. The matter was one of essential importance to both Committees — to the Traffic in Women and Children Committee for obvious reasons, and to the Child Welfare Committee on account of the danger of ignorance among children with regard to sex matters. He proposed that a beginning should be made by appointing Dr. Hein to be Rapporteur on the question. A portion of the funds might be allocated to her use and she could enquire into the measures that had been taken in her own country and in the other countries that were willing to co-operate.

He could not support the proposal of Count Carton de Wiart because he thought that the subject in question was related to the work of the Health Organisation rather than to that of the Commission.

If the suggestion that he had just made were not accepted, he would propose that a Sub-Committee should be appointed to consider the matter, and that a decision should be taken at a later meeting.

M. BOURGOIS (France) agreed with his colleagues as to the inexpediency of instituting an enquiry into alcoholism. This matter was already upon the agenda of the Assembly, which had wished to co-ordinate all views on the subject, and it would be a breach of discipline for the Commission to take upon itself a separate consideration of the matter. He proposed that the draft resolution of Count Carton de Wiart should be submitted after the next session of the Assembly.

He added that it would be somewhat ironical if American funds were to be employed for the solution of a question that the United States had already solved for themselves.

With regard to the proposal of Mme. Avril de Sainte-Croix, he considered that its scope was too wide, and he suggested that a Sub-Committee should be appointed to form a similar proposal in more restricted terms.

M. ITO (Japan) said that in his country biological education was the subject of a five-year course in secondary schools. It had been a burning question since the war whether this education should be extended, and much would depend upon the example of other countries. He agreed with Mr. Harris upon the advisability of first collecting a greater amount of information upon the matter.

Miss WHITTON thought that the Commission seemed to be in the position of a man holding a wild cat and not knowing whether to hold on or leave go. It was, however, most essential that the resolution upon this matter, when adopted, should be unanimous.

With regard to the proposal of Count Carton de Wiart, she considered that the American continent should form the centre of enquiry. She was of the opinion, however, that such an enquiry would be premature.

Dr. HUMBERT said that, while he did not agree with M. Bourgois that the Commission should postpone its discussion until after the next session of the Assembly, he considered that the question was too complex to be undertaken by a single Committee.

Mlle. CHAPTAL (France) drew attention to a most effective weapon in the defence of children against moral danger, *i.e.*, the institution of visiting nurses or social workers. It seemed to her that the enquiry would be made more precise and would be more effective if it dealt with this special and very modern aspect of the question,

Dr. Estrid HEIN (Denmark) said that she could not agree to the proposal of Mr. Harris. She considered that it would be only a waste of time to occupy herself with a question which was regarded by the majority of the Commission as a dangerous one.

The CHAIRMAN considered that, before the appointment of a Sub-Committee, a vote should be taken upon the question of biological education.

Mr. HARRIS (British Empire) urged very strongly that the matter should not be put to the vote but should be adjourned. In the meantime, the members could reflect upon the various proposals, and when they had expressed their opinions a Sub-Committee could be appointed.

M. BOURGOIS (France) considered that the taking of a vote upon the question was the only possible solution. If a Sub-Committee were appointed, it would have to be composed of a majority of the members of the whole Commission, for it would be necessary to have every shade of opinion represented upon it.

Dr. Gertrud BÄUMER (Germany) thought that a small Sub-Committee could find a proposal that would be agreeable to all.

Dr. Estrid HEIN (Denmark) associated herself with the proposal of Mr. Harris. She considered that at the present moment a vote would be most inexpedient.

M. BOURGOIS (France) expressed the opinion that the question of biological education could be eliminated. There remained the proposals of Count Carton de Wiart and of Mme. Avril de Sainte-Croix. He suggested that a vote should be taken upon the former of these. It would be unjust if the Commission had to abide by the decision of a Sub-Committee on this matter, for such a decision would depend entirely upon the composition of the Sub-Committee.

He proposed that, at the next meeting, the Commission should vote upon each of the three resolutions in turn, without further preliminary discussion.

Mr. HARRIS (British Empire) said that an adjournment of the meeting would enable Mr. Bascom Johnson to make a further proposal.

Don Pedro SANGRO (Spain) expressed his conviction that none of the members were in favour of the continuation of the discussion upon biological education.

The CHAIRMAN stated that the proposal for the allocation of part of the funds offered by the American Social Hygiene Association for the furtherance of biological education had been withdrawn.

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### THIRD MEETING.

*Held on Tuesday, March 20th, 1928, at 10.15 a.m.*

Chairman : M. REGNAULT (France).

#### 3. Disposal of the Gift of \$5,000 offered by the American Social Hygiene Association (Continuation).

COUNT CARTON DE WIART (Belgium), referring to his proposal, made at the previous meeting, that an enquiry should be made into the effects of alcohol on the mental and physical condition of children and young persons, said that he now realised that such an enquiry could scarcely be made until a decision had been taken in regard to the general question of alcoholism. That being so, he withdrew his proposal in favour of that put forward by Mme. Avril de Sainte-Croix, as amended by Mlle. Chaptal.

Dr. HUMBERT agreed with Count Carton de Wiart. When the Commission came to discuss the question of alcohol, he would submit a proposal showing how it would be possible to continue a study of this question.

Mme. ROMNICIANO (Roumania), though she had stated, on her own behalf and on behalf of her Government, that she was against biological education, desired to make it clear that she had never had in her mind the question of birth control in connection with such education. She felt quite certain that the American Social Hygiene Association had no intention of raising the question of birth control in this connection. She hoped that Mr. Bascom Johnson would take note of this explanation. Birth control was naturally a subject which was regarded in Roumania as very unfortunate.

The CHAIRMAN agreed with Mme. Romnicioano that the question of birth control had never been raised by the Commission.

Miss WHITTON desired to submit an amendment to the proposal made by Mme. Avril de Sainte-Croix and Mlle. Chaptal.

Her proposal was that an attempt should be made to apply their suggestion to a restricted area, and her main reason for making this proposal was that, in the United States of America and in Canada, great interest was being shown in the question of the neglect of children. The 5,000 dollars, therefore, which might be forthcoming for such an enquiry would probably be increased by sums from other sources. Her proposal was to the following effect :

“ That the funds generously placed at the disposal of the Commission by the American Social Hygiene Association should be devoted to a definite enquiry in the field of child neglect, and that this enquiry should take the form of an intensive study of selected groups of children in certain specified countries which have become, or are in danger of becoming, neglected, dependent or delinquent.

“ That, to make the study practical and definite, it should deal with groups of five hundred children in each of the countries selected, and should include :

“ (a) An examination of the causes which contributed to their moral or social danger ;

“ (b) An evaluation of the results of the various methods of dealing with them :

“ (1) By social work in the children's own homes ;

“ (2) By institutional care ;

“ (3) By boarding out or placing out.

“ That for the direction of this enquiry, a Committee of specialists be appointed from the countries selected for study.

“ That a Sub-Committee be set up, to report to the Commission during the present session, on the method of study and other details of this enquiry. ”

Mr. Bascom JOHNSON, in reply to Mlle. Chaptal, who had enquired whether the American Social Hygiene Association would allow its funds to be used for the purposes proposed by Mme. Avril de Sainte-Croix and herself, said that a definite reply to this question was not possible. He felt sure, however, that her proposal, or that of Miss Whitton, would receive sympathetic consideration by the Association.

M. BOURGOIS (France) asked that a vote be taken on the proposal of Mme. Avril de Sainte-Croix and Mlle. Chaptal.

Mr. HARRIS (British Empire) thought that both proposals should first be submitted to a Sub-Committee. He was not yet in a position to express a definite opinion on the merits of either.

M. BOURGOIS (France) pointed out that it was impossible for the Sub-Committee to make any recommendations until it knew the views of the members of the Commission in regard to both proposals.

Dr. Gertrud BÄUMER (Germany) was under the impression that the proposal of Miss Whitton was intended to be an amplification of that put forward by Mme. Avril de Sainte-Croix and Mlle. Chaptal.

Mlle. CHAPTAL (France) was unable to agree with the proposal of Miss Whitton.

Miss WHITTON supported the proposal of Mr. Harris. The proposal which she had submitted had been designed to define more clearly the suggestion made by Madame Avril de Sainte-Croix and Mlle. Chaptal.

M. BOURGOIS (France) recalled that the Chairman had pronounced the closure of the discussion at the preceding meeting. All that now remained for the Committee to do was to vote on the two proposals submitted.

Mr. HARRIS (British Empire) thought that the members were really all agreed in principle as to the nature of the enquiry. It must, however, be defined. He regarded the proposal of Miss Whitton as interpreting that made by Mme. Avril de Sainte-Croix and Mlle. Chaptal. He thought that both should be submitted to a Sub-Committee.

The CHAIRMAN called upon the Commission to vote on the text proposed by Miss Whitton, which he ruled to be an amendment to the proposal made by Mme. Avril de Sainte-Croix and Mlle. Chaptal.

The proposal was as follows :

“ That a Sub-Committee be set up to outline the methods of an enquiry into a selected number of neglected, dependent or delinquent children, in specified countries, with a view to establishing the causes contributing to their condition and an evaluation of the methods for the treatment of these problems ”.

Dr. Estrid HEIN (Denmark) said that she would abstain from voting, not having had sufficient time to consider the text proposed.



Mr. HARRIS (British Empire) enquired whether the Commission was voting on the proposal of Miss Whitton itself or whether it was called upon to take a decision to the effect that the proposal should be submitted to a Sub-Committee. He was prepared to agree that the matter should be submitted to a Sub-Committee, but he was not prepared to vote for it as it stood.

The CHAIRMAN ruled that the proposal as it stood should be put to the vote.

*The proposal was rejected.*

The CHAIRMAN called upon the Commission to vote on the proposal of Mme. Avril de Sainte-Croix as amended by Mlle. Chaptal.

The proposal was as follows :

“ That an enquiry be undertaken into the necessity for protecting children in moral danger and the means available to this end, more especially through the action of social workers, visiting nurses, etc.”

Mme. AVRIL DE SAINTE-CROIX explained that she had added the word “ etc. ” in order to make the proposal less limitative.

Dr. Gertrud BÄUMER (Germany) was unable to vote for the proposal as it stood, for it was too vaguely worded. It should be submitted to a Sub-Committee for further examination.

Dr. Estrid HEIN (Denmark) and Mr. HARRIS (British Empire) announced their intention of abstaining from voting. They were unable to agree to the proposal as it stood, but would be quite willing for it to be submitted to a Sub-Committee.

COUNT CARTON DE WIART (Belgium) thought that, if the principle underlying the proposal of Mme. Avril de Sainte-Croix and Mlle. Chaptal were accepted, the Commission could then refer the matter to a Sub-Committee with instructions to draw up a definite text.

M. BOURGOIS (France) agreed with Count Carton de Wiart.

M. ROLLET suggested that the proposal should be worded as follows :

“ That an enquiry should be undertaken into the organisation of the social services dealing with the protection of abandoned children and children in moral danger. ”

*The principle contained in the resolution proposed by Mme. Avril de Sainte-Croix and Mlle. Chaptal was adopted, five members voting in favour and none against.*

The proposal was submitted to a Sub-Committee composed of the following members<sup>1</sup>: Mr. Bascom JOHNSON; Mme. AVRIL DE SAINTE-CROIX or Mlle. CHAPTAL (France); Mr. HARRIS (British Empire); Dame Katharine FURSE; Don Pedro SANGRO (Spain); Mme. ROMNICIANO (Roumania); and Miss WHITTON.

*It was agreed that the proposals of the Sub-Committee should be submitted to the Child Welfare Committee for final approval.*

Mr. Bascom JOHNSON pointed out that the American Social Hygiene Association had waited for three years for a suggestion from the Commission with regard to the employment of the proposed funds. As no suggestion had been made, the Association had now submitted a proposal, which the Commission had rejected. The Commission was, naturally, quite within its rights in acting in this manner. While the Association would be most willing carefully to consider any counter-proposal made by the Commission, he thought it highly probable that it would deprecate any proposal which could only be applied to certain countries. It would desire the proposal to be couched in general terms. The question of child delinquency was a matter of great interest in the United States and in Canada and, he thought, in many other countries, and the Association would undoubtedly feel disappointed if the proposal were not put in such a form as to make possible a universal enquiry.

He thanked the Chairman and the representative of Roumania for their observations regarding the subject of birth control. At the previous meeting, however, the Italian representative had made a remark to the effect that it was well known that the American Social Hygiene Association supported Malthusian doctrines. This was, of course, not the case, and Mr. Bascom Johnson felt sure that, if such a statement on the part of any member of the Committee remained on record in its Minutes, the Association in question would refuse its future co-operation. He would therefore appeal with confidence to the Marquis Paulucci di Calboli and ask him to withdraw his observations, which had been made under what Mr. Bascom Johnson considered to have been an obvious misapprehension.

The Marquis PAULUCCI DI CALBOLI (Italy) was quite willing to withdraw the observation. A misunderstanding had undoubtedly occurred. He had never meant to use the phrase imputed to him. He had merely pointed out that an enquiry into biological education might raise the subject of Malthusian doctrines, with which the Commission had not been and could not be called upon to deal.

#### 4. Legal Age of Marriage and of Consent (Continuation).

M. ROLLET, on behalf of the Sub-Committee, submitted a draft resolution. He explained that the Sub-Committee had thought it useless to make a comparison of the age of consent

<sup>1</sup> For the text of the resolution proposed by the Sub-Committee and adopted by the Child Welfare Committee, see the Minutes of the Fourth Session of the Committee (document C.195.M.63.1928.IV, page 40).

and the age of marriage, since that question had already been made the subject of a communication to the Governments.

After a short exchange of views, the *resolution was adopted in the following form, after certain drafting amendments had been made* :

“ The Advisory Commission for the Protection and Welfare of Children and Young People,

“ Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent, and having noted their observations upon the resolution adopted in 1927 ;

“ Considering that, with regard to age of consent, there is nothing to add to this resolution ;

“ And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers ;

“ Recommends that Governments should examine in the light of these considerations the question of the age of marriage fixed in their respective laws. ”

Miss RATHBONE, while agreeing to the resolution, thought that a further step could be taken in order to obtain more definite information regarding the physical effects of premature marriage. In deference to the expert medical opinion which had been expressed, she had abandoned her proposal that the age of consent should be not less than two years after the age of puberty. She doubted, however, whether the Governments yet possessed sufficient biological data to enable them to fix the age of marriage with any degree of certainty. She would therefore propose that the Health Organisation of the League should be asked to make an enquiry into the question of the well-being of children offspring of premature marriages and that of the health of their mothers. She asked that her proposal should be discussed under Item 2 (b) of the agenda of the Child Welfare Committee.

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ANNEX 1.

C.T.F.E. 378.

PROGRESS REPORT FOR 1927.

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*Presented by the Secretary and submitted to the Committee on March 12th, 1928.*

The Secretary has the honour to submit the following statement regarding the present position of the various questions dealt with in the resolutions passed at the last session of the Committee.

*Resolution II.*

“ The Traffic in Women and Children Committee feels it necessary again to draw the attention of the Council to the fact that there are still many Governments which are not parties to the International Conventions and Agreement.

“ The Committee would point out that, without fuller co-operation, the international machinery for the suppression of the traffic in women can only be partially effective. ”

This resolution was embodied in a letter in which the Council of the League of Nations drew the attention of those Governments Members of the League which have not yet become parties to these instruments to the fact that, owing to their non-adherence to these Conventions, the means for combating the international traffic are not as effective as they would otherwise be. This letter has so far brought little response, being merely acknowledged by the Government of *Honduras*.

Regarding the Governments represented on the Committee, the position remains unaltered. The adhesion of *Denmark* awaits ratification and the difficulties of the Government of the *United States of America* remain as before.

*Resolution III.*

“ The Committee invites the Council to draw the attention of Governments to the great value of direct administrative co-operation by means of regular intercommunication between the Central Authorities of the different States on all matters connected with the traffic in women and children. ”

This resolution was approved by the Council of the League on June 16th, 1927, and was communicated by letter to all States Members of the League and to Egypt, Turkey, Monaco, Costa Rica and the United States of America. The letter has been acknowledged by New Zealand, Salvador, the United States of America, Honduras, Venezuela and Egypt. In addition, the Secretariat received a communication dated October 19th, 1927, to the effect that the Permanent Office of the Chinese delegation to the League of Nations states that this resolution is acceptable to the Chinese Government.

*Resolution IV.*

“ The Traffic in Women and Children Committee requests that an enquiry should be undertaken by the Secretariat, with the assistance of the International Labour Office, regarding the methods adopted in the different countries in connection with the material and moral protection of artistes travelling abroad under contract of employment in music-halls and similar places of amusement. ”

The members of the Committee will already have appreciated the value of the report on this question which has been made by the International Labour Office and distributed in document C.T.F.E. 374<sup>1</sup>. The draft Questionnaire which the Committee last year decided should be drawn up by the Secretariat has been circulated for the consideration of the Committee (document C.T.F.E. 376).

Information on the subject will be also found in Part II of the Experts' report.

*Resolution V.*

“ The Traffic in Women and Children Committee asks the Council to invite the Governments to supervise the conditions under which girls under eighteen years of age are allowed to go abroad with contracts of employment, and in particular to insist, where necessary, on the strict enforcement of emigration laws and regulations in this matter. ”

In conformity with the decision of the Council, the attention of the Governments of all States Members of the League and Egypt, Turkey, Monaco, Costa Rica and the United States of America was drawn to this resolution.

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<sup>1</sup> See also Document C. T. F. E. 374 (a).

In reply, the Government of *Estonia* stated that no one under eighteen years of age is allowed to leave Estonia without being accompanied by a parent or guardian, it being stated on their passport that the said passport has been delivered with the approval of parent or guardian.

This resolution has been examined by the Ministry of State and the Director of the Law Department of *Monaco*. Both these Administrations replied that the Council's invitation to examine the question could not have immediate attention, but the Council of the League could rest assured that Monaco would not neglect its international responsibilities.

The Government of *Salvador* has taken notes of the resolution.

According to information received from the competent *Latvian* authorities, there has not been a case of any girl under eighteen years of age going abroad under contract.

The reply of the *Italian* Government, dated August 30th, 1927, states that the recommendations contained in this resolution have for some time past been in practice in Italy. All contracts for girls under eighteen for work abroad are scrutinised very strictly. At the Ministry of the Interior there is an office which deals with offers of employment abroad for which Italian women have applied.

Experience in *New Zealand* shows that the number of New Zealand-born girls under eighteen leaving the Dominion unaccompanied by their parents is infinitesimal. The practice is to require all minors travelling alone to produce the written consent of their parents or guardians before a passport is granted.

The *Polish* Ministry of Labour and Social Conditions is in complete agreement with this resolution. The Polish Law of October 1927 concerning emigration goes still further than the recommendations proposed, so that women under twenty-one years of age are not allowed to go abroad unless accompanied by husband, parent, tutor or older brother or sister, or in the case of a young woman going to join someone whose definite request has been considered and legalised by the authorities.

The *Chinese* Government has taken note of the resolution.

The *Cuban* Government replied stating that no one is allowed to enter Cuba under contract of work, but no mention is made of Cuban nationals seeking work abroad.

Acknowledgments of the circular letter have been received from Guatemala, Argentine, Haiti, Nicaragua, the United States of America, Honduras and Egypt.

#### *Resolution VI.*

“ The Committee recommends that Governments should take stern measures in regard to foreign procurers and *souteneurs*. Such persons should be refused admission to the country, or, if found after entrance, they should be deported in addition to any punishment to which they are liable. ”

This resolution was communicated by letter to all Members of the League and to the non-Member States mentioned above.

The Government of *Roumania* states, in a letter dated September 24th, 1927, that an order has recently been sent by the Ministry of the Interior to all police authorities saying that all possible steps must be taken to bring about the expulsion of all procurers and *souteneurs* who have paid the penalty of their crime or those who, from lack of evidence, have not been brought to justice but whose profession is known. The Department, which proposes to draw up a list of all national procurers and *souteneurs* who have been found guilty, with a view to sending this list to the Central Authorities of other countries, would be glad to receive similar lists from the authorities of other countries.

This resolution has the entire approval of the *Latvian* authorities, who will take all necessary steps to prevent the entrance of procurers and *souteneurs* or to expel them from the country.

In a letter of October 20th, 1927, a translation of the *Chinese* Criminal Code was sent to the Secretariat, and information was also received to the effect that the Principality of *Monaco* has always applied the measures indicated in the resolution.

The Government of *Estonia* prohibits the entrance of such persons. If, however, it is found, in spite of these regulations, that such persons have entered the country and are practising their profession, immediate steps are taken for their expulsion.

A number of Governments sent acknowledgments of this letter.

#### *Resolution VII.*

“ The Committee requests the Secretariat to make a résumé of laws in its possession of different countries dealing with the punishment of persons who live wholly or partly on the immoral earnings of women and to present it to the Committee at its next session. ”

Document C.T.F.E.373, which has already been distributed, sets forth the reasons why this résumé has not been published in a complete form, and attaches a note on the references to the laws in the possession of the Secretariat concerning the punishment of persons who live wholly or partly on the immoral earnings of women.

*Resolution IX.*

“ The Committee recognises that the low wages paid to women in certain branches of employment is a factor which cannot be disregarded in considering the problem of prostitution in its relation to the traffic. The work undertaken by the International Labour Organisation on the subject of minimum-wages machinery will throw light on the methods adopted by various Governments to secure the payment of an adequate wage in the lowest-paid employments. The Committee suggests that the Secretariat should examine the question of women’s wages with the International Labour Office and consider whether any aspect of the question should be explored, and should report to the Committee at its next session. ”

When the report of the last session of the Traffic in Women and Children Committee was considered by the Council of the League, the Rapporteur, Sir Austen Chamberlain, referring to the question of women’s wages, said : “ Women’s wages seems to be a large economic question and to lie outside the scope of the Committee’s work ”. Sir Austen Chamberlain’s report having been approved by the Council, it has not been possible to take action on this resolution of the Committee.

*Resolution XIV.*

“ The Committee wishes to draw the attention of the Council to the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications and to the fact that :

“(a) Of the forty-three States which have signed the Convention, twenty-two have not ratified their signatures ; and

“(b) Fourteen of the fifty-five States Members of the League have taken no steps towards becoming parties to the Convention.

“ It recommends that the Council should invite the Governments of those States to present their ratification as soon as it is possible for them to do so, and to invite those States which are not parties to the Convention to become so. ”

The members of the Committee will be glad to know of the progress made since the last session with regard to the International Convention for the Suppression of Obscene Publications.

In February 1928, the *French Government* informed the Secretariat that this Convention had been voted by the Senate but had not yet been voted upon by the Chamber of Deputies. The adhesions of *Bermuda, Bahamas, Falkland Islands, St. Helena, Palestine, Transjordan* and *Jamaica* have been received. The ratification of *Luxemburg* was received on August 10th, 1927. This ratification is subject to the reserve that, in applying the provisions relating to penalties in the Convention, the Luxemburg authorities will respect the final paragraph of Article 24 of the Constitution of the Grand-Duchy, which lays down that the publisher, printer or bookseller may not be prosecuted if the author is known and is a national of Luxemburg and domiciled in the Grand-Duchy. This reservation has been communicated to all States signatories to the Convention, asking them to be good enough to say at their earliest convenience whether or not they accept the reservation.

The *Bulgarian Government* states that it feels obliged to conform to Article 79 of the Constitution, which says that, when a writer is known and is domiciled in Bulgaria, the editor, printer or salesman cannot be prosecuted.

*Resolution XV.*

“ The Committee has had before it the replies of Governments in response to the questionnaire on the subject of obscene publications which was issued by the Council. As a large number of Governments have not yet replied, it has decided to postpone further consideration of the matter until next session, and to ask the Council to invite those Governments to reply before the end of January 1928. ”

For the exact position regarding this question, members are asked to refer to document C.T.F.E.369.

Before closing this report, it may be well to draw the attention of the members and Assessors to the economy which is considered by the Secretary-General to be essential in the number and length of documents distributed to the various Committees of the League. Such economy might be effected in various ways.

Rapporteurs, or the Secretariat, might be authorised by the Committee to condense into a clear short summary all information received from Governments, source material being available for consultation but not for circulation.

The reports of the voluntary organisations, interesting though they have been in the past, might be limited to actual cases or prevention of actual cases of international traffic and to descriptions of any new methods found to be of special use in preventing traffic.

Might I once more draw the attention of the members and Assessors to the necessity of sending in their reports by the date for which they are asked? Mention is made of this date in the letter of convocation, and failure to comply with this request often makes it impossible to have the documents ready for the session, as the work of the Council, other Committees and Conferences also make demands upon the time of the official translators, roneo department and printers.

Much time has been devoted by the Social Section during the past year to the work required in connection with the enquiry into the extent of the traffic in women and children. Of the result of this enquiry nothing need be said here in view of the fact that the report itself is to be considered by the Committee at the present session. It may be of interest to the Committee to know that 259 French and 4,245 English copies of Part I and 122 French and 1,800 English copies of Part II have been sold since their publication.

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## ANNEX 2.

C.T.F.E. 374.

### MATERIAL AND MORAL PROTECTION OF ARTISTES IN MUSIC-HALLS AND SIMILAR PLACES OF AMUSEMENT TRAVELLING ABROAD UNDER A CONTRACT OF EMPLOYMENT.

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*Memorandum by M. Varlez (International Labour Office), submitted to the Committee on  
March 12th, 1928.*

[Translation.]

To deal adequately with so vast a subject, very extensive enquiries would be necessary. The question is one of genuine importance, and the International Labour Office has been urged from several quarters to devote closer attention to labour conditions in the theatrical world, particularly among the lower-grade workers, who are very numerous in this profession.

An enquiry has already been begun with regard to the conditions in which *employment is provided* for theatrical staff, for the assistance of the Advisory Committee of Intellectual Workers, which will meet at Geneva next July. It would perhaps be of advantage for the Traffic in Women and Children Committee to get into touch with this Committee, which is at present studying the question of the provision of employment.

If, on the other hand, the Traffic in Women and Children Committee desires a special enquiry on any particular point that comes within its competence, the International Labour Office would be most willing to undertake the necessary research work.

The present memorandum does not, of course, claim to be an exhaustive survey of the various methods of affording material and moral protection to music-hall and similar artistes touring abroad under a contract. It merely indicates, by quoting a number of typical examples, some of the ways in which they are protected; it would indeed be impossible, in the present state of information on the subject, to deal with the question in all its aspects.

Methods of affording protection differ greatly; the artistes are exposed to so many kinds of moral and material dangers that the means of protection must be as numerous as the dangers themselves.

With regard to *laws* and *regulations*: in the course of its researches, the International Labour Office has not, up to the present, discovered many special laws or regulations on the protection of labour in the case of music-hall and allied artistes which make particular reference to artistes touring abroad. It would seem that material must be sought rather in the general laws and executive regulations which govern female labour, working hours, night labour, days of rest and in other protective measures adopted in industry and commerce. The measures themselves differ considerably according to the age of the individual and the place in which the work is performed, but to such an extent do working conditions vary from place to place that probably local by-laws will throw more light on the matter than national legislation.

Regulations also differ considerably according as they apply to adults, adolescents, minors or children, according to the class of establishment concerned, and the relative importance of the locality.

We should also observe that the protection of artistes can be viewed from a number of different angles. In one instance, it is the minor who calls for protection as a worker in an unhealthy and morally and physically dangerous profession; in another, it is an emigrant about to leave the country; in a third, it is a national, whose departure is only permitted under conditions honourable both to herself and to her country. In other instances, it is sought to ensure that foreign artistes shall be protected in the same manner as nationals, or again, the legislation may aim at regulating the work of foreign artistes on tour, supervising their movements or affording them assistance.

It will be seen, therefore, how many questions are involved in the single term : material and moral protection afforded by Governments.

If the situation in every country and in every category of establishment is to be examined, and if every protective measure is to be analysed, the amount of research work involved will be considerable. There would not indeed be much difficulty in conducting such an enquiry on certain specific points, but if the international situation has to be examined in its entirety, the work will be long and laborious. Before undertaking a more detailed study, therefore, the Committee should specify the exact points on which it requires information.

Again, though it may be true that in certain cases the law and official action may suffice to eliminate the dangers referred to, in other more complex and delicate cases it may be absolutely necessary to enlist the aid of private philanthropic or trade-union organisations.

Latterly, the *professional associations* have greatly extended their sphere of action in the theatrical world. They have made noteworthy efforts to improve the standard of living among this hard-working and deserving class of the population. They show as earnest a solicitude for the most humble employees as they do for the greatest and most celebrated artistes; they afford protection to all alike, at home and abroad. They have obtained important results in securing employment and collective labour contracts. We shall refer to these matters later.

*Philanthropic associations* have also rendered signal service in establishing for women and child artistes touring abroad institutions which provide a friendly welcome and material comfort which the stranger in a foreign land so urgently needs.

These associations have been questioned separately, and there can be no doubt that their action has largely contributed to improving conditions among these artistes. We do not think it necessary to go into details, because the societies in question have their own accredited representatives on the Committee.

There are very clearly marked differences between the methods and means employed by the authorities and by private institutions. It should, however, be noted that in several countries there is a decided tendency to attenuate and neutralise, if not entirely eliminate, any such differences. We may observe, in more than one instance, an effort on the part of the legislator to combine official and private action by assigning to professional or charitable organisations a definite protective rôle, together with special powers, or by providing for the inspection of contracts between impresarios and artistes, and making such contracts enforceable in law.

This tendency is particularly noticeable in two matters which probably exert the chief influence over the working conditions of music-hall and similar artistes : the provision of employment, and engagement contracts.

The dignity of the profession largely depends on the conditions under which *situations are secured*. Many Governments, therefore, have placed their employment bureaux at the disposal of artistes, particularly of women who fill the less important rôles; but conditions of work vary to such an extent that it is very hard for an organisation like an official labour exchange, with its inevitably rigid procedure, to follow the ins and outs of theatrical requirements. Employment, therefore, is generally obtained either through the professional associations, which have created bureaux of their own in most countries where the theatrical profession is important, or through joint employment exchanges, which maintain a close touch with the artistes' professional organisations. These associations, formed for the purpose of defending the home market against an invasion of foreign artistes and actors, are more concerned with securing employment at home than abroad; indeed, in regard to the latter they show little zeal, for fear of possible reprisals. Although, therefore, in many countries foreign tours are becoming quite common, artistes are still in most cases engaged through impresarios who collect and organise their own theatrical troupes for work abroad. In some countries even, the leading actors and actresses get their troupe together themselves. We have in these cases a whole host of peculiar conditions and requirements with which official organisations are scarcely able to keep the necessary contact. In order to obtain an exact idea of the manner in which artistes touring abroad secure their employment, it would be necessary to conduct a special enquiry.

Conditions of employment in any one country are generally more uniform than may be supposed at first sight. Except in cases — which are alleged to be still fairly frequent — where the artistic side of the work at music-halls, dancing and other similar establishments serves as a cloak for particularly dangerous forms of prostitution, the conditions of work in these establishments (at any rate, in establishments of repute) are regulated by *collective engagement contracts*. These contracts are drawn up in various countries by the professional organisations and their terms are usually respected.



The International Labour Office has collected a considerable number of model contracts now in use in Austria, Czechoslovakia, Germany, Great Britain, the United States and several other countries. These contracts generally contain a very large number of clauses and they are often modified. The points to which they mainly refer are shown in the following list, taken from the Labour Convention concluded in Germany between the International Union of Variety-Theatre Managers in Berlin; the Federal Union of Proprietors of Cafés and Similar Establishments (headquarters in Berlin); the League of Hall-Owners (headquarters in Berlin) representing the proprietors, and the International League of Artistes (headquarters at Berlin) representing the Artistes' Associations;

1. Definition of the term "artiste".
2. Variety entertainments arbitral tribunal.
3. Breach of contract.
4. Conclusion of contract.
5. Salaries under contract and scale of salaries.
6. Pay for overtime.
7. Travelling and luggage allowances.
8. Rights in case of illness or missed engagements.
9. Payment of salaries.
10. Clause of competition.
11. Cancellation of contracts.
12. Resignation from the profession.
13. Prohibition of irregular labour (*Schwarzarbeit*).
14. Termination of contract.
15. Profits.
16. Obligation to grant pensions.
17. Penalties for infringements and compensation.
18. Regulation of labour.
19. Responsibility for thefts.
20. Artistes' and industrial councils.

The Austrian collective contract concluded between the Managers' and Artistes Associations respectively is an even more detailed document, containing twenty-six chapters. There are many such model contracts in existence for every branch of the profession and for each of the contracting associations. But it must be admitted that these contracts make little if any reference to the special situation of music-hall artistes on tour abroad.

In many countries, the position of artistes is now regulated by agreements of this kind. Unfortunately, the effect of such agreements does not extend far beyond the limits of Central Europe, where, it is said, the abuses peculiar to establishments of the underworld are less serious than in more distant countries, where the need for severe regulations strictly applied by powerful associations would seem to be urgent. In countries of the latter category, therefore, artistes possess little more than the private contracts used by certain employment agents, and these contracts cannot, without great difficulty, be enforced abroad against ill-intentioned or unscrupulous persons.

It is impossible in this short memorandum to go into further details on this point. The following analytical summary will, we think, demonstrate the number of methods employed. With a view to grouping the protective measures concerning which the International Labour Office has already collected a certain amount of information, we have endeavoured to follow the chronological order, *i.e.*, to enumerate the measures adopted on behalf of music-hall artistes before their departure, during the voyage, and after their arrival at the place of their employment.

#### A. MEASURES OF PROTECTION BEFORE DEPARTURE.

As an example of the means taken to protect the material and moral interests of music-hall artistes before their departure from their country of origin, we should first of all mention the *passport* system. On this point, the League of Nations has already collected much information, which is, of course, at the disposal of the Advisory Commission. The passport should in any case prevent the emigration of persons for whom emigration constitutes a moral or material danger, and in certain countries it does effectively prevent the traffic in women, and obviates other dangers which threaten women touring abroad.

We should also refer to the steps now taken in numerous countries to prevent the departure of persons who seem to be ill adapted to the dangers of life abroad. The various *regulations concerning migration* contain a large number of provisions which should, if conscientiously applied, constitute a most effective defence against these dangers. The measures themselves are of infinite variety.

The International Labour Office has made a new collection of the emigration laws now in force<sup>1</sup>. For a detailed study of the conditions which govern the emigration of girls and women — including, of course, artistes — in the various countries, we would refer the reader

<sup>1</sup> *The Regulation of Migration; Volume I: "Emigration Laws,"* International Labour Office, Geneva, 1928,

to pages 78 to 88 of this volume, " Emigration Passports "; pages 49 to 55 " Provisions applying to Minors "; pages 55 to 61, " Provisions regarding the Sexes ", and pages 68 to 70, " The various Professions ".

Germany is one of the countries in which migration is most carefully regulated ; her laws, summarised below, contain the following provisions :

### *Germany.*

*An Ordinance of June 4th, 1924, on Passports* prohibits the issue of passports to minors (married women excepted) otherwise than at the request or with the consent of the person on whom they are legally dependent. The issuing authorities may not issue a passport to a girl under eighteen for the purpose of emigration unless the latter has also obtained the consent of the Court of Guardians when such consent is necessary under paragraph 9 of the *Ordinance of February 14th, 1924, on Measures to prevent Illicit Practices in Emigration.*

Paragraph 9 of this ordinance lays down that no girl under eighteen shall be allowed to emigrate without the permission of the person who, under the Civil Code, has power to determine where the girl shall reside. Girls must also obtain the permission of the Court of Guardians, except in the case of a legitimate daughter desiring to emigrate with her father or mother under whose care she is. Unless the minor produces the permission of the Court of Guardians, transport companies, etc., may not convey her to her destination (§1 of the Law of 1897 on Emigration), and the police authorities are bound to prevent her leaving the country.

In addition to these general provisions, which apply to all girls wishing to emigrate from Germany, mention may be made of the Government instructions to the passport authorities (Passbehörden) to the effect that these authorities must, before they issue a passport to a German minor girl proceeding abroad as one of a troupe of artistes on tour, ascertain whether the impresario himself and the nature and circumstances of his venture are above all suspicion. For this purpose, they are instructed to consult one of the central or local professional organisations of managers or artistes, a list of which is given, and also to obtain the opinion of the Theatrical Department of the Berlin Police Prefecture.

In the case of minor girls, unaccompanied by an adult relative, intending to travel alone to work as artistes abroad, the passport authorities must obtain the opinion of the Federal Emigration Bureau (Reichsstelle für das Auswanderungswesen) in Berlin, or of one of the Emigrants' Information Bureaux which exist in various localities and are legally recognised. When the employment has been offered through an agent, the authorities are also bound to consult the Central Police Bureau at Berlin for the Suppression of Traffic in Women.

When any doubt exists, the competent authorities are bound to warn the person on whom the minor is legally dependent against the proposed voyage. If necessary, they must petition the Court of Guardians or Office for the Protection of Youth (Jugendamt) to prohibit the voyage.

According to information supplied by the professional organisation of dramatic and lyrical artistes and musicians in Germany, it would seem that, since the war, fewer theatrical artistes in general are seeking employment abroad.

*English* law also contains many detailed references concerning the provision of employment for young girls abroad. Information on this subject will be found in the volume on *The Regulation of Migration* (page 57).

The laws on seeking and providing employment which are analysed in the volume (pages 147 to 189) supply a fund of information on these questions ; they are mainly concerned with the contracts of theatrical employees. We refer the reader to these laws.

English legislators have paid special attention to the recruiting of theatrical staff for abroad.

### *Great Britain.*

*The Children (Employment Abroad) Act, 1913,* makes it illegal to cause or procure any child (under fourteen) to enter theatrical employment abroad. This law also makes it illegal to cause any " young person " between the ages of fourteen and sixteen to go out of the United Kingdom for the purpose of singing, playing, performing or being exhibited for profit unless a licence has been obtained from a police magistrate. Furthermore, 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 Great Britain in order to fulfil a particular engagement and is fit for the purpose ; (c) 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.

The licence is granted for three months ; it may be subject to restrictions ; its delivery is notified to the British consular officer of the country of destination, in order that the latter may satisfy himself that the conditions of the licence are being complied with. The licence

may be revoked if the conditions are not complied with, in which case the young person is repatriated at the employer's expense. A renewal of the licence cannot be granted unless the police magistrate is satisfied by trustworthy information from the country of destination that the conditions of the licence are being complied with.

Information communicated by the London Variety Artistes' Federation shows that British artistes generally obtain employment abroad through agencies which have offices in London and correspondents in the principal cities abroad (Paris, Brussels, Amsterdam, Berlin, Vienna, Budapest). These agencies also undertake to supply foreign artistes for Great Britain. Under a special arrangement, all applications for visas made by artistes desiring to take up situations abroad are transmitted to the Variety Artistes' Federation by the British Foreign Office. The Federation then considers whether the terms and conditions of employment are suitable and whether the undertaking is a straightforward concern. It is said that there must be certainly not fewer than five hundred or six hundred British "dancing girls" employed in the various countries of continental Europe. As there is no model contract for the engagement of these artistes, conditions vary from country to country; but the Variety Artistes' Federation sees that no British dancer shall be allowed to leave the country to take up employment unless sufficiently paid.

In many *British Colonies*, the question has also been carefully considered. Much information on this subject will be found in the volume on *The Regulation of Migration*, but special mention should be made of the Straits Settlements Regulation for Variety Performances :

#### *Straits Settlements.*

Under Article 200 of the Ordinance to repeal and re-enact with Amendments the Labour Ordinance 1920 (No. 14) of 1923 (assented to on August 27th, 1923), every (Asiatic) labourer who enters into a contract in Straits Settlements territory to take part in any exhibition or in any theatrical, music-hall or spectacular performance must, before he emigrates, appear in person before the Director of Chinese, who shall require that : (a) arrangements be made to repatriate the labourer at the expense of the employer within a reasonable time after the termination of the contract ; (b) the employer furnish security for the due fulfilment of his obligations ; (c) the labourer be certified by a duly qualified medical practitioner as fit to perform his obligations under the contract ; (d) the labourer be supplied free of charge with a duplicate of the contract executed in his native language ; (e) a photograph or finger prints of the labourer be deposited for record.

In *Italian* and *Czechoslovak* legislation, we also find provisions regulating the engagement by impresarios of national theatrical troupes for abroad. :

#### *Italy.*

*Circular No. 3 of the Commissariat for Emigration, April 27th, 1925*, to prefects, to inspectors and to provincial delegates for emigration stipulates that security must be provided by impresarios engaging a troupe of lyrical artistes, or even a single artiste, for abroad to ensure that the persons engaged shall be repatriated. When the person or persons in question are to proceed overseas, their passports cannot be visaed until a sum has been deposited equal to the return fare.

#### *Czechoslovakia.*

Czechoslovak dramatic artists are mostly engaged for abroad through impresarios.

### B. MEASURES OF PROTECTION DURING THE VOYAGE.

We have not been able to discover any special provisions referring to the protection of music-hall artistes when travelling. We must, however, mention the services which numerous, and generally private, organisations render by organising supervision or by providing permanent centres for information and advice in railway-stations, ports, vessels, etc. We may also — since the Traffic in Women and Children Committee has itself warmly commended the measure — refer to the texts adopted by the International Labour Conference at its Eighth Session, Geneva, May 1926, particularly the recommendation that there should be on board every vessel carrying fifteen or more women and girls unaccompanied by a responsible person a duly qualified woman, without any other duties, to provide these emigrants with the *moral and material assistance* of which they may stand in need.

### C. MEASURES OF PROTECTION IN THE COUNTRY IN WHICH THE ARTISTE IS EMPLOYED.

Here the field is truly vast, and in any methodical survey we should have to consider numerous aspects of the question and varied measures of protection. Generally speaking,

it will be seen that in this domain also an effort has been made in various countries to protect the material and moral interests of music-hall artistes, either by means of laws or by-laws, or by official or trade-union supervision of contracts and labour, or through the much more general action of private philanthropic institutions. The International Labour Office has been able to collect some data with regard to the first two methods of protection. The philanthropic associations concerned will themselves doubtless be able to give information on the third method.

Before proceeding further, we may state that the regulations for the entry of music-hall and similar artistes into foreign countries will be analysed in some detail in the International Labour Office volume on *The Regulation of Migration: "Immigration Laws"*. This volume also supplied information as to the conditions under which foreigners are allowed to enter the profession and how their work is regulated.

These measures of protection are very seldom limited to a particular category of foreign artistes on tour; they generally apply to all artistes in the profession employed in a given country or area, without any distinction as to nationality. The enquiries opened by the Advisory Committee of Intellectual Workers will doubtless make it possible to collect fuller information regarding this rather special field of legislation.

Former enquiries and correspondence with the leading professional associations of theatrical and other performers have shown the International Labour Office the importance, in this domain, of conditions and contracts of employment. Many of the abuses which the Traffic in Women and Children Committee desires to remedy would seem to be closely connected with the conditions under which artistes are engaged, and these conditions vary greatly from one country to another — even in different parts of the same country.

Below we give a summary of the different measures (provisions of laws or by-laws on immigration or the finding of employment, the action of the various professional organisations, and collective engagement contracts) regarding which the International Labour Office has collected data. This account is naturally incomplete; a methodical enquiry into the whole question of the employment and living conditions of these artistes will doubtless be necessary if full light is to be thrown on the question.

#### *Germany.*

The German Association of Theatrical Artistes has inaugurated a joint employment agency at its own expense. In addition, a standard contract, the clauses of which have been made compulsory for all concerned by the Minister of Labour, has been concluded between the Association of Promoters of Public Entertainments of the one part and the Associations of Actors, Choruses and Ballet-dancers of the other. This contract is to run for a first period of three years terminating on August 31st, 1927; thereafter it will be renewed from year to year. It deals with the conditions of work, salaries and disputes; it even enumerates the garments and properties which actors must themselves possess and those which the management is bound to provide.

#### *Austria.*

The employment of foreign artistes (apart from the higher-grade artistes) is regulated by the Law of December 19th, 1925, on the protection of the national labour market; this law places certain restrictions on the employment of foreign labour in Austria.

On the other hand, the conditions of work of foreign artistes who have obtained the necessary permission under the above law are governed by the Law of July 13th, 1922, on the engagement of artistes for theatres. This latter law applies even in the case of contracts concluded abroad for employment in an Austrian theatre (Article 49). It also minutely defines the rights of artistes and specifies (Article 45) that any clause in a contract which would result in the avoidance or limitation of the rights conceded by law to the contracting parties shall be *ipso facto* null and void. Finally, Article 3 of this law, concerning the engagement of artistes under eighteen years of age, lays down that no such artiste may be engaged unless the person on whom she is legally dependent has approved the contract.

Public employment agencies in Austria do not, as a rule, undertake to find situations for theatrical artistes or musicians; the artistes' professional associations, however, have established free employment agencies for their members and have prepared standard contracts to regulate conditions of employment.

#### *Canada.*

Under Canadian law, theatrical artistes coming into the Dominion on tour are not regarded as immigrants; they are therefore exempt from restrictions under the immigration laws (Immigration Law of 1924, Article 2 (g), VI).

#### *Cuba.*

Impresarios who bring into the country lyrical artistes engaged under contract must, under the general rule for the provision of surety in the case of immigrants (Law of August 3rd,

1917, Article 29, confirmed by the Law of May 22nd, 1922), previously deposit with the Commissariat of Immigration a sum which may, if required, be used for the relief of artistes in case of illness, or for their repatriation in case of unemployment or incapacity for work. Impresarios are also bound to supply detailed information concerning these artistes, their previous engagements, etc., and also their photographs (Decree No. 384, of March 2nd, 1925, Immigration and White Slave Traffic).

#### *United States.*

Professional artistes (musicians, actors, showmen, etc.) are exempted from the law on labour contracts, that is to say, they are allowed to enter the United States although they possess a contract (Immigration Law, 1917, Section 3).

In Canada (Law of 1924, Article 40) and in the United States (Law of 1917, Article 19), it is laid down that any foreigner who manages a music-hall or other place of amusement habitually frequented by prostitutes may be deported.

According to information communicated by the National Vaudeville Artistes, Inc., New York, there are no definite rules governing the employment of vaudeville artistes. In practice, these artistes apply to theatrical agents who deal with their special line; these agents in turn pass on their clients to managers.

#### *France.*

The Law of March 17th, 1904, on the obtaining of situations (see also Labour Code Book I, Articles 79 to 98) establishes the principle that no fees may be collected from applicants, for employment, and makes it illegal for keepers of hotels, lodging-houses, restaurants or drinking-saloons to run an employment bureau in connection with their establishment. The law specifies, however (*cf.* Article 98, Book I, of the Labour Code), that the above provisions shall not apply to "lyrical agencies, or agencies for circuses and music-halls".

Complaints having been made that private employment agents often charged exorbitant commission on artistes' salaries and were guilty of other abuses, an Ordinance was promulgated on December 3rd, 1920, by the Paris Prefecture of Police forbidding private agents to levy exorbitant commission for finding situations for artistes or to demand any recompense other than the ordinary fees. A minimum rate was fixed for these fees, including those chargeable to music-hall artistes. The Seine Department Employment Bureau opened in Paris in November 1922, with the assistance of the Actors' and Artistes' Unions, an official Entertainers Employment Agency for theatrical artistes, including artistes employed in music-halls and cinemas.

Finally, conditions of employment in several groups of theatrical enterprises in France are governed by detailed standard contracts regulating the question of working hours, minimum salaries, fines, wardrobe, the number of foreign artistes allowed, special provisions or tours abroad, etc.

#### *Great Britain.*

The larger municipalities supervise theatrical employment agencies in general. The London County Council exercises this supervision under the *London County Council (General Powers) Act, 1921* and the respective by-laws connected therewith. For instance, no person may establish an employment agency without first obtaining a licence from the competent authorities; this licence can always be withdrawn in case of irregularities. By-law No. 19 prescribes the conditions under which theatrical or music-hall employment agencies are to operate. A similar supervisory system exists at Glasgow, Manchester, Liverpool and in the county of Surrey.

Finally, in several localities, there are Watch Committees, the aim of which is to discover and denounce any serious abuses which might be harmful to artistes.

#### *Italy.*

Before the promulgation of the Charter of Labour, artistes obtained employment in Italy through the professional bureaux and through private agencies charging fees. Since that date, the National Confederation of Fascist Syndicates — the only organ which legally represents the workers' interests — has prepared standard contracts for artistes of every category, one of its clauses being that the finding of employment for artistes must be absolutely free of charge, apart from a fee to be paid into the provident fund of the corporation. Moreover, under a decision taken by the Grand Fascist Council on November 15th, 1927, all intermediaries are abolished in the matter of securing theatrical employment and in all other professions, since every syndicate of workmen or employees is bound to establish a joint employment agency.

#### *Japan.*

In Japan, artistes and musicians obtain employment solely through public or private bureaux, for which there are no fixed regulations. The leading actors generally provide promoters of entertainments with all the cast required.

*Mexico.*

Foreign artistes who have concluded a contract with a Mexican entertainment company are not allowed to enter Mexico unless they can produce their contract and deposit a sum of money as security. The amount of the security is fixed in each case by the Ministry of the Interior, the object being to provide for repatriation. If, however, artistes desire to remain in Mexico for more than six months, they are regarded as ordinary immigrants and, as such, must comply with all the conditions for admission specified in the Law on Migration of March 9th, 1926 (Article 40).

*Norway.*

Foreigners who wish to organise or take part in any dramatic performance must first obtain permission from the competent authorities (Law of April 22nd, 1927, Article 14).

*Poland.*

Polish legislation contains no special provision regarding official employment bureaux for artistes. A free employment agency has been set up by the Union of Polish Dramatic Artistes, and there is also a private employment agency, which charges fees and is closely connected with the Union.

Various standard engagement contracts have been prepared for the different categories of theatrical employees.

*Czechoslovakia.*

The public employment agencies do not undertake to find employment for actors and actresses. There exists, however, a special office for the purpose, established by the Actors' Professional Association. The Association pays an unemployment allowance to its members under the conditions defined in the general Law on Unemployment Insurance, July 19th, 1921; it accordingly receives subsidies from the Government like other unemployment insurance funds.

It should be noted that, during the last few years, many countries have adopted legislation with the object of restricting the employment of foreign labour: Austria is a particular case in point, as has been already noted. Many similar examples, which are not limited to the theatrical world, will be found in the volume on *Immigration Laws* now being prepared by the International Labour Office.

CONCLUSION.

The foregoing notes have been prepared at the request of the Traffic in Women and Children Committee. The Committee requested the International Labour Office for information on three points:

1. National laws on the moral and material protection of artistes in music-halls and similar establishments on tour abroad under a contract.
2. The steps taken on their behalf by associations of the various categories of artistes.
3. The action taken in the various countries for the welfare of members of this profession.

We are bound to admit that the information supplied by us constitutes a reply which is hardly adequate to meet the request, or to meet the great need for protection of the group of persons in which the Traffic Committee is interesting itself. The truth is that the persons referred to in the resolution — at the outside, a couple of thousand artistes employed in music-halls, dancing-saloons and other similar establishments touring abroad under a contract, scattered throughout some fifty sovereign States — form but a microscopic group amid the teeming millions of the globe; they have, therefore, like almost all insignificant groups, been hitherto neglected by legislator and philanthropist alike.

If this problem, which is so important to those concerned and to the general morality of the world, is to be dealt with satisfactorily, it will probably have to be included as part of a wider survey. We have therefore, in the above memorandum, endeavoured to demonstrate the place which these questions occupy among the vaster problems of the protection of women and children, the laws governing emigration and immigration, the defence of professional interests by trade unions, and the general protection which philanthropic associations provide for all who otherwise lack support and sympathy.

This will perhaps be the best way to approach the solution of the problem. The delegate of the International Labour Office would therefore direct the special attention of the Traffic in Women and Children Committee to the work which has already been accomplished by the Advisory Committee of Intellectual Workers as regards the finding of employment for theatrical workers in general — a minor but essential aspect of this question being the protection of music-hall artistes on tour abroad. The International Labour Office would be quite prepared to extend and complete this enquiry in any direction which the Committee on this Traffic may desire.

(Signed) L. VARLEZ.

February 4th, 1928.

ANNEX 2a.

MATERIAL AND MORAL PROTECTION OF ARTISTES IN MUSIC-HALLS AND  
SIMILAR PLACES OF AMUSEMENT TRAVELLING ABROAD UNDER CONTRACT  
OF EMPLOYMENT.

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*Supplementary Note by M. Varlez (International Labour Office) submitted to the Committee  
on March 12th, 1928.*

Since the memorandum of February 4th was despatched, further information concerning this question has reached the International Labour Office from its correspondents in Poland and Czechoslovakia.

In Poland, there are comparatively few music-halls properly so called. There are, however, numbers of restaurants, cafés, etc., open at night, in which artistic performances of varying merit are given. The artistes in question belong to the Polski Związek Artystów Widowiskowych, at Warsaw, which concerns itself particularly with the material and moral protection of its members. In 1926, this association concluded a collective agreement with the Employers' Union, whose headquarters are at Posen. The agreement, consisting of thirty-five articles, contains provisions relating to hours of work, supplementary payments for board, travelling, etc., conditions for the cancellation of contracts, and the reciprocal rights of employers and artistes. Earnings vary considerably, but are rarely below 10 zlotys a day and generally from 18 to 40 zlotys for soloists. The collective agreement contains a number of clauses for the moral protection of female artistes; for example, the last paragraph of Article 22 provides that women who are under age shall in no case remain in the hall after completing their turn, and Article 24 forbids managers to require them to do so when their particular performance is finished. In the interests of the profession, the association has organised five employment bureaux, which are open to Polish artistes, and also to foreign artistes subject to reciprocity. These five bureaux between them are responsible for about two hundred engagements a month.

Little has hitherto been done in the way of official regulation to ensure the material and moral welfare of music-hall and variety artistes, but the forthcoming publication of a decree on the subject is announced. In certain towns, the licences for these establishments contain certain clauses prohibiting the employment of artistes after a certain hour.

In Czechoslovakia, the National Council of Women, a federation including practically all the women's professional and educational organisations (Zenska narodni rada), concerns itself with the betterment of the position of women artistes and other women workers, particularly in the matter of social insurance. The Hygiene and the Morals Section of the Council keep closely in touch with all questions affecting the protection of women in such matters, and exert themselves to secure the necessary legislation. The Migration Section is at present dealing with contracts for artists on tour abroad.

As regards the work of professional organisations, it is of interest to note the following recommendation recently adopted by the First International Congress of the Theatre, organised by the French Union of the Universal Society of the Theatre, which is dealing particularly with the employment of children of both sexes in theatres :

“ As regards the employment of children in the theatres, the Congress recommends that in every country the strictest regulations should be enforced to prevent the employment in theatres of children below a certain age. From seven years upwards, the employment of children should be conditional on authorisation by the parents and the production of a certificate showing that the school attendance laws are being complied with in the case of the child in question. The Congress also urged that this matter should be discussed by the International Labour Conference. ”

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ANNEX 3.

C. 28. M. 14. 1928 IV.  
[C.T.F.E. 364.]

SUMMARY OF ANNUAL REPORTS FROM GOVERNMENTS  
FOR THE YEAR 1926, PREPARED BY THE SECRETARIAT

*Submitted to the Committee on March 12th, 1928.*

Annual Reports for the year 1926 have been received from the Governments of the following countries, colonies, possessions and mandated territories :

Belgium.

Cuba.

Czechoslovakia.

Denmark.

France.

French Colonies, Possessions, Protectorates and Mandated Territories : Cameroons, French Equatorial Africa, French Guiana, French Possessions in Oceania, French Settlements in India, French Somali Coast, French West Africa, Guadeloupe and Dependencies, Indo-China, Madagascar and Dependencies, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon, Togoland.

Germany.

Great Britain.

British Colonies, Possessions, Protectorates and Mandated Territories : Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Cayman Islands, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Iraq, Jamaica, Leeward Islands, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Seychelles, Sierra Leone, Straits Settlements, Swaziland, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

Hungary.

India.

Irish Free State.

Italy.

Japan.

Latvia.

Monaco<sup>1</sup>.

Netherlands.

Netherlands Colonies : Netherlands East Indies. (The report on Surinam is the same as the 1925 report. With regard to Curaçao, the only change is with regard to the reply to Question 2.)

Siam.

Sweden.

Switzerland.

Union of South Africa.

United States of America<sup>2</sup>.

LIST OF STATES MEMBERS OF THE LEAGUE WHICH HAVE NOT SENT ANNUAL REPORTS FOR 1926.

Abyssinia.	Finland.	Persia.
Albania.	Greece.	Peru
Argentine Republic.	Guatemala.	Poland.
Australia.	Haiti.	Portugal.
Austria.	Honduras.	Roumania.
Bolivia.	Liberia.	Salvador.
Brazil.	Lithuania.	Kingdom of the Serbs, Croats and Slovenes.
Bulgaria.	Luxemburg.	Spain.
Chile.	New Zealand.	Uruguay.
China.	Nicaragua.	Venezuela.
Colombia.	Norway.	
Dominican Republic.	Panama.	
Estonia.	Paraguay.	

<sup>1</sup> This report only states that no case of traffic in women and children occurred during the year.

<sup>2</sup> The information received from the United States was submitted in the form of memoranda.



## QUESTION 1.

### 1. OFFENCES DISCOVERED.

" Please give as full information as possible of all cases during the year in which persons have been discovered procuring, enticing or leading away women or children of either sex for immoral purposes in order to gratify the passions of another person or attempting to commit these offences (Articles 1 and 2 of the Convention of 1910 and Article 3 of the Convention of 1921).

" Please give the age and nationality of the offender and of the victim, the nature of the offence, and the action taken; and distinguish as far as possible between cases relating: (a) wholly to your own country, and (b) partly or mainly to another country, specifying the country. "

### Replies.

#### BELGIUM.

Eighty Belgians were convicted for acts committed in Belgium and three for acts committed abroad.

#### CUBA.

There were three offences covered by Articles 1 and 2 of the 1910 Convention and by Article 3 of the 1921 Convention. Each was a case of the exploitation of a woman by an individual of foreign extraction.

It was discovered that one of these individuals, had sought, by contracting marriage, to conceal an offence essentially constituting traffic in women, and thus evade the provisions of the Immigration Law.

The three offenders were deported.

#### FRANCE.

The number of arrests and direct prosecutions in the Courts for infringements of the various paragraphs of Article 334 of the Penal Code (traffic in women, and other offences against public morals, the enticing of women or girls under age for immoral purposes, the exercise of the trade of *souteneur*, etc.) was 21.

Only five arrests were for clear cases of international traffic in women.

The Courts passed sentences varying from 20 days' to two years' imprisonment, and from 50 to 100 francs in fines. Three cases were dismissed, owing to the grounds being insufficient, two other prisoners were released, and one case was not proceeded with. The subsidiary penalty of local expulsion was enforced in two cases.

Various enquiries were made in regard to 11 persons whose associations and movements caused them to be suspected of trafficking, and they were watched. Special notices were sent to the Police agents at the ports and frontiers and to the divisional superintendents of mobile Police squads, with reference to 20 individuals reported to be traffickers.

#### FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Indo-China.* — No case of traffic in European women or girls has been brought to the knowledge of the judicial authorities.

As regards natives or half-castes, cases of such traffic have become less frequent, owing to the activity of the Police.

During 1926, however, within the areas of the Saigon and Hanoi Courts of Appeal, 13 cases of abduction of minors, one case of the sale of women or girls for immoral purposes, three cases of the enticing of minors for immoral purposes, and one case of kidnapping were recorded. Penalties of varying severity were imposed in all these cases.

#### GREAT BRITAIN.

1. A man, aged 44, was sentenced to [11 months' imprisonment for having attempted to incite a woman to conspire with him in order that a girl aged 10 might be indecently assaulted by him.

2. A woman, aged 39, was prosecuted for: (i) brothel-keeping; (ii) allowing a child to live in the brothel; (iii) exercising control. The woman was sentenced to three months' imprisonment with hard labour on each charge, the last sentence to be concurrent.

#### BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*British Solomon Islands.* — During the year 1926, the District Officer, Santa Cruz, reported that nine Reef Island native women were being carried about the district for purposes of prostitution. The women in question were between the ages of 20 and 30 and the offenders approximately 40 years of age. Steps were immediately taken for these women to be returned to their own villages in the Reef Islands, and information has since been received from the District Officer that the nine women have returned to their homes.

*Ceylon.* — A Sinhalese man, of about 35 years of age, procured a Sinhalese woman, of about 23, for the purpose of sexual intercourse with three European travellers on payment of a certain sum of money. The accused was sentenced to three months' rigorous imprisonment.

*Iraq.* — 1. A resident of Mosul, aged 29, was granted a passport to proceed to India together with his wife, aged 30, and the Persian maid-servant, aged 20. Three months later, the party returned from India. The maid declared that the man and his wife had made her practise prostitution, with the result that they had been arrested and deported. The man and his wife were convicted.

2. A woman, aged 20, enticed another woman, aged 20, to her house, where a man of 22 was hiding. On the arrival of the latter woman, he attempted to rape her. The two offenders were convicted.

*Federated Malay States.* — A. Selangor. — Two Cantonese women, each of about 40 years of age, were convicted for having procured a girl under the age of 20 for immoral purposes. The girl was sent to the Federal Home for Women and Girls pending satisfactory arrangements for her future.

B. Perak. — 1. A woman, of about 51 years, was sentenced to three months' rigorous imprisonment, and subsequently banished, for having brought a girl of 20 from China for the purpose of prostitution.

2. A girl of 18 was enticed from Penang to Taiping by a man who promised to find her work. In Taiping, he tried by threats to entice her to practise prostitution. He was sentenced to three months' rigorous imprisonment and subsequently banished.

3. A girl from Wai-chow, found in a brothel at Sunger Siput and subsequently sent to the Home for Women and Girls, declared that she had been enticed to Canton by a woman, who there sold her for \$290 to another woman. The latter brought her to Taiping and sold her to a servant in a brothel for \$450. This servant was arrested, sentenced to two months' rigorous imprisonment and subsequently banished.

C. Pahang. — A Tamil was charged with : (a) kidnapping a female child, aged 10 years ; and (b) having sexual intercourse with her ; he was sentenced to four years' penal servitude on each charge.

*Unfederated Malay States.* — A. State of Johore. — 1. Two men were discovered making a practice of bringing young prostitutes from Kuala Lumpur to Johore, where they would be without resources, without knowledge of their whereabouts, and then selling them. Action was taken against the men, and the two girls were returned to the protection of the Kuala Lumpur authorities.

2. A married Cantonese, aged 19, was kidnapped in Canton City, brought to Singapore and sold to an old woman. She was then taken to Batu Pahat by another woman, who attempted to place her in a brothel. The latter woman was convicted ; the Singapore broker and the procurer were not to be discovered. The girl was repatriated.

3. Two Cantonese girls, of 14 and 15 years, were kidnapped in China, sold in Singapore and taken to Mersing for purposes of prostitution. None of the procurers could be found ; the two girls, who had no known relatives, were committed to a place of safety.

B. State of Kedah. — 1. A certain number of girls imported by rail via Siam were stopped by the Protector of the Chinese, Penang, through information supplied by the Protector of Chinese, Kedah. The victims were Cantonese girls ; the nationality of the offenders is not known.

2. Six Cantonese girls, between 16 and 18 years of age, were removed from brothels, but the identity of the persons by whom they were procured has not been discovered.

*Malta.* — 1. A man, aged 40, was sentenced to 30 months' imprisonment for having lived wholly or in part on the earnings of a prostitute, aged 40.

2. A man, aged 21, was at the end of the year awaiting trial for having lived wholly or in part on the earnings of a prostitute, aged 18.

Both offenders were Maltese British-born subjects.

3. A man, aged 42, was sentenced to three months' imprisonment for having permitted alien artists of various nationalities to practise prostitution in his furnished apartments and for having shared in the profits thereof.

*Seychelles.* — Three natives were prosecuted for indecent assault on young native girls of the colony. Two were acquitted, one was sentenced to six months' imprisonment with hard labour.

*Straits Settlements.* — Details are given of 13 cases, some of which are summarised below.

1. Six Cantonese girls, between 14 and 21 years of age, were found at Penang in charge of a Cantonese woman, aged about 45. The girls stated that they had been brought down from China via Bangkok by the woman. The girls were committed to a place of safety and all were subsequently married. The woman was banished to China.

2. Nine Cantonese girls, giving ages between 18 and 26, were arrested on the train from Bangkok. They declared that they had been brought by two Cantonese men, who could not be traced.

Two Cantonese women, aged 41 and 51, found in the same railway carriage as the girls, were arrested, but subsequently discharged owing to lack of evidence.

3. Information was received from the Siamese Consul at Penang that a Siamese girl of 14 years had been imported from Siam by a Siamese woman, aged 32. The woman was arrested and sent for six months' imprisonment. The girl was subsequently repatriated through the Siamese Consulate.

4. A Cantonese woman, aged 40, was charged with selling a girl for the purpose of prostitution. The victim was a young Cantonese girl, under 10 years of age. The woman was sentenced to a fine of \$200.

5. Another woman was sentenced in Malacca to six months' rigorous imprisonment for having sold a Chinese girl, aged 7 years, for the purpose of prostitution.

Several cases were dealt with where the offenders violated minor girls, and a certain number of men were convicted for having lived wholly or in part on the earnings of prostitution.

In addition to the cases mentioned above, it is stated that security bonds were taken out in 67 cases for the protection of women and girls suspected of having been brought into the colony for immoral purposes.

*Zanzibar.* — A charge was brought against a brothel-keeper for hiring out children for prostitution, but the case was dismissed owing to lack of evidence.

## HUNGARY.

No case of international traffic or procuring occurred in 1926.

The Hungarian report contains information concerning 37 cases confined to Hungary alone. Brief particulars of some of these cases are given below.

1. A charge was brought by the Budapest Prefecture of Police against the wife of a restaurant-keeper at Salgotarjan for inducing three servant girls employed at the restaurant to have immoral relations with customers. Proceedings have been instituted by the Public Prosecutor.

2. A woman was condemned by the Balassegyarmat Court to ten months' imprisonment for procuring. She had corrupted for purposes of gain, several girls under 20 years of age living in her house.

3. An enquiry was made in regard to an entertainers' employment agency which was suspected of sending young girls abroad to lead an immoral life. It was ascertained that the agent, assisted by a variety artiste, had engaged a group of women dancers for a café-concert in another country. The accusation of trafficking in women or procuring could not be proved.

4. A charge of procuring was brought by the Budapest Prefecture of Police against the husband of the keeper of a brothel at Szeged, against a prostitute living in Budapest, and against a waiter in a Budapest café who had attempted to entice away seven girls for brothels in Szeged. They were arrested by the Police just as they were leaving for Szeged and were handed over to the Public Prosecutor, by whom proceedings have been instituted.

5. A charge of procuring was brought by a girl of 16, born in Budapest, against a charwoman and a market salesman. These two persons had endeavoured to deliver the girl to H.V., a bank official, in return for a sum of 10 million crowns. They have been handed over to the Public Prosecutor in Budapest. H.V. has fled.

6. A former prostitute of no occupation, 32 years of age was condemned to four months' imprisonment for procuring.

7. The Miskolc Police arrested the keeper of a brothel in Mezöcsát and three other individuals who, in connivance with the employees of an official employment agency, attempted to entice away young girls for the above-mentioned brothel. Proceedings have been instituted.

## INDIA.

*Bengal.* — Details are given of 12 cases, all of them concerning minors (girls and boys) who were taken by deceitful means for immoral purposes. The victims as well as the offenders were of Indian nationality.

*Bombay.* — Details are given of 57 cases relating wholly to Bombay, and of 7 cases relating partly or mainly to other countries. The 57 cases mainly concern offences of kidnapping for immoral purposes and living on the earnings of prostitutes. Many of the accused were habitual *souteneurs*. Some of the kidnapped girls were married; one of them, aged 14, was kidnapped by her mother and removed by two other women for the purposes of prostitution. The cases where the offenders or the victims, or both parties, were foreigners (Iraqi Arabs or Persians) include a case where there is reason to believe that the accused concerned are traffickers in women. In the other cases, the accused were charged with living on the earnings of prostitutes.

*Burma.* — A Burmese woman was sentenced to four years' rigorous imprisonment for having forced a girl of 14 to practice prostitution.

*Madras.* — 1. A Mohammedan prostitute of Meerut obtained possession of two Hindoo girls, of 11 and 12 years of age, with the help of two Mohammedans of Madras. The girls were taken to Meerut for the purpose of prostitution. The prostitute and her accomplices were arrested and punished by rigorous imprisonment. The children were rescued and sent to a children's home, where it was found that they had already contracted disease during their stay at Meerut.

2. A Mohammedan woman of 45 was sentenced to six months' rigorous imprisonment and a fine of 1,000 rupees for using a minor Hindoo girl, aged 13, for purposes of prostitution.

#### ITALY.

The number of prosecutions instituted amounted to 50 for offences connected with traffic in women and to 251 for procuring and corrupting minors. One hundred and twenty-seven persons were convicted. These figures do not include aliens. Twelve aliens were, however, prosecuted for aiding and abetting prostitution and corrupting minors.

During the year, many minors were apprehended in the act of engaging in prostitution, or were discovered in dancing-halls of ill repute. Of these minors, 579 were sent to institutions or repatriated; 1,453 were restored to their families, and parents were warned to exercise greater vigilance in future. Twenty-seven alien minors were turned back at the frontier. The Police closed numerous houses of clandestine prostitution, or houses the proprietors of which had infringed the regulations in force relative to prostitution.

A summary of some of the cases is given below.

1. *Province of Ancona.* — The woman, A. M., proprietress of a house of prostitution in Ancona, and mentioned in the Summary for 1925, was arrested again for trafficking, the victim being a minor. She was sentenced during the year, for another offence committed in July 1925, by the Court of Appeal to nine months and five days' imprisonment and a fine of 582 lire. Two accomplices were sentenced to five months and four days' imprisonment each.

Two cases of procuring were dealt with by the authorities.

2. *Province of Bari.* — A woman was sentenced to two years, five months and 15 days' imprisonment and a fine of 1,100 lire for having by false pretences induced her own cousin, aged 16, to follow her to Bari, and, with the assistance of a *souteneur*, handed her over for prostitution, receiving 500 lire for doing so. Her accomplice was sentenced to five months' imprisonment and 207 lire fine.

3. *Province of Brescia.* — Proceedings were instituted in three cases against five persons for having induced minors to engage in prostitution.

4. *Province of Florence.* — Proceedings were instituted against the director of an employment agency for women for trafficking; he had engaged as domestic servants two women, who were sent to Pienza (Siena) to the house of a man, who ravished them.

5. *Province of Naples.* — Proceedings were instituted against a procuress who had brought a minor girl to Palermo by fraud and under pretext of employing her as a maid. In Palermo, the procuress provided the girl with a false birth certificate and then obliged her to engage in prostitution in a brothel under her management.

In April 1926, the Italian Chargé d'Affaires at Bangkok telegraphed that a Russian woman, L. N., had embarked for Marseilles, whence she intended to proceed to Genoa and Naples for the purpose of recruiting pseudo-artistes, who were to be sent to Bangkok for immoral purposes. The woman arrived in Italy and settled in Naples, where she was watched by the authorities. She concluded a contract with a woman of 23, who was to proceed to Bangkok as a dancer in L. N.'s so called "hôtel de luxe". L. N. was arrested and proceedings were instituted against her. She was released owing to insufficient evidence and was deported.

6. *Province of Turin.* — As a result of domiciliary searches carried out on the premises of three women, a number of photographs, letters and addresses of brothels were confiscated, which proved that the women in question were carrying on employment agencies for prostitution. They were all convicted.

#### JAPAN.

The annual report for 1926 includes a table of offenders who appeared before the Police-courts in 1925.

This table shows that there were three cases of abduction or enticement of girls under age (three accused); 151 cases of abduction or enticement for lucrative, immoral or matrimonial purposes (183 accused); two cases of abduction or enticement with a view to conducting the victims abroad (two accused). Two of the accused who appeared were discharged and two were released owing to the grounds for prosecution being insufficient. In the remaining cases, penalties were imposed varying from three months' to ten years' imprisonment.

#### NETHERLANDS.

No new case occurred in 1926.

One case mentioned in the 1925 report was tried; the commercial traveller, aged 45, who had induced two girls of 18 and 19 to accept employment in another town where they would have to work in a café and place themselves at the disposal of customers desirous of gratifying their passions, was sentenced to two years' imprisonment.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — The number of cases of trafficking tried in 1926 was 61.

## SIAM.

Twenty-nine cases were discovered of procuring, enticing or leading away children of either sex or women for immoral purposes in order to gratify the passions of another person, or attempts to commit such offences. The offenders were sentenced to imprisonment for periods varying between three months and five years. All the offenders, as well as the victims, were of Siamese nationality.

## SWEDEN.

Twelve cases of procuring were prosecuted, seven of the accused being sentenced to penalties varying from one month's imprisonment (conditional sentence) to nine month's hard labour.

The persons accused numbered four men and eight women, and three men and four women were convicted.

The ages of the persons convicted varied from 26 to 55 years. With the exception of one woman of German origin, they were all Swedish subjects.

## UNION OF SOUTH AFRICA.

1. The individual referred to in the 1925 report was, early in 1926, sentenced to 12 months' imprisonment with hard labour.

2. A woman enticed three young girls, two of whom were 15 years of age and the other 14, to commit prostitution, the procuress receiving part of the earnings. One of the girls was the woman's sister, but the other two were unrelated to her. All the parties concerned are South African born. The procuress, who is married and 23 years of age, is at present awaiting trial in connection with the matter.

3. A woman suspected as a procuress, and believed in Pretoria to be recruiting girls for bars in Lourenço Marques, was found in Durban in the company of two young girls from Johannesburg. As a result of the activities of the Durban Police the woman stopped her practices.

## UNITED STATES OF AMERICA.

In the fiscal year ending June 30th, 1926, the number of convictions under the White Slave Traffic Act (the Mann Act) was 528. Fines amounting to \$36,458.82 were imposed and prison sentences amounting to 688 years 8 months and 27 days.

The number of convictions during the fiscal year ending June 30th, 1925, was also 528, fines amounted to \$26,788.00 and prison sentences to 536 years 1 month and 27 days.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 1:

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Jamaica, Leeward Islands, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands.

*Czechoslovakia.*

*Denmark.*

*French Colonies, Possessions, Protectorates and Mandated Territories:* Cameroons, French Equatorial Africa, French Guiana, French Possessions in Oceania, French Settlements in India, French Somali Coast, French West Africa, Guadeloupe and Dependencies, Madagascar, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon, Togoland.

*Germany.*

*Irish Free State.*

*Latvia.*

*Monaco.*

*Netherlands Colonies:* Curaçao, Surinam.

*Switzerland.*

## QUESTION 2.

### CENTRAL AUTHORITIES.

" Please give: (a) the name and address of the Central Authority in your country; and (b) the particulars of any cases in which the Central Authority has had occasion to communicate with the Central Authority of any other country during the year. "

## Replies

### (a)

The following changes and additions have been made in the list published last year (document C.T.F.E.332):

ARGENTINE REPUBLIC :	Office of the Chief of Police, Buenos Aires.
BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES :	
<i>Bahamas</i> :	Commandant of Police, Nassau.
<i>British Honduras</i> :	Superintendent of Police.
<i>Gilbert and Ellice Islands</i> :	The Resident Commissioner, Ocean Island.
<i>Malta</i> :	The Commissioner of Police, Valetta.
<i>Mauritius</i> :	Hon. Lt.-Col. R. Deane, O.B.E., Police Headquarters.
CZECHOSLOVAKIA :	Bureau Central pour la Répression de la Traite des Femmes et des Enfants auprès de la Direction de la Police, Prague I, No. 313.
DENMARK :	Le Directeur de la Police, Copenhagen.
NETHERLANDS COLONIES :	
<i>Curaçao</i> :	Le Procureur Général, Chef de Police, Willemstad.

### (b)

#### CZECHOSLOVAKIA.

The Czechoslovak Central Authorities have been in communication with the competent German, Austrian, Hungarian and Serb-Croat-Slovene authorities.

#### GERMANY.

The German Central Authority has often communicated with the Central Authorities of other countries. Details are not given in the report in view of the considerable number of cases.

#### GREAT BRITAIN.

The British Central Authority has communicated with the Central Authorities for France, Italy, the Netherlands and Belgium in connection with five cases.

#### BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Unfederated Malay States.* — *Johore.* — Constant correspondence is kept up between the Central Authority (the Protector of Chinese) in Johore and the competent authorities elsewhere. All movements of prostitutes, female immigrants and girls under security bond are noted, and mutual aid afforded in keeping in touch with suspected characters and girls in need of protection. These communications amount to many hundreds in the course of the year.

#### HUNGARY.

The Hungarian Central Authorities have been co-operating with the German, Austrian and Roumanian Central Authorities.

#### ITALY.

The Italian Central Authority has communicated with the Central Authorities of Hungary and Switzerland.

#### NETHERLANDS.

The Netherlands Central Authority got into touch with the German Central Authority in several cases where the exploitation of women for immoral purposes was suspected. It also communicated with the Polish Central Authority and with the British Authority in cases which had given rise to like suspicions.

Further, the Netherlands Central Authority approached the Central Authorities of certain European countries with regard to a matter which is only indirectly connected with the traffic in women. Information was requested on the subject of decoy robberies, that is to say, robberies committed by prostitutes, generally with the complicity of their *souteneurs*, as well as on the subject of the measures taken to suppress them. During recent years, the

number of these thefts had considerably increased in certain towns in the Netherlands. The replies received showed that decoy robberies also occurred in other countries. The Netherlands Police have succeeded, mainly by preventive measures, in suppressing such robberies almost entirely.

#### SWITZERLAND.

The Federal Department of Public Prosecutions, acting as Central Office for Switzerland, has entered into communication with the Central Authorities of another country in regard to a suspected case.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 2(b) :

*Belgium.*

*British Colonies, Possessions, Protectorates and Mandated Territories :* Bahamas, Barbados, Bechuanaland, British Solomon Islands, Brunei, Cayman Islands, Ceylon, Cyprus, Fiji, Gilbert and Ellice Islands, Gold Coast, Jamaica, Kelantan, Federated Malay States, Malta, Mauritius, Nigeria, St. Lucia, St. Vincent, Seychelles, Sierre Leone, Straits Settlements, Trengganu, Trinidad, Zanzibar.

*Denmark.*

*India.*

*Irish Free State.*

*Japan.*

*Siam.*

*Sweden.*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have given no information :

*British Colonies, Possessions, Protectorates and Mandated Territories :* Basutoland, British Honduras, Gambia, Gibraltar, Leeward Islands, Southern Rhodesia, Windward Islands.

*Cuba.*

*France and French Colonies, Possessions, Protectorates and Mandated Territories.*

*Latvia.*

*Union of South Africa.*

*United States of America.*

No Central Authority has been appointed in the Falkland Islands, New Hebrides, Kedah, Nyasaland, Northern Rhodesia, Swaziland.

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### QUESTION 3.

#### EXTRADITION.

“(a) Please state in how many cases extradition procedure has been applied during the year to the offences mentioned in Question 1, giving the names of the countries to which and from which offenders have been extradited.

“(b) Mention whether during the year any new extradition treaties or arrangements have been made and whether any practical difficulties have arisen.”

#### Replies.

##### BELGIUM.

An extradition case based on offences under Chapter 6 of Part 7 of the Penal Code (corruption of young people, etc.) occurred in 1926.

France demanded the extradition of two persons, a man and a woman, convicted of enticing girls under age for immoral purposes, etc.; the offences had been committed in 1925. Extradition took place.

##### GREAT BRITAIN.

During the year, extradition treaties with Czechoslovakia and Estonia were ratified. No practical difficulties have arisen.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Basutoland.* — The extradition treaties concluded between the British Government and the Governments of Estonia and Latvia have been made applicable in the colony.

*Bechuanaland.* — The extradition treaties concluded between the British Government and the Governments of Estonia and Latvia have been made applicable in the colony.

*Northern Rhodesia.* — Finland (Extradition) Order in Council 1925. Government Notice No. 119/1925.

*Seychelles.* — The extradition treaty between the British Government and the Government of Latvia has been made applicable in the colony.

*Swaziland.* — The extradition treaties between the British Government and the Governments of Estonia and Latvia have been made applicable in the colony.

LATVIA.

The Government of Latvia concluded two new extradition treaties during the year, *i.e.*, with Czechoslovakia and with Belgium.

Negotiations have been begun with a view to the conclusion of similar treaties with Hungary and Norway.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 3 (a) and (b):

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, British Guiana, British Honduras, British Solomon Islands, Cayman Islands, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Jamaica, Leeward Islands, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Straits Settlements, Trinidad, Windward Islands, Zanzibar.

*Cuba.*

*Czechoslovakia.*

*Denmark.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories.*

*Germany.*

*Hungary.*

*India.*

*Irish Free State.*

*Italy.*

*Japan.*

*Netherlands.*

*Siam.*

*Sweden.*

*Switzerland.*

*Union of South Africa.*

The Government of the *United States of America* has given no information.

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QUESTION 4.

REPATRIATION AND DEPORTATION.

“ Please give the number, age and nationality of the following classes of persons who have been repatriated or deported during the year:

“ (a) Women and children who have been victims of the offences specified in Question 1;

“ (b) Foreign prostitutes not included in (a);

“ (c) Men and women found or believed to be engaged in procuration or living on the earnings of prostitution.

“ In each case information should be given, if possible, of the circumstances under which the persons concerned entered your country.”



### Replies.

#### BELGIUM.

Fifty-seven foreign prostitutes were deported by Royal Decree; 78 were expelled by ministerial decision. The majority of these women were between 21 and 30 years of age. Four *souteneurs* were deported by Royal Decree and five expelled by ministerial decision.

#### CUBA.

Four prostitutes, six brothel-keepers and six *souteneurs* or other exploiters of women have been deported.

#### DENMARK.

Seven foreign women were deported; their ages varied from 16 to 26. Two of these women were deported twice in the same year.

The arrival in Denmark of these seven women (Norwegians and Swedes) had no connection with the traffic.

#### GERMANY.

Five foreign prostitutes were expelled. The eldest was aged 32 and the youngest 21.

Six foreign men were expelled as *souteneurs* or procurers. Four other foreigners are going to be expelled on the same grounds.

#### GREAT BRITAIN.

Four alien prostitutes were deported.

Three foreign men and one woman were convicted and deported for brothel-keeping. One man was deported for living on immoral earnings.

#### BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Iraq.* — (a) A Persian woman, aged 20.

(b) Eleven foreign women were deported or expelled for prostitution; the majority were Syrians.

*Federated Malay States.* — During the year, the Siamese girl mentioned in last year's report was banished.

*Unfederated Malay States.* — *Johore.* — A Cantonese girl, aged 19, married, was kidnapped in Canton City, brought to Singapore and sold to another woman. She was taken to Batu Pahat by a third woman, who attempted to get her into a brothel. This girl was repatriated through the Protectorate Authorities in Singapore and Hong-Kong.

A Hong Kong-born Cantonese girl, whose marriage was a failure, was repatriated at her own request.

*Straits Settlements.* — (a) A Siamese girl, aged 14, was repatriated.

(b) One hundred and forty-two Cantonese girls, of ages ranging from 17 to 23 years, were repatriated. They were either under age or unwilling to practise prostitution.

(c) Three men and two women were deported.

#### HUNGARY.

Twenty foreign women were expelled for clandestine prostitution and vagabondage. All these women were nationals of neighbouring countries. Eleven registered prostitutes were expelled for reasons of public order; they had been registered at the time when the registration of foreign women was not prohibited. The youngest of them was born in 1899, the oldest in 1870.

Forty-seven persons were expelled for vagabondage and for living on the earnings of prostitutes. All were nationals of neighbouring countries.

#### INDIA.

*Bombay.* — One of the victims mentioned in reply to Question 1 has been deported; two of the offenders have already been deported, and one will be deported on her release from gaol. In addition to these cases, a Kurdi woman, an Iraq subject, who had obtained a passport under false pretences but who took to prostitution, has been deported; an Italian, who arrived in Bombay from Cairo and was found to be an international *souteneur*, was also deported.

## ITALY.

Seven foreign prostitutes were deported. Twenty-seven alien women were turned back at the frontier.

## NETHERLANDS.

One hundred and fifty-seven foreign women were reconducted to the frontiers, the majority belonging to neighbouring countries. Some of these women had to be deported several times. A few even came back five times.

Fourteen persons suspected of living on the immoral earnings of others were deported. Two of them were women.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — Eight Chinese prostitutes were deported and repatriated.

In 15 of the 61 cases mentioned in the reply to Question 1, the women concerned were expelled from the Netherlands East Indies.

## SIAM.

During the year, three Chinese men, and one Cantonese woman were deported for illegal keeping of brothels.

## SWITZERLAND.

Expulsion orders have been made by the Swiss Cantons against 57 foreign prostitutes.

## UNITED STATES OF AMERICA.

During the fiscal year ending June 30th, 1926, 56 foreign prostitutes or other aliens coming for any immoral purpose were debarred from entry to the United States. Thirty-nine persons were debarred as being found or believed to be engaged in procuring or living on the earnings of prostitution. During the same year, 276 foreign prostitutes or inmates of houses of prostitution or other aliens coming for any immoral purpose were deported. The number of men and women supported by the proceeds of prostitution or procurement deported from the United States was 103. Thirty-three aliens were found in the United States after having been deported as prostitutes or procurers or connected with prostitution.

In the fiscal year ending June 30th, 1925, 55 foreign prostitutes or other aliens coming for immoral purposes and 43 men and women found or believed to be engaged in procuring or living on the earnings of prostitution were debarred from entry to the United States. Two hundred and nine prostitutes or inmates of houses of prostitution or other aliens coming for any immoral purpose and 104 persons supported by the proceeds of prostitution were deported. Fourteen aliens were found in the United States after having been deported as prostitutes or procurers.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 4 (a), (b) and (c):

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Iraq, Jamaica, Kedah, Kelantan, Leeward Islands, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Seychelles, Sierra Leone, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*Czechoslovakia.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Sweden.*

*Union of South Africa.*

## QUESTION 5.

### EMPLOYMENT AGENCIES.

*“ Please mention any cases in which it is known or suspected that during the year women or children have been sent abroad for immoral purposes by means of employment agencies or that any attempt has been made in this sense. ”*

### Replies.

#### ITALY.

Six employment agencies were closed, having been suspected of being engaged in the traffic.

#### UNION OF SOUTH AFRICA.

The conduct of registry offices in the Union is regarded as satisfactory. Action taken by the Police during the year has had the effect of making such offices very careful in sending young women to Lourenço Marques, Beira, or other such centres for employment.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 5:

*Belgium.*

*British Colonies, Possessions, Protectorates and Mandated Territories.*

*Cuba.*

*Czechoslovakia.*

*Denmark.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories.*

*Germany.*

*Great Britain.*

*Hungary.*

*India.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Netherlands.*

*Netherlands Colonies.*

*Siam.*

*Sweden.*

*Switzerland.*

The Government of the *United States of America* has given no information.

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## QUESTION 6.

### PROTECTION OF TRAVELLERS.

*“ Please give a statement of the work done during the year to protect women or children travelling in your country, especially at stations and ports. ”*

### Replies.

#### CUBA.

Women and girls under age are not allowed to travel alone unless they obtain permission from their fathers or husbands. The legal provisions are strictly enforced by the port authorities, and minors of both sexes are forbidden to embark for any reason unless they can produce their passports and other duly legalised documents,

## CZECHOSLOVAKIA.

The Social Welfare Ministry, being desirous of strengthening the organisation of railway missions and of linking up the efforts of private social welfare societies, set up, in 1925, an advisory committee for railway protection services.

The principle was accepted that the communes should be responsible for the actual station service and that the benevolent associations concerned with the protection of children should establish and direct all other organisations required by the protection services.

## DENMARK.

The protection of travellers at railway stations is in the hands of the Society for the Welfare of Danish Women. The work of this organisation extends, where necessary, to the port of Copenhagen.

## FRANCE.

The usual measures of protection for women and children travelling alone have continued in operation at the railway stations and ports of embarkation.

## FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND TERRITORIES UNDER MANDATE.

*French Equatorial Africa.* — All persons entering the territory of French Equatorial Africa are required to comply with certain formalities to enable the local administration to exercise supervision and to a certain extent satisfy themselves as to the antecedents, character and means of subsistence of persons who settle in the colony.

No person is allowed to engage or transport emigrants or to recruit workers in the French Congo without the authority of the Commissioner-General. No master of a vessel may take natives on board bound for a foreign country without the permission of the local government.

The master must see that natives authorised to embark, land at the place of destination mentioned in the permit.

The Governor-General has issued an order requiring the deposit of the return passage in order that any native emigrant may be repatriated if necessary. The existing provisions have been strengthened by an order of January 20th, 1927, under which natives leaving the colony must be supplied with an identity card. The natives of Gaboon and the Middle Congo frequently embark without any supervision, sometimes even without notifying their families or employers, and without any identity document, their destination being either France, foreign countries or the neighbouring colonies, and they arrive without resources.

The aim of the order is to put a stop to this state of affairs.

*French Somali Coast.* — The chiefs of the interested services have been instructed to exercise a rigorous supervision in order to prevent the landing of prostitutes and with a view to discovering possible traffickers. These instructions are followed scrupulously by the Police, both at the railway-stations on the arrival of trains from Abyssinia and in the ports.

*French West Africa.* — Definite instructions have been issued for the organisation of a special supervisory service at the ports and railway-stations.

At Dakar, a special Immigration Office has been established, under conditions which enable effective supervision to be exercised as laid down in the International Agreements on the traffic in women.

Strict Police supervision is also exercised at the chief railway-stations in the colony.

*Guadeloupe and Dependencies.* — As soon as the steamers arrive, the Police go on board and exercise strict supervision over persons disembarking or embarking during the whole time the vessel remains in the port.

*Indo-China.* — Supervision at the railway-stations and ports is exercised by special detective Police detachments.

There is only one charitable organisation in Indo-China for the suppression of the traffic in women and children.

## GERMANY.

The Railway-Station Missions have considerably developed their work for the protection of women and children travelling alone. A considerable number of information offices have been established in order to warn them against the dangers to which they are exposed. Cheap or gratuitous lodging is provided. In the ports, the representatives of the Lutheran Emigrants' Mission, the Catholic St. Raphael Organisation and other private organisations give assistance to emigrants. The big shipping companies are in constant touch with these organisations. Child Welfare Offices also co-operate with the Central Office for Assistance to Emigrants, Berlin, Oranienburgerstrasse 13-14.

## GREAT BRITAIN.

The arrangements outlined in the report for 1922 continue to work satisfactorily.

## BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Bechuanaland.* — Police protection at stations is available to persons travelling on the railways.

*Ceylon.* — Passports are examined at Colombo and Talaimannar, special attention being paid to women and children travelling under suspicious circumstances. The Police also travel on the mail trains to these two ports.

*Cyprus.* — Notices have been published and posted at all railway-stations and ports in Cyprus warning the public against procurers and advising the public to appeal for assistance against such persons to commissioners of districts and the Police officers.

*Fiji.* — A member of the constabulary visits each incoming vessel and satisfies himself that all women and children are under the protection of relatives or are being met by respectable friends or members of their family.

*Gilbert and Ellice Islands.* — All vessels are inspected on arrival.

*Iraq.* — Special railway and port Police are maintained. One of their duties, among others, is to protect travellers. A special pilgrimage service for inspection of stations is also provided by the Railway Department.

*Federated Malay States.* — See report for 1925.

*Malta.* — The Police take a note of all foreigners arriving in the island and pay special attention to female foreigners calling themselves artistes. The latter are not allowed to accept employment in music-halls, bars, etc., except on conditions satisfactory to the Commissioner of Police; the duration of their stay depends on their behaviour. No unemployed woman is allowed to reside in Malta unless she is of good character and properly guaranteed in terms of the Aliens Law.

*Seychelles.* — The Inspector of Police boards every vessel that calls to prevent the landing of persons of immoral character.

*Straits Settlements.* — Notice of warning has been posted at the Police-stations in the colony and in the States of Johore and Kedah, at the ports and wharfs of Singapore, Penang and Malacca and in the front halls of all registered native passenger lodging-houses. Arrangements were also made that the steamship lines running immigrant ships from India and China should display copies of the notice on their steamers when arriving at Penang or Singapore from these countries.

*Trinidad.* — There is supervision by the Police at railway-stations and close scrutiny of persons arriving in and leaving the colony.

## HUNGARY.

Women and children passing through railway-stations are protected by the Hungarian Association for the Prevention of the Traffic in Women and by the National Catholic Women's Union.

The Station Mission of the National Committee has taken steps to assist more particularly young women desirous of seeking employment abroad and has endeavoured to protect them from unscrupulous agents.

The Station Mission at Budapest furnished information in 585 cases. It obtained accommodation for the night for 11 persons, placed 5 persons in the Madeleine Home and 34 persons in the Catholic Women's Domestic Institution. In 28 cases, children were looked after during their mothers' absence; in 44 cases, assistance was given to sick persons; and material assistance was given to 29 persons; many other services were also rendered. There are 8 persons working at the Budapest stations.

The Federation of Catholic Women's Domestic Institutions has been working on behalf of emigrants. Assistance was given to travellers by the Federation in 2,868 cases.

## INDIA.

*Bengal.* — New arrivals are watched at the port and railway-stations.

*Bombay.* — Railway Police accompany passenger trains, and one of their duties is to protect women and children. The district Police are responsible for these duties in the Karachi port limits. The passport-checking Police watch all arrivals and departures by boat, and take action for the protection of women and children when necessary.

## IRISH FREE STATE.

The principal society which carried out this work during the year was the International Catholic Girls' Protection Society, 44 Mountjoy Square, Dublin.

## ITALY.

Police officers and agents of private committees for the protection of girls and children gave assistance to about 1,300 women and children travelling alone and without means of support.

## NETHERLANDS.

Supervision at the railway-stations is exercised by the Police and private societies engaged in this work. Supervision at the ports is entirely in the hands of the Police, except as regards the embarkation of emigrants at Amsterdam, where private societies lend assistance.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — See report for 1924 and 1925.

## SWITZERLAND.

See the report for the year 1924.

## UNION OF SOUTH AFRICA.

The system of attending the arrival and departure of passenger trains and steamers still prevails. There are no voluntary organisations concerned with the protection of women and children, nor does there appear to be any necessity for such.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in respect of Question 6 :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, British Guiana, British Honduras, British Solomon Islands, Cayman Islands, Falkland Islands, Gambia, Gibraltar, Gold Coast, Jamaica, Leeward Islands, Mauritius, New Hebrides, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Swaziland, Turks and Caicos Islands, Windward Islands, Zanzibar.

*French Colonies, Possessions, Protectorates and Mandated Territories:* French Guiana, French Settlements in India, Madagascar, Martinique, New Caledonia, St. Pierre and Miquelon, Togo.

*Japan.*

*Latvia.*

*Siam.*

*Sweden.*

The Governments of *Belgium* and the *United States of America* have given no information.

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## QUESTION 7.

### IMMIGRATION AND EMIGRATION.

“ Please report on the measures taken during the year to protect the women and children travelling to or from or through your country as migrants. ”

### Replies.

## CUBA.

The provisions concerning immigration contained in Decree No. 384 of March 2nd, 1925, are being very strictly enforced. Immigrants are not allowed to enter Cuban territory unless they furnish proof of respectability and state their reasons for coming to Cuba. Women who state that they have come to Cuba to be married are not allowed to enter until the marriage has been celebrated in the immigrant camp.

## CZECHOSLOVAKIA.

A suitable escort for 122 girls under age has been provided by the Czechoslovak Red Cross.

The Prague emigration station, which is controlled by the Czechoslovak Red Cross, has given shelter to 2,113 women and 11,164 children.

## DENMARK.

The protection of emigrants and immigrants is in the hands of the immigration section of the Young Women's Christian Association, the Girls' Friendly Society, the Danish Committee for the Suppression of the Traffic in Women and Children and the Society for the Welfare of Danish Women.

A woman is always to be found on each vessel of the direct steamship line conveying emigrants to Canada and the United States, for the purpose of protecting the women and children.

## FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Cameroons.* — The conditions of immigration are governed by a Decree of October 30th, 1926. Permission to enter the territory is only granted to persons who :

- (1) Are provided with a passport ;
- (2) Make a declaration of residence ;
- (3) Deposit the cost of their repatriation.

Hotels are visited daily by the Police Superintendent.

*French Possessions in Oceania.* — There is no emigration. Immigrants only arrive in virtue of a regular contract of employment, and are placed under the supervision and control of the Government of the colony.

*French Somali Coast.* — The native emigration is strictly controlled. Immigration can only take place by virtue of a special permit from the Governor.

*French West Africa.* — European women residing in the colony enter and leave it with their families. The few who come alone earn their living by honest means.

Only at Dakar are white women to be found living by prostitution.

Native emigration is conditional upon a special permit and the deposit of a sum equal to the cost of the third-class return fare.

No case of emigration by native women and children is known.

*Indo-China.* — Native emigration is conditional upon the issue of a permit from the administrative authorities and a passport.

Children are not allowed to emigrate without their parents, or unless they have the latter's consent.

Strict supervision is exercised in every important district in Indo-China.

*Réunion.* — Immigrants (natives of Madagascar) are under the protection of the Immigrants' Protector, the Head of the Registration and Property Service and the delegate of the Governor-General of Madagascar.

*Togoland.* — The conditions of immigration into the territory are governed by the Decree of January 31st, 1927.

The passports of persons entering the territory must be presented at the time of disembarkation to the Commissioner of the Republic or his representative for endorsement. If the territory is entered by the land frontiers, passports must be presented for endorsement, as soon as possible, to the Commandant of the area in which the entry has taken place.

Failure to present the passport or presentation of an irregular passport involves immediate re-embarkation or deportation.

## GERMANY.

See reply to Question 6. In addition to the information given in that reply, it should be noted that the Union of Lutheran German Railway-Station Missions reported that it had given assistance in 130 difficult cases, almost all of them in connection with emigrants who want to return to their country. In some cases emigrants had been refused admittance in the country of destination because of feeble-mindedness.

## GREAT BRITAIN.

The measures stated in the report for 1922 continue in force and have worked satisfactorily.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Bechuanaland.* — See reply to Question 6.

*Ceylon.* — Immigration of prostitutes is prohibited under Ordinance No. 12 of 1907. There was no case in 1926.

*Cyprus.* — No special measures were taken. The number of women and children travelling to and from Cyprus as migrants is small, and careful enquiry is made before young women and children are granted passports to enable them to leave.

*Fiji.* — See reply to Question 6.

*Gilbert and Ellice Islands.* — All immigrant women and girls are either recruited under King's Regulation No. 1 of 1925 or granted a permit to travel by the local authority at the port of origin.

*Iraq.* — No special arrangements have been made, as there is little or no migration from, to or through Iraq. Zionist migrants are looked after by the Zionist organisations.

*Federated Malay States.* — See report for 1925.

*Unfederated Malay States.* — *Johore.* — All women immigrants entering Johore from Singapore or the Federated Malay States are photographed and the photographs are sent to the Chinese Protectorate; the women are put on security bond to report on arrival to the Protector of Chinese, who notes their destination and satisfies himself that they are not victims of the traffic.

Similar measures are taken with girls proceeding from Johore to the Federated Malay States or Singapore.

*Kedah.* — Enquiries regarding women and children immigrants are made in suspicious cases and action is taken where necessary. The mail train from Siam is boarded regularly and searched for suspicious cases.

*Malta.* — See reply to Question 6.

*Mauritius.* — The only migrants are natives of India, whose interests are safeguarded by a special Government department.

*Seychelles.* — See reply to Question 6.

*Straits Settlements.* — An officer of the Chinese Protectorate in Singapore and Penang boards each Chinese immigrant-ship on arrival and causes female immigrants to be conveyed to the Chinese Protectorate for examination. Suspicious cases are detained for further enquiry and, if the Protector is not satisfied, he calls for security to be provided under Section 7 of the Ordinance No. 143 that the woman or girl will not leave the Colony without the previous consent in writing of the Protector and shall not be trained or disposed of as a prostitute or for immoral purposes. If the required security is not given, the woman or girl is detained in a place of safety until the security is provided or she is married. In certain cases, the woman or girl reports that she is going to another settlement in the colony or to the Federated Malay States or Unfederated Malay States; if the truth of her story or of the stories of those in whose company she is travelling cannot be tested, the local Protector in the place of her destination is notified to expect her arrival. A similar procedure as regards notification and report on arrival is in force in the case of women or girls proceeding to North Borneo, Sarawak and the Netherlands East Indies. If a Chinese woman or girl has been kidnapped or brought into the colony by force or fraud and she is able to give names and addresses of responsible relatives in China, arrangements are made to send her home through the good offices of the Secretary for Chinese Affairs at Hong-Kong.

HUNGARY.

In order to protect women and children and to suppress the traffic, Decree No. 220902/926, XII, mentioned in last year's report, has been supplemented by the Minister of the Interior, who has issued a new Decree, No. 188098/926, XII, requesting all women from 12 to 40 years of age who have gone abroad to take up some occupation to report to the Hungarian authorities in the foreign country within forty-eight hours of their arrival. The object of this Decree is to enable Hungarian missions abroad to obtain information regarding Hungarian women who enter their respective areas and to ascertain the life they are leading, so that they can intervene if necessary.



## INDIA.

*Bengal.* — In the case of new arrivals, after enquiries are made, the persons concerned are placed in certain homes, such as St. Mary's Home, Young Women's Christian Association, and St. Vincent's Home. Measures are taken to prevent their falling into the hands of undesirables.

*Bombay.* — The Protector of emigrants and the Protector of pilgrims look after the interests of all emigrants and persons proceeding on or returning from pilgrimages. In Bombay city, protection work at railway-stations or harbours is done by the League of Mercy and other kindred societies.

*Burma.* — The interests of emigrants and immigrants are looked after by the Protector appointed for the purpose.

*Madras.* — The Collector of Madras is the Protector of emigrants.

## IRISH FREE STATE.

The agents of the International Catholic Girls' Protection Society meet emigrants and immigrants at railway-stations and at the port of Dublin. The agents keep the migrants under their supervision until they have started their journey.

## NETHERLANDS.

Dutch overseas emigration is in the hands of the Nederlandsche Vereeniging Landverhuizing (Dutch Emigration Society) and the Emigratie Centrale Holland. Certain municipalities have also taken steps to encourage emigration as an attempt to reduce unemployment.

The measures adopted to protect migrants have been mentioned in previous reports.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — See reports for 1924 and 1925.

## SIAM.

See report for 1925.

## SWITZERLAND.

See report for 1924.

## UNION OF SOUTH AFRICA.

Beyond the measures for protection of ordinary travellers, no special steps are taken in regard to the protection of women and children travelling through the country as emigrants. All persons travelling to Portuguese East Africa are required to be in possession of permits, and such persons are referred to the Police for a recommendation. Women who travel to Portuguese East Africa to take up employment, especially in the capacity of barmaids or tea-room waitresses, are warned how to safeguard themselves from any possible risks in connection with such matters.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 7 :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Falkland Islands, Gambia, Gibraltar, Gold Coast, Jamaica, Kelantan, Leeward Islands, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories:* French Equatorial Africa, French Guiana, French Settlements in India, Guadeloupe and Dependencies, Madagascar and Dependencies, Martinique, New Caledonia, St. Pierre and Miquelon.

*Italy.*

*Japan.*

*Latvia.*

*Sweden.*

The Governments of *Belgium* and the *United States of America* have given no information.

## DENMARK.

See report for 1922.

## FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Cameroons.* — An orphan child is never abandoned, but is always received by his father's family or, in the few cases in which there is no relative in the paternal line, by his mother's family. In Moslem countries, adoption is a well-known practice. No distinction is made between the legitimate child and the adopted child, except in the matter of inheritance. The administrative authorities of the territory continue to exercise supervision in order to ensure that this adoption does not take the form of traffic in disguise.

*French Somali Coast.* — No immigrants are allowed to disembark in the colony unless they furnish proof that they own a business, or have a written engagement containing a clause whereby the employer undertakes to repatriate them.

By an order of November 12th, 1926, the emigration of natives without a special permit issued by the Governor is forbidden.

*French West Africa.* — The Administration has authority to protect children, if necessary, from any exploitation for immoral purposes.

Special attention has always been given by the local governments to the question of half-castes, for whom Government orphanages have been established, where these children are received and cared for until they are of age. The public authorities have been greatly assisted in this work of child protection and education by the Catholic and Protestant missions.

*Togoland.* — The pawning of children and traffic in children are at present unknown in Togoland.

The adoption of children is practised, but not for any immoral purpose.

## GERMANY.

The Berlin Child Welfare Office take energetic measures against the exploitation of children for immoral purposes. A special Adoption Section of the Central Child Welfare Office, Berlin, Poststrasse 16, acts as an intermediary and preventive agent and keeps a watch on suspicious advertisements. The German Red Cross supervises the adoption of children in the closest association with the local authorities. It has adopted the following measures to prevent the exploitation and abduction of children :

1. Newspaper advertisements offering to deliver or asking to receive children are closely investigated.

2. Reports are at once sent to the competent authorities regarding :

- (a) Children requiring to be adopted ;
- (b) Children who, for health or other reasons, are unsuitable for adoption ;
- (c) Married couples who, in adopting children, are probably, or are known to be, actuated by dishonest motives ;
- (d) Persons who are suspected of being bogus adoption agents.

3. Married couples who are known by the Adoption Section to be unsuitable are placed upon a black list which, at regular intervals, is sent out as a warning to all authorities and associations concerned in the work of adoption.

4. Watch is kept upon unsuitable married couples when they change their home. In some cases, information is sent to the authorities in their new place of residence with a view to immediately keeping them under observation.

## GREAT BRITAIN.

Licences were issued during 1926 under the Children (Employment Abroad) Act, 1913, in respect of eight children (two boys and six girls) between 14 and 16 years of age, in order that they might be sent abroad for the purpose of singing, playing, performing or being exhibited for profit.

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### QUESTION 8.

#### CHILDREN.

“ In addition to any information in reply to previous questions, please state whether any other measures have been taken to protect children from exploitation for immoral purposes, especially whether any system of adopting, pawning or bartering of children exists. ”

#### Replies.

#### BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Ceylon.* — The practice of pawning children is unknown but the adoption of children is not uncommon. Married Mohammedans often adopt small Sinhalese girls from 7 to 10 years of age and train them as domestic servants or to look after smaller children. Amongst the Sinhalese, children are often adopted because the married couple are childless or because they wish to train the child as a domestic servant. These adoptions are not made for any immoral purpose and no instances of such have come to notice during 1926. The adoption of children is often carried out with the permission of a magistrate or other official.

*Cyprus.* — It is a common practice in Cyprus to take female orphans, young girls and children of poor people and sometimes children of poorer relations as domestic servants. These girls do not ordinarily receive any wages but live with the family and they are virtually adopted. The employer usually provides a dowry in the event of their marriage, so that the system is in the main benevolent. The girls are not exploited for immoral purposes.

*Fiji.* — No case of bartering or pawning children has been reported during the year. The adoption of Indian orphan children by Indian residents is under the control of the Agent General of Immigration.

*Gilbert and Ellice Islands.* — To prevent the abuse of adoption, all native Governments have been instructed to regard adoptive relationships as equivalent to those of the full blood.

*Federated Malay States.* — See report for 1925.

*Unfederated Malay States.* — *Johore.* — Action is always taken under Section 9 of the Women and Girls Protection Enactment.

*Kedah.* — Four Chinese male children and one female child were admitted to the Home pending satisfactory arrangements for their safety being made.

*Seychelles.* — The protection of children from abuses of every kind is covered by Seychelles Ordinance No. 10 of 1897 (Absconding Minors Ordinance, 1897) and by the Seychelles Penal Code. There is no system of pawning or bartering children. Adoption of minors involves legal proceedings under Ordinance No. 4 of 1893. Measures are taken to prevent children leaving the colony without their parents or guardians. Sometimes minors above 15 years of age are permitted to engage as servants in British East Africa, but they do so with their parents' or guardians' consent.

*Straits Settlements.* — The Protector has power, after due enquiry, to detain in a place of safety until she attains the age of 19 or is married any girl under the age of 16 when he has reasonable cause to suspect that she is being used or trained for immoral purposes, or frequents or lives in any brothel, or is habitually in the company of persons connected with or interested in the business carried on in brothels or by prostitutes. Further, the Protector is empowered to detain in a place of safety, subject to the consent of the Colonial Secretary, any woman or girl: (a) whom he considers to need protection and whose lawful guardian cannot be found; (b) whom he certifies in writing to have been ill-treated and to need protection.

#### INDIA.

*Bengal.* — Bartering and adopting exist. When it is found that children are taken away from their lawful guardians for immoral purposes, action is taken under the law by the Police.

#### ITALY.

During the year, the Italian Central Office exercised strict and constant supervision in order to ensure the existing provisions governing the employment of women and children in private concerns. It has also continued to exercise strict supervision over all clubs and dancing schools. The immediate closing of all premises of doubtful repute was ordered. The number of places closed up to December 31st, 1926, was 229. The minors who were found on these premises were restored to their families.

#### NETHERLANDS.

In certain towns, there is a special section of Police to deal with young offenders and to protect children. The women employed for this service are specially trained for social work.

## NETHERLANDS COLONIES.

*Netherlands East Indies.* — In 1926, 114 young male immigrants and 22 young female immigrants were placed under the supervision of the Government Office. The total number of young immigrants under supervision at the present time exceeds 500.

\* \* \*

The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 8 :

*British Colonies, Possessions, Protectorates and Mandated Territories :* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands, Brunei, Cayman Islands, Falkland Islands, Gambia, Gibraltar, Gold Coast, Jamaica, Kelantan, Leeward Islands, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Sierra Leone, Swaziland, Trengganu, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*Cuba.*

*Czechoslovakia.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories :* French Equatorial Africa, French Guiana, French Possessions in Oceania, Guadeloupe and Dependencies, Indo-China, Madagascar and Dependencies, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon.

*Hungary.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Siam.*

*Sweden.*

*Switzerland.*

*Union of South Africa.*

The Governments of *Belgium* and the *United States of America* have given no information.

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## QUESTION 9.

### LEGISLATIVE MEASURES.

“ Please give particulars (including texts for reference) of any new legislative measures taken during the year which deal directly or indirectly with matters arising out of the traffic in women and children, and especially with the punishment of the offences mentioned in Question 1, repatriation of aliens, extradition, immigration and employment agencies.

“ (It is assumed that a complete collection of laws on this subject has already been sent to the Secretariat in response to previous requests.) ”

### Replies.

#### BELGIUM.

Articles 383 and 384 of the Penal Code have been amended by a Law of June 14th, 1926, to enable Belgium to ratify the Geneva Convention concerning the Suppression of the Circulation of and Traffic in Obscene Publications.

#### DENMARK.

The draft of a new Penal Code has been submitted to Parliament, which has not yet dealt with it.

#### FRENCH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Cameroons.* — The Ordinance of January 31st, 1927, gives details as to the application of the Decree of October 30th, 1926, which deals with the conditions of admission into the French Mandated Territory of Togo and the Cameroons of persons of French and foreign nationality. Article 3 of this Ordinance stipulates that persons of French and foreign nationality are obliged to deposit in the Treasury the amount necessary for his or her repatriation to his or her country of origin.

*Togo.* — See Cameroons, above.

## GERMANY.

No new laws have been enacted during 1926. Two important draft Bills, however, were prepared in conformity with international agreements, particularly Article 3 of the Agreement of 1921. Paragraph 276 of the draft Reich Penal Code of 1925 penalises traffic in women and children as a new offence. Further, a proposed Reich law on theatres requires impresarios employing dancers, etc., to obtain a licence. The aim of this provision is to prevent undesirable persons from unscrupulously taking women and young girls abroad and leaving them there without protection, with the result that they may fall into bad hands. Finally, paragraph 16 of the Law on Venereal Diseases dated February 18th, 1927, has been embodied in paragraph 180 of the Penal Code as a supplement which penalises as procuring the keeping of a brothel or of a business akin to that of a brothel.

## GREAT BRITAIN.

The Borough of Guildford has obtained powers to make by-laws as to employment agencies, and these powers came into operation on January 1st, 1927.

## BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

*Federated Malay States.* — The legislation passed in 1925 regulating the employment of female domestic servants and making illegal the " Mui-tsai " system came into force on January 1st, 1926. Amendments to the Women and Girls Protection Enactment came into force on February 10th, 1926.

*Gold Coast.* — The Immigration Restriction Ordinance No. 9 of 1925 came into force on April 1st, 1926.

*Sierra Leone.* — Reference is made to Ordinance No. 42 of 1926.

## INDIA.

*Bombay.* — The Bombay Prevention of Prostitution Act of 1923 was amended with a view to making it more effective, and the punishment provided thereunder for soliciting was increased.

## ITALY.

By Royal Decree No. 184, of November 6th, 1926, approval was given to the single text of the Police Laws, in which is incorporated part of the Royal Decree No. 1207, of March 25th, 1923, concerning the suppression of the traffic in women and children. The part that was incorporated will remain in force until the completion of the new Penal Code in preparation, which will cover traffic offences.

## NETHERLANDS.

A Bill to bring the Penal Code and the Law on Extradition into line with the Convention for the Suppression of the Traffic in Women and Children has been submitted to the Second Chamber of the States-General.

A Bill has been drafted dealing with the regulation of employment agencies. This Bill contains special stipulations applicable to employment agencies conducted for profit.

Efforts are being made to introduce a new law dealing with immigration and emigration, to complete and amend the 1861 Law, which has not been altered since 1869.

## SWITZERLAND.

The Federal Law of September 30th, 1925, concerning the suppression of the traffic in women and children and the suppression of the circulation of and traffic in obscene publications came into force on February 1st, 1926.

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The Governments of the following countries, colonies, possessions, protectorates or mandated territories have stated that they have nothing to report in reply to Question 9 :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahamas, Barbados, Basutoland, Bechuanaland, British Guiana, British Honduras, British Solomon Islands,

Cayman Islands, Falkland Islands, Gambia, Gibraltar, Iraq, Jamaica, Leeward Islands, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, Southern Rhodesia, St. Lucia, St. Vincent, Swaziland, Trinidad, Turks and Caicos Islands, Windward Islands, Zanzibar.

*Cuba.*

*Czechoslovakia.*

*France.*

*French Colonies, Possessions, Protectorates and Mandated Territories:* French Equatorial Africa, French Guiana, French Possessions in Oceania, French Settlements in India, French Somali Coast, French West Africa, Guadeloupe and Dependencies, Indo-China, Madagascar and Dependencies, Martinique, New Caledonia, Réunion, St. Pierre and Miquelon.

*Hungary.*

*Irish Free State.*

*Japan.*

*Latvia.*

*Siam.*

*Sweden.*

*Union of South Africa.*

The Government of the *United States of America* has given no information.

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#### ANNEX 4.

C.T.F.E. 363.

### REPORT OF THE "INTERNATIONAL BUREAU FOR THE SUPPRESSION OF TRAFFIC IN WOMEN AND CHILDREN" FOR THE YEAR 1927.

*Submitted to the Committee on March 12th, 1928.*

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In presenting its report for 1926, the Bureau had the sad duty of commenting on the continued illness of the late Miss Baker. Unhappily the present report has to record the deepest sorrow at her death. To her knowledge, zeal and courage the work against the traffic owes much. The extent of the loss which the International Bureau and the work in general has suffered is most eloquently indicated by the widespread expressions of regret and sympathy which have been sent from so many countries. The Bureau values in particular the message which it received from the Committee on Traffic in Women and Children.

The loss would indeed be even more severe were it not for the fact that, by the work already done, the foundations of the cause have been securely laid. On those foundations the desired structure may be built with safety stage on stage.

The work of the year has everywhere been carried on in a unique atmosphere of public interest and sympathy, on account of the wide publicity given to the report of the Special Body of Experts. The Bureau has in the past invariably emphasised the propaganda value which attaches to the activities of the League of Nations in respect of the traffic in women and children, for the reason that the position of the League places it so far above the allegations of sectional interest. Its work against the traffic has thus been of exceptional importance, but on no previous occasion has that importance been so obvious.

The report has been of singular interest and value through its invitation to the world to adopt a new conception of what constitutes traffic, and the Bureau notes with pleasure the extent to which the world at large has accepted that new conception. The pleasure is the greater because this particular question was under consideration by National Committees prior to the publication of the report and was dealt with at the London Congress in 1927.

The principal work of the Bureau during the year in reference was the organisation of the Congress held in London at the end of June. The questions which were considered were given in the last report of the Bureau. The Congress was an unqualified success. Delegates or official observers were present from 31 nationalities, and there was a marked spirit of earnest good will in the solution of questions of great complexity.

The resolutions which are given in full below speak for themselves, but the Committee will not fail to notice that throughout those resolutions there runs the principle that the fullest advantage should be taken of the help of this Advisory Committee of the League of Nations.

Another point of considerable interest is the desire shown by Governments to be supplied with information as to the conclusions of the Congress, which is justly recognised as being representative of the informed opinion of voluntary workers throughout the world.

The Bureau takes this opportunity of expressing its appreciation of the presence of Dame Rachel Crowdy at the Congress as the official representative of the Secretariat of the League of Nations. The support thus afforded to the work of the voluntary organisations is of great value.

The result of the Congress goes further than the recording of opinion. It maps out a plan of work for the future which cannot fail to be of benefit to all those who are engaged in combating a trade which is a horrible blot on civilisation. The following resolutions were passed :

## I.

“ The Seventh International Congress for the Suppression of Traffic in Women and Children considers that the offence of ‘ traffic ’ exists even if the victims do not leave their country of origin or place of habitual residence. It expresses the view that the definition of ‘ traffic ’ should be as wide as possible and declares it desirable that those countries in which legislation has not yet been brought fully into line with Articles 1 and 2 of the Convention of 1910, and Article 3 of the Convention of 1921, should take steps to do so.

“ It also urges the removal of the age-limit from Articles 1 and 2 of the 1910 Convention as amended by the Convention of 1921.

“ It further considers that the exploitation of all kinds of commercialised prostitution should be made a criminal offence.”

## II.

“ A. This Congress is of opinion that the supervision of employment agencies can only be satisfactorily carried out where there is registration combined with reasonable inspection and control. In countries where such supervision is not at present effective, it recommends the National Committees to urge their respective Governments to give the question careful consideration.

“ B. It feels that supervision should be exercised over the conditions contained in contracts entered into by young persons and agrees with the necessity for further measures of protection for young artistes and entertainers travelling abroad, to which attention is drawn in the report of the Committee of Experts.

“ C. It is therefore in complete accord with the further recommendations of the Traffic in Women and Children Committee of the League of Nations :

“ 1. That an investigation should be undertaken by the League of Nations and the International Labour Organisation regarding the methods adopted for the protection of such young persons in the different countries ; and

“ 2. As to the suggested invitation to the Governments to supervise the conditions under which young persons under 18 years of age are allowed to go abroad with contracts of employment.

“ D. The Congress considers that effective measures of supervision within the countries concerned will render the international measures of protection more effective. It recommends, therefore, that the delegates should urge their respective Governments to give careful consideration also to their national measures of protection.

“ E. It desires, however, to emphasise the necessity for the closest co-operation between the professional organisations, the voluntary protective organisations, the consulates and other Government offices, in order to ensure the provision of the fullest information in all matters concerning the safety, well-being and health of such women and children.

“ It further desires to restate the principle that the practical work of protection for women and children going abroad can only effectively be done where there is satisfactory supervision at railway stations, frontiers and ports by voluntary organisations.

“ F. The Congress is of opinion that consideration should be given to the necessity for an International Convention which would provide for the care and repatriation of women and children stranded in foreign countries, on principles analogous to those already adopted by many countries for the care and repatriation of distressed seamen.”

III.

“ The Congress asks the National Committees to submit to the International Bureau reports on :

“ (a) The general situation in their respective countries in respect of women who, having been victims of prostitution, return to a normal life.

“ (b) What are the legal and moral difficulties met with by such women and by institutions which desire to help them ?

“ (c) What means can be adopted to surmount those difficulties ?

“ (d) What results have been obtained by the voluntary associations in their efforts to restore such women to a normal life ?

“ (e) What arrangements have been made by voluntary associations in each country with similar organisations in other countries to give assistance to any woman who may have been deported, expelled or refused admission to any country ?

“ The Congress expressed the view that the International Bureau should authorise its representative on the Advisory Committee on Traffic in Women and Children of the League of Nations to propose the conclusion of an International Convention to settle the question of repatriation, either voluntary or compulsory, of any prostitute, including the question of expense.

“ Such expense should comprise assistance before departure, during the journey, and upon arrival at destination.

“ The Convention should be framed so as to contain a clause which would endeavour to prevent the return of a prostitute who had been repatriated.”

IV.

“ The Congress draws the attention of the National Committees, and all voluntary organisations, to the resolutions passed at Graz in 1924 and by the Advisory Committee of the League of Nations in 1927, and urges them to take all possible steps to arouse the necessary public opinion to induce their Governments to ratify the Convention of 1923.

“ It further urges the National Committees to study the whole question closely, more particularly with regard to advertisements in newspapers, and to communicate the results of their investigations to the International Bureau before the end of the present year.”

\* \* \*

*Graz Resolution.*

“ Obscene publications being considered a serious menace to morality, particularly of young people, and a direct incentive to the traffic in women and children, this Congress urges the National Committees to take every possible step to see that their Governments sign, ratify and carry out the Convention of 1923.

“ The Congress further asks that the National Committees should, through the voluntary organisations, create a public opinion in favour of the passing of legislation in connection with the Convention, and that propaganda work should be taken up to raise and strengthen the moral standard in these matters. Particular attention should be given, when drawing up legislation, that offences against minors should be considered as especially serious.

“ The Congress agrees with the view of the Official Conference on Obscene Publications that it is undesirable to define the word ‘ obscene ’ and trusts that each country will take as high a standard as possible.”

*League of Nations Resolution.*

“ The Committee wishes to draw the attention of the Council to the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications and to the fact that :

“ (a) Of the forty-three States which have signed the Convention, twenty-two have not ratified their signatures ; and

“ (b) Fourteen of the fifty-five States, Members of the League, have taken no steps towards becoming parties to the Convention.

“ It recommends that the Council should invite the Governments of those States to present their ratification as soon as it is possible for them to do so, and to invite those States which are not parties to the Convention to become so.”

\* \* \*



V.

“ In view of the resolution passed at Graz on September 19th, 1924, by the Sixth International Congress for the Suppression of Traffic in Women and Children, that regulation and the system of Bordels constitute the chief cause of the traffic in women and children and are, wherever they may be found, an attack on the rights and dignity of mankind; this Seventh International Congress commissions the International Bureau to ask each Government, in so far as it concerns that particular Government, and, in cases where more Governments than one are concerned, all those Governments in question simultaneously, as also the League of Nations, to take all possible measures with a view to the suppression of Bordels as speedily as possible wherever they may exist.

“ This applies to all countries and territories, at all times, in all circumstances.”

VI.

“ I. The Seventh International Congress requests the International Bureau :

“ 1. To promote, in such a way as may seem most expedient, the organisation of committees in dominions, colonies and mandated territories, where such committees do not yet exist;

“ 2. To request the Advisory Committee of the League of Nations to ask the League to use its influence to the end that the Convention of 1921 may be agreed to by the Governments and Dominions concerned, their Colonies and Mandated Territories;

“ 3. To take similar action to the end that a central authority as mentioned in Article 1 of the Agreement of 1904 may be appointed as soon as possible in such dominions, colonies and mandated territories.

“ II. The Seventh International Congress requests the Advisory Commission of the League of Nations on the Protection and Welfare of Children and Young Persons to promote an inquiry into the various systems of child adoption with a view to promoting an international Convention that will safeguard the interests of the children concerned.”

The time available for the preparation of this report unfortunately makes it impossible to detail the work of the various National Committees. The correspondence of the year in reference, however, and the personal account given by speakers at the Congress provide proof of a continuation of the steady work of education of the public and protection and help for women and girls which is the constant preoccupation of the National Committees.

Gratifying evidence is available to show the co-operation which exists between individual Committees and their Governments. The work is so much more effective with such co-operation that the Bureau takes pleasure in recording the fact of its existence. It is probably true to say that most Governments welcome the spade work done by the voluntary associations in forming public opinion, since without the support of that public opinion the Governments themselves are unable to act.

One of the most effective activities of voluntary organisations is the maintenance of port and station work for the assistance of women and girls who may need help or advice. The figures for such work in Europe are customarily given in the reports of the great organisations which are directly responsible for it. In Great Britain the work is done by the National Vigilance Association and its affiliated associations at Liverpool, Hull, Newcastle, Manchester, Edinburgh, Glasgow and Perth. Close connection is maintained with the branches of the Catholic Association in Ireland, but, as usual, the figures for those branches are not included in this report. The figures at present available show that during the year approximately 2,500 girls of 27 different nationalities were met and assisted. The work is very thoroughly international in its scope. Assistance was also given to a number of women deported for various reasons. Valuable experience is being gained in this difficult question.

An important part of the activities of some National Committees is the provision of reliable information to girls taking up employment abroad. Following the report of the experts, we may anticipate an increase in this particular work. It cuts at the root of the traffic in innocent girls.

The Bureau again emphasises the immense amount of protective work which is done by the various associations which are members of the different National Committees. In many cases, homes or refuges are maintained in which numbers of girls who run grave danger of being caught up by the trade in women are able to rest in safety. Figures provide a very inadequate idea of the value of this work and of the parallel work of educating public opinion, which goes on steadily year by year.

By interviews and correspondence, steps are constantly taken to extend the ideas of the Bureau and its work to fresh countries.

Remark was made in the last report on the extension of the work to India. The proposal to form a National Committee there has been favourably received, and it is hoped that agreement will shortly be arrived at which will result in linking up the various Committees there with the international work.

Active steps are also being taken to co-ordinate the work in Egypt.

The official representatives of the Union of South Africa to the Congress have made a definite recommendation to their Government to study the position in South Africa and, *inter alia*, to consider the necessity or desirability of forming a National Committee in that country. It is a valuable suggestion which will, we hope, bear fruit.

There is thus clear indication that it is by no means the intention of the Bureau to remain content with the scope of the work at present. Efforts must be continued until such time as all countries are linked together in the campaign against the traffic.

One immediate and helpful effect in Great Britain of the report of the experts was to direct the attention of the League of Nations Union to this particular social work of the League. A special Committee has been formed to deal with the question, and the Bureau is in close touch with that Committee, of which the Rev. R. Hoffmann de Visme and the Secretary are both members. This British union is taking active steps to bring the question before the International Federation of League of Nations Societies.

The year has indeed been one of the most hopeful in the history of the Bureau, and we gratefully acknowledge that the activities of the League of Nations are largely responsible for that undoubted fact.

January 13th, 1928.

(Signed) F. SEMPKINS,  
Secretary.

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#### ANNEX 5.

C.T.F.E. 365.

### REPORT OF THE JEWISH ASSOCIATION FOR THE PROTECTION OF GIRLS AND WOMEN FOR THE YEAR 1927

*Submitted to the Committee on March 12th, 1928.*

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The year under review has been one of much activity. Not only does the work ensuing upon the sessions of the Traffic in Women and Children Committee increase year by year, but the practical work of increasing and strengthening the preventive measures for fighting the traffic necessitates close application and much anxiety as to the means, financial and otherwise, by which such efforts can be successfully carried out. The Association is pleased to think that public opinion has been fully aroused, particularly since the publication of Parts I and II of the Report of the Body of Experts, and that new workers have entered the field. This is a good sign, for, if the resolutions passed at the last session of the Advisory Committee are to be of value, this interest must be maintained, and then more workers still will be enlisted.

If the trafficker, the *souteneur* and the brothel-keeper are to be fought, much reliance will have to be placed upon the co-operation of the voluntary organisations, and it is felt that consideration should be given by Governments to the possibility of making grants to appropriate voluntary organisations, so that they may carry on their work, particularly at railway stations, frontier towns and ports and docks. It has long been known that it is at such places that most effective work can be done to give protection to girls and women and to foil the trafficker.

There are, of course, many other branches of work that the voluntary organisations do, particularly on the preventive side, and this Association has had during the year the opportunity of obtaining expressions of opinion from a large number of people from all parts of the world who work in close co-operation with it.

It was stated in our last report to the Traffic in Women and Children Committee that, following upon the Secretary's European tour in 1926, it was hoped to convene an International Jewish Conference. Such Conference did take place, and was held in London on June 22nd, 23rd and 24th last. It was attended by representatives from Australia, Austria, Belgium, Czechoslovakia, Danzig, Denmark, France, Germany, Latvia, Lithuania, the Netherlands, Poland, Roumania, Switzerland, Turkey and the United States, numbering in all fifty-seven people duly appointed by their committees or organisations. Visitors attended the Conference from many parts of England, as well as from abroad, and the average attendance at each session was approximately two hundred.

This in itself showed the keen interest that had been aroused, and, in view of the long distances travelled by delegates and the sacrifices involved, it was apparent that Jewish communities all over the world had been aroused to the importance of the subjects to be discussed at the Conference. The following were the questions on the programme :

1. In view of the great changes which have taken place in various countries owing to the war, what progress has been made in checking the traffic of Jewish girls and women for immoral purposes since the last Jewish International Conference of 1910 ?
2. To what extent have the changes in territorial and economic conditions conduced towards the spread of prostitution and the traffic ?
3. What effect has the separation of families, due to migration restrictions or desertions, upon the morals of women and children, and to what extent is it a cause of the traffic ?
4. What should be done to spread a knowledge of the dangers of the traffic, of prostitution and of immorality generally amongst poor people ?
5. What steps should be taken for the creation of a Central Fund for Jewish International Work ?
6. Consideration of the Report of the Body of Experts appointed by the League of Nations to investigate the extent of the traffic in women and children.
7. Consideration of the questions to be discussed by the London Congress of the International Bureau for the Suppression of the Traffic to be held on June 28th.
8. What are the methods best calculated to ensure the efficient working of the Central Bureau in London for International Work for the Protection of Jewish Women and Children ?

A large number of recommendations were made for the guidance of the Committees already established and those yet to be established in different parts of the world, but they are too numerous to be quoted *in extenso* here.

The report of the proceedings has been published and will be sent to any person who is interested. It need only be said here that the members of the Conference paid particular attention to the conclusions arrived at by the Body of Experts in Part I of their Report, and to the remedies there suggested. These remedies were not new to these practised workers. They had long been acquainted with them, and had endeavoured to use them so far as their very limited resources permitted. Particular attention was paid to the question of preventive work in those countries of Eastern Europe from which the Experts' Report states so many victims of the traffic are recruited. It is hoped that the attempt to create a Central Fund, which was proposed at the Conference, may one day come to fruition, so that more propaganda and educational work may be carried on, that more technical training, "settlement" and club work may be organised, and that rescue and reformatory work may be enlarged. Speakers were most emphatic that the poverty of the people and the struggle for existence were largely responsible for the desire of girls and women to escape from their surroundings by any means possible. The restrictions placed upon Jews in certain countries, so often indicated in our reports, are still harassing, and this, we believe, is one factor underlying the horrible traffic in women and children. A better spirit of toleration and a cessation of the undesirable "incidents" which have marred the present year in certain countries must have their reflex on conduct. It is to be hoped that not only the influence of Governments but that of the Churches will be brought to bear on the situation, and thus cause an improvement.

The question of the effects of the separation of families in relation to the traffic was discussed at full length at the Conference, and it was shown how detrimental such separation was to the moral character not only of the children, both young and adolescent, but also in many cases of the mother herself. Immigration restrictions and desertions are stated to be the principal causes of such disastrous separations, and once again the hope was expressed that Governments would consider the possibility of coming to some agreement as to the enforcement of judgments for maintenance in a country other than that in which they were issued.

The question of ritual marriages raised by the Experts' Report is not an easy one to surmount. Long and anxious thought was given to it at the Conference, with the result that the following recommendations were made :

"That it is desirable to bring home to parents and guardians the grave dangers which surround marriages in which the legal provisions of the country concerning marriage have not been observed, and that it be suggested to rabbis and others holding responsible positions in the Jewish communities to discourage the continuance of such marriages to the utmost of their powers.

“Whereas the omission to register ritual marriages performed by rabbis in those countries where there is no recognised civil marriage is apt to incur disastrous consequences to women and often facilitates the work of traffickers, such rabbis are asked to register and notify such marriages performed by them to the competent civil authorities.

“That it is very desirable that rabbis, whenever the necessity may arise, should require young men and women who come to them for the purpose of marriage, and who have been born in a foreign country, to produce evidence that there is no impediment to the proposed marriage. It is also desirable that the rabbis should themselves institute enquiries.

“That parents and guardians should be informed of the grave dangers which may threaten their daughters' future welfare unless strict enquiries are made concerning young men who propose to marry them and of whose antecedents they know but little or nothing.

“That the Committees to be formed, and those already in existence in the different countries, should seek the co-operation of rabbis and others to warn parents against marriage-brokers, whose object may be only to make money, and who are often the accomplices of the traffickers.”

It will be seen from these recommendations that those authorised to perform Jewish marriages are asked to be extra cautious. The evils arising from marriages by unauthorised persons are well known, and it would help very much if in all countries religious marriage could only be carried out if accompanied or preceded by civil marriage.

Of other questions dealt with by the Traffic in Women and Children Committee or by the Report of the Experts, those concerning the control of prostitution and the problem of prostitution itself were unanimously approved. No voice was raised against the abolition of the licensed house, and every hope is felt that the activities of the Traffic in Women and Children Committee will eventually have the effect of the total disappearance of such houses. It is, of course, not believed that trafficking will thereby be entirely eliminated, but that one of the principal causes of such trafficking will have been destroyed. Future work must be largely of an educational character among the adolescent youth in every country, so that the desire to use such houses, or even to demand promiscuous sexual intercourse, may be eradicated. It has been said, and with much truth, that the houses cater for a demand. The work of all voluntary organisations, of all public bodies, and of all Government authorities should be to educate the community so that such demand no longer exists.

Although only a short time has elapsed, the results of the Conference are beginning to become apparent. The Jewish women's organisations of *Germany* and *Latvia* have already combined for the purpose of endeavouring to improve the conditions of women in Eastern Europe, and it is hoped that shortly similar organisations in Eastern Europe, in close touch with the Central Bureau in London, will co-operate in this work of education and propaganda.

In *Germany*, a Central Jewish Welfare Committee has been formed, consisting of ten organisations dealing with communal work, and this Central Committee acts now in co-operation with the Central Bureau in London, but guaranteeing more effective work. A meeting of this Committee in Berlin was addressed by the Secretary, who detailed the work and the requirements of the Traffic in Women and Children Committee.

In *Hungary*, the Committee in Budapest is about to establish a Home for Jewish Girls. The Committee is carrying out a series of propaganda meetings in the towns and villages, and preparing literature of an appropriate character.

In *Roumania*, the Committee established in Bucharest has purchased and furnished a house as a Welfare Office and a Home for Girls, and is interesting itself in the question of trade classes and of finding employment. This Committee hopes that it will receive from the Government the same facilities and financial assistance which other denominational Committees are, we understand, already receiving.

The Welfare Committee in Czernowitz is doing propaganda work within the limits of its present possibilities. Here, as in Bucharest, an endeavour is being made to bring about close co-operation for railway-station work at the frontiers, and a training-school for girls has been started.

We hope to renew negotiations for some permanent work at the port of Galatz.

In *Lithuania*, where the financial conditions of the Committee are very strained, an endeavour is being made to put the “settlement” work of the Children's House upon a surer basis.

In *Poland*, the Committees of Warsaw, Lodz, Wilno, Bialystok, Lemberg and Cracow are maintaining and strengthening their excellent work. The Warsaw Committee have sent to the Central Office in London details of suspected cases of trafficking to South America, which have been investigated and which will be reported later. They also discovered a case of procuration for immoral purposes of a young girl of 16, who was to be trafficked to the

Argentine, and denounced the procurers to the police, who immediately took action. After a two-day hearing in the Criminal Court, two men were sentenced to twelve months' imprisonment and two women to ten months, in each case with the addition of a heavy fine.

The Lodz Committee has also sent cases of enquiry concerning suspects going to South America, as well as of girls going abroad needing protection, and of families of young people who have been voluntarily or forcibly separated from the breadwinner.

Endeavours are being made to bring about a closer connection between the work done by these Committees in Poland, and the publication of Part II of the Experts' Report should prove a strong incentive towards its accomplishment.

In *France*, the Paris Committee is being strengthened by the addition of new members both men and women, and more effective action with regard to suspected cases of trafficking is promised, as well as more energetic propaganda work.

This report has to appear too early to be able to give statistics of work done by the Committees above mentioned, but it is hoped that some record of such work will appear in the next issue of the Annual Report of the Association.

Before leaving the account of the work of the Conference and its results, record must be made of the excellent effect produced upon the members of the Conference and upon the community at large by the presence and words of Dame Rachel Crowdy. Her remarks as to the co-operation between the Association and the Traffic in Women and Children Committee will tend to strengthen the interest which the Association already takes in the work of the Committee, and they will show, we hope, to the Jewish community that the Association endeavours to represent their interests in the fight against the traffic to the utmost of its capacity. The thanks of the Association are herewith tendered to Dame Rachel Crowdy and to Sir Eric Drummond, Secretary-General of the League of Nations, who made her visit to our Conference possible.

*South America.* — It was unfortunate that the representatives of our Committees in Buenos Aires and Rio de Janeiro could not be in London at the time of the Conference. They would have been able to give the Conference some valuable information as to the practical work they are doing and to show in what large measure they are assisting to eradicate the evil of the traffic.

In speaking of the work of the Buenos Aires Committee in our last report, it was shown how Dr. Halphon, the President, had reconstituted his Committee to obtain a better organisation. The improvement has been maintained, as has also the public interest in the work of the Committee. It has even become necessary to engage the part-time services of another officer as assistant to the Secretary and Agent, the work of meeting the boats and carrying out investigations having increased so much.

In the *Argentine, Uruguay and Brazil*, the question of reorganisation of the practical work is still occupying attention. The Association is now in close collaboration with the HJCEM (an organisation composed of the Jewish Colonisation Association, of Paris; the Hebrew Immigrant Aid Society, an American organisation; and the Emigdirect, a Continental society), whose work consists of helping and protecting Jewish migrants, and it is hoped thereby that more effective work on behalf of women and children will be done, that overlapping will be avoided and that economies of expenditure will be effected.

The ports of Buenos Aires, Montevideo and Rio de Janeiro, will be most effectively supervised, and, with the help of the Government authorities, it will be very difficult for traffickers to take victims through these ports. Given proper assistance, there is no reason why, in the near future, the work in South America should not be extended to other ports.

The following are a few interesting facts concerning our work in *Buenos Aires* :

Number of boats met in 1927. . . . .	199
Unaccompanied girls and women assisted. . . . .	925
(Of these, 85 were non-Jewesses.)	

(The HJCEM has for some months been sending lengthy cables to the Committees in Rio and Buenos Aires giving names and particulars of all unaccompanied emigrant girls and women landing by a following steamship.)

#### Cases.

*P.D.* — A telegram was received from our Committee in Buenos Aires to the effect that this woman had left the Argentine on a certain boat for Cherbourg, and was suspected of being a trafficker. She and her husband had made frequent journeys to Europe separately at different times. We immediately got into touch with our

representatives in Paris, with a view to having the woman questioned on arrival and observation kept on her. The Police were informed and, when questioned, it was ascertained from her that she was passing through Paris on her way to Odessa. Enquiry through the shipping company disclosed the fact that she gave an address in Prague. Detailed information of the woman's subsequent movements was difficult to obtain, but our correspondents in various towns were informed and asked to keep special watch on her. Should she try to re-enter Buenos Aires, she will be effectively dealt with.

*A.H.M.* — This young woman, aged 26, arrived at Buenos Aires to go to her uncle. The Secretary of our Committee accompanied the girl, in order to see her uncle, but somebody else, who had her photograph with him, came to receive her, saying that the uncle was ill and could not come. Suspicions were aroused and the man was detained by the Police. It appeared that he was sent by a well-known trafficker to meet the girl. The Secretary of our Committee took her to the Hostel for Immigrants, and it was intended to repatriate her. As, however, this young woman asked for protection and confessed that she had been the victim of a woman whose acquaintance she had made before her journey, our Committee promised to do all that was possible to protect her and find work for her. She is now in employment and is earning an honest living.

*M.C.* — Aged 17, arrived at Buenos Aires from Warsaw. A visit was paid by the Secretary of our Buenos Aires Committee at the house where the girl resided with her relatives, who proved to be of doubtful character. Our Committee therefore intervened and compelled the people to repatriate the young girl to Warsaw.

*B.E.* — This girl, who is an orphan, has been under the protection of our Buenos Aires Committee. They were informed that her uncle and aunt were going to take her to Chile, in order to get her married there to a young man who is established there in business. The people were distrusted, and our Committee objected to the marriage taking place until they made exhaustive enquiries and were satisfied about the young man's character. They eventually received a report stating that the man was satisfactory, and it was agreed that he should go to Buenos Aires for an interview with our Committee. If they find that the girl is willing to marry the young man, they will give their consent to the marriage. A later report states that the marriage took place at Buenos Aires and was witnessed by the Secretary of our Committee.

*P.P.* — This case was reported last year fully. She is the girl who was rescued by our Committee from a relative, a trafficker, after throwing a note from her window. She has been under the care of our Committee throughout the year, has been in good employment, and is about to be married to a respectable young man with whom she became acquainted. The punishment of the trafficker has not yet taken place, but he is still in prison awaiting trial.

*N. and S.* — These are two traffickers who arrived at Buenos Aires from Brazil. Their movements aroused the suspicions of our Secretary, who caused them to be arrested. Subsequent enquiries confirmed that they were engaged in the traffic, and the necessary steps were taken to have them sent back to Brazil.

It is reported that, in accordance with a new municipal regulation in the early part of the year, no woman will be registered for professional prostitution in brothels unless she was inscribed before the year 1926. As, however, this rule is only in force in Buenos Aires, such women who wish to exercise prostitution can go into the interior.

Our Committee has had correspondence with many places in the interior and in Chile, and has been the means of saving a number of young girls resident in Buenos Aires from falling into the hands of traffickers.

The Committee held a meeting, at which the Polish Consul attended, and discussed matters concerning the prohibition of visas for girls under 25 travelling alone to Buenos Aires, or in the company of unknown persons, unless enquiries had been made beforehand and proved satisfactory.

A society of persons calling themselves the Jewish Warsaw Society, and alleged to be largely composed of traffickers, has been deprived of its rights of recognition on the intervention of our Committee with the Polish Consul and the Argentine Government.

Our Committee speaks very highly of the assistance given by the Police authorities and the shipping companies, and we are pleased to give publicity to this excellent collaboration.

*Montevideo.* — The Secretary of the Committee in Buenos Aires paid a visit to Montevideo, where the work is being carried on by the HJCEM Committee for the Protection of Emigrants, and found that there was very effective supervision. An agent boards the boats there and,

when necessary, proceeds with the passengers to Buenos Aires. The Police are also doing more effective work at the port.

In *Rio de Janeiro*, the particulars sent by our representative, Rev. I. Raffalovich, are as follows :

Boats met . . . . .	374
Women and children cared for. . . . .	1,305
(197 single unaccompanied girls.)	

*R.G.* — We were informed by our Warsaw Committee that this woman had left her husband for another man in 1915, with whom she had proceeded to Brazil, where she had been forced to take up a life of prostitution. She had written to her mother in Warsaw over and over again, asking for assistance to give up the life and return to Poland, and, although her mother had once sent her a ticket for her passage, she had not returned. It was also reported that all the woman's possessions had been taken away from her and that she was not permitted to leave the house where she was living. Enquiries were at once set on foot through our Committee in Rio de Janeiro, and it was ascertained that she was not now detained against her will, nor had her belongings been taken from her. Her position, however, was very unsatisfactory, and, with the assistance of our Committee, she was returned to Poland.

In all other countries mentioned in previous reports, the Committees or correspondents continue to co-operate with the Central Bureau to the fullest possible extent.

*Great Britain.* — The methods adopted by the Association in its work in Great Britain are being followed wherever possible by the Jewish Committees abroad, and it is therefore felt desirable to continue to give statistics and particulars of that work, so that the preventive side, so very desirable in the countries of Eastern Europe in particular, may be fully appreciated.

In 1927, the Association dealt with 1,255 cases, of which 549 were new cases.

There were :

8 girls reported missing from home, 4 of whom returned home, as they had only run away owing to petty family quarrels. All of the others except one were traced and found to be living in satisfactory places, but unwilling to return home. They were all supervised.

54 cases of unmarried mothers or ruined girls.

In 11 cases, affiliation orders (ranging from 6s. to 15s. per week) were obtained.

In 7 cases, agreements were effected through the office and payments obtained (ranging from 7s. 6d. to 15s. per week).

In 4 cases, marriages were arranged.

In 5 cases, the child died.

In 2 cases, the matter was referred to non-Jewish Associations.

In 18 cases, no action could be taken for the following reasons :

- (a) There was no corroborative evidence;
- (b) The help of the Association was refused;
- (c) The man absconded;
- (d) The putative father was unknown.

7 cases are still pending.

7 girls and women known to be leading immoral lives. Some were returned to their families. In all cases, an endeavour was made to rescue them from their mode of life.

181 cases of married women's difficulties. In 41 cases, support was obtained from defaulting husbands by action taken through the Court. Of the others, 70 were desertion cases, 66 were cases of ill-treatment and inadequate support, and 4 were cases of divorce. In many cases reconciliations were effected. Particular attention is paid to all cases where there are children.

29 cases of girls and women placed on probation through our probation officers at various Courts, on charges of insulting behaviour, petty thefts, being beyond control, etc. Of these, 16 were placed on probation during 1927.

333 regularly supervised girls. They were supervised by our Visitors. Most of them are quite young girls, who respond well to supervision. In most cases, they were on the border line of immorality or in undesirable environment.

Over 2,500 visits were paid.

10 children entered Montefiore House, our certified school.

2 children entered Norwood Orphanage.

2 children entered Highbury Home.

220 general enquiries with regard to the welfare of girls.

69 general enquiries with regard to the welfare of children.

57 miscellaneous cases, necessitating investigations and enquiry.

16 cases of girls and women visited at Holloway Prison, and on whose behalf Courts had to be attended. Of these, 3 cases were of immorality and 13 of stealing, assault, petty theft, etc. In all cases the discharged prisoners are visited and helped, special attention being given where there are children.

18 cases of persons and premises suspected of immorality, etc. Most of these were reported to the Police or the local Borough Council.

87 cases of mental deficiency; 12 of these were certified under the Mental Deficiency Act, and 75 were "after-care" cases of girls who had attended special schools. All of these were regularly supervised.

4 cases of girls referred from the Visiting Committee to be dealt with by the Cases Committee, which carries out special enquiries.

31 cases of girls referred to the Visiting Committee from the Cases Committee, as they only needed to be supervised and were quite respectable.

26 cases of migrant women, girls and children, for whom passports and other documents had to be obtained and who were met and cared for during their journey, or whilst they were detained pending their journey. For 3 of these cases permission to land was also obtained.

2 cases of transmigrants, who were met when passing through this country and were looked after *en route*.

2 cases of women and children who have been deported from America for various reasons. They have been looked after and, when possible, seen to their destination safely.

2 cases affecting girls and women, necessitating special enquiries from shipping companies, etc.

29 cases necessitating attendance at the Police-courts in prosecutions for stealing, insulting behaviour, brothel-keeping, soliciting, etc.

21 cases stayed in our Intermediate Home pending investigation, etc.

45 cases necessitating special international action and enquiries between the Central Bureau and its Committees abroad. Of these :

2 were cases of known traffickers;

2 were cases of suspected trafficking;

41 were cases for general enquiry.

In addition to the above :

37 girls and 24 babies were in our Rescue Home and Hostel for Unmarried Mothers.

48 children in our Certified School for Girls.

15 girls lodged in our Hostel for Respectable but Friendless Working Girls.

40 babies and 10 girls were in the Home for Friendless Children, affiliated to our Association.

258 working girls under friendly supervision, to whom 3,970 visits were paid.

#### CASES.

N.G. — Our Lodz Committee asked us to obtain some information concerning this man, who had gone to Lodz and had there become acquainted with a young girl, whom he wished to marry. It was suspected that the man was already married. Enquiries were set on foot both in London and the provinces, and it was ascertained that this man was indeed married and had a wife and family living in England. He was a very dangerous character and had served terms of imprisonment in several countries, and was wanted by the Police in England at the moment. We immediately wired our Lodz correspondent in order to prevent the girl having anything further to do with the man. We are glad to be able to report that, as a result of our action, the girl did not marry him and he was forced to leave the country. A warning was put into all the papers in Poland, in order that no other family might be deceived by him.

C.Z. — We were asked to make enquiries about a man who had left his wife and two children in straitened circumstances in Warsaw, and had proceeded to Mexico. Our correspondent in Mexico ascertained that the man was not able to send for his wife and that he himself had been in difficulties there owing to his poverty.



Arrangements have been made for his return to Poland, so that the long separation of this family may be brought to an end.

The Association was represented, as a member of the British National Committee, at the London Congress convened by the International Bureau, and, as it followed immediately upon the Jewish Conference, all the Jewish members were kindly invited to attend the Congress and take part in its proceedings. This proved to be of very great educational value to those who had not hitherto had the opportunity of attending Congresses because of their inability to become members of their National Committees.

The general work of the Association on behalf of children has been increased during the year by the formation of a Children's Committee, which deals with cases of children who have been assaulted, or are living in undesirable surroundings, or are given to bad habits of a sexual nature, or are suffering from venereal disease. This is very anxious work, necessitating much expense, and requiring the greatest tact and judgment.

We continue to co-operate with other organisations in promoting Parliamentary interest in all matters coming before the Advisory Committee, and have been members of deputations to Ministers. At the present time, the Association is keenly interested in the enquiry into the laws of solicitation for prostitution and the practice in the Courts in dealing with women arrested for solicitation.

The Association is strongly of opinion that the marriage laws should be so amended as to preclude a marriage under the age of 16.

The statistics given show that the Association continues the work it has done for discharged women prisoners for many years.

In concluding this report, the Association once again expresses the hope that the Free Distribution Committee of the League will consider favourably the grant of copies of the publications of the Traffic in Women and Children Committee to constituents of the voluntary organisations represented on the Committee, so that the propaganda work may thereby be maintained.

For the Association :

(Signed) S. COHEN.

General Secretary.

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#### ANNEX 6.

C.T.F.E. 371.

#### REPORT OF THE INTERNATIONAL FEDERATION OF THE " AMIES DE LA JEUNE FILLE " FOR THE YEAR 1927.

*Submitted to the Committee on March 13th, 1928.*

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Neuchâtel, January 1928.

#### JUBILEE OF THE FEDERATION.

The year 1927 will always stand out as a bright page in our annals owing to its marking the jubilee of the foundation of our International Federation, which first saw the light at Geneva in 1877, when it was founded in response to an appeal by Mrs. Josephine Butler, the great pioneer of abolitionism. It was only right that one of the oldest women's protective associations should give to this anniversary the lustre and the prominence due to so long a period of activity representing such great achievements.

Big public demonstrations were organised at Neuchâtel, the headquarters of the International Central Bureau, in the Cathedral and other public buildings. These gatherings gave us an opportunity to review our past work, from its modest beginnings up to co-operation with the League of Nations and the Experts' Report, which would seem to crown the campaign initiated half-a-century ago for the emancipation of women. More than fifteen associations pursuing the same ideal as our own were invited to participate in these festivities.

The Secretary-General of the League of Nations was so good as to appoint Dame Rachel Crowdy to represent him among us, and it was a very great pleasure to welcome her at Neuchâtel. We would offer her once again our thanks for the words of encouragement which she so kindly addressed to us at our official reception. The latter was attended by guests from different Governments and from our churches and by over 300 delegates from twenty different countries. The days between May 30th and June 3rd were very full, and we know from messages we have received since that this commemoration of the past and the various impressions that were exchanged were a stimulus to the work in general and an encouragement to carry it on.

The most constructive proposals and those which led to the most valuable discussions related to the mentality of the younger generation, its legitimate claims and deepest aspirations, to which our methods of work must always seek to adapt themselves.

A pamphlet of 78 pages, published on the occasion of the jubilee, and which we have had the honour to present to the members of the Committee, sets forth the position of our Federation in the countries in which it works, and furnishes certain statistical information.

#### DEVELOPMENT OF THE WORK.

According to those national reports which we have so far received — though many are still outstanding — we have to record an increase in the number of our members and a gratifying extension of our work in many countries. We are particularly glad to note that, in the Near East, where a propaganda tour was made last year, our Association has taken root and developed beyond expectations.

In *Roumania*, the Bucharest and Cluj groups have been organised and are operating under normal conditions. At *Bucharest*, work at the railway station is established in premises which the municipality kindly placed at the disposal of the "Amies". Protective work is assured by day and night. Moreover, travellers are offered accommodation in a hostel which has been opened near the station, and there they obtain, not only shelter, but free medical attendance and the services of an employment bureau. Between May 15th and the end of September 1927, this hostel accommodated 162 girls. Since then it has been necessary to increase the number of beds, which shows that the work satisfies a real need. We hear from the president of the group that efforts have already been made, and will be continued, to extend the work to other towns of the old Kingdom and that she sees further prospects of development. The work at Bucharest has received effective support not only from the municipality, but from the Ministries of the Interior, Public Welfare and Labour. At *Cluj* (Transylvania), work at the railway station has been carried on since the spring of 1927 by two women agents, one Roumanian and the other Hungarian. The offices are in the station and two beds are available for travellers. Between June 1st and the end of October 1927, assistance was given to 127 girls. The agents meet all trains, paying particular attention to local trains, by which many inexperienced girls arrive. A procurer who had been wanted by the police for two years was arrested at the station, thanks to one of our agents, who caught him in the very act of abducting a girl. The labour exchange for office employees, shop girls, students, etc., which the Ministry of Labour asked our Association to establish, has been in operation since June. It has placed the names of many girls on its books, but has had so few situations to offer that it has necessitated considerable work and a systematic Press campaign in order to assist some of these unemployed women. In Transylvania also, the Ministries of Labour, Public Welfare and Public Welfare have given us their support.

In *Croatia*, a large group has been formed and has submitted its statutes for the approval of the authorities. There is a section working at Zagreb and it has corresponding members at nine other places. For their work at the railway-station, the Ministry of Health has given to the "Amies" at Zagreb a small portable house where travellers will be able to stay for a few days if they wish. The work will be put in hand immediately.

While special difficulties have prevented the results of our propaganda tour from being equally gratifying in other places visited, a very real interest has been aroused in the work of caring for young people, and several schemes are under consideration.

Turning to the older branches of our work, progress has been marked by the creation of new sections — in Germany and Switzerland among other countries — and by the opening of a few new hostels in towns where there were formerly none (Solothurn, Lucerne, Venice). Work at the port of Marseilles, which was realised to be most desirable, but which presented great difficulties, has been attempted in co-operation with the "Association catholique de Protection de la Jeune Fille" and the "Auxiliaire de la Jeune Fille". It was carried on for a time and will be resumed. A new station service has been established at the port of Stralsund in the Baltic. Information offices and labour exchanges for women emigrants have been established in Germany (Kolberg and Bretten).

A branch of the work which can greatly help to protect a whole class of women from prostitution and which is rapidly developing among several of our national Unions is that which consists in visiting foreign and other women lying friendless in hospitals and maternity homes. This has resulted in the establishment of a special branch of work for convalescents, which is being carried on successfully, more particularly in Egypt and Germany.

#### PROPAGANDA.

The "Amies de la Jeune Fille" have made special endeavours to interest fresh circles in the campaign against the traffic in women, the work of the Permanent Committee and the results of the Experts' enquiry. The jubilee of our Federation furnished opportunities to pursue this work in many countries. Furthermore, a large number of lectures by our different unions for the purpose of making our protective work known have, at the request of our International Central Bureau, drawn attention to the measures taken by the League of Nations in the campaign against the traffic. In Switzerland, for example, forty-one of these lectures have been given; in Germany, the Secretary has addressed large audiences in Pomerania, Mecklenburg, Westphalia, Hesse and Württemberg.

CAMPAIGN AGAINST THE TRAFFIC.

Our station services and labour exchanges have, as in former years, intervened in many doubtful cases; the statistics show 740 of these cases in 1926. Further, our "Amies", in every country where they are working, have taken the opportunities offered by attempts at abduction or rape and by the disappearance of girls belonging to the district to arouse the attention of girls and parents to the need of caution. Special leaflets have been printed for this purpose. Certain cases have been pointed out by our Union to the Swiss central authorities for investigation.

(Signed) L. CURCHOD-SECRETAN,  
*International President.*

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ANNEX 7.

C.T.F.E. 370.

REPORT BY MADAME AVRIL DE SAINTE-CROIX, DELEGATE OF  
THE INTERNATIONAL WOMEN'S ASSOCIATIONS, FOR THE YEAR 1927.

*Submitted to the Committee on March 13th, 1928.*

[*Translation.*]

For the important Women's Associations which I have the honour to represent here, the past year has been one of uninterrupted activity and endeavour to improve the position of women, to secure the protection of children and to co-operate effectively in the work of the Advisory Committee, the value of which we are coming to appreciate more and more. All the associations in their respective countries have sought to concentrate on resolutions aiming at practical objects rather than mere theoretical recommendations.

The decisions voted at their congresses, conferences and meetings reflect the interest they take in the work done at Geneva, their gratitude to the League of Nations for so nobly defending their moral interests, and also the thanks they owe to the Secretary of the Fifth Committee, Dame Rachel Crowdy, of whose energy and devotion it is impossible to speak too highly.

In order to be able to submit to the Advisory Committee this year, as in former years, an account of the different branches of work which the International Women's Associations represent, and of the part taken by them in the campaign against immorality and the traffic in women, we asked the Associations to reply to the following questionnaire.

*Questionnaire.*

1. What has your Association done during the past year to obtain the adhesion of your country to the Geneva Conventions relating to the Traffic, supposing that it has not already adhered to them?

2. What measures have you recommended for the protection of women and, more particularly, of children, engaged in *cafés-chantants* and other similar establishments in your country or abroad?

3. Under what conditions are girls under 18 allowed to leave the country in virtue of an employment contract? Has your Association concerned itself with their protection?

4. What measures has your Association demanded in regard to *souteneurs* and procurers, whether foreign or belonging to the country, and what penalties do you wish to see imposed upon persons who live upon the earnings of prostitutes?

5. What has your Association done to obtain the abolition of licensed brothels in countries in which State-regulated prostitution has not yet been suppressed?

6. What is, in your opinion, the influence of low wages upon prostitution?

7. What measures has your Association recommended for the suppression of immoral publications? Has it made representations to the public authorities to demand the enforcement of the laws or the enactment of more stringent measures?

Space does not allow us to quote in detail the replies which we have received. We will therefore content ourselves with a summary as faithful and exact as possible and will, if necessary, give further particulars orally.

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## REPLIES OF THE ASSOCIATIONS.

### South Africa.

1. As our country, says Mrs. Craig, has ratified all the Geneva Conventions relating to the traffic in women and children, the Women's Associations have not had to make any representations to the authorities.

2. There is no information of the existence of any supervision with a view to the protection of minors engaged in *cafés-chantants* or similar establishments; it may be added that emigration of this kind is almost unknown in South Africa, artistes of this category coming from abroad. Nor is there any emigration of girls under 18.

3. The Act of 1885 for the Prevention of Venereal Disease, which established the compulsory inspection of prostitutes, was partly repealed by the Act of 1902 and wholly by the Union Statute of 1919. Brothels have been closed and the traffic has almost entirely disappeared.

4. As regards the penalties imposed upon persons who knowingly live wholly or partly upon the earnings of prostitution, the Acts of 1902 and 1903 have provided terms of imprisonment of two to three years and 24 or 25 strokes of the cat.

5. As the result of a long campaign by the Women's Associations, the age of consent in South Africa has been raised to 16, and last year the Child Welfare Conference passed a resolution raising it to 17. This resolution has been submitted to Parliament, but a vote has not yet been taken.

6. Our Associations consider that prostitution is frequently caused by insufficient wages and poverty, in spite of the measures taken for the protection of work done in the home.

7. With regard to the campaign against obscene publications, public opinion in our country is so firmly determined to fight this evil that there is very little need for official intervention. The laws are severe and are strictly enforced; heavy penalties and large fines are inflicted upon the authors of indecent publications or drawings.

At Bloemfontein, where a newspaper published revolting details of an unsavoury case, our Associations protested to the authorities, and since then it has been forbidden to publish details in cases of divorce on grounds of adultery.

Parliament has opposed the creation of women police, chiefly for economic reasons. The question will come up again for discussion at the Conference next April.

### Germany.

1. Germany having ratified the three Conventions on the traffic in women when she entered the League of Nations, the Women's Associations have endeavoured to make their contents known.

2. The Law of March 3rd, 1903, forbids the employment of children under 12 in cabarets, cafés and beer-restaurants. Further, children of school age and under cannot appear on the stage except when their services are required in the interests of art. A bill has been laid before the Reichstag which aims at prohibiting the employment of girls under 18 in theatres, *cafés-chantants*, etc., whenever the performances may be injurious to their moral, intellectual or physical development. The Women's Associations have been working hard to obtain support for this bill.

3. As regards emigration, the Law of February 14th, 1924 makes the emigration of girls under 18 conditional upon the consent, not only of the parents or those taking the place of parents, but of the *Council of Guardians*. Girl minors travelling with their parents do not need this permission.

If these conditions are not fulfilled, the permit is refused and the police authorities are required to take action.

Germany's representatives in foreign countries have the right to intervene, even if the conditions mentioned in Article 1 are fulfilled, whenever the moral interests of the minors are in danger.

Passports for minors employed for theatrical tours abroad may only be issued provided the competent authorities are satisfied that the organisers or managers of the tours are, so far as is known, of good character.

In doubtful cases, *Die Internationale Artistenloge*, *Die Genossenschaft Deutscher Bühnen-Angehörigen*, *Der Internationale Variététheater Direktöre*, the local branches of these associations or the police authorities may be consulted.

If, after enquiry has been made, there is still some doubt, the *Jugendamt* or *Vormundschaftsgericht* intervene and prevent the girls from starting.

Apart from these precautions, the *Reichsarbeitsamt* has recently required a police authorisation before any girl minor can accept an engagement abroad.

In addition to this official control, several voluntary associations actively support the campaign against the traffic.

4. In regard to procurers or *souteneurs*, the law is explicit. Any person living wholly or partly upon the earnings of prostitutes or who, under cover of protecting a woman, encourages her to lead an immoral life, is liable to a minimum penalty of one month's imprisonment.

If the *souteneur* is the woman's husband or if he has compelled her, under threats, to engage in prostitution, he is liable to at least one year's imprisonment and he may also be deprived of his political rights.

Any person who, by false statements, has persuaded and helped a woman to emigrate with intent to corrupt her, shall be liable to five years' imprisonment, a fine of from 100 to 6,000 marks and the loss of his political rights and he shall remain under police supervision even when his sentence has been served.

Several other bills are at present before Parliament, which impose severe penalties on persons attempting to corrupt girls under 18 and on the exploitation of prostitution.

5. With the entry into force of the law on the campaign against venereal diseases, licensed brothels have been closed and State-regulated prostitution suppressed.

The Women's Associations have worked very hard in this matter, and women members of Parliament have undoubtedly exercised a strong moral influence. We can only rejoice at the results of their efforts.

6. The German Women's Associations are convinced that low wages are the main cause of prostitution. The majority of prostitutes are recruited from among the lowest-paid and most ignorant working-women and domestic servants.

7. As regards the suppression of obscene publications, Article 4 of the Criminal Code imposes imprisonment up to six months or a fine not exceeding 600 marks, and the loss of civil rights, upon any person who is convicted of having exposed in public places, hawked or sold, obscene publications or drawings; of having sold obscene publications or drawings in any place whatever to girls under 16; of having placed obscene articles before the public gaze; of having published advertisements inserted for the purpose of encouraging immoral relations; or of having placed before girls under 16 publications or drawings which, although not obscene, conduce to immorality.

A bill now before Parliament goes further still: It covers all persons employed as agents in distributing obscene writings or publications and strengthens the law in the case of adult persons who enable minors under 16 to buy or obtain possession of publications calculated to arouse or excite their passions.

Furthermore, a list of obscene publications and drawings which it is forbidden to sell, display, hawk or advertise in public places has been drawn up in pursuance of the law passed in 1924.

The Geneva Convention of September 12th, 1923, on obscene publications was ratified by the Reich Government on May 11th, 1925.

#### Austria.

1. Austria, as is known, ratified the Geneva Conventions some years ago.

2. The employment of children in *cafés-chantants*, music-halls and theatres is forbidden by law, and the law is enforced very strictly.

3. The Emigration Office is responsible for superintending the departure of young girls to foreign countries. We have requested that a woman should serve on this body, since we think her assistance would be very valuable. So far we have, unfortunately, not succeeded in having a woman appointed.

4. The question of the measures to be taken against *souteneurs* will, we hope, be settled by the new bill. For years we have been trying to persuade our Parliament to take the only measures which we think capable of effectively dealing with procurers and traffickers, viz., the suppression of licensed brothels, the abolition of regulated prostitution and the free treatment of venereal diseases.

5 and 6. Low wages and the ease with which employers can dismiss their workwomen, employees or domestic servants without compensation are in our opinion largely responsible for the spread of prostitution.

7. Our associations have made great efforts to prevent the public sale of immoral books and obscene publications, especially in the neighbourhood of schools and colleges. We should also like young persons to be forbidden to attend performances which are demoralising to youth. The measures hitherto voted would be sufficient to check the evil if they were consistently applied, but unhappily this is not the case.

The situation is the same or perhaps worse in regard to the cinema, whose sensational posters awake the morbid curiosity of young people.

### Belgium.

1. Belgium has ratified the International Conventions relating to the traffic.
2. A Royal Decree of April 27th, 1927, forbids the employment of children under 16 in *cafés-chantants* and similar establishments. Madame van den Plas informs us that the Women's Associations are in favour of raising the age-limit to 18.
3. For engagements abroad, passports are only issued with the consent of the parents, while preliminary enquiries are also made by the authorities.  
Our Association does not concern itself with the protection of emigrants, this being dealt with by the *Association catholique pour la protection de la jeune fille* and by the Girls' Friendly Society.
4. We should, of course, welcome the deportation of foreign *souteneurs*, but we should also like to see the law impose upon Belgian *souteneurs* a penalty sufficiently severe to prove a real deterrent.
5. Several of our members have conducted an energetic campaign for the suppression of the traffic and the abolition of regulated prostitution through meetings and congresses and in the Press as well as on the communal councils.
6. We are convinced that low wages to a large extent foster the traffic, but we think that other factors contribute.

### Czechoslovakia.

1. The Czechoslovak Republic has adhered to the Geneva Conventions.
2. Children are not allowed to appear upon the stage in that country.  
The Czechoslovak Government has recognised the need for protecting artistes who accept engagements abroad. It has demanded that international conventions shall lay down the measures to be taken in this respect. Girls accepting engagements abroad must not only be protected as regards their contract, but must be repatriated if they are in moral or material danger.
3. Young girls are only allowed to leave the country under the conditions contained in the law.
4. The laws of the Czechoslovak Republic punish procuring severely. The proprietor of any establishment, restaurant, café, etc. convicted of encouraging prostitution loses his license.
5. Under the law on venereal diseases, licensed brothels have been closed.
6. Low wages are undoubtedly a factor in prostitution.
7. A bill for the suppression of obscene publications will be discussed in Parliament shortly.
8. The employment of women police is under discussion. A campaign has been organised to prepare the public for this reform.

### Denmark.

In Denmark, where the situation has not changed, the Women's Associations have nothing particular to report to us this year. The societies for protecting and rescuing women have been carrying on their work with the same devotion as in the past.

In nearly all the matters in question, Denmark has long ago given effect to the recommendations of the League.

Our correspondent adds that, although licensed brothels have entirely disappeared, prostitution in Denmark still remains a scourge which the Women's Associations are seeking to combat.

### Egypt.

1. Our Associations, says Madame Kahill, have so far — and for good reason — been unable to obtain the adhesion of Egypt to the Geneva Conventions relating to the Traffic in Women.

2. In Egypt, the number of theatres is so limited as to make it unnecessary to contemplate any regulations for the protection of women and children engaged in *cafés-chantants*. In our country, children are mainly exploited by professional beggars. This evil has recently assumed such dimensions that our Associations have appealed to the Government to strengthen the law prohibiting begging and to create homes for incurable children exploited by the traffic.

3. The conditions of living are happily such that the Egyptian woman has no need to leave the country to find work abroad.

4. Our Associations are paralysed in their work by the Capitulations, for half the licensed brothels in Egypt belong to Europeans, whose nationality protects them from prosecution by the police. Our Government is at present engaged in negotiating with the Capitulatory Powers with a view to extending the penal competence of the Egyptian courts to offences relating to procuring and the traffic in women. At the present time, the local police are not entitled to make raids upon these houses without the aid of the consulates, and this greatly delays and even paralyses their efforts. Moreover, as things are now, European procurers are only subject to ordinary police fines, the consuls, as a general rule, being over-indulgent towards their nationals. The question has been raised in Parliament by Sheikh Abul Enein.

5. Our Associations have called upon Parliament to suppress brothels and, pending this, to remove them from the centre of the towns. The Associations are asking the Government for the immediate deportation of persons convicted of procuring.

6. The wages of the small number of European women working in Egypt are, in most cases, sufficient for them to live without practising prostitution.

Prostitution among Egyptian women is frequently due to poverty combined with moral laxity. Girl's schools, which are rapidly increasing in number, are developing an economic side so as to allow women to earn their living, and are establishing certain industrial branches. Our own branch is among the most important.

7. In May 1927, our Associations proposed to the Government that it should exercise stricter control over cinema films and suggestive posters. The question is at present under consideration, and the importation of certain newspapers has been forbidden in Egypt.

#### Finland.

1. Finland has adhered to the Geneva Conventions, which entered into force on March 4th, 1927.

2. We have not studied the question.

3. Minors cannot leave the country without permission from their parents or guardian.

4, 5 and 6. Our Associations have not as yet adopted any resolutions on these matters.

7. Finland has adhered to the Geneva Convention on obscene publications. We have therefore had no cause to intervene in this question.

#### France.

1. France adhered to the Geneva Conventions relating to the Traffic in 1926.

2. Madame Legrand-Falco informs us that the laws relating to the health and safety of persons employed in theatrical performances of all kinds can only be enforced, and their penalties imposed, within French territory. In the case, however, of children employed in theatres, *cafés-chantants*, etc., in foreign countries, the French consular authorities may deal with offences committed against them and ensure their repatriation to France, if necessary. The Women's Associations are hoping to see this possibility converted by law into an obligation.

The Labour Code forbids the employment of children under 13 in permanent theatres and *cafés-chantants*, and of children under 16 at fairs. The employer of the child must be in possession of its birth certificate, and must be able to certify its origin by the production of an identity-book or passport.

3. Girls under 18 can obtain a passport to leave the country in virtue of a employment contract only with the permission of their father, or their guardian if they have no parents; the contract must be authorised by the family.

The protection and welfare associations affiliated to the *Conseil national des femmes françaises* are in constant touch with the *Service international d'aide aux émigrants*, which has correspondents in most foreign countries and large towns, and which meets girls on their arrival in the country and makes enquiries concerning the firm or family which is employing them. If a girl wishes to join her mother abroad, the International Service keeps her in France if the mother is known to be living an immoral life; in this case, the girl is entrusted to a relative in France, the arrangements being made by the Service.

4. The Women's Associations are trying to obtain the adoption of stricter measures of repression against *souteneurs* and, pending the measures provided by the new bill, are urging that the present penalties should be rigorously applied.

5. The Women's Associations have co-operated with societies working for the improvement of public morals to obtain the closing of licensed brothels; in some towns they have been successful. Thanks to their endeavours, interest has been roused, and public opinion has been influenced in favour of the principles which they support.

6. Insufficient wages are undoubtedly a frequent cause of prostitution.

7. A campaign is being conducted to secure the ratification by France of the Geneva Convention relating to Obscene Publications. The *Conseil national des femmes françaises* has paid particular attention to the matter and has forwarded an urgent letter to the different ministers interested in this question.

Furthermore, a group of women selected from the members of the *Conseil* has been formed to secure the strict application of measures against the sale of admittedly obscene publications. On several occasions, the members of this group have taken steps to secure the removal from the newspaper stalls of periodicals which were displayed there in spite of prohibitions against them.

There are, in France, many societies for the rehabilitation and rescue not only of prostitutes, minors and delinquents, but also of every class of discharged woman prisoner. These Associations are performing very valuable services.

This year, like last, the *Comité d'éducation féminine contre le péril vénérien* has continued its admirable campaign on lines both moral and scientific.

Under the presidency of Dr. Montreuil-Strauss, this Committee, during 1927, organised 79 lectures in Paris and the provinces in order to put young persons on their guard against the dangers of an immoral life and to convince them of the necessity for entering upon marriage with healthy bodies. These lectures made a great impression upon their young audiences and sceptical smiles gave way to respect.

We trust that when women are admitted to the legislative assemblies or municipal councils, they will be able to work even more effectively than in the past for the protection of children, the improvement of the status of women, the maintenance of the family, and more particularly against female prostitution, that disgraceful scourge which they refuse to regard as a necessary evil.

## Great Britain.

1. Great Britain adhered a long time ago to the Geneva Conventions and our Associations are endeavouring to supervise their execution.

2. Authorisation is necessary for a child to be employed on the stage or for a number of performances; this permission must be given by the school authority of the district in which the child resides and it must be signed by the employer and by the father or guardian of the child. It must state how the child has been educated, how it has been trained for its new employment and the exact nature of this employment. It must also mention the time during which the child will be on the stage and the name and address of the person who will be in charge of it during its engagement.

The authorisation must be accompanied by the child's birth certificate or some other document establishing its age, by two photographs taken during the preceding six months and a school doctor's certificate stating that the child can perform its part without injury to its health, physical development or subsequent education.

The Women's Associations fully approved the resolutions voted at the International Congress against the Traffic in Women, held in London in 1927.

3. Close supervision has been provided over any minor wishing to leave the country. A careful enquiry is made both as regards the employer and the reasons which lead the minor's family to agree to emigration. The Women's Associations are actively concerned in this supervision.

Nothing particular has been done during the last year to protect minors who are engaged in foreign countries to appear in theatres, *cafés-chantants*, music-halls, etc. At the same time, this is a question which has long been occupying the Women's Associations.

Permits to leave the country are only granted to minors after a close enquiry into the circumstances both of the child and of the employer.

4. The law provides very serious penalties against *souteneurs*, namely, imprisonment without the option of a fine and corporal punishment.

5. State-regulated prostitution having been long abolished in Great Britain, the Women's Associations have no longer any work to do in this connection beyond familiarising the public with the conclusions of the Experts' Report on the Traffic in and Protection of Women and Children, and drawing therefrom the logical conclusions.

This year, as in former years, the Association for Moral and Social Hygiene has continued its campaign against State-regulated prostitution, particularly in the Dominions. It also protests against all measures in regard to moral questions which apply to women only.



6. With regard to the influence of low wages upon prostitution, we are of opinion that it is not so great as is generally thought. In support of this opinion, we may mention the existence of numerous statistics showing that domestic servants, who are a well-paid class, furnish a large proportion of prostitutes. We believe that the craving for pleasure and luxury is frequently the reason which leads young girls into evil ways.

### Hungary.

1. "The Hungarian Government having already adhered to the Geneva Conventions", Mlle. Rosenberg writes, "we have worked to ensure their application."

2. In Hungary, the employment of children in *cafés-chantants* is forbidden below the age of 12, and after that age they may only be accepted if accompanied by their mother, and must leave the premises immediately after the performance.

3. Girls under 18 may not leave the country without the consent of their parents. Those between 18 and 24 only receive a passport with their father's consent; in the case of an orphan, authorisation is only given with the consent of the Board of Orphans, and neither orphans nor other girls may go abroad until, as a result of enquiries, our Consular authorities have made sure that the situation to be taken offers adequate moral and material guarantees.

4. The laws concerning procurers are exceedingly strict and penalties are imposed up to ten years' hard labour. Our National Council and Suffrage Union are demanding that similar penalties should be imposed upon all persons who live on the earnings of prostitutes.

5. As the result of League of Nations decisions and campaigns by Women's Associations, it has been decided that the last remaining licensed brothels shall be closed down on May 1st next.

6. The influence of low wages upon the fall of young girls is very small in our country; our experience is that not more than 20 per cent of prostitutes adopt this calling because they are badly paid.

7. We are happy to be able to announce that we have succeeded in securing the creation of a body of women police at Budapest; six women have been attached as investigators, surveillance agents and clerical assistants, to the police department which deals with the prostitution of girls and with soliciting in public places.

Further, we are in full agreement with the recommendations of the Committee, and very anxious to see the age of consent raised to at least the legal age of marriage, which in Hungary is 14.

### Irish Free State.

The questions asked of us have not been examined, and as regards Articles 1, 2 and 3 we have had no powers.

Nos. 4 and 5 do not seem to apply to our country.

As regards No. 6, it is impossible to answer without a thorough enquiry. It would seem, however, that low wages are only one cause of prostitution, and not the most important.

With regard to the age of consent, opinion is unanimously in favour of fixing it at 18.

### Norway.

1. Norway has ratified the Geneva Conventions.

2. The law forbids children under 16 to accept engagements in theatres, music-halls and *cafés-chantants*.

3. In 1904, a Mixed Committee was appointed in Norway to protect young girls and watch over emigration.

4. Several of our Women's Associations take an active part in the campaign against traffickers, *souteneurs*, etc. Our laws punish anyone who is instrumental in inducing a girl minor to become a prostitute.

5. Our country has endeavoured to apply the International Convention of 1904 with a view to providing young girls with effective protection against the traffic in women and children.

6. In our opinion, low wages and unemployment are the principal causes of prostitution.

7. A Committee has been appointed to fight against immorality in the theatre and indecent publications. Thanks to this Committee, we have obtained a censorship of films. Women have paid particular attention to this question and are trying to suppress all performances which may have an unhealthy influence upon young people.

Several of them belong to the Censorship Committee at Oslo.

### Netherlands.

1. This year, as in former years, the large Women's Associations in Holland have combined with the National Netherlands Traffic in Women Committee; they have also continued their educational and reformatory work. They have given moral and material help to thousands of girls. Rescue societies have also continued their valuable services.

2. The Netherlands Government having ratified the Geneva Conventions, the Women's Associations have fortunately not been called upon to deal any longer with this question.

3. Throughout the Netherlands, no girl under 14 is allowed to be employed by any *café-chantant* or similar establishment.

4. Our Women's Associations have not been called upon to deal with the conditions under which women or children leave the country to accept engagements in *cafés-chantants* and music-halls; applications of this kind in respect of women or girls in Holland are very rare, but, when such authorisation is occasionally asked for, the applicant must have the permission of the mayor of her commune before she can obtain a passport. In these cases she seeks employment through the Labour Exchange.

A law on the duties of States, intended to facilitate the application of Article 6 of the Geneva Convention of September 30th, 1921, is in course of preparation. We are very anxious to see it passed, for at present there is no way of preventing young girls leaving the country by refusing them a passport visa, even when the prospects appear to be unsatisfactory. During the last twelve months, the National Bureau against the Traffic in Women has endeavoured to warn women and girls who wish to set out for the East Indies against the risks they are running, and it urges them to make quite sure of the terms of their engagement.

5. Unfortunately, it is always very difficult to furnish the necessary proofs to convict *souteneurs*, who find in the prostitutes they bully and terrorise associates who rarely betray them. During the last year, however, the laws against these traffickers have been more strictly enforced. A *souteneur* who is convicted of living upon the earnings of a prostitute can now be imprisoned for three years and sentenced to hard labour. This law satisfies claims which were put forward long ago by the Women's Associations.

The Netherlands Associations are pleased to report that, since licensed brothels were closed in 1911, the results to the country have been wholly favourable.

6. Madame Van Schaik Dobbelman thinks, as a result of enquiries made in various quarters, that low wages have less influence upon prostitution than is generally supposed. To-day a woman who is obliged to sell herself to feed or bring up her child would seem to belong to fiction rather than reality. Public relief and private charity are now doing all that is required of them in this direction. She thinks that the desire for luxury, high living, a craving for pleasures, idleness, the cinema and dancing-places are more immediate causes of prostitution. In order to combat this evil effectively, it is first necessary to awaken in young people a sense of duty and responsibility.

7. The campaign against obscene publications has been carried on in the Netherlands for some years now. The first essential is a change in public opinion, which is not fully alive to all the dangers. The Women's Associations have repeatedly made representations on this matter to the authorities, sometimes with success; by their efforts the Law on Obscene Publications has been amended. To-day our Penal Code provides that a bookseller who sells obscene books is liable to be punished even if he declares that he did not know the nature of their contents, whereas formerly he could always plead ignorance.

Our Associations are still actively concerned with the important question of the legal age of marriage. No final resolution has yet been passed, but I can assert without fear of contradiction that the Committee will fix upon the age of 16 for girls, while the age for males will remain unchanged.

### Portugal.

The Women's Associations in Portugal and, in particular, the National Council of Portuguese Women, fully appreciate the great value of the resolutions passed by the Advisory Committee and ratified by the Council, concerning the protection of children and the suppression of traffic in women.

1. We have nothing to add to our observations of last year with regard to the adhesion of Portugal to the Geneva Conventions, but we are happy to be able to stress the great activity displayed by the Women's Associations for the improvement of the moral and material condition of women and children.

2. Although we should have liked to be able to give an affirmative reply to the question asked about the position of women and children employed in music-halls, we are obliged to state that nothing has so far been done for their protection. In any case, there are not many music-halls in Portugal.

3. As regards emigration, a law was recently passed prohibiting the emigration of women and of girls under age, unless they are certain that they will be helped and supervised in the country to which they are going. An association has also been formed for the protection of women emigrants.

4. The Women's Associations are unanimously in favour of increasing the penalties inflicted upon *souteneurs* and procurers, whether they have one or several prostitutes under their control, and are demanding that strict supervision should be exercised over them when they leave prison. At the Abolitionist Congress held in 1927, the Women's Associations joined with the members of the Congress in urging that licensed houses should be closed, or that, until this were done, all external signs of the immoral character of these houses should at least be removed. Valuable assistance has been given to the Women's Associations in this campaign by Dr. Arnaldo de Brazeo.

A remarkable report dealing with obscene publications was submitted to the National Council of Women by Madame Gamboa, and this was followed by an anti-pornographic campaign.

5. The Women's Associations are of opinion that in Portugal low wages are the main causes of prostitution.

They are convinced that the effective combating of prostitution and the protection of young people can only be carried out by women, and they are accordingly urging the establishment of an auxiliary corps of women police for the supervision and protection of women and children.

#### Roumania.

1. Roumania has not yet ratified the Convention of 1921 for the Suppression of Traffic in Women and Children.

2. No Roumanian children are employed in *cafés-concerts*, etc., either in Roumania or abroad.

3. Roumania is essentially an agricultural country, which suffers from a shortage of labour: young girls in country districts work on the land and do not care to leave their homes. Girls in the towns are employed in industry, commerce and workshops. The existing law prohibits girls from entering into any contract until they have completed their eighteenth year. Vocational schools have been established for girls under 18 at which, when their work is over, they attend continuation courses. The establishment of these schools is due to the Women's Associations.

4 and 5. In December 1926, the Suffrage Union presented an address to the Government, pointing out the concern of Roumanian women at the disastrous consequences of venereal diseases, and requesting that vigorous measures should be taken to combat these diseases.

The Union took the opportunity to urge that instruction in biology and prophylaxis should be introduced into the higher classes of the secondary schools and training colleges.

As a result, members of our associations were consulted by the Minister of Public Health on the draft Law concerning the Campaign against Venereal Diseases.

Unfortunately, a Cabinet crisis has supervened, and we shall have to make our representations once again. We hope that the article in the law providing for the abolition of licensed houses will be retained by the present Minister.

Our associations also urge the stricter enforcement of the existing laws concerning procurers, under which any foreigner living on the proceeds of prostitution is absolutely forbidden to remain on Roumanian territory.

5. In Roumania, where prostitution is partially regulated, there are very few licensed houses, and in a few towns only. The importance of these houses is largely diminishing. The most recent draft law contains the following article :

“ Article 19. The running of any establishment which, by whatever name it is known, is in reality a brothel in which, upon payment of a fee, sexual intercourse can be had with the inmates of the house who are exploited for this purpose, is *absolutely forbidden*.”

“ The offender shall be liable to a fine of 5,000 to 10,000 lei and the establishment in question shall be closed immediately ”.

Unfortunately, there are also a fair number of *maisons de passe* where prostitutes, working clandestinely and on their own account, carry on their lamentable trade, and in regard to which no measures have been adopted.

6. In our opinion, 90 per cent of prostitution is due to low wages.

7. Up to the present, no action has been taken by our associations in regard to obscene publications. This question has often been discussed at our meetings, but we have been unable to find any solution compatible with the Constitution, which provides for the freedom of the Press. We also feared that we should not be supported by the newspapers.

#### Sweden.

1. As Sweden has adhered to the Geneva Conventions, no further action on our part was required.

2. There is nothing new to report as regards the protection of young people, who have for many years been protected by law.

3. Young girls under 18 are not allowed to emigrate without the consent of their parents or guardians. Every effort is made by the Swedish Vigilance Society to warn young girls, irrespective of nationality, against the tricks of traffickers.

4. The Law passed in 1918 is considered adequate, and we have not had to urge the introduction of any other measures.

5. All licensed houses have been closed as a result of the abolition of State regulation of prostitution.

6. Low wages undoubtedly have a great deal to do with prostitution. It would, however, be incorrect to say that they are the only factor.

7. In the campaign they have organised against obscene publications, the Women's Associations have appealed to public opinion and the Press rather than to the public authorities.

#### Switzerland.

1. Switzerland has adhered to and ratified the Conventions concerning the traffic. A Federal law on the traffic in women and for the suppression of obscene publications was promulgated in 1925, in pursuance of the Conventions of 1910, 1921 and 1923.

2. For the protection of women and children employed in *cafés-concerts* in our country there are police measures and the regulations are issued by the cantonal or local authorities.

Replies received from persons engaged in the work of protection and rescue show that the protection of women employed in *cafés-concerts* and *cafés* is not an urgent matter. At the same time, we are of opinion that the question is deserving of closer study.

The Social and Moral Welfare Association in one of our cities recently took up the case of a child of five who was engaged to perform the Charleston at twelve-thirty at night at one of these establishments. Representations made to the Department of Justice and Police put an end to this scandalous performance in twenty-four hours. The fact that it is possible for children to appear on the stage shows that our regulations in the matter are inadequate.

3. There are in Switzerland societies — in particular, the Girls' Friendly Society and the Catholic Society for the Protection of Young Women — which are doing active work in protecting and befriending girls.

Any girl under 18 may emigrate, if she holds the necessary passport. This document is not, however, issued to girls under 20 without the consent of their parents or guardians. Under the provisions of Article 11, Section 2 of the Federal Emigration Law of March 22nd, 1888, emigration agencies are forbidden to send abroad minors or persons in the care of a guardian without the duly legalised consent in writing of the person who has paternal authority over the girl or acts as her guardian. Minors under 16 must be accompanied by a responsible person, and proof must be furnished that they will be properly provided for when they reach their destination.

4. The Federal Law of 1925 on the Traffic in Women satisfies all the desiderata of Swiss women in this connection. Trafficking is punished by penal servitude irrespective of the age of the victim. The following are regarded as aggravating circumstances: the fact that the victim was under 18, that she was taken abroad, or was delivered into the hands of a professional procurer.

The offence of procuring is still dealt with by Cantonal regulations. It is, however, included in the draft Federal Penal Code and is to come up for further discussion.

In connection with this draft law, the Women's Associations, a delegation from which was received by the Penal Code Commission, are urging that gain should not be regarded as a necessary condition for the definition of procuring and that a person sub-letting rooms should not be expressly exempted by law from all responsibility for what takes place on the premises which he sub-lets, even if he is not himself directly involved in any immoral proceedings.

5. Prostitution is no longer regulated in Switzerland and, to the general satisfaction of the public, licensed houses have been closed.

6. Low wages are undoubtedly one of the main causes of prostitution.

7. The Federal Law of 1925 referred to above also applies to the suppression of obscene publications and is regarded as satisfactory by the women's societies. The cantonal regulations also contain measures for the suppression of objectionable publications.

\* \* \*

As the replies from many countries have not reached us in time, we shall reserve the right to communicate verbally to the Advisory Committee such information as may be of interest in those replies.

It will be seen from the above particulars that, although the important Women's Associations represented on the League of Nations have not all taken direct or definite action on behalf of the unfortunate victims of the traffic in women, they have all made considerable efforts to diminish the evil. *The International Council of Women* and the *World Young Women's Christian Association*, through their national committees and affiliated societies, have this year again continued to do good work on behalf of women and children and to assist emigrants. They have also opened their hostels to morally neglected children, and have given material and moral assistance in the work of rescuing and reforming prostitutes. It is very difficult to state the exact number they have helped, but it is no exaggeration to say that it runs into thousands. It is largely due to their efforts that the evil has to some extent been reduced.

The other associations, such as the Suffrage Alliance and the *International Women's Association* have principally endeavoured to secure improvements in the laws, regulations and all matters connected with child rescue work. The recommendations adopted by these associations at their various congresses are indicative of their constant desire to assist in preventing the degradation of women.

The following resolutions were adopted unanimously by the International Council at its conference held at Geneva in June last :

" 28. *Campaign against licensed houses.* That a campaign organised by the National Councils in co-operation with the associations concerned with public morality should be undertaken against licensed houses in countries where they still exist. "

" 29. *League of Nations Committee's Report on Traffic in Women.* The Moral Unity Committee of the International Council of Women expresses its gratitude to the League of Nations Committee for its remarkable report on the painful problem of the traffic in women.

" It also requests the Committee to give due publicity to the second part of this report, such as was given to the first, in order to enlighten public opinion on the harm done by licensed houses and by state regulation of prostitution.

" The Committee would emphasise the statement in the experts' report that the main motive of this traffic has always been money, and draws the attention of men and women in all countries to the fundamental fact that the continuance of the vile traffic in women is due solely to the large number of men who are always prepared to pay for prostitution. "

" 30. *Stiffening-up of the Laws Against Souteneurs.* That the severity of the laws affecting *souteneurs*, procurers, traffickers, to whatever sex and category they belong, should be increased and that their enforcement should be facilitated by international agreements. "

" 31. *The Age of Consent.* That the League of Nations should draw the attention of its Member countries to the necessity of raising the age of consent in countries where this is lower than the age of marriage, so that the former is at any rate as high as the latter. "

The Womens' Associations are unanimously of opinion that the evil will not be finally eradicated until international agreements are not only promulgated, but strictly enforced, in all countries against persons exploiting young people for immoral purposes or who live and grow rich on the prostitution of others.

We are also convinced that, once women are represented in the legislative assemblies of all countries, the success of the principles we are defending will be assured. In the meantime, we thank the League of Nations for the noble regard which it has shown for the dignity of womanhood.

(Signed) G. AVRIL DE SAINTE-CROIX.

*President of the International Women's Associations.*

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ANNEX 3.

C.T.F.E. 375.

REPORT OF THE ASSOCIATION CATHOLIQUE INTERNATIONALE DES  
CEUVRES DE PROTECTION DE LA JEUNE FILLE FOR THE YEAR 1927.

*Submitted to the Committee on March 13th, 1928.*

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[Translation.]

Having been under a misapprehension as to the time when our report should be submitted, we are unfortunately somewhat late in sending it in, and have therefore drawn up in haste a few brief notes on the work of our Association during the ten months which have elapsed since the last session.

As all our services are organised for preventive work against prostitution and the traffic in women, it is by the constant development and improvement of such services that we shall assist most effectively in achieving the purpose which the Traffic in Women and Children Committee of the Commission for the Protection and Welfare of Children and Young People has in view; and this is a further encouragement to us in our work.

During the past year, our International Secretariat at Fribourg has been approached by representatives from Sweden, Colombia, Brazil and the United States of America, all of whom were anxious to extend our influence in these various countries.

Apart from the meetings of our own Association, the International Centre sent representatives to the following:

The meetings of the International Conference of Private Organisations for the Protection of Migrants, at Geneva, and the Committee of that Conference of which the President of our Association is a member;

The International Congress on the Traffic in Women in London;

The International Abolitionist Congress at Antwerp;

The "Semaine Sociale de France" at Nancy, where a report on the Traffic and on prostitution, entitled "The Slavery of Women", was submitted by M. Maurice Gand, Professor at Lille. M. Gand did us the honour of applying to us for part of the information he required. In the particulars supplied we referred at some length to the work of the League Committee on the Traffic in Women and to the Report of the Experts. M. Gand's report was read to a large audience.

The President of our Association has just been invited to give a lecture on her experiences at the next "semaine sociale" to be held in Paris in July.

In addition to this we had much pleasure in responding to the kind invitation of the President of the International Federation for the Protection of Young Girls to attend the Fiftieth Anniversary of that organisation at Neuchâtel. In April next, our Association will take part in the Catholic Cinematograph Congress at The Hague, which has been organised, with the support of our Association, by the International Union of Catholic Women's Leagues. It will deal in particular with educational films and films intended for purposes of entertainment.

The services which our Association has been able to render, thanks to its international organisation and its network of correspondents, have been many and varied. Enquiries in connection with the employment of young girls abroad are of daily occurrence, and in this way many girls have been dissuaded from accepting dangerous offers. In the same field of work our homes have on many occasions proved harbours of refuge for young girls in moral danger. Much might also be said of the efficiency of our missions at railway stations and at ports.

Our correspondent in the United States, the N.C.W.C. (Emigration Section), was able to intervene effectively in a very interesting case referred to it by us. Two young Swiss girls, sisters — the younger below 15 years of age — were to join their stepfather at Morristown (New Jersey). We were especially anxious about these children, as their horizon had till then been bounded by the walls of an orphanage. They were given all necessary instructions before their departure, and embarked in October last, having been recommended to the agents of our Association throughout the journey from Basle to Paris and Cherbourg, and to our New York correspondents in particular, as already mentioned. It was well we did so; for, when they were medically examined on arrival, the elder of the two was admitted to the country, but the younger was rejected for reasons of health.

At this juncture, our correspondents effectively assisted the girls in their perplexity and distress by taking steps to secure the reversal of the decision. By bringing its influence to bear, it prevailed upon the stepfather's employer, a rich, generous and charitable lady, to give security for \$500 and a guarantee that the child would not become a burden on the public in the event of sickness. This undertaking having been duly subscribed, the two children were not separated. Shortly afterwards, however, they were parted in a tragic manner by the death of the younger following an operation.

Several of our committees are actively engaged in providing assistance to emigrants. The British Government recently approached our International Secretariat for a list of addresses of its homes in various countries.

We have just set up an Association Centre at *Salonica*.

The Portuguese Government has allowed us to establish railway-station missions in Portugal.

OUR ASSOCIATION AND THE COMMISSION FOR THE PROTECTION AND WELFARE OF  
CHILDREN AND YOUNG PEOPLE.

We have read with great interest the League's publication, document C.T.F.E. 359, containing all the recommendations made by the Advisory Commission from its beginning onwards. As we were anxious to use this publication for propaganda purposes, the Chief of the Social Section was good enough to supply us at our request with a number of copies, which we have sent to our National Committees, urging them to work for the execution of these recommendations in their several countries.

We have also read with great interest the Report of the Experts on the Traffic in Women; we have referred to it in our *Bulletin*, and have brought it to the notice of our Committees.

Such, in general outline, has been the work of our Association. The number of specific cases with which it has dealt is very large, and they could not possibly be enumerated in this report.

(Signed) Adèle THURLER,  
Secretary General.

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ANNEX 9.

C.T.F.E.331 (1) (a).

REPORT ON WOMEN POLICE IN GERMANY BY M<sup>LLE</sup>. ERKENS, CHIEF  
INSPECTOR OF POLICE AT HAMBURG.

*Submitted to the Committee by Dr. Gertrud Bäumer on March 13th, 1928.*

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Interest in the question of women police in Germany dates from the institutions founded at Cologne during the British occupation in co-operation between English and German women. Since this first experiment, the appointment of women police officers or agents has been discussed both in public and in police circles. Opposition to this new institution centred in the old conception of the police as representing the will of the State expressing itself by force.

The police force itself, however, has developed along lines better adapted to the employment of women. In all modern democracies the police, which was formerly purely repressive, is more and more developing functions of prevention, protection and assistance.

The police force may even be said to have developed almost maternal qualities and duties, and thus have paved the way for the entry of women.

Then, again, penitentiary laws and authorities are becoming increasingly imbued with a psychological and social sense. They no longer consider only the act of which the delinquent is accused, but his personality, the material and moral conditions of his life and the various direct and indirect causes which led him to break the law. From this point of view, preliminary reports, enquiries and investigations change their character; they are in the nature of social diagnosis and require of the police official social and psychological qualities and experience.

This change has had two effects. First, it has shown the necessity of improving the professional training of the police by means of social and psychological studies: and, secondly, it has permitted the employment of women for certain special duties.

Up to the present, women have chiefly represented this socially educated type of police agent, but the new principle of professional education is now being applied to men also.

In Germany, women police agents have been introduced in Prussia, Hamburg, Saxony and Baden.

The Government authorities and the women's organisations agreed that the functions of women police should be different from those of men: the very *raison d'être* of women police lies in the need for making a distinction between the different duties. Two departments were allotted to women. First, all duties connected with the protection and preventive treatment of women and children of both sexes. This is the department known as the *Schutzpolizei* or *protective police*. The second department is part of the *criminal police*, and deals with enquiries and investigations of all criminal cases concerning women and minors; such enquiries extending to social or psychological factors are better performed by women than by men.

Another very important difference to be noted is the distinction between the department of protective police and that of public or private institutions for social relief. The only duties of the protective police are to discover children and women who are in moral danger and to take provisional measures for their protection — these measures differing in each particular case — with the object of handing them over to institutions responsible for rendering assistance in a more final form. This final form of assistance is not within the competence of the police. It is important to define these different powers with great exactitude, for there is much confusion on the point. In its work on behalf of children, the police is responsible for intervening at the first moment of danger or demoralisation while the harm can still be remedied. This permanent supervision, which ensures that measures will be taken in time, is a matter for the police, but the measures themselves come within the competence of other institutions.

These preventive duties in the interests of children in large towns is to-day very difficult and complicated, especially when it is considered that the abolition of regulated prostitution in Germany no longer allows young girls to be arrested on suspicion of being prostitutes. The provisional steps taken by the police form the basis of all later measures, and if the provisional measures are unsuitable, these later measures may fail in their effect. Street work and supervision in places of amusement and recreation therefore call for qualities of quick and accurate diagnosis in order to recognise the different types of depravity, abnormality and mental defects, as well as to discern the different degrees of moral degeneracy. Great skill, too, is required in the choice of measures which will be effective without involving penitentiary treatment, viz., good advice, reprimands, sending of persons to their homes or to charitable institutions and even preventive confinement. A way has to be found of combining respect for personal freedom and the private life of the minor with the need of protection.

The special department in charge of women police in Germany is also responsible for the supervision of child beggars and young street vendors.

The largest clientele of the women police naturally consists of girls in moral danger. The methods employed with these girls aim at inducing them to leave of their own free will the dangerous situation in which they are placed. Preventive confinement can only be used as a last resort in cases of complete drifting and moral laxity. It is a principle with our police that, in all relations with them, these girls will have to deal with women. This means that, when girls are conveyed to hospitals, prisons, law courts or educational homes, they are always accompanied by women agents.

These protective police duties which have hitherto been entrusted to women in our opinion only constitute a beginning and could be extended in several directions, for example, to the supervision of the female staff of café-restaurants.

A few remarks may be added regarding the other department, that of the criminal police.

Naturally, the women's organisations object to the employment of women as detectives, especially when they are used as "agents provocateurs". The rôle and value of women police is seen in the preliminary enquiries. Having been trained for social service, they are able to judge the material and moral situation of the delinquent, the influence of his or her conditions of life, and the psychology and physical circumstances of his or her personality. Naturally, the policewoman cannot replace a doctor or a psychological specialist who carries out examinations, but she can say whether the enquiry should be supplemented by a medical examination. She is especially able to deal with complicated cases in which the two sexes are involved by their special passions and defects.

Owing to their particular qualities, women police are entrusted with the investigation of offences which have been committed against or by women and minors. When offences have been committed against them, minors are examined by women for offences against



decency — a task which demands great tact and wide experience of the psychology of child witnesses.

Hitherto, in these cases of offences against decency, women have been entrusted only with the examination of children against whom an offence has been committed, leaving to men the examination of the offender. This gave rise to certain difficulties from the point of view of the unity of the investigation. Lately, the experiment has been made at Hamburg of having all the facts of the case examined by the women police — if necessary, giving them men as assistants.

A few further details may be given regarding the development of women police in Germany. Prussia has introduced them in seven towns, the number of women employed being sixty; in Baden, twelve are employed, and in Saxony six. At Hamburg, the department of women police is still in process of organisation and at present employs nine women agents.

In Prussia, the women belonging to the women police form part of the police force, and are under the orders of a commissariat of women under a woman commissioner directly responsible to the Chief of Police. At Hamburg, there will be a larger organisation with an inspectorate of women in charge of different commissariats.

The professional training of the women police lasts from four to five years — two years of social training in a special school and one year's practice at work to acquire the social service diploma. In Prussia and at Hamburg, only women holding this diploma are accepted for the police. They are then attached for special training to a police office, where they acquire practical experience and attend theoretical courses lasting several months, before passing their commissioner's examination.

This is a somewhat long period of training — longer than that of men performing similar duties — but in setting up this institution we do not wish to copy slavishly the duties of the men police but to create a new type — a type not only feminine, but having a more thorough education and sounder professional qualifications from the social point of view.

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#### ANNEX 10.

C.P.E.90 (1). Annex.

#### LEGAL AGE OF MARRIAGE AND OF CONSENT.

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*Report by the Secretariat submitted to the Committee on March 16th, 1928.*

At its third Session, held at Geneva from May 2nd to 6th, 1927, the Child Welfare Committee adopted the following resolution :

“ 1. The Advisory Commission, sitting as a plenary meeting of the two Committees, has taken note with the greatest interest of the report submitted to the Child Welfare Committee on the legal age of marriage and the age of consent.

“ 2. It is of opinion that this question should continue to be examined jointly by the two Committees, since the problems which it involves are concerned both with the traffic in women and children and with child welfare.

“ 3. The Commission, being convinced that the fixing of too early an age as the age of consent is likely to encourage traffic in women and children and to lead to the corruption of young persons, requests the Council of the League of Nations to draw the attention of Governments to the imperative need of fixing the age of consent sufficiently high to ensure the effective protection of children and young people.

“ 4. As regards the legal age of marriage, the Commission also thinks that it is important that the age of marriage should reach an adequate standard. It decided to postpone to its next session further consideration of this question and its possible relation to the age of consent. ”

On June 16th, 1927, the Council approved the resolution and instructed the Secretariat to communicate it to the various Governments.

In response to this communication from the Secretariat, the following fourteen States have sent information or simple acknowledgment of receipt : Argentine, Cuba, Danzig, Egypt, Estonia, France, Greece, Haiti, Irish Free State, Netherlands, New Zealand, Norway, Poland, Salvador.

The *Argentine* Government in its reply mentions that, according to the Civil Code of the Republic, a woman comes of age at the end of her twenty-second year. It is pointed out that climatic, physiological and social conditions were taken into account by the legislators when this legal age-limit was fixed.

It would seem from this reply that a woman of less than 22 years cannot contract marriage in the Argentine without authorisation from her parents, but no particulars are given as to the age of consent fixed in the Penal Code with reference to offences against public morality.

The Republic of *Cuba* sends the articles of the Civil Code fixing the age of marriage and the articles of the Penal Code regarding the age of consent. These articles are reproduced in an appendix, together with a comparative table of the ages of marriage and consent in Cuba.

It is mentioned in the *Danzig* reply that no proposal has yet been made to raise the age-limit, and that such action might be open to certain objections on moral grounds.

*Egypt* simply announces that its observations will be sent in due course.

*Estonia* sends a summary of the legislation on the age of consent in the new draft Penal Code at present before the National Assembly. According to this draft, the age of consent not subject to exception is raised in Estonia from 10 to 14 years and the age of consent subject to exceptions in special cases is raised from 14 to 16 years. An extract from the Estonian reply and a new comparative table of the ages of marriage and consent are attached to the present memorandum.

The *French* reply states that, on November 25th, 1924, the French Senate, guided by considerations similar to those which led to the recommendation adopted by the Child Welfare Committee at its third session, passed a Bill modifying Article 331 of the Penal Code and raising the age for the protection of children against indecent assaults without violence from 13 to 15 years.

The *Greek* Government replies that it does not see any need to modify its laws on this subject, as they fix the age of majority for women at 21 years, and the Greek Penal Code provides greatly increased penalties for rape or abduction of minors if the victim is less than 15 years old.

The Government of *Haiti* simply states that it has transmitted the Committee's recommendation to the competent department.

According to the reply from the *Irish Free State*, a Bill raising the age of consent from 16 to 18 is at present under consideration.

The *Netherlands* reply states that both in the home country and in the Netherlands Indies it has been found in practice that the existing penal provisions are adequate to enable offences which are related to the age of consent to be properly dealt with, and it is therefore considered unnecessary at present to institute more detailed legislation on the subject.

*New Zealand* merely sends an acknowledgment of the Secretariat's communication.

*Norway* has no objections to make to the Committee's resolution.

The *Polish* reply states that the Polish Government fully shares the Committee's view as to the imperative need of fixing the age of consent sufficiently high, and it is in accordance with this consideration that the Polish Codification Commission has already fixed the age of consent in connection with offences against morality at 17 years in the draft Penal Code which it is preparing.

*Salvador* states that it has duly noted the Committee's resolution.

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Appendix

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CUBA

AGE OF MARRIAGE.

*Civil Code.*

[*Translation.*]

PART IV, CHAPTER I, SECTION 1.

Article 45.

The following are forbidden to contract marriage :

- (1) Persons under 21 years of age, unless they have obtained permission.

.....

Article 46.

Legitimate children must obtain the permission referred to in No. 1 of the preceding article from their father; failing him, or should he be incapacitated, it must be obtained from the mother or the paternal and maternal grandparents in the order named, and, failing all these, from the family council.

In the case of natural children who have been acknowledged or legitimised by Royal authorisation, the consent of the persons by whom the child was acknowledged and legitimised, their ascendants, or the family council, in the order laid down in the previous paragraph, is required.

In the case of adopted children, the consent of the adoptive father must be obtained, and, failing him, the consent of the competent persons of the natural family.

Other illegitimate children must obtain the consent of their mother when maternity has been legally established, or of their maternal grandparents, and, failing all these, of the family council.

In the case of the marriage of foundlings, the consent of the heads of the establishments in which they have been brought up is required.

Article 48.

Persons desirous of contracting marriage must produce evidence of the fact that permission has been obtained in the form of a notarial document or by the appearance of the competent person before the authority or official by whom the marriage is to be celebrated, or before the municipal magistrate in the place where the applicant is domiciled.

CHAPTER III, SECTION 1.

Article 83.

Marriage cannot be contracted by :

- (1) Males who have not completed their fourteenth year and females who have not completed their twelfth year.

Nevertheless, a marriage contracted by children who have not reached the age of puberty shall be *ipso facto* confirmed without the necessity of any special declaration, provided they have lived together for one day after reaching the legal age of puberty without lodging any appeal against the validity of the marriage or if the girl had conceived before the legal age of puberty or before proceedings had been instituted.

AGE OF CONSENT.

Penal Code.

[Translation.]

BOOK I, PART I, CHAPTER II.

Article 8.

The following persons are held to be *incapax doli* and are consequently exempt from criminal liability :

Paragraph 2. — Children under 10 years of age.

Paragraph 3. — Children over 10 and under 16 years of age, even when they understood the nature of their acts.

PART IX, CHAPTER II.

Article 453.

The rape of a woman shall be punished with a term of penal servitude :

Paragraph 3. — When she is under 12 years of age, even if none of the circumstances mentioned in the two preceding paragraphs were present.

CHAPTER IV.

Article 459.

The defilement of a girl over 12 and under 20 by a person in authority, priest, domestic servant, guardian, teacher or other person in any way 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 defiles his sister or relative in the descending line, even if she is over 20.

The defilement by guile of a female over 12 and under 20 by any other person shall be punished with the maximum term of imprisonment.

*Article 462.*

Anyone who habitually or by abuse of authority or of confidence causes or facilitates the prostitution or corruption of minors to satisfy the desires of others shall be punished with imprisonment in the first or second degree, and if he should be a public official, shall be temporarily relieved of his duties.

CHAPTER X.

*Article 465.*

The abduction of a girl less than 20 and more than 12 years of age, if carried out with her consent, shall be punished with imprisonment in the first or second degree.

PART XI, CHAPTER II.

*Article 494.*

A minor contracting matrimony without the consent of his parents or persons *in loco parentis* shall be punished with imprisonment in the first or second degree.

The offender shall, however, be released should the parents or other persons referred to in the previous paragraph approve the marriage.

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**ESTONIA**

AGE OF CONSENT.

EXTRACT FROM THE REPLY OF THE ESTONIAN GOVERNMENT.

The new draft Criminal Code which the Government of the Republic has caused to be prepared and has submitted to Parliament has adopted, subject to certain modifications, the principles and rules concerning the age of consent which were laid down in the New Criminal Code framed by the former Russian Government in 1903. This new Estonian Criminal Code would appear to give satisfaction to the views and wishes set forth by the Child Welfare Committee in its resolution, for the new Code will modify the methods hitherto adopted in numerous respects, and will thus conduce to the better protection of children and of public morals in general.

In the first place, the new law punishes any indecent offence against a child below the age of 14 (the penalty provided is imprisonment not exceeding three years). The question whether the act was committed with or without the child's consent or whether advantage was taken of the child's ignorance or innocence does not affect the criminal character of such an act (see draft Criminal Code, Section 465, page 1). The law also punishes any indecent offence against a minor between the ages of 14 and 16 if it was committed without consent, or even if committed with consent if advantage was taken of the victim's ignorance or innocence (see draft Criminal Code, Section 465, page 2). The penalty for such offences is also imprisonment not exceeding three years. The same offences are again dealt with, but in a special category, in Section 467; that is to say, that Section 467 provides heavier penalties — extending to six years' imprisonment — when the accused is shown to have committed such offences against a person placed under his authority or protection, or if force or threats were employed, and if the offence involved loss of virginity, even if carnal knowledge is not alleged.

Apart from offences of a general character against morals, the new Criminal Code explicitly makes carnal knowledge a punishable offence: (1) when the victim is below the age of 14, *in all cases* (Section 474, page 1; penalty, penal servitude not exceeding ten years); (2) when the victim is a minor between the ages of 14 and 16, if the offence was committed without consent, or if consent was obtained by taking advantage of the minor's ignorance or innocence (Section 472, page 1; penalty, imprisonment not exceeding three years), or, again, if consent was obtained by taking advantage not of the innocence or ignorance but of the helpless situation of the minor (Section 473; penalty, imprisonment not exceeding one year). The above-mentioned acts are also dealt with as graver offences under Section 475, which provides penalties for them not exceeding eight years, while, if they come under Section 474, the imprisonment may extend to twelve years.

TABLE COMPARING THE AGE OF MARRIAGE WITH THE AGE OF CONSENT.

Legal Age of Marriage					Age of Consent as regards an Indecent Offence			
A	B	C	D	E	F	G	H	I
Countries	Minimum age not subject to exception	Minimum age subject to exception	Age under which consent of parent, guardian, judicial authority or other third party is required	Remarks	Age subject to no exception	Ages subject to special provisos or defences	Age in cases of special relationship	Remarks
Cuba		M.14 * W.12 *	21	* Nevertheless, a marriage contracted by children who have not reached the age of puberty shall be <i>ipso facto</i> confirmed without the necessity of any special declaration, provided they have lived together for one day after reaching the legal age of puberty without lodging any appeal against the validity of the marriage or if the girl had conceived before the legal age of puberty or before proceedings had been instituted.	W.12	W.20 *	W. over 20 **	* Between the ages of 12 and 20 a woman is protected against indecent offences committed by : 1. A public official, priest, servant, guardian, teacher or any person placed in any capacity in charge of the education or guardianship of the victim. 2. Any person whatever who uses deceit in order to commit the offence.  ** A sister is protected against an indecent offence committed by her brother, even when she is over 20 years of age
Estonia <sup>1</sup>	M.18 W.16				W.14	W.16 *	W.20 **	* An indecent assault upon or carnal knowledge of a girl, aged 14 to 16 is punishable if committed without the victim's consent, or even with her consent if the offence was committed in abuse of her ignorance or innocence. In the case of carnal knowledge, the fact that the guilty party has taken advantage of the victim's state of helplessness in itself renders the offence punishable.  ** A female minor is protected between the ages of 14 and 20 against indecent offences committed by any person under whose authority or protection she has been placed, or even if she was suborned to commit the offence.

<sup>1</sup> The part of the table relating to the age of consent is drawn up in accordance with the draft Penal Code submitted to the Estonian State Assembly.

A special category of offence is created by Section 469, under which carnal connection with a minor is punishable even if advantage was not taken of the victim's ignorance or state of helplessness, provided, however, that the minor was between the ages of 14 and 20, was placed under the authority and protection of the accused, and was suborned to commit the offence.

It will be seen from the above that the new Criminal Code, which, as has been stated, has already been submitted to the National Assembly, has fixed the age of consent higher than in the former Russian Criminal Code, which is at present in force. Thus, the age is fixed at 16 where it was formerly 14, and at 14 where it was 10, and is raised as high as 20 in the case of a minor placed under the protection and authority of the accused being suborned to commit an offence.

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**ANNEX 10a.**

Annex II to Document C.P.E.90 (1).

**LEGAL AGE OF MARRIAGE AND OF CONSENT.**

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REPLY FROM THE ITALIAN GOVERNMENT TO THE SECRETARY-GENERAL'S CIRCULAR LETTER  
No. 80. 1927.

[*Translation.*]

March 1st, 1928.

The question of the age of consent is one of the problems now being examined by a Special Committee of Jurists appointed to consider the reform of the Civil Code. For the moment, therefore, the Italian Government is hardly in a position to give a final opinion on this point.

According to the present Civil Code, a woman attains her majority at the age of twenty-one. For the celebration of marriage, however, up to the age of twenty-five, women must obtain their parents' consent. A man, if of age, requires neither assistance nor consent provided he be *sui juris*.

In view of the interest with which this aspect of the League's work is being followed in Italy, the Italian Government has duly communicated to the Committee for the Reform of the Civil Code the resolution adopted on this subject by the Child Welfare Committee at its third session, held at Geneva from May 2nd to May 7th, 1927, in order that the Committee may take this resolution into account when it comes to consider the question of majority.

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**ANNEX 11.**

C.T.F.E. 369.

**SUPPRESSION OF THE CIRCULATION OF AND TRAFFIC  
IN OBSCENE PUBLICATIONS**

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**SUMMARY OF REPORTS RECEIVED FROM GOVERNMENTS**

*Submitted to the Committee on March 16th, 1928.*

In accordance with the decision of the Council of June 7th, 1926, the Secretary-General sent to the Members of the League and to the parties to the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications of 1923 a request for certain information referred to in paragraph 9 of the Final Act of the International Conference of 1923.

The replies received from the various Governments up to April 1927 were included in document C.T.F.E.337, which was submitted to the Traffic in Women and Children Committee at its sixth session (April 1927).

The Committee, at that session, adopted the following resolution :

“ The Committee has had before it the replies of Governments in response to the questionnaire on the subject of obscene publications which was issued by the Council.

“ As a large number of Governments have not yet replied, it has decided to postpone further consideration of the matter until the next session and to ask the Council to invite those Governments to reply before the end of January 1928. ”

The Council approved this resolution at a meeting held on June 16th, 1927. The Secretary-General therefore invited the Governments which had not yet furnished their replies to the questionnaire referred to above to do so before the end of January 1928.

The Governments of the following countries have replied to the Secretary-General's letter :

Austria	Netherlands Colonies :
Bulgaria	Surinam and Curaçao,
Czechoslovakia	Netherlands East Indies
France	Poland
India	Roumania
Japan	Siam
Luxemburg	Sweden.

The reply received from the French Government indicates that the International Convention of 1923 has not yet been ratified. This Convention has been submitted to the French Parliament and the draft bill for ratification has already been voted by the Senate. The French Government has, however, furnished information with regard to legal proceedings instituted for offences against the Law of August 2nd, 1882, as amended by the Laws of March 16th, 1898, and of April 7th, 1898.

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### QUESTION 1.

*In how many cases have proceedings been instituted for offences coming under Article 1 of the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications?*

#### Austria.

In 1923, 16 persons were sentenced and 4 acquitted ; in 26 cases the proceedings were stopped for lack of evidence. Twenty-eight persons were charged as producers (19 photographers, 3 printers, 1 author, 5 models), the remainder were vendors, agents or other accomplices (holders of stocks, hirers of photographic studios, middlemen).

In 1924, 14 persons were sentenced ; in 22 cases the proceedings were stopped for lack of evidence, and 7 cases were dropped under paragraph 42 of the Press Code. Twelve of the persons charged were producers (2 photographers, 2 printers, 1 painter on glass, 2 authors, 5 responsible editors), the rest were publishers, vendors and agents.

In 1925, 12 persons were sentenced and two acquitted. In 21 cases proceedings were stopped for lack of evidence and 4 cases were dropped under paragraph 42 of the Press Code. Nine persons were charged as producers (2 printers, 3 authors, 1 responsible editor, 2 photographers, 1 maker of wooden figures), the rest being vendors and others.

In 1926, 1 person had been sentenced up to the time the report was drafted, and in 5 cases proceedings were dropped for lack of evidence. Fifty-two cases were still pending. Nineteen persons were prosecuted as producers (1 author, 5 printers, 3 photographers, 3 draughtsmen and painters, 1 cinema operator, 3 models, 3 photographic studio employees), the others as vendors or agents.

#### Bulgaria.

There were 6 seizures of printed matter and 40 cases of forbidden films.

#### Czechoslovakia.

Since October 1st, 1923, judicial proceedings have been instituted in 44 cases. Sentence was passed in 18 cases, and 11 persons were acquitted ; in 11 cases the proceedings were stopped and in 4 cases interrupted. Articles were confiscated in 31 cases during 1924, in 38 cases during 1925 and in 13 cases during 1926. Of these confiscations, 25 were in respect of obscene photographs and pictures and the others were printed periodicals or other printed matter.

#### France.

Between 1924 and 1927 there were 154 prosecutions.

#### India.

##### 1. Madras.

There were 5 cases regarding sale and possession for sale of obscene pictures, and 1 case of sale and possession for sale of an obscene book. In addition, there were 20 cases of offences under the Sea Customs Act relating to the traffic in obscene articles.

2. *Bombay.*

There were 3 cases dealt with under the Obscene Publications Act, VIII, of 1925. One hundred and sixty-eight cases were dealt with under the Sea Customs Act by the Collector of Customs for the period January 1924 to December 1925. Most of these cases concerned objectionable picture-postcards. Other cases concerned indecent books.

3. *Karachi.*

One hundred and five offences under the Sea Customs Act relating to the traffic in obscene articles were dealt with by the Collectors of Customs for the years 1924 and 1925. Most of the cases concerned obscene pictures and post-cards. Other cases concerned cigarette-cases and tobacco-boxes with obscene pictures.

4. *Calcutta.*

Fifteen cases were reported regarding offences under the Obscene Publications Act, VIII, of 1925. The offences were concerned with obscene picture-postcards and books, Twenty-seven cases were dealt with under the Sea Customs Act in 1924 and 1925. The cases concerned obscene postcards, cigarette-cases and tobacco-boxes.

5. *Bengal.*

On information being received by the authorities, a house was searched and obscene photographic negatives were seized.

6. *Punjab.*

Ten cases were dealt with under the Obscene Publications Act, VIII, of 1925. Most of the cases concerned obscene advertisements.

7. *Bihar and Orissa.*

One offence was dealt with under the Obscene Publications Act, VIII, of 1925 relating to an obscene advertisement.

8. *Burma.*

Four cases of offences under the Obscene Publications Act, VIII, of 1925 (1924-1925), concerning obscene postcards and books and the publishing of an obscene article.

Forty-eight cases were dealt with under the Sea Customs Act in 1924 and 1925. The cases related to obscene pictures, books, cigarette-cases and tobacco-boxes.

9. *Delhi.*

Three cases under the Obscene Publications Act of 1925. Two cases concerned articles published in periodicals. One concerned the sale of obscene postcards.

**Japan.**

In 1924, proceedings were taken in 6 cases, in 1925 in 6 cases, and in 1926 in 8 cases, for offences coming under Article 27 of the Law on Publications. During the same years, proceedings were instituted in 47, 21 and 19 cases respectively for offences coming under Article 41 of the Press Law.

Proceedings under Article 175 of the Penal Code numbered 241, 220 and 129 respectively.

**Luxemburg.**

Since 1920, judgment has been given in 4 cases involving fines and the confiscation of the pictures seized. In 2 cases the court also passed sentence of imprisonment for one month.

**Netherlands Colonies.**

1. *Curaçao and Surinam.*

For 1925, the answer to all the questions is in the negative.

As regards 1926, the answer is negative for Curaçao, and in regard to Surinam no information is available.

2. *Netherlands East Indies.*

In 1926, proceedings were instituted in 2 cases.

**Poland.**

In 1926 and the first eleven months of 1927, proceedings were instituted in 27 cases. A great number of copies of immoral publications were seized.



**Roumania.**

Proceedings were instituted in only 1 case.

**Siam.**

For the two years August 1924 to August 1926, proceedings have been taken in 6 cases coming under Article 1 of the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications. In 4 out of the 6 cases mentioned convictions were obtained.

**Sweden.**

Sweden has not acceded to the Convention. The offences coming under Article 1 of the Convention are only punishable in Sweden if they are contrary to the provisions of Chapter 18, Article 13, paragraph 1 (1), of the Swedish Penal Law, which, under penalty of a fine or imprisonment, prohibits the circulation, sale or offering for sale of any publication, drawing or picture which is calculated to offend against decency.

The following table will show the proceedings instituted for these offences :

Proceedings instituted for offences coming under the Swedish Penal Law :

(1) Final judgments given by the courts of first instance :

	1923	1924	1925
Cases	5	6	7
Accused	10	6	8
Sentenced	8	4	6

(2) Final judgments given by the courts of second instance :

	1923	1924	1925
Cases	—	1	1

(3) Final judgments given by the Supreme Court :

	1923	1924	1925
Cases	—	1	—

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**QUESTION 2.**

*Can particulars be furnished concerning the offences referred to under Question 1 and the results of the proceedings?*

**Austria.**

The traffic in obscene photographs has recently diminished.

The public has evinced little interest in immoral periodicals, with the result that nearly all these publications have ceased to appear. The few publications of this kind still in circulation observe greater discretion. As regards pornographic films, judicial proceedings were taken twice in 1923 and once in 1926.

There is practically no trade in pornographic articles at the moment, at any rate in Vienna ; this is apparently due to measures taken by the Chief of Police in March and April 1926 (about 8,000 seizures).

**Bulgaria.**

The articles seized were all of a criminal or grossly erotic nature.

**Czechoslovakia.**

See reply to Question 1.

**France.**

The punishments inflicted varied between fines of 50 francs and six months' imprisonment.

The offences consisted in sales of obscene publications, despatch of obscene publications abroad, showing obscene cinematograph films, etc.

**India.**

1. *Madras.*

For offences under the Obscene Publications Act, fines were imposed. In default of payment, sentences consisted of imprisonment for two or three weeks.

In cases of offences under the Sea Customs Act, the goods were confiscated and destroyed after a certain period. Some of the goods were imported in postal parcels. Other goods were imported as luggage and were detected on search.

2. *Bombay.*

For the offences under the Obscene Publications Act, fines were imposed from 30 to 200 rupees. In default of payment of these fines, the sentences were rigorous imprisonment from 15 days to three weeks. In cases of offences under the Sea Customs Act, the goods were confiscated. In a few cases fines were imposed.

3. *Karachi.*

In cases of offences under the Sea Customs Act, the goods were confiscated and destroyed. In certain cases, penalties were imposed.

4. *Calcutta.*

In cases of offences under the Obscene Publications Act, VIII, of 1925, the offenders were sentenced to fines of from 25 to 200 rupees, and in one case to rigorous imprisonment for one month. In the cases dealt with under the Sea Customs Act, the goods seized were confiscated and destroyed. In various cases fines of from 5 to 10 rupees were imposed.

5. *Bengal.*

In the case mentioned in the reply to Question 1, the person arrested was released on executing a bond for 500 rupees with two sureties for his good behaviour for one year.

6. *Punjab.*

The cases of offences under the Obscene Publications Act, VIII, of 1925 resulted in sentences of payment of fines of from 5 rupees to 200 rupees or, in default of payment, of two months' imprisonment.

7. *Bihar and Orissa.*

In the case mentioned in the reply to Question 1, legal proceedings were not instituted, but the publisher of the weekly paper which had contained an obscene advertisement was warned.

8. *Burma.*

Fines were imposed of from 15 to 300 rupees. In one case, the accused was sentenced to three months' rigorous imprisonment. In the cases of offences under the Sea Customs Act, the goods seized were confiscated and destroyed; in some cases small fines were imposed.

9. *Delhi.*

In two cases, legal proceedings were not instituted, but the editor of the paper in question was formally warned. In the third case, the accused was acquitted.

**Japan.**

The sentences passed by the courts of first instance under Article 175 of the Penal Code varied from ordinary police fines to fines up to 400 yen.

**Luxemburg.**

See reply to Question 1.

**Netherlands Colonies.**

1. *Curaçao and Surinam.*

See reply to Question 1.

2. *Netherlands East Indies.*

The two cases mentioned in the reply to Question 1 dealt with the circulation or possession with a view to circulation of obscene pictures (postcards). In the first case the offender was sentenced to a fine of 1,000 florins and in the second to one month's imprisonment.

**Poland.**

See reply to Question 1.

**Roumania.**

The case mentioned in the reply to Question 1 referred to a pamphlet printed at Lugoj (Banat). The case came before the prosecuting magistrates at Lugoj and, as it was still pending when the report was written, the judicial decision is not known.

**Siam.**

Fines were imposed and goods were confiscated.

**Sweden.**

The Swedish statistics contain no further information than that given in the reply to Question 1.

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**QUESTION 3.**

*Can particulars be furnished concerning the offences referred to under Question 1 reported to designated authorities in other countries?*

**Austria.**

The Austrian authorities have been in communication with the corresponding authorities in Germany, Czechoslovakia, France, Roumania and Switzerland. The authorities most frequently communicated with were the German authorities. In the course of the criminal proceedings instituted against a Vienna trader for dealing in pornographic photographs, the names of a large number of private persons and booksellers were found in the papers seized. The names and addresses of the persons implicated in the case have been communicated to the Central Office at Berlin.

**Bulgaria.**

No such case has occurred.

**Czechoslovakia.**

The Central Office for the Suppression of the Traffic in Obscene Publications at Prague has been in communication with the Central Offices at Berlin and Vienna. In twenty cases the Czechoslovak Office has notified these offices of advertisements appearing in Czechoslovak newspapers, from which it has been suspected that pornographic publications were being offered for sale.

**France.**

The third "Bureau de la Direction de sûreté nationale", appointed as the central office in execution of the Paris Convention of May 4th, 1910, has always informed similar offices abroad of the action taken as a result of their communications.

**India.**

A certain number of cases have been communicated to the designated authorities in France and Germany.

**Japan.**

No cases.

**Luxemburg.**

Only one offence has been notified to judicial authorities abroad.

**Netherlands Colonies.**

1. *Curaçao and Surinam.*

See reply to Question 1.

2. *Netherlands East Indies.*

The competent German, Spanish and French authorities have been notified of the names of persons in their countries producing or circulating obscene publications for export to the Netherlands Indies and elsewhere.

**Poland.**

No information.

**Roumania.**

No cases.

**Siam.**

No cases.

**Sweden.**

No cases.

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**QUESTION 4.**

*Are there any general observations which can be given as to the extent and nature of the traffic?*

**Austria.**

Pornographic photographs and small printed publications are frequently sold by hawkers who, at late hours of the night, frequent certain establishments where they meet customers who are already known to them and who are not likely to give information about them. They obtain the goods from a few wholesale dealers, with whom from time to time they have interviews by arrangement. Cash is paid on delivery in order to avoid any bills and accounts in writing. Either party affects ignorance of the name and address of the other. The wholesale dealer is usually also the producer of the photographs. These are very seldom made by a professional photographer, and consequently are nearly always very bad photographs. These dealers frequently print their publications for themselves on small typographic presses, or type them. The work is never done at home, but always elsewhere. The stocks of the goods and the list of customers are deposited in what the dealers regard as a place of safety, so that if they are arrested only the few photographs and the little printed matter carried on their persons can be confiscated. In many cases, the weekly turnover is 200 or 300 shillings, or even more. These dealers do not sell to hawkers only; they also dispose of their wares by post, and many of them do a foreign trade, which requires advertisement in the newspapers of the countries concerned. Orders are to be sent *poste restante* or to a post-office box. The name and box are changed from time to time, customers being notified by circular. If, when one of these dealers is arrested, it is not possible to arrest all his accomplices, one of them warns the persons interested not to send letters to the known address till further notice, thus endeavouring to evade any postal blockade that may be ordered by the courts.

Dealers in large and expensive publications use similar methods. Their public is small, but all the better able to pay high prices. In selecting clients, every possible precaution is taken. The publishers of these volumes do not advertise and only sell to persons recommended by old customers or accomplices. The dealers and their customers form, as it were, a solid wall. If pornographic works are seized on the premises of a bookseller who is a customer of one of these dealers, the bookseller generally states that he bought the publications for himself from an unknown agent, or else one of his assistants says that the books are his own private property, that he has been collecting them for some time, and that he does not keep

them at home for fear of shocking his family. The composing and printing of these works is done by one or two trustworthy persons, the remainder of the staff having nothing to do with it. The books are bound as required in small numbers — again, as far as possible, without the assistance of the employees. Copies to be sent to the provinces or abroad are despatched singly by registered letter or parcel post, without value declared, and with a false sender's name.

#### **Bulgaria.**

The traffic in obscene publications in Bulgaria is negligible.

#### **Czechoslovakia.**

Three and a-half years' experience seems to show that the traffic in obscene publications in Czechoslovakia is not particularly active.

#### **France.**

The trade in obscene publications is small in France, except in certain centres where it is carried on with great caution. Most of the prosecutions were in cases of individuals who, in the course of their ordinary business, had introduced the sale of obscene postcards or publications.

#### **India.**

There has been considerable reduction in the import of the grosser forms of obscenities. The report of the Calcutta Police, however, shows that the internal traffic is carried on by making reproductions from pictures previously imported. A very considerable proportion of the pictures confiscated by the Collectors of Customs consist of matter which would ordinarily not be regarded as obscene in Europe. The attitude towards this subject is, however, not the same in India as it is on the continent of Europe and the Collectors of Customs, therefore, exercise their powers of confiscation rather widely.

There is undoubtedly a considerable indigenous production of pornography. The Burma Police reports that there has been an increase in the production of pornographic books.

#### **Japan.**

No information.

#### **Luxemburg.**

The traffic in obscene publications is not particularly active. The publications sold are mostly printed abroad.

#### **Netherlands Colonies.**

##### **1. *Curaçao and Surinam.***

See reply to Question 1.

##### **2. *Netherlands East Indies.***

From regular enquiries which have been made into the extent and nature of the traffic, it appears that "artistic pictures" from the Netherlands are imported into the Netherlands Indies and sold chiefly to non-Europeans. The traffickers do their best, however, to avoid infringing the provisions of the Penal Code. As a general rule, the correspondence of houses or persons known to be engaged in the traffic is watched. The names and addresses are notified to all post offices.

Printed matter and parcels from abroad in which obscene publications are discovered are sent to the General Post Office, which may order them to be destroyed in accordance with the international regulations. Particulars are sent to the Department of Public Prosecutions, and the foreign postal administration concerned is notified.

#### **Poland.**

There does not seem to be much traffic in obscene publications.

#### **Roumania.**

There is practically no traffic in obscene publications.

**Siam.**

The circulation of and the traffic in obscene publications is almost non-existent in the Provinces of Siam ; in Bangkok it is, compared with other large cities, quite insignificant. The majority of obscene pictures offered for sale in Siam are imported from foreign countries.

**Sweden.**

The number of such offences has been too small for any general conclusion to be drawn as to their extent and nature.

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**ANNEX 12.**

C.154.1928.IV.  
[C.T.F.E.397.]

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE : REPORT TO THE  
COUNCIL ON THE WORK OF THE SEVENTH SESSION.**

*Adopted by the Committee March 17th, 1928.*

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The Traffic in Women and Children Committee sat at Geneva from March 12th to 17th, 1928. The following members were present :

*Members appointed by Governments.*

His Excellency M. REGNAULT (Chairman)	<i>France.</i>
His Excellency Count CARTON DE WIART	<i>Belgium.</i>
M. MAUS (Technical Expert)	
Mr. S. W. HARRIS	<i>British Empire.</i>
Miss WALL (Substitute Delegate)	
Dr. Estrid HEIN	<i>Denmark.</i>
M. BOURGOIS (Substitute Delegate)	<i>France.</i>
M. LE LUC (Substitute Delegate)	
Frau Dr. G. BÄUMER	<i>Germany.</i>
Frau Dr. MATZ (Assistant Delegate)	
His Excellency the Marquis PAULUCCI DI CALBOLI (Vice-Chairman)	<i>Italy.</i>
M. MOLOSSI (Technical Expert)	
M. N. Ito	<i>Japan.</i>
Madame ROMNICIANO (Substitute Delegate)	<i>Roumania.</i>
Don Pedro SANGRO Y ROS DE OLANO	<i>Spain.</i>
Don Emilio M. MARTINEZ AMADOR (Substitute Delegate)	

*Appointed by the International Labour Office.*

M. VARLEZ  
M. FERENCZI

*Assessors appointed by Voluntary Associations.*

Mr. F. A. R. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mme. Avril DE SAINTE-CROIX	Women's International Organisations.
Baroness DE MONTENACH	Association catholique internationale des Œuvres de protection de la jeune fille.
Mme. CURCHOD-SECRETAN	Fédération internationale des Amies de la jeune fille.
Mr. S. COHEN	Jewish Association for the Protection of Girls and Women.

*Secretary :* Dame Rachel CROWDY, Chief of the Opium Traffic and Social Questions Section.

\* \* \*

The Chairman, in his opening remarks, drew the attention of members to the number and importance of the questions on the agenda and asked them to make their remarks as brief as possible so that the work could be finished within the prescribed time.

He announced that the representatives of the United States of America, Uruguay and Poland, Miss Grace Abbott, Dr. Paulina Luisi and Senator Posner, had been unable, for reasons of health, to attend the session. M. Maus (Belgium) and M. Molossi (Italy) had been appointed as technical advisers, and M. Le Luc (France) had been appointed assistant delegate to the Traffic in Women and Children Committee. M. Sato, representative of Japan, being unable to attend the meetings, had delegated his functions to M. Ito. M. Comnène, representative of Roumania, had been replaced by Mme. Romniciano. Mr. Bascom Johnson, Director of the Investigations of the Special Body of Experts on Traffic in Women and Children, was invited to take part in the discussions of the Committee.

### 1. SECRETARY'S REPORT ON PROGRESS.

After the Committee had adopted the agenda, the Secretary read her report, which was then discussed.

The attention of the Committee was drawn to the fact that a large number of Governments had not yet acceded to the international conventions and agreements on the subject of the traffic in women and children, and accordingly the strength of the movement was considerably weakened.

The Committee decided to ask the Council to send a further letter to those Governments which had not signed or ratified the conventions.

The Danish delegate stated that a new draft penal code had been submitted to the Danish Parliament, and as soon as this had been adopted the ratification of the 1910 and 1921 Conventions would take place.

### 2. MATERIAL AND MORAL PROTECTION OF MUSIC-HALL AND SIMILAR ARTISTES TOURING ABROAD.

In accordance with the request of the Committee made last year, M. Varlez, of the International Labour Office, presented a report on this question. In the course of this report he pointed out that the number of young women artistes touring abroad probably did not exceed two or three thousand in number and consequently represented only a microscopic part of the whole field of women's employment. It would be impossible, therefore, for the International Labour Office to isolate this particular occupation in its examination of economic and other questions as applied to industry.

The Committee felt that, while the number of persons concerned was relatively small, they were specially exposed to moral danger owing to the conditions under which they were often employed, and that the best course would be to deal with the matter as a special problem. It was accordingly decided that the first step was to consult Governments on certain points connected with the conditions of employment of these young women artistes and a questionnaire was drafted for the purpose (see Appendix I).

It was also decided that the International Labour Office should be invited to consult some of the principal professional organisations, and the following resolution was adopted :

“ The Committee, considering that the artistes' professional organisations can give most useful information on the subject of the protection of young women artistes, asks the International Labour Office if it will be so good as to approach some of the principal organisations and ask them to furnish any observations they may have upon the subjects dealt with in the questionnaire, and report upon their replies to the Committee. ”

### 3. SUMMARY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1926.

The Committee examined the annual reports from Governments and decided that, in order to avoid any misunderstanding, an explanatory note should henceforward be appended to the questionnaire.

It was also decided that a list of countries which have not yet replied to some or all of the questions asked should be published with the summary of annual reports.

### 4. REPORTS OF VOLUNTARY ORGANISATIONS.

Mme. Avril de Sainte-Croix, Mme. Curchod-Secrétan, Mme. de Montenach, Mr. Cohen and Mr. Sempkins submitted their annual reports to the Committee on behalf of the organisations which they represent.

Among the principal recommendations made by these organisations, the following should be mentioned :

That the question of the desirability of an international convention to settle the question of voluntary or obligatory repatriation of prostitutes should be placed on the agenda of the next session of the Committee.

That consideration should be given at the next session to the question of an international convention on child adoption with a view to safeguarding the children concerned.

That the Committee should study the question of the biological education of the adolescent.

That the expert enquiry into the traffic in women and children should be extended to the Far Eastern countries.

That women should be more extensively represented on all committees which are more particularly concerned with the social and moral interests of women.

A plea was made by voluntary organisations that League publications would be distributed to them free in future.

The Chairman, on behalf of the Committee, thanked the representatives of the voluntary organisations for their highly interesting reports and statements. He observed that these organisations showed themselves once more to be zealous and devoted helpers of the Committee.

#### 5. EMPLOYMENT OF WOMEN IN POLICE FORCES.

This question was not on the agenda, but, in view of the presence at Geneva of Mlle. Erkens, Woman Police Inspector at Hamburg, the Chairman asked the Committee to allow the German delegate to make a communication concerning the development of women police work in her country.

The main points in this statement were as follows :

The creation of the women police force in Germany was the outcome of the experiment made in Cologne. The women are mainly engaged in preventive and protective work, particularly in regard to minors and women ; in criminal matters they acted as investigators. Their training lasted four or five years.

The Committee, having listened to the statement, decided to place the question of women police on the agenda of the next session.

#### 6. ASSISTANCE TO WOMEN LEAVING PRISON.

The Spanish representative reminded the Committee that his delegation had asked that this question should be placed on the agenda ; but, owing to unforeseen circumstances, he had been unable to submit a report, and he desired that the question should be held over until the next session.

The Belgian representative asked that, in the discussion at the next session, a very clear distinction should be drawn between measures affecting minors and measures affecting adults.

The question was adjourned to the next session.

#### 7. REPORT OF THE SPECIAL BODY OF EXPERTS : PART II.

The members of the Committee examined and discussed at several meetings Part II of the Report of the Special Body of Experts and the questions raised therein.

Certain delegates expressed the opinion that the enquiry might have been more thorough in some of the countries visited. A tribute was paid, however, to the important work done by the investigators, as illustrated by their copious documentation.

As the result of this discussion, the Committee unanimously adopted the following resolution :

“ The Committee, having examined Part II of the Experts' report, and having heard the comments to which this report gave rise, requests the Council to ask the Governments and voluntary organisations to forward to the Secretariat any documentation in their possession which may add to the information already available on the question with which the enquiry is concerned. The Committee once again expresses its warm thanks to the Experts. ”

#### 8. CONTINUATION OF THE EXPERTS' ENQUIRY.

(Question submitted to the Committee by the Council at its Meeting on December 5th, 1927.)

Regarding the continuation of the enquiry, a full discussion took place in the Committee. Various proposals were made regarding the selection of new countries to which the enquiry should be extended and the means of doing so. Several delegates recommended the Eastern countries, while others inclined towards a fuller investigation in the West, and particularly in abolitionist countries. The Committee took no decision on these various proposals, but unanimously called for the continuation and extension of the enquiry.



The Committee's attention was drawn to the fact that, if an investigation was to be conducted in the East, public opinion would have to be educated in order to ensure success and to secure the necessary co-operation of the authorities and the public.

At the close of this discussion, the Committee unanimously adopted the following resolution :

“ The Committee recommends that the enquiries made by the Special Body of Experts should be continued and extended and hopes that the necessary funds will be forthcoming.

“ The nature and scope of the further enquiries will need careful consideration, and the Committee proposes to put this subject on the agenda of its next session in the belief that it will then be possible to make a definite recommendation.

“ In the meantime, the Committee invites its members, the Secretariat and the voluntary organisations represented on it to take such steps as may be possible to prepare the way for the further enquiries. ”

#### 9. EXAMINATION OF THE RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS AT ITS EIGHTH ORDINARY SESSION WITH REGARD TO THE SYSTEM OF LICENSED HOUSES.

The Committee took note of the Assembly resolution requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

Certain delegates and all the assessors agreed with the conclusion of the Special Body of Experts on the subject of licensed houses. Other delegates, without expressing any definite view on this question, were of the opinion that in countries where the system has long been in existence it is important that the public should recognise the necessity of bringing it to an end. Italy therefore urged the necessity of putting their Governments in possession beforehand of information as to the legislative and administrative measures taken by countries in which the system had been abolished.

The Committee thereafter unanimously adopted the following resolution :

“ The Traffic in Women and Children Committee has had before it the resolution adopted at the eighth ordinary session of the Assembly of the League of Nations requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

“ This system in its relation to international traffic in women has received the anxious attention of the Committee on several previous occasions. The Committee realises that further light has been thrown on the whole subject by the prolonged enquiries made by the Special Body of Experts, and by the conclusions set forth in Part I of their report.

“ Having regard to the seriousness of the evil arising from the traffic, the Committee earnestly hopes that the Governments of all those countries which still retain the licensed house system will investigate the question as soon as possible in the light of the report made by the Body of Experts and the other information collected by the League of Nations.

“ In order to facilitate this investigation, the Committee asks the Secretariat to make a study of the laws and regulations in force in those countries where the system has been abolished. ”

#### 10. ACTION TO BE TAKEN AGAINST PERSONS LIVING ON THE EARNINGS OF PROSTITUTES.

The discussion showed that it was necessary to adopt stricter measures against the *souteneurs* in order to put a stop to their operations, which are among the main causes of the traffic in women. Several members and assessors of the Committee gave details of the relevant legislation in force in their countries. After some discussion as to the nature of the penalties to be inflicted on these traffickers, the Committee unanimously adopted the following resolution :

“ The Committee, taking note of the large volume of work which would be necessary in order to make a collection of the laws on procuration and trafficking, and of the expense which would be entailed, requests the Secretariat to make a concise study of the laws and penalties relating to the *souteneur* — the person who lives either wholly or in part upon the immoral earnings of a woman. The Committee suggests that this study might be based upon the laws available in Part II of the Experts' report and upon information furnished by Governments represented on the Committee. ”

### 11. DESIRABILITY OF ABOLISHING THE AGE-LIMIT IN CONVENTIONS.

The Committee discussed the desirability of abolishing the age-limit in the Conventions of 1910 and 1921.

In spite of the fact that the Committee had heard the arguments put forward from various quarters, its attention was drawn to the drawback of proposing such a modification in the text of the Convention lest the ratification of the Convention by certain Governments should be further delayed.

The Committee adopted the following resolution :

“ The Committee, having considered the question of the abolition of the age-limit in the Conventions of 1910 and 1921, requests Mr. Cohen, assessor for the Jewish Association for the Protection of Girls and Women, to submit a report on this question at the next session. ”

### 12. LEGAL AGE OF MARRIAGE.

The proposal on this subject had to be considered from two aspects : (1) its influence on the traffic, and (2) the legal questions to which it gives rise.

It was decided that the second point should be discussed at a joint meeting of the Traffic in Women and Children Committee and the Child Welfare Committee, and the Committee decided to send forward to this meeting the following motion for its consideration :

“ The Committee, having studied the Experts' report and the replies from Governments, notes that the fixing of the age of consent and the age of marriage at too early an age is apt to encourage the traffic and to promote the corruption of the young. The Committee, without going into the legal details involved, recommends that the appropriate legislative action should be studied by the Child Welfare Committee. ”

### 13. EXAMINATION OF THE REPLIES FROM GOVERNMENTS ON THE SUBJECT OF THE SUPPRESSION OF OBSCENE PUBLICATIONS.

Several members explained to the Committee the legislation of their countries on the subject of obscene publications ; they emphasised the fact that such publications undoubtedly contributed to the growth of the traffic. The opinion was expressed that a more careful consideration should be given to the subject at the Committee's next session, when the desirability of asking Governments to send in at regular intervals reports on the legislation for the time being in force and on the results obtained could be considered.

The Secretary stated that, of the forty-three countries which had signed the Convention, only twenty-two countries had ratified and five had since acceded thereto.

The French delegate said that the draft law for the ratification of the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications had been voted by the Senate.

A discussion took place on Article 16 of the Convention of 1923, under which, at the end of every five years, the Council will consider the expediency of holding another Conference. As the period in question would shortly come to a close, and the Council would have to reach a decision at its June session, it would seem desirable that the Committee should express its opinion on the point. After some discussion, the following resolution was unanimously adopted :

“ The attention of the Traffic in Women and Children Committee has been called to Article 16 of the International Convention of 1923 on the subject of the suppression of obscene publications. The article is as follows :

“ *Article 16.* — Upon a request for a revision of the present Convention by five of the signatory or adherent parties to the Convention, the Council of the League of Nations shall call a conference for that purpose. In any event, the Council will consider the desirability of calling a conference at the end of each period of five years. ’

“ As the question of the desirability of calling a further conference may come before the Council this year, the Committee desires to suggest to the Council that the time has not yet come for such a step. The Committee proposes to place this question on its agenda for next session and to consider the best means of giving effect to the intentions of the framers of the Convention. ”

### 14. THE BUDGET.

The Committee decided to adopt the budget presented by the Secretary.

In order not to increase the item of 15,000 francs for printing, the Committee decided that, at its future meetings, a rather fuller report to the Council should take the place of the printed Minutes.

Except when dealing with legal documents, the Secretariat should in the interests of economy, wherever possible, summarise information rather than circulate replies in full. When the information given is likely to be lengthy, the Governments and associations might be invited to supply a short summary.

## RESOLUTIONS.

I. The Committee, considering that the artistes' professional organisations can give most useful information on the subject of the protection of young women artistes, asks the International Labour Office if it will be so good as to approach some of the principal organisations and ask them to furnish any observations they may have upon the subjects dealt with in the questionnaire, and report upon their replies to the Committee.

II. The Committee, having examined Part II of the Experts' report, and having heard the comments to which this report gave rise, requests the Council to ask the Governments and voluntary organisations to forward to the Secretariat any documentation in their possession which may add to the information already available on the question with which the enquiry is concerned. The Committee once again expresses its warm thanks to the Experts.

III. The Committee recommends that the enquiries made by the Special Body of Experts should be continued and extended and hopes that the necessary funds will be forthcoming.

The nature and scope of the further enquiries will need careful consideration, and the Committee proposes to put this subject on the agenda of its next session in the belief that it will then be possible to make a definite recommendation.

In the meantime, the Committee invites its members, the Secretariat and the voluntary organisations represented on it to take such steps as may be possible to prepare the way for the further enquiries.

IV. The Traffic in Women and Children Committee has had before it the resolution adopted at the eighth ordinary session of the Assembly of the League of Nations requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

This system in its relation to international traffic in women has received the anxious attention of the Committee on several previous occasions. The Committee realises that further light has been thrown on the whole subject by the prolonged enquiries made by the Special Body of Experts, and by the conclusions set forth in Part I of their report.

Having regard to the seriousness of the evil arising from the traffic, the Committee earnestly hopes that the Governments of all those countries which still retain the licensed house system will investigate the question as soon as possible in the light of the report made by the Body of Experts and the other information collected by the League of Nations.

In order to facilitate this investigation, the Committee asks the Secretariat to make a study of the laws and regulations in force in those countries where the system has been abolished.

V. The Committee, taking note of the large volume of work which would be necessary in order to make a collection of the laws on procurement and trafficking, and of the expense which would be entailed, requests the Secretariat to make a concise study of the laws and penalties relating to the *souteneur* — the person who lives either wholly or in part upon the immoral earnings of a woman. The Committee suggests that this study might be based upon the laws available in Part II of the Experts' report and upon information furnished by Governments represented on the Committee.

VI. The Committee, having considered the question of the abolition of the age-limit in the Conventions of 1910 and 1921, requests Mr. Cohen, assessor for the Jewish Association for the Protection of Girls and Women, to submit a report on this question at the next session.

VII. The Committee, having studied the Experts' report and the replies from Governments, notes that the fixing of the age of consent and the age of marriage at too early an age is apt to encourage the traffic and to promote the corruption of the young. The Committee, without going into the legal details involved, recommends that the appropriate legislative action should be studied by the Child Welfare Committee.

VIII. The attention of the Traffic in Women and Children Committee has been called to Article 16 of the International Convention of 1923 on the subject of the suppression of obscene publications. The article is as follows :

“ Article 16. — Upon a request for a revision of the present Convention by five of the signatory or adherent parties to the Convention, the Council of the League of Nations shall call a conference for that purpose. In any event, the Council will consider the desirability of calling a conference at the end of each period of five years. ”

As the question of the desirability of calling a further conference may come before the Council this year, the Committee desires to suggest to the Council that the time has not yet come for such a step. The Committee proposes to place this question on its agenda for next session and to consider the best means of giving effect to the intentions of the framers of the Conventions. ”

(Signed) REGNAULT,  
President.

(Signed) Rachel E. CROWDY,      (Signed) PAULUCCI DI CALBOLI,  
Secretary.                              Vice-President.

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### Appendix I

#### EMPLOYMENT OF WOMEN ABROAD. — REPORT BY THE SUB-COMMITTEE.

##### QUESTIONNAIRE CONCERNING THE PROTECTION OF YOUNG FEMALE ARTISTES TOURING ABROAD IN MUSIC-HALLS AND SIMILAR PLACES OF AMUSEMENT.

(Adopted by the Committee at its Meeting on March 15th, 1928.)

1. Are young artistes employed in music-halls or similar places of entertainment subject to any special control (laws, orders or regulations) apart from the protection provided by labour legislation (legal protection, labour contracts, employment contracts, etc.) ?

If so, up to what age are they protected ? Is any distinction drawn between nationals and aliens in the special regulations ?

2. Are any steps taken to supervise the contracts entered into by artistes, either officially or by professional associations ?

Are standard contracts in use providing protection for young artistes ?

3. Is any official control exercised over music-halls, café-concerts, and other similar places of amusement ?

Is the programme subjected to censorship with the object of protecting the morals of young artistes ?

Are there any regulations in force prohibiting artistes from mixing with the audience in order to make collections or to carry on retail trade ?

4. Are any other measures of protection or assistance taken by voluntary effort or otherwise for the welfare of young artistes (problem of accommodation, etc.) ?

5. Does your country take any special steps, and if so what, for the protection of its young nationals who undertake engagements in foreign music-halls and similar places of entertainment (issue of passports, supervision and protection by Consuls abroad) ?

Is any special supervision exercised over young artistes engaged by private agents (impresarios and others) who professionally find employment for these artistes abroad ?

6. Are young artistes subjected to any special protective measures on delivery of the entrance visas into your country ?

Have Consuls abroad received instructions to examine with particular care applications for visas made by young artistes or persons accompanying them ?

7. Is any new legislation in contemplation in your country ?

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Appendix II.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC  
IN WOMEN AND CHILDREN.

(Geneva, September 30, 1921.)

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
ALBANIA	ALBANIA (October 13, 1924)	
AUSTRIA	AUSTRIA (August 9, 1922)	
BELGIUM	BELGIUM (June 15, 1922)	
BRAZIL		
BRITISH EMPIRE	BRITISH EMPIRE (June 28, 1922)	Bahamas, Trinidad, Kenya, Nyasaland, Ceylon, Hong-Kong, Straits Settlements, Gibraltar, Malta, Cyprus, Southern Rhodesia, Barbados, Grenada, St. Lucia, St. Vincent, Seychelles, Northern Rhodesia, British Honduras (September 18, 1922) British Guiana, Fiji (October 24, 1922) Leeward Islands, Jamaica, Mauritius (March 7, 1924) Falkland Islands (May 8, 1924) Gold Coast Colony (July 3, 1924) Iraq (May 15, 1925) Sierra Leone <sup>1</sup> (November 16, 1927)
CANADA	CANADA (June 28, 1922)	
AUSTRALIA	AUSTRALIA (June 28, 1922)	
UNION OF SOUTH AFRICA	UNION OF SOUTH AFRICA (June 28, 1922)	
NEW ZEALAND	NEW ZEALAND (June 28, 1922)	
INDIA	INDIA (June 28, 1922)	
—	—	BULGARIA (April 29, 1925)
CHILE		
CHINA	CHINA (February 24, 1926)	
COLOMBIA		
COSTA RICA		
CUBA	CUBA (May 7, 1923)	
CZECHOSLOVAKIA	CZECHOSLOVAKIA (September 29, 1923)	
—	—	DENMARK <sup>2</sup> (March 12, 1923)
ESTONIA		
—	—	FINLAND (August 16, 1926)
—	—	FRANCE (January 19, 1926, ratification) (March 1, 1926). (This adhesion does not include French Colonies and Protectorates, nor the Mandated Territories.)
GERMANY	GERMANY (July 8, 1924)	
GREECE	GREECE (April 9, 1923)	
HUNGARY	HUNGARY (April 25, 1925)	
ITALY	ITALY (June 30, 1924)	Italian Colonies (July 27, 1922)

<sup>1</sup> This accession applies only to the Colony of Sierra Leone and not to the Protectorate as well.

<sup>2</sup> Subject to ratification.

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
JAPAN <sup>1</sup>	JAPAN (December 15, 1925)	
LATVIA	LATVIA (February 12, 1924)	
LITHUANIA		
THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao)	THE NETHERLANDS (Septem- ber 19, 1923) (including Netherlands Indies, Suri- nam and Curaçao)	
NORWAY	NORWAY (August 16, 1922)	
—	—	PANAMA <sup>2</sup> (September 6, 1922)
PERSIA	—	PERU (September 15, 1924) ( <i>ad referendum</i> )
—	—	
POLAND AND FREE CITY OF DANZIG	POLAND AND FREE CITY OF DANZIG (October 8, 1924)	
PORTUGAL	PORTUGAL (December 1, 1923)	
ROUMANIA	ROUMANIA (September 5, 1923)	
SIAM	SIAM (July 13, 1922)	
—	—	SPAIN (May 12, 1924). (This adhesion does not include the Spanish possessions in Africa nor the territories of the Spanish Protectorate in Morocco.)
SWEDEN	SWEDEN (June 9, 1925)	
SWITZERLAND	SWITZERLAND (January 20, 1926)	
—	—	URUGUAY (October 21, 1924).

**Appendix III.**

**INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE CIRCULATION  
OF AND TRAFFIC IN OBSCENE PUBLICATIONS.**

(*Geneva, September 12, 1923.*)

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
ALBANIA	ALBANIA (October 13, 1924)	
AUSTRIA	AUSTRIA (January 12, 1925)	
BELGIUM	BELGIUM (July 31, 1926)	
BRAZIL		
BRITISH EMPIRE	GREAT BRITAIN AND NORTH- ERN IRELAND (December 11, 1925)	CANADA (May 23, 1924) NEWFOUNDLAND (December 31, 1925)
UNION OF SOUTH AFRICA, including South - West Africa (Mandate)	UNION OF SOUTH AFRICA, including South - West Africa (Mandate, December 11, 1925)	SOUTHERN RHODESIA (De- cember 31, 1925)
NEW ZEALAND (including the mandated territory of Western Samoa)	NEW ZEALAND, including the mandated territory of Western Samoa (December 11, 1925)	Nigeria, Seychelles, British Honduras, Ceylon, Kenya, Mauritius, British Solomon Islands Protectorate, Gil- bert and Ellice Islands Colony, Fiji, Uganda, Trini- dad, Zanzibar, the Tangan- yika Territory, Leeward Islands, Windward Islands, Gambia, Nyasaland, Straits Settlements, Federated Malay States, Brunei, Johore, Kedah, Kelantan,

<sup>1</sup> The signature by Japan does not include Chosen, Taiwan and the Leased Territory of Kwantung.

<sup>2</sup> Subject to ratification.

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
BRITISH EMPIRE ( <i>contd.</i> )		Trengganu, Sierra Leone, Northern Rhodesia, Barbados, Gold Coast, Cyprus, Gibraltar, Malta, Somaliland, Basutoland, Bechuanaland, Swaziland and Hong-Kong (November 3, 1926), Bermuda, Bahamas, Falkland Islands, St. Helena, Palestine, Trans-Jordan (May 23, 1927), Jamaica (August 22, 1927)
INDIA	INDIA (December 11, 1925)	
IRISH FREE STATE		
BULGARIA	BULGARIA (July 1, 1924)	
CHINA	CHINA (February 24, 1926)	
COLOMBIA		
COSTA RICA		
CUBA		
CZECHOSLOVAKIA	CZECHOSLOVAKIA (April 11, 1927)	
FREE CITY OF DANZIG	FREE CITY OF DANZIG (March 31, 1926)	
DENMARK		EGYPT (October 29, 1924)
—	—	
FINLAND	FINLAND (June 29, 1925)	
FRANCE		
GERMANY	GERMANY (May 11, 1925)	
GREECE		
HAITI		
HONDURAS		
HUNGARY		
ITALY	ITALY (July 8, 1924)	
JAPAN		
LATVIA	LATVIA (October 7, 1925)	
LITHUANIA		
LUXEMBURG	LUXEMBURG <sup>1</sup> (August 10, 1927)	SAN MARINO (April 21, 1926)
—	—	
MONACO	MONACO (May 11, 1925)	
THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao)	THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao) (September 13, 1927)	
PANAMA		
PERSIA		PERU (September 15, 1924) ( <i>ad referendum</i> )
—	—	
POLAND	POLAND (March 8, 1927)	
PORTUGAL	PORTUGAL (October 4, 1927)	
ROUMANIA	ROUMANIA (June 7, 1926)	
SALVADOR		
KINGDOM OF THE SERBS, CROATS AND SLOVENES		
SIAM	SIAM (July 28, 1924)	
SPAIN	SPAIN (December 19, 1924)	
SWITZERLAND	SWITZERLAND (January 20, 1926)	
TURKEY		
URUGUAY		

<sup>1</sup> Subject to the reservation that, in applying the provisions relating to penalties in the Convention, the Luxemburg authorities will respect the final paragraph of Article 24 of the Constitution of the Grand-Duchy, which lays down that the publisher, printer or bookseller may not be prosecuted if the author is known and is a national of Luxemburg and domiciled in the Grand-Duchy.

LEAGUE OF NATIONS

Geneva, July 6th, 1928.

**Advisory Commission for the Protection and Welfare of Children  
and Young People.**

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**MINUTES OF THE SEVENTH SESSION**

*Held at Geneva from March 12th - 17th, 1928.*

On page 142, Section 9, "Examination of the resolution adopted by the Assembly of the League of Nations at its eighth ordinary session with regard to the system of Licensed houses", paragraph 2:

*Instead of "Italy therefore urged, etc." read "They therefore urged, etc."*

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26

LEAGUE OF NATIONS

Geneva, May 7th, 1928.

ADVISORY COMMISSION FOR THE PROTECTION AND  
WELFARE OF CHILDREN AND YOUNG PEOPLE

CHILD WELFARE COMMITTEE

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MINUTES

OF THE

FOURTH SESSION

Held at Geneva from Monday, March 19th, to Saturday, March 24th, 1928

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## CHILD WELFARE COMMITTEE

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### LIST OF DELEGATES.

#### *Delegates appointed by Governments:*

His Excellency M. REGNAULT (Chairman)	<i>France.</i>
His Excellency the Marquis PAULUCCI DI CALBOLI (Vice-Chairman)	<i>Italy.</i>
His Excellency Count CARTON DE WIART	<i>Belgium.</i>
S. W. HARRIS, Esq. Miss WALL (Substitute Delegate)	<i>British Empire.</i>
Dr. Estrid HEIN	<i>Denmark.</i>
M. BOURGOIS (Substitute Delegate)	<i>France.</i>
Mlle. CHAPTAL (Assistant Delegate)	
M. François MARTIN (Technical Expert)	
Dr. Gertrud BÄUMER	<i>Germany.</i>
Dr. MATZ (Expert)	
M. ITO	<i>Japan.</i>
Mme ROMNICIANO (Substitute Delegate)	<i>Roumania.</i>
Don Pedro SANGRO Y ROS DE OLANO	<i>Spain.</i>
Don Emilio MARTINEZ AMADOR (Assistant Delegate)	

#### *Assessors:*

M. Henri ROLLET	International Child Welfare Association.
Dr. HUMBERT	League of Red Cross Societies.
Dame Katharine FURSE	International Organisation of Boy Scouts and Girl Guides.
Dr. POLLIGKEIT	International Union of the "Save the Children" Fund.
Miss Eleanor RATHBONE	Women's International Organisations.
His Excellency M. Jorge VALDÉS- MENDEVILLE	Pan-American Child Welfare Congress.
Miss Charlotte WHITTON	Social Service Council of Canada and Canadian Council of Child Welfare.
Mr. Bascom JOHNSON	

#### *Liaison Officers:*

Mr. JOHNSTON	International Labour Office.
Professor Léon BERNARD	League of Nations Health Organisation.

*Secretary:* Dame Rachel CROWDY, Chief of the Opium Traffic and Social Question Section.

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FIRST MEETING.

*Held on Monday, March 19th, 1928, at 11 a.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop and Mlle. Burniaux.

65. Assessors of the Committee.

The CHAIRMAN said that the following change had occurred among the assessors of the Child Welfare Committee : M. Valdés-Mendeville, Chilian Minister at Berne, had been appointed to take the place of M. Valdés Valdes, in the capacity of representative of the Pan-American Congress for Child Welfare.

For reasons of health, Miss Lathrop (American National Conference on Social Work) and Mlle. Burniaux (International Federation of Workers' Unions) were unable to attend. Dr. Polligkeit would take the place of Miss Jebb (International " Save the Children " Fund).

66. Submission of the Draft Agenda of the Session

The CHAIRMAN submitted the draft agenda (document C.P.E.130(1)).

After a short exchange of views, *the Committee decided*, on the proposal of Mr. HARRIS, *to submit the agenda to the Agenda Sub-Committee, with the request that it should be issued in its final form as soon as possible.*

Dr. HUMBERT said, with reference to Item 5 of Part B (Alcoholism), that the Committee should realise that, if it did not discuss this question at the present session, considerable delay would be incurred, for the report presented by M. Posner and himself asked the Committee to decide that the work of investigation and study should continue. No action could be taken unless that suggestion were adopted by the Committee.

Professor Léon BERNARD asked that, if Item 3, B (Protection of Life and Health in Early Infancy), were to be discussed, it should come before the Committee early in the session.

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SECOND MEETING.

*Held on Tuesday, March 20th, 1928, at 11.45 a.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop and Mlle. Burniaux.

67. Adoption of the Agenda of the Session.

The Marquis PAULUCCI DI CALBOLI (Italy), Rapporteur of the Agenda Sub-Committee, read the following revised draft agenda :

A.

1. Progress Report by the Secretary.
2. Recreation : Consideration of Report of the Three Rapporteurs.
3. Cinema : (a) Examination of Further Information supplied by Governments and of the Report submitted by M. Martin ;  
(b) Communication relative to the International Educational Cinematographic Institute, Rome.
4. Juvenile Courts : Examination of Information supplied by the International Prison Commission and Discussion of Lines of Future Enquiry.

5. Report of Legal Sub-Committee : Consideration of the Two Draft Conventions.
6. Illegitimate Children : Report of Progress of the Enquiry.
7. Disposal of Funds and Propaganda.
8. Examination of the Budget.

*B.*

1. Blind Children : Examination of Report of Members of the Committee and Consideration of the Desirability of making further Enquiry.
2. Protection of Life and Health in Early Infancy : Further Information received from the Health Organisation.
3. Alcoholism : Decision of the Assembly and Report of M. Posner and Dr. Humbert.
4. Family Allowances : Consideration of Further Information from the International Labour Office and Discussion.
5. Feeble-minded Children : Report on the Proposed Study.

*The draft agenda was adopted.*

**68. Progress Report by the Secretary.**

The SECRETARY read the Progress Report (Annex 1).

On the proposal of the CHAIRMAN, *the Committee took note* of the suggestions for economy contained in the final paragraphs, which would be discussed at a later date during the session.

*The report of the Secretary was adopted.*

**69. Recreation : Consideration of the Report of the Three Rapporteurs.**

Dame Katharine FURSE apologised for the length of her report. It had been difficult to compress it, however, owing to the amount of information received. That information had been based on the lengthy questionnaire which had been circulated by the three Rapporteurs. She herself had originally drawn up the questionnaire and had thought that her colleagues would be content with extracting those questions from it which they thought essential. After consideration, however, the Rapporteurs had reached the conclusion that every question contained in her original draft should be circulated in order that the ground might be fully explored.

The Rapporteurs had circulated three separate reports because so great had been the amount of information that they had had to divide it up among themselves. The countries which Dame Katharine Furse had dealt with were the Argentine, Denmark, Great Britain, Japan and the United States of America. She had received a great deal of help from her correspondents in Denmark, Great Britain and the United States, and was only sorry that certain small amendments suggested by Miss Abbott's Department had reached her too late for inclusion in her report.

She had received no reply from the Argentine or Japan. This was a matter of regret, especially in the case of the Argentine. She had sent the questionnaire to the Head of the Boy Scouts' Organisation in the Argentine, who was himself a British national, but no reply had been forthcoming as yet. With regard to Japan, she thought that her letter to Dr. Nitobé must have gone astray. As, however, the three countries which had replied had given so much information, it was perhaps just as well that the other two had failed to do so, as they would get more attention when dealt with separately.

In drawing up her report, Dame Katharine Furse had decided to construct it for the most part out of the extracts from the actual replies received. A report thus prepared gave the national characteristics and would serve as a mine for future use.

Certain discrepancies were noticeable. For example, in stating the amount of space required for recreation, Great Britain and the United States of America had said that five acres per thousand of the total population were necessary. This gave approximately twenty square meters per head while, in the reports of the other Rapporteurs for Germany and France, it was stated that three square meters per head were necessary. The discrepancy was due to the fact that in Great Britain and the United States of America all park land as well as actual playgrounds had been included.

Dame Katharine said that she would not dilate on her report, which, having been circulated, would speak for itself. She pointed out that the most pressing need shown was the one which had already been realised by the Committee, namely the need for open spaces on which children and young people could play safely.

She was most certainly in favour of the continuation of the enquiry, but she recommended that, for the present, it should be restricted to the countries which had already been approached, and that the Committee might later suggest certain definite lines of enquiry

for the future. She added that she would send the questionnaire again to the Argentine Republic and to Japan, and she hoped that members of the Committee would help her to choose suitable organisations to which to address it.

Dr. MARZ (Germany) said that she had made enquiries in the case of Denmark and Norway and in the cities of Berlin, Frankfort, Essen and Mannheim. In Germany, organised recreation had been instituted partly by the municipalities and partly by welfare organisations. In the latter case, the work was often subvented by the State.

It was very desirable that children and young people should be divided into classes, each having a different form of recreation according to their age. This plan had not, however, been very systematically adopted and this had entailed some difficulty in the compilation of her report. She considered that the increased facilities for recreation had greatly diminished the number of cases of juvenile delinquency.

She reminded the Committee of the exhibition at Geneva in 1925 organised by the Swiss Social Organisation in the Interests of Youth and of the exhibition that had been held last year in Berlin in connection with holidays for young people.

She regretted that the report had not been finished owing to the illness of Dame Katharine Furse, which had prevented the meeting at Cologne of the three Rapporteurs. She intended, however, to send questionnaires to Nuremberg and to Königsberg, and she hoped to be able to supplement her report at the next session.

Dr. HUMBERT reminded the Committee that it had considered that the Rapporteurs should make private enquiry in order to avoid the issue of frequent questionnaires to Governments. No doubt the Committee had wished to make the experiment, and it should now decide whether this method had proved satisfactory. His report was not complete, because the form of enquiry had not been agreed upon until late in the previous summer. Moreover, many countries had furnished information with regard to camping but others had failed to do so, and, in the latter case, it had been necessary to resort to original work.

With regard to the results obtained, he considered that it had been made clear that nothing could be done by legislation, but that the work should be restricted to a comparative study of methods. He thought that a mistake had been made in placing this subject in the first part of the agenda, for, when the Committee received next year the replies of other countries, it might not be in a position to publish them in full. Owing to the restriction of a roneo document to fifty pages, he asked whether, in this case, the Committee would not be justified in authorising the printing of the document.

He appreciated the desirability of specialisation as regards the enquiry, but urged that its present scope should be retained for the time being, since the voluntary organisations had been asked to give information that would provide a comprehensive view of the matter.

He added that so much valuable information had been supplied by various organisations that, in compiling his report, he had often felt himself to be a plagiarist. He would suggest that the Secretary should send a letter of thanks to the various organisations that had participated in the work.

The SECRETARY replied that she agreed with the latter suggestion of Dr. Humbert. With regard to the former one, it would have been possible to print the documents in question, but it had been the general opinion of the Committee that such a measure would be premature. She had written to Dame Katharine Furse and to Dr. Humbert suggesting that they should restrict their documents to a length equivalent to that of fifty roneo pages since it would have been necessary, if they had been longer, to print them.

Mr. JOHNSTON wished to comment upon the brief memorandum relating to the utilisation of workers' spare time in its relation to child welfare, which had been compiled by the International Labour Office and which supplemented the work of the Rapporteurs. Dame Katharine Furse had sent the International Labour Office a questionnaire on behalf of the Rapporteurs. The first question related to the most popular form of recreation among young people. He considered that there was no doubt that physical recreation was the most popular. In this, however, young people differed from adults; the latter were usually exhausted after their work, but the young worker was so full of energy that he was still eager for strenuous exercise.

It had also been asked whether this recreation was organised by the young workers themselves or by others. In reply, he pointed out that there was very little possibility of young workers organising their own recreation in large towns. The recreation that was provided for them was usually the work of others. The essential consideration was that the workers should not feel themselves, in their spare hours, to be under any restraint.

It was asked whether employers provided any facilities for recreation. In many cases such provision was made, but it was difficult to obtain precise statistical information. The United States Bureau of Labour Statistics had ascertained, as a result of an enquiry in the years 1916 and 1917 that less than two million out of a total of forty-two million employees were known to be provided with such facilities.

The last question had been whether workers were paid during their holidays, in order that they should be able to pay the expenses of a journey and thus have a change of environment. Since the war, there had been a considerable movement in favour of this measure and many countries had legislation or collective agreements providing for such payment.

He added that, in the appendix to the memorandum, reference was made to the articles relating to these questions published by the International Labour Office. He would be glad to give the relevant publications to members of the Committee.

M. BOURGOIS (France) stated that the work of the Committee fell into two categories : (a) discussion upon general subjects, with the purpose of formulating international conventions ; and (b) the duty of collecting documentary information.

With regard to the second category, it was absolutely necessary that the documents obtained should be published. It was the normal work of the Committee to send to various countries information upon the subjects studied. This entailed considerable expense, but, unless such work was done, the Committee would fail to fulfil one of its essential functions.

Count CARTON DE WIART (Belgium) expressed his admiration for the work of the Rapporteurs, which had thrown new light upon a subject that had been too little studied. They had not only furnished documentary information but had also drawn deductions from this information. He thought, however, that one subject, mental recreation, while it had not been altogether ignored, should be the object of closer attention. He associated himself with M. Bourgois in the hope that such valuable work would not be relegated to the archives of the League. Propaganda was an essential condition of the work of the Committee, and he hoped that some of the assessors present would speak upon this point.

Mr. HARRIS (British Empire) hoped that these very interesting reports would be printed, at any rate after they had been completed next year. He also suggested that they should be published in octavo form, this being far more convenient than the present folio form.

He thought that the reference in the report of Dr. Humbert to the increase of swimming-baths in Paris must have given great satisfaction to Dame Katharine Furse. He asked whether this increase was not a direct result of the resolution of the Committee.

M. MARTIN (France) said that, since the introduction of the eight-hour day in France, organised recreation, both physical and mental, had been provided for on an increasing scale. In winter there were cinemas, choral societies, musical evenings, etc., and certain firms had instituted playing-grounds for the use of their employees in summer. Certain municipalities had arranged to send groups of children to the country or to the seaside at intervals of thirty days.

He associated himself with the view that the reports of the Committee's work should be published as widely as possible.

The CHAIRMAN said that it remained to him to thank the Rapporteurs in the name of the whole Committee. For his part, he asked them to accept his very warm thanks. He was sure that the Committee would agree with the proposal of Dr. Humbert that the Secretary should also express the thanks of the Committee to the Governments and to the voluntary organisations that had assisted them in the work. All were agreed that the enquiry should be continued, subject to the reservation of Dr. Humbert that it should be more specialised.

M. Iro (Japan), in reply to a question of Dame Katharine Furse, said that he would be happy to furnish her with the information that she required.

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### THIRD MEETING.

*Held on Tuesday, March 20th, 1928, at 4.15 p.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop and Mlle. Burniaux.

#### 70. Recreation : Question of the Continuation of the Work of the Three Rapporteurs.

*The Committee decided* that the investigation of the question of recreation should continue to be entrusted to Dame Katharine FURSE, Dr. MATZ and Dr. HUMBERT, who would be assisted by Mr. JOHNSTON, of the International Labour Office.

#### 71. Cinema : (a) Examination of Further Information supplied by Governments and of the Report submitted by M. Martin; (b) Communication relative to the International Educational Cinematographic Institute at Rome.

The CHAIRMAN opened the discussion on the report by M. Martin and the additional replies received from Governments (Annexes 2 and 3).



The Marquis PAULUCCI DI CALBOLI (Italy) had read with the greatest interest the very detailed report of M. Martin. He proposed that item (b) should be considered before item (a). The Statutes of the International Cinematographic Institute at Rome had already been drafted and the Committee had been asked to consider them and express its opinion upon them. After this consideration, it might decide to refer to the International Institute the examination of the supplementary information supplied by Governments. He reminded the Committee that one of the articles of the Statutes provided that a member of the Committee should sit on the Governing Body of the Institute. Apart from examining the Statutes, he would propose that the Committee should postpone consideration of the remainder of the subject until its next session.

COUNT CARTON DE WIART (Belgium) said that the offer of the Italian Government to establish an International Cinematographic Institute at Rome marked a considerable step forward. The Committee, he felt sure, would be unanimous in desiring to congratulate the Italian Government and to pay it a well-deserved tribute on the step which it had taken. The establishment of such an Institute was a very important event and might have untold consequences. How different, for example, would be the position to-day if an International Press Institute had been established at the time when newspapers had come into general use. He agreed that the Committee should discuss the draft Statutes of the Institute. He had certain observations to make with regard to them, but, in general, he could give them his wholehearted approval.

Dr. Estrid HEIN (Denmark) considered that the offer of the Italian Government was most generous and that the Committee should express its gratitude. It was to be hoped that the Institute would become prosperous and would be of real assistance to children. She would suggest that, if it were possible, provision should be made in the Statutes for certain members of the Governing Body to be women. If it were not possible actually to change the wording of the Statutes, then this desire should be expressed by the Committee in a recommendation.

Mr. HARRIS (British Empire) agreed with Count Carton de Wiart and Dr. Hein. As the result of the Italian Government's generous step, a new situation had arisen. He supported the views of the Italian representative that a postponement of the general question was desirable. The Committee should confine itself at this session to examining the Statutes of the Institute. It would have to wait until it knew the Institute's programme before deciding what subjects it could study in co-operation with the Institute.

He thought, however, that the Committee should appoint at the present session its representative to sit on the Governing Body of the Institute.

Miss WHITTON, speaking on behalf of her American colleague as well as on her own behalf, emphasised the great interest taken by Canada and especially by the United States of America in the cinematograph. Over 80 per cent of the world's films were made in America. While she was glad that the Italian Government had decided to set up an International Educational Cinematographic Institute in Rome, she thought that the Committee should show caution before it submitted too many questions to that Institute for consideration. The Committee had already submitted questions regarding the health of children to the Health Organisation of the League, questions regarding child delinquency to the Committee on Penal Courts, and questions regarding child labour to the International Labour Office. If it continued this practice, it might very soon find itself without any questions left on its agenda.

She would therefore urge the Committee not to postpone to the next session a general discussion on the subject. It was impossible for those members who came from far distant countries to attend at short notice meetings of the Committee or meetings of any particular institute or organisation to which the Committee had seen fit to submit questions on its agenda. Certain questions, however, notably the cinema, were of great interest to members coming from far distant countries and they should, therefore, be given an adequate opportunity for discussing them.

DON PEDRO SANGRO (Spain) desired to join with other members of the Committee, notably Count Carton de Wiart, in paying an enthusiastic tribute, on the part of the Spanish Government, to the initiative taken by the Italian Government. The Spanish Government was particularly grateful for Article 17 of the draft Statutes, which provided that Spanish should be one of the official languages of the Institute.

M. BOURGOIS (France) added his tribute to those already paid to the useful and generous step taken by the Italian Government. The Committee had been asked to examine the draft Statutes and to give an opinion upon them. It was also called upon to appoint one of its members to serve on the Governing Body of the Institute. The Committee was doubtless very grateful for such an opportunity, but M. Bourgois doubted whether it should make such an appointment at the present session. It should, he thought, for the moment confine itself to giving its opinion in regard to the draft Statutes.

The SECRETARY, agreed with M. Bourgois, but thought that the Committee would be quite within its rights in deciding whether it could make such an appointment, and, if in the affirmative, in settling which of its members should represent it.

The Committee should not forget that, if the Governing Body of the Institute held its first session immediately after the Assembly, the Committee would not be represented upon it unless it appointed its representative at the present session.

M. BOURGOIS (France) accepted the explanations given and withdrew his proposal.

M. ROLLET desired to associate himself, on behalf of his organisation, with the tributes paid to the Italian Government by other members. As regards the task before the Committee, he thought that, before appointing its representative to sit on the Governing Body, it should first settle the instructions to be given to that representative.

The Marquis PAULUCCI DI CALBOLI (Italy) said that the Italian Government hoped that the member to represent the Committee would be appointed at the present session.

Miss RATHBONE supported the proposal of Dr. Hein.

Article 5 of the draft Statutes was to the following effect :

“ The Governing Body shall consist of a President and eleven members, who shall be, as far as possible, of different nationalities and shall be appointed by the Council of the League of Nations.

“ It shall include three members of the International Committee on Intellectual Co-operation sitting in a private capacity, among who shall be the Chairman and the Italian member ; one member of each of the four Sub-Committees of the same Committee chosen from among those who do not sit on the plenary Committee, and one member of the Child Welfare Committee of the League of Nations. The said Italian member shall be President of the Governing Body *ex officio*. ”

As at present provided, this article left little room for the representation of women on the Governing Body. It was essential, however, for the Committee to express its view that there should be women members on that body, since the Committee's interests in the cinema were confined largely to its effect on children. Surely, therefore, an institution set up with the object of organising educational films should have at least one woman member on its Governing Body, for women formed the vast majority of teachers in the world and about 50 per cent of the pupils.

With regard to the manner in which the Committee should express this desire, it might be suggested that, in addition to the eleven ordinary members, provision should be made for eleven substitute delegates, who could be women possessing special knowledge of education.

She also agreed with the proposal of Miss Whitton to the effect that the Committee should not postpone its general discussion until the next session. Transatlantic countries had taken the lead in film production and surely, therefore, the Child Welfare Committee, on which those countries were represented, should discuss questions relating to the effect of the cinema on children and make suggestions, in regard to this important matter, to the Institute before it started work.

Dr. Gertrud BÄUMER (Germany) expressed the gratitude of the German Government to the Italian Government for the step which it had taken.

She did not think it was possible to discuss immediately the questions to be submitted by the Child Welfare Committee to the proposed Institute. She would, however, support the proposal of Dr. Hein. In Germany, there were many women members of the German Censorship Committee who represented associations dealing with child welfare. She hoped, therefore, that the suggestion of Dr. Hein would be adopted, but feared that the proposal of Miss Rathbone to the effect that eleven substitute delegates, who might be women, should be provided for in the Statutes was impracticable. She did not like to demand substitutes for the purpose of giving an opening to women. Why should not some Governments at least appoint a woman to be their delegate on the Governing Body ?

The SECRETARY reminded the Committee that, while it did not know the programme of the proposed Institute, Article 2 of the draft Statutes clearly defined its aims and objects. That article was to the following effect :

“ The object of the Institute shall be to encourage the production, distribution and exchange between the various countries of educational films concerning instruction, art, industry, agriculture, commerce, health, social education, etc., by means which the Governing Body may consider necessary. ”

Mr. HARRIS (British Empire) suggested that the Committee should proceed at once to the examination of the draft Statutes.

*Agreed.*

## 72. Examination of the Draft Statutes of the International Educational Cinematographic Institute at Rome.

Count CARTON DE WIART (Belgium) suggested, in view of the fact that the draft Statutes referred to educational films, that the Committee should have a larger share in the work of the Institute. In accordance with this suggestion, he considered that, after the words in Article 3 “ which shall be advised in this respect by the International Committee on Intellectual

Co-operation", there should be added the words "and by the Child Welfare Committee". The Committee on Intellectual Co-operation did not deal with intellectual work as such but only with its co-ordination, and moral matters were within the province of the Child Welfare Committee.

With regard to Article 5, he suggested, in the first place, that women should be authorised to have the full powers of a delegate. He noted that the Governing Body was to include seven members of the Committee on Intellectual Co-operation and that the remaining four were to be appointed by the Council of the League of Nations. It was suggested that one of these four members should be a member of the Child Welfare Committee. He suggested that the Committee should urge upon the Council, with all deference, that the Committee should be more adequately represented on the Governing Body.

With regard to Article 10, he would suggest that the following change, to the same effect as that which he had suggested in the case of Article 3, should be made: at the end of the clause in brackets there should be inserted the words "and of the Child Welfare Committee".

Count Carton de Wiart pointed out that each of these suggested amendments arose from the same idea. He also considered that it would be desirable to have an exchange of views with regard to the instructions that should be given by the Committee to its representatives at the Institute, since these representatives would be permanent liaison officers between the Committee and the Institute.

The CHAIRMAN read the draft Statutes article by article.

*Article 1.*

*No observations.*

*Article 2.*

Dr. MATZ (Germany) suggested that the word "history" should be inserted after "instruction".

The CHAIRMAN explained that the Statutes were presented to the Committee only for their consideration and that there was no question, at the moment, of formally amending a text that had been drawn up by a foreign Government.

Miss WHITTON asked what was the meaning of the word "instruction".

The CHAIRMAN replied that it was a purely general term.

*Articles 3 and 4.*

*No observations.*

*Article 5.*

Mr. Bascom JOHNSON said that it had occurred to him, in reading this article, in connection with Article 2, that the co-operation of the film industry would be of great value to the Institute. He asked whether one or more members of the Governing Body should not be representatives of the film industry.

Dr. Estrid HEIN (Denmark) expressed the wish that women should also be included among the members.

The CHAIRMAN replied that this recommendation was understood.

The SECRETARY, in reply to Mr. Bascom Johnson, said she understood that, during the discussions at Rome, the view he had expressed had been put forward, but that nothing definite had been done in the matter.

Mr. Bascom JOHNSON said that he had raised the question definitely for the consideration of the Committee.

The SECRETARY suggested that the point might be considered after the reading of Article 11.

The Marquis PAULUCCI DI CALBOLI (Italy) suggested that the words "one member of the Child Welfare Committee" should be altered to "two or three members of the Child Welfare Committee".

Dr. MATZ (Germany) associated herself with the suggestion of the Italian representative.

The CHAIRMAN thought that the film industry would certainly be represented at the Institute.

Count CARTON DE WIART (Belgium) suggested that the Committee should expressly recommend to the Council that women should be included in the Governing Body. He did not think that there was anything inordinate in the suggestion of the Italian representative that three members of the Child Welfare Committee should be included in the Governing Body. Since the Committee on Intellectual Co-operation was entitled to nominate seven members, the representation of the Child Welfare Committee would be modest in comparison.

Miss WHITTON asked whether countries not Members of the League could be represented upon the Governing Body.

The Marquis PAULUCCI DI CALBOLI (Italy) considered that there was nothing in the text to prevent this.

*Article 6.*

*No observations.*

*Article 7.*

Don Pedro SANGRO (Spain) asked whether this article related to all members, including those who sat on the Governing Body in a private capacity.

The CHAIRMAN thought that this was so.

Mr. HARRIS (British Empire) asked whether the members appointed by the Committee would hold office for five years or whether they could be appointed for a shorter time.

The CHAIRMAN replied that he presumed that their period of office would be for five years.

The SECRETARY pointed out that Governments often changed their representatives on the Committee and asked what would happen if a Government appointed a new representative on the Child Welfare Committee in place of the one that the Committee had appointed to the Governing Body. Would the new or the old member sit on the Governing Body?

The CHAIRMAN did not think that this question should be considered by the Committee.

M. BOURGOIS (France) considered that there was an essential difference between the members of the Governing Body appointed by Committees of the League and the remaining members of the Governing Body, in that only the former were representatives of Governments. He did not consider, however, that there would be any difficulty in the matter. If a new representative were appointed to the Committee, the corresponding representative at Rome would yield office to his successor.

COUNT CARTON DE WIART (Belgium) said that, while it was true that all members of the Committee represented Governments, the Committee's representatives upon the Institute would be appointed for personal qualifications. A member of the Governing Body ceasing to be a member of the Child Welfare Committee, could still retain his position at Rome.

The CHAIRMAN was not of that opinion. If a member of the Governing Body appointed by the Child Welfare Committee ceased to be a member of that Committee, and continued to be a member of the Institute the Committee would have no further control over his actions. It seemed, therefore, as if that official would have to be replaced.

M. MARTIN (France) agreed with the Chairman. In his opinion, as soon as a member of the Governing Body ceased to be a member of the Committee, he could no longer retain his position upon that body.

*Article 8.*

Miss WHITTON asked whether the last paragraph should not be altered, in order to correspond with the alteration suggested in Article 3, by the addition to the last line of the words " and a member of the Child Welfare Committee ".

M. BOURGOIS (France) pointed out that the Committee would be represented upon the Permanent Executive Committee of the Institute since it was represented on the Governing Body that appointed that Committee.

*Article 9.*

*No observations.*

*Article 10.*

*Approved subject to the reservation of Count Carton de Wiart.*

*Articles 11-18.*

*No observations.*

*The Statutes were approved, subject to the reservations of certain members.*

The SECRETARY concluded that the Chairman would inform the Secretary-General of the views that had been expressed by the Committee.

The CHAIRMAN suggested that the question of the appointment of members to the Governing Body should be adjourned to a later meeting.

*Agreed.*

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FOURTH MEETING.

*Held on Wednesday, March 21st, 1928, at 10 a.m.*

Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop and Mlle. Burniaux.

**73. Cinema : Examination of Further Information supplied by Governments and of the Report submitted by M. Martin.**

M. MARTIN (France) submitted his report (Annex 2).

The CHAIRMAN, speaking in the name of the Committee, thanked M. Martin for his interesting report.

Mr. HARRIS (British Empire) associated himself with the observations of the Chairman. There were one or two points in the report, however, on which he desired to comment. The statement that legislation with regard to the cinema was adopted only in 1923 in Great Britain, was inaccurate, as the first Cinema Act was passed in 1909, only a year and a half after the first cinematographic representation in the country.

He was unable to agree with the statement : " the influence of the cinema on child criminality can hardly be doubted ", such a statement being open to criticism. It was proved by experience, at any rate in so far as Great Britain was concerned, that children appearing in juvenile courts had been quick to learn that their elders were inclined to blame the cinema for the acts committed by the delinquents. These children had accordingly alleged that they had been led astray by what they had seen on the films. The magistrates had quickly realised this point and had therefore changed their views. Petty thefts were very commonly committed with the object of obtaining sufficient money to pay for admission to the cinema.

Though the influence of the cinema might be for evil, it was equally in favour of virtue, for virtue triumphed in the film at least as often as, if not more often than, vice. If children were, therefore, led astray by the portrayal of villainous acts, they might equally be influenced by the display of virtuous deeds.

He was unable to agree with the observations in the report of M. Martin concerning inflammable films. With proper precautions, the cinema was not a dangerous form of entertainment. No life had yet been lost in Great Britain in a cinema. The precautions to be taken against fire were not costly and when properly applied were effective. While Mr. Harris welcomed any experiments in the direction of the production of non-inflammable films and hoped for their success, he must point out that no Government had yet found it possible to order the use of such films because of their present technical imperfections. The first persons to use such films would undoubtedly be the trade itself, which would be only too pleased if a really efficient and cheap non-inflammable form of film could be invented and produced on an economic scale.

With regard to the recommendations at the end of the report, which had been adopted by the Committee in 1926 at a session at which Mr. Harris had not been present, he hoped that the Committee would not renew them this year, partly because some of them were impracticable and also because of the new Cinematographic Institute which was about to be established at Rome. That Institute was to study the whole problem of the cinema and would doubtless draw up a programme with this object. The Committee need have no fear that its work in regard to the cinema and child welfare would be usurped by the Institute, which would deal with other problems connected with the cinema. The Committee was certainly in a position to give useful advice to the Institute in regard to those particular aspects of the problem of the cinema affecting child welfare.

M. MARTIN (France), in reply to Mr. Harris, undertook to make the necessary corrections regarding the note dealing with legislation in Great Britain on the cinema. He could not, however, agree with the British representative's views on the cinema in connection with child criminality. The very fact that children alleged the films as an excuse for their misdeeds was in itself an evil. Films could undoubtedly exercise a good influence, and it was for that reason that he had laid stress in his report on the necessity for an efficient censorship.

With regard to the question of non-inflammable films, M. Martin made a series of demonstrations proving that the new substance, osophane, derived from cellophane, was non-inflammable, as was also cellulose acetate, and that films made from these substances could be substituted for celluloid films, which were inflammable and explosive.

Though accidents might not have occurred in Great Britain in connection with the cinema, that was not the case in other countries and, in general, it was admitted that the heat of the electric arc lamps used in the projection of the film constituted a grave danger of fire, despite such precautions as metal cabins and water screens.

Mr. JOHNSTON thanked M. Martin for the remarkable survey of the Committee's work contained in his report and for the valuable new information now available.

The International Labour Office was greatly interested in the problem of the employment of children in the cinematograph industry. It had conducted an enquiry into this problem of which the results had been published in the *International Labour Review*. This enquiry was being continued and it was hoped that fresh information would be forthcoming in the near future.

He agreed with Mr. Harris in thinking that it would be premature for the Committee to adopt any recommendation on this subject. In the first place, there was not sufficient documentary evidence to make it possible for the Committee to make any recommendation. In the second place, it would be dangerous, from the point of view of the Committee's relations with the cinema industry, to make any recommendation without full consideration regarding the employment of children. It was essential for that industry to be a friend and not the enemy of the Committee. The recommendations, therefore, to be found at the end of the chapter on the employment of children in the cinematograph industry were dangerous in this respect. In the third place, Mr. Johnston had always understood that the problem of the cinema in connection with child welfare fell into two distinct parts: (a) the protection of the child as a spectator; and (b) the protection of the child employed in the cinema industry. The protection of the child as a spectator was a wide problem, embracing millions of children, and was a matter which the Committee could very rightly deal with in detail. Children however, employed in the cinema industry were limited to a few hundreds, and this problem, limited, but very important, should be regarded as primarily of concern to the International Labour Organisation. When it came before the International Labour Conference, the views of the Committee would undoubtedly be requested, but, until this was so, the Committee should, he thought, refrain from putting those views on record.

The Committee should regard the recommendations in the report as expressing the views of individual members, but should not as yet adopt them officially.

Dr. MARZ (Germany) said that, as a friend of the cinema, she could congratulate M. Martin on his remarkable report, which contained very interesting information. Germany had been omitted from the paragraph dealing with censorship, doubtless unintentionally, for in Germany a censorship of films had been established in 1920. That censorship was exercised by two bodies, resident in Berlin and Munich. They consisted of five persons, the Chairman being an official of the Ministry of the Interior. The other four members consisted of an author or artist, an expert in the cinematograph industry and two representatives of organisations dealing with child welfare. She herself was one of the latter. In the case of films made especially for children, a third representative of children's organisations was added to the Censorship Board.

Permits to allow infants to appear on the film were only granted in Germany in the case of films produced for the instruction of medical students, nurses, etc.

She agreed with the observations of the British representative in regard to non-inflammable films. The precautions used in Germany were entirely effective.

In conclusion, she would urge the Committee to concentrate on the education of public opinion and to discuss the best methods whereby such education could be conducted.

M. MARTIN (France), referring to the question of censorship, said that in his report, on page 8, were given the legislative measures taken by Germany in 1920. On pages 9 and 10 information was given regarding the standards adopted for the projection of films. The documents received by the Secretariat contained no details of the composition of the censorship committees.

Dr. HUMBERT thanked M. Martin for his report, which could be used as a standard by the Committee in the preparation of subsequent reports on all the questions with which it dealt.

He was glad to know that, in the view of the British representative, the new Institute in Rome would not take over the Committee's work in regard to the cinema. The Committee would, in fact, act as an advisory body for all questions connected with child welfare, while the Institute would possess executive powers. A very useful form of co-operation could thus be established between the two.

The Committee should certainly continue the researches begun, more especially into the psychological effect of films on children. The question of the cinema and child criminality should be studied not merely by means of statistics but by the use of a series of tests now available. The Committee should recommend the application of those tests. The problem of the ocular fatigue of children should also be studied.

The Committee should not adopt any recommendation at the present session but should regard its recommendations of 1926 as a useful programme.

Count CARTON DE WIART (Belgium) said that the injurious effects upon children of performances in the dark were both moral and physical. He need not touch upon the moral effects; there were several magistrates on the Committee and they could appreciate them. With regard to the physical effects, there could be no doubt that it was very undesirable that the children should have their day turned into night. He considered that a great number of physiological phenomena would be attenuated if the children were given a greater amount of daylight. On the other hand, the cinema was an important factor in education, and a solution should be arrived at by the presentation of films in daylight. M. Martin

had emphasised the great progress that had been made in such presentation, and he himself had seen in Belgium and the Netherlands very satisfactory films given in broad daylight.

The opposition to non-inflammable films appeared to be largely due to the extra expense involved. He proposed a simple solution, that such films should be exempt from tax, and he considered that this exemption might be a matter for the consideration of the new Cinematographic Institute.

In conclusion, he suggested that a recommendation should be submitted by the Chairman to the Assembly to the effect that films should be presented either in diffused light or in daylight in the interests of the children who attended their presentation.

M. BOURGOIS (France) was glad to be able to inform his colleague that the control of the cinema which had for some time existed in France in fact, if not legally, had now been regulated by a Decree of February 1928. It was necessary for the Minister to give his visa to all films after their consideration by a Committee of fifteen members consisting partly of officials from various Ministries and partly of technical experts. The latter were eight in number and were nominated on account of special competence.

M. Bourgois informed the Committee that, in consequence of the views that certain members had just expressed, he would recommend to the authorities that one or more women should be included among these eight.

Mr. HARRIS (British Empire) considered that it would be better to postpone the question of the policy of the delegates until the meeting of the Governing Body. If, however, the Committee wished to decide upon their policy immediately, he suggested that it would be more convenient to appoint a Sub-Committee for this purpose.

With regard to the question of non-inflammable films, he was persuaded that a fortune was in store for anyone who could discover a means for the satisfactory composition of such films.

Don Pedro SANGRO (Spain) agreed with the British representative that it would be premature for the Committee to discuss the powers of its representatives at Rome, especially as those representatives had not yet been appointed.

M. ROLLET associated himself with the views of Mr. Harris and Don Pedro Sangro. He wished, however, to inform the Committee that he had ventured to frame a proposal with reference to the policy to be pursued, which he would be willing to submit to the Sub-Committee.

Dame Katharine FURSE rose to put forward a point of view which had not often been presented to the Committee, namely, that of the children and young people themselves. She wondered what was the definition of an educational film. At present, it was assumed that such films should portray travels, historical subjects, etc., but these could be shown in very dull forms.

She would like to emphasise again the point, which she had made before, that only those films which were presented in an entertaining way would attract and interest the children. She also thought that it would be a pity to eliminate the popular and comic films from among those labelled "educational", because she was sure that films such as "Charlie Chaplin and the Circus" could do much for the character development of children. The persistence and courage shown by Charlie Chaplin when he endeavoured to reach the end of the tight-rope, in spite of monkeys, etc., interfering with him, could only produce a good effect and inculcate courage and self-confidence in those who watched him.

M. Martin had raised an interesting point when he had said that a child, when asked what kind of films it liked best, very often gave the answer which it considered would be the most likely one to please the person asking the question.

Dame Katharine thought that the youth organisations might very well be asked to help in this matter, as they were mainly formed of members between the ages of seventeen and twenty-five, who would be able to furnish up-to-date views as to what would be acceptable and suitable as educational films. She would even suggest that the new Institute in Rome might form an advisory committee of such young people for the purpose of, at any rate hearing their ideas.

Professor Léon BERNARD wished to inform the Committee of the fact that it was within the power of administrative authorities to impose regulations in the interests of health, even if such regulations interfered with industrial interests. Certain Paris hospitals had possessed inflammable films and the municipal authorities had insisted upon their destruction, in spite of the valuable scientific needs that these films had met. The main object of the Committee was the creation of security, and it was justified in pursuing this object without being stopped by industrial interests.

It had been said that the number of children employed by the film industry was very small. That, however, was no reason why the Committee should not interest itself on their behalf. It was a fact that the number of women victimised by the traffic in women and children was very small, but the work of the Committee appointed to consider the question was none the less important.

He saw a serious objection to the principle advanced by Dame Katharine Furse. If widely adopted, it might lead to the removal of many important subjects from the school curriculum. To give a personal instance, he himself, when a child, had never very greatly

favoured mathematics and would have been quite prepared to suggest its omission. He considered that the Committee should confine itself to the maintenance of physical and moral safety and health.

Dr. Estrid HEIN (Denmark) thanked M. Martin for the practical form in which he had presented his report. While not denying that films were most fatiguing to the eyes, she doubted whether the weekly visit of children to the cinema had had very serious results.

She accepted the method of procedure proposed by Mr. Harris. Further, she entirely agreed with the views of Dame Katharine Furse.

Miss WHITTON apologised to the Committee for introducing a subject that was not at present under discussion, but her excuse was that a representative of her Association was not able to attend the sessions of the Committee every year. The question of the cinema was one of great importance to Canada. She considered that the influence of the cinema on child criminality was perhaps over-emphasised. The incentives to the actions of child criminals were always complicated and difficult to ascertain.

She agreed with Dame Katharine Furse that, so far, it had been very difficult to discover the type of films that children preferred. A questionnaire had been given to several thousand children of a certain Canadian city upon this subject. They had replied that they preferred good strong pictures and had almost in the same sentence instanced such films as "The Perils of Pauline". She agreed with Mr. Harris that the child was often a keen psychologist and gave a reply calculated to please the adult, and she was entirely in favour of the proposal of Dame Katharine Furse for the consultation of the youth organisations. If the franchise had been extended in many countries to those of twenty-one years of age, surely the members of the youth organisations could be trusted.

The question of discovering a non-inflammable film was a most important one. Up to the present, such non-inflammable films as had been made were not satisfactory from the point of view of a clear vision, and the only result obtained had been that people attended a cinema where the older type of film was being shown.

With regard to the censorship of films, she informed the Committee that, in Canada, all films were censored and that, incidentally, the eight Censorship Offices had proved to be a very profitable branch of the Government Service. She would point out, however, the inefficiency of the present regulation which provided that children should be accompanied by adults to the performances of certain films. She drew the attention of the Committee to the solution that had been arrived at in Great Britain and Italy in the classification of films into two categories, those suitable for adults only, and those suitable for general presentation.

Mme. ROMNICIANO (Roumania) said that the cinema was a factor of great importance in her country, where, owing to the long period of foreign domination, the means of education were seriously deficient. She emphasised the importance of combining education and recreation in films. In the course of the last two winters she had organised special matinées at Geneva for school-children, but she had experienced the greatest difficulty in discovering the right type of film. She would like to remind the Committee of the proposal of her predecessor, M. Ciuntu, that an international agreement should be arrived at for the exchange of films for young people.

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#### FIFTH MEETING.

*Held on Wednesday, March 21st, 1928, at 3 p.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop and Mlle. Burniaux.

#### 74. Cinema : Examination of Further Information supplied by Governments and of the Report submitted by M. Martin (Continuation).

M. ROLLET submitted the text of his proposal, to which he had referred at the last meeting, regarding the instructions to be given to the delegates of the Child Welfare Committee on the Governing Body of the International Cinematographic Institute at Rome.

The text was as follows :

" The delegates of the Child Welfare Committee must on all occasions concern themselves before anything else with the moral protection of children and young persons.

" They will see that all scientific films intended for instruction take account of the impressionability of youth and do not offend against the moral rules and practices of each country.



“ They will seek to ensure that educational films are shown artistically and attractively.

“ They will take measures to eliminate from purely recreational films scenes of passion and crime.

“ With regard to film production they will, as far as possible, prevent children from being employed in studios and will institute enquiries into the ill effects of such employment upon the mind and body.

“ They will endeavour to improve the measures of material or moral security taken in cinema theatres.

“ The Committee reserves the right to issue further instructions to its delegates as soon as it is acquainted with the Institute's rules and, if necessary, to modify these instructions so that they are adapted to the working of the Institute. ”

Mr. Bascom JOHNSON had been impressed by M. Martin's report. It had, however, entirely neglected a very important aspect of the problem, that of the producer, whose views could not be ignored. Many of the conclusions of the report were, therefore, of no practical value.

As far as the inflammability of films was concerned, Mr. Bascom Johnson agreed with the observations made by Mr. Harris at the preceding meeting. No difficulty had been met with in America with regard to the use of inflammable films, because proper safeguards were in constant use.

The resolution regarding censorship was impracticable for it could not be applied in States where censorship was a matter for the local authorities. For example, in the United States of America, there were forty-eight States and it might be quite possible for forty-eight different forms of censorship to be established. The position of the producer would, in that case, become impossible.

It was essential to consult producers, especially with regard to the production of educational films. He would remind the Committee that, in the United States alone, the capital invested in the cinema industry amounted to a billion and a half dollars. Unless the sympathetic co-operation of producers were obtained, the only other method which the Committee could adopt in order to promote the production of educational films would be to ask Governments to subsidise such films. That did not appear to him to be a practical course.

He thought that the Committee should continue its enquiry, but that special reference should be made to the producer.

M. BOURGOIS (France) thought that the proposals of M. Rollet ran directly counter to Article 5 of the draft Statutes of the International Educational Cinematographic Institute, which provided that members should sit in their private capacities. The representatives of the Child Welfare Committee could, of course, make use of the experience which they had gained as the result of its discussions. They could not, however, be given written instructions.

Dr. Gertrud BÄUMER (Germany) raised the question of the emotional effect of the cinema on children. It was difficult at the moment to gauge the effect of the cinema on child criminology. She thought, however, that there was a general tendency to undervalue the sensations and emotions to which children were exposed at the cinema. She had once attended a film performance at Hamburg to which school-children of both sexes had been invited. The film shown had depicted ships being destroyed by a submarine. The children forming the audience had come mostly from the harbour quarter of the town and had therefore been accustomed, from their infancy, to regard the ship as the most useful and admirable object in the world. On witnessing the scenes of destruction, the children had exhibited great emotion, the girls had wept and finally the teachers in charge of the children had been obliged to take them from the cinema.

With reference to the distinction which Miss Whitton desired should be made between films for the young and films for other purposes, when they were submitted to censorship, Dr. Bäumer explained that this distinction was made in Germany. The higher the age chosen, however, the more difficult did the task of censorship become, for it was of doubtful wisdom to tell children that they must be protected from certain classes of films, which they could only be permitted to see when they grew up. It was essential to obtain the co-operation of young people's organisations in connection with the censorship of films for persons under eighteen but great tact and prudence were necessary.

From the point of view of the producers, a centralised form of censorship was essential. In Germany, such a form existed and the local authorities were only allowed to interfere in cases where special local interests were involved.

In Germany, a second censorship was imposed on all educational films and if a film passed this second test it was allowed to be exhibited free of all tax. Producers had shown themselves very anxious to avail themselves of this privilege.

M. MARTIN (France) said he had listened carefully to the criticisms made on his report. Some of them had not convinced him. With reference, however, to Mr. Johnston's contention that the employment of children in the cinema industry was a matter for the International Labour Organisation rather than for the Child Welfare Committee, M. Martin was prepared

to withdraw his recommendations under this heading. It should not be forgotten, however, that considerable information had been collected by the Child Welfare Committee, and he hoped that, when the matter came before an International Labour Conference, the Child Welfare Committee would be consulted and its documentation utilised.

As far as the use of non-inflammable films was concerned, he could not agree with Mr. Harris and Mr. Bascom Johnson. The problem had been almost completely solved, and in two years' time such films would be on the market. Their utility would be discovered by those interested in the film industry, who would certainly make use of them. Apart from this consideration, however, it was the duty of the Committee to concern itself exclusively with child welfare, and it should not allow any financial or other consideration to prevent it from taking decisions which, in its view, were calculated to promote child welfare.

The fourth recommendation, however, did not clash with the interests of producers. It was to the following effect :

“ That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films. ”

There could be no objection to any of the items in that proposal, save possibly the last, and, indeed, the International Cinema Congress held at Paris had adopted that recommendation, except in so far as non-inflammable films were concerned. With regard to those films, M. Martin considered that the Committee should congratulate those who had done their utmost to encourage progress in that field.

In conclusion, he maintained his resolution and, in addition, would support the proposal of Count Carton de Wiart.

The CHAIRMAN, in reply to M. Ito (Japan), thought it unnecessary to refer the various proposals made to a Sub-Committee.

Mr. HARRIS (British Empire) enquired, on a point of order, whether it was necessary to repeat the recommendations passed by the Committee in 1926 and included in the report of M. Martin. Did the Committee want to adopt them again, or did it not rather wish to adopt other recommendations ?

*The Committee decided to maintain the said recommendations.*

The CHAIRMAN asked the Committee to decide upon the proposal made by Count Carton de Wiart at the last meeting regarding the presentation of films in diffused light or in daylight.

Dr. Estrid HEIN (Denmark) was unable to vote for this resolution because she had no knowledge whatever of the effect of this kind of film on children in general, and on their eyes, in particular. As far as she understood the matter, it was necessary to achieve a fixed difference between the illumination of the film itself and that of the surroundings. Experiments had been made, notably in the United States of America and in Germany, regarding the illumination of operating-rooms and certain definite results had been achieved, more especially regarding the illumination of rooms in factories. Provided a suitable illumination in the cinema could be achieved, a very considerable decrease in the number of accidents was to be expected.

Count CARTON DE WIART (Belgium) explained that his proposal was of a very limited nature. It merely drew attention to the advisability of showing films in diffused light and in daylight. Governments could consider the possible utility of such a method.

*The proposal of Count Carton de Wiart was adopted, in the following form, by seven votes to two :*

“ Add the following recommendation to those adopted by the Committee in 1926 :

“ ‘ That attention should be drawn in the various countries to the advisability, from the point of view of the moral and physical protection of the young, of showing films in diffused light and in daylight. ’ ”

The CHAIRMAN put before the Committee the following draft resolution proposed by Don Pedro SANGRO (Spain) and Dr. HUMBERT :

“ The Child Welfare Committee, being desirous of continuing its work concerning the influence of the cinematograph on children in co-operation with the International Educational Cinematographic Institute at Rome, recommends :

“ That, among other studies, a thorough investigation should be undertaken in the near future, among magistrates of juvenile courts on the one hand and experts in child psychology on the other, into the influence of the cinema on juvenile crime. ”

The Marquis PAULUCCI DI CALBOLI (Italy) thought that sufficient information was already available. Too many enquiries should be avoided. Any further investigation made should deal with the influence of the cinema on the emotions of children.

Don Pedro SANGRO (Spain) desired to amend the latter paragraph of his proposal to the following effect :

“ That, among other studies, a thorough investigation should be undertaken in the near future into the influence of the cinema on the emotions or morality of children. ”

In Spain, the cinema had never had any important influence on child criminality. The magistrates of the juvenile Courts had informed him that football and other pastimes had a more unfortunate influence on children.

Mr. HARRIS (British Empire) was unable to support the resolution proposed, or that of Count Carton de Wiart, for he thought that the Committee should proceed with great caution. The establishment of the Institute at Rome was a new development, and it was not possible for the Committee to proceed any further in regard to the cinema until the programme of that Institute was known. He would therefore suggest that the Committee, when drawing up its report, should : (1) Thank the Italian Government for its initiative ; (2) submit its observations on the draft Statutes of the Institute ; (3) refer to the necessity for not neglecting the views of the cinema trade ; (4) undertake to submit to the Institute the documentary evidence at its disposal, with a request for its co-operation ; (5) inform the Institute that it proposed to take no further action until the programme of the Institute was known.

The whole matter could then be placed on the agenda of the next session of the Committee.

He had endeavoured in this way to summarise the views of the Committee. He did not, however, desire to press this proposal if the Committee did not agree with him.

Count CARTON DE WIART (Belgium) proposed that Mr. Harris's proposal should form part of the Committee's report.

*This proposal was adopted.*

After a further exchange of views, Don Pedro SANGRO (Spain) and M. ROLLET withdrew their proposals, but stated that they would submit them at the next session of the Committee.

#### 75. Examination of the Draft Statutes of the International Educational Cinematographic Institute at Rome (Continuation).

On the request of the CHAIRMAN, M. Dufour-Feronce, Under Secretary-General of the League, took his place at the table of the Committee.

The CHAIRMAN informed the members of the Committee that M. Dufour-Feronce had kindly offered to reply to any questions that might be put to him with regard to the Statutes of the International Educational Cinematographic Institute. He explained to M. Dufour-Feronce the suggested amendment to Article 3 of the Statutes that had been approved by the Committee.

M. DUFOUR-FERONCE doubted if this amendment could be made, for it would be contrary to the decision of the Assembly. The Committee could, of course, propose the amendment, but he was not certain that it would be accepted.

The CHAIRMAN then explained to M. Dufour-Feronce the suggested amendment to Article 5 of the Statutes, adding that no definite decision had been reached upon the matter as the Committee did not know the ideas that the authors of the Statutes had had in mind.

M. DUFOUR-FERONCE did not think that it would be possible for the Committee to have more members upon the Governing Body, since the representation of the Committee upon that body had been limited and should not be increased. The Committee might, however, make this suggestion to the Committee on Intellectual Co-operation, which would no doubt discuss it. A definite decision would then be taken by the Council of the League.

The SECRETARY asked to whom it had been intended that the Committee should address its comments upon the Statutes — to the Secretary-General, to the Committee on Intellectual Co-operation or to the Council in its report.

M. DUFOUR-FERONCE replied that comments should be addressed to the Council.

Don Pedro SANGRO (Spain), referring to Article 5, paragraph 2, asked for an explanation of the words “ sitting in a private capacity ”. How far did this apply to other members ?

M. DUFOUR-FERONCE replied that the members of the Committee on Intellectual Co-operation, once nominated as representatives, could not be replaced.

Don Pedro SANGRO (Spain) asked whether this restriction also applied to the Child Welfare Committee.

M. DUFOUR-FERONCE replied in the affirmative.

The SECRETARY asked whether, in the event of the Committee's representative upon the Governing Body ceasing to be a member of the Committee, he would continue to sit on the Governing Body, or whether his successor upon the Committee would also succeed to his position upon the Governing Body?

M. DUFOUR-FERONCE replied that the member in question would be appointed as a representative of the Child Welfare Committee. If his Government were to withdraw him from his position upon the Committee, the Committee would be entitled to claim new representation upon the Governing Body.

M. IRO (Japan) said that the explanation given by the Under Secretary-General to Don Pedro Sangro raised a new point of procedure in the League. Up to the present, any member of a Committee appointed in a private capacity, as, for instance, in the case of the Financial Committee and of the Economic Committee, was entitled to appoint a substitute if he should be unable to attend a meeting. He asked that this new point of procedure should be recorded in the Minutes.

M. BOURGOIS (France) did not agree with the Japanese representative. In the Sub-Committee that had been appointed to consider the scheme of M. Cavazzoni, he, M. Bourgois, had been appointed as a member sitting in a private capacity and not as a representative of the French Government. He would therefore have been unable, had he so desired, to appoint a substitute.

Mr. HARRIS (British Empire) asked whether the Committee's representative upon the Governing Body could be appointed for less than the stated period of five years.

M. DUFOUR-FERONCE understood that a member of the Governing Body would hold office for five years unless the Committee or his Government should appoint a new representative.

COUNT CARTON DE WIART (Belgium) apologised for protracting the cross-examination. With reference to Article 10, he asked whether the words "and Child Welfare Committee" could be added in brackets at the end of the clause.

M. DUFOUR-FERONCE replied that the Committee might frame a proposal to this effect.

The CHAIRMAN, speaking on behalf of the Committee, thanked M. Dufour-Feronce for the information that he had so kindly furnished.

#### **76. Protection of Life and Health in Early Infancy : Further Information Received from the Health Organisation.**

Professor LÉON BERNARD read his report on the work of the Sub-Committee of Experts in connection with the health of infants since the last session of the Child Welfare Committee (document C.P.E. 170).

With reference to the chapter of the report relating to the value of mortality statistics, Professor Léon Bernard explained that the statistics of infant mortality, even in the countries where they were best compiled, left a considerable margin of error. He was in a particularly good position to know how difficult it was to establish, for instance, an exact diagnosis of cases of tuberculosis, and the errors that might be found in these statistics were inherent to their nature. The special work of the Sub-Committee of Experts had been to make individual enquiries, which represented a formidable task, and was only possible thanks to the manner in which the work was organised. As soon as a death was announced, the experts at once proceeded to the place in question and undertook a personal enquiry as to the cause of the death.

Dr. Estrid HEIN (Denmark) considered that it was a matter of great satisfaction to the Committee that work such as the report of Professor Léon Bernard had been undertaken by the League and executed so brilliantly. The first protection that could be given to children was to keep them alive.

Professor LÉON BERNARD said that he would be very pleased to present to the Health Committee the compliments of the Child Welfare Committee, and assured the latter of the warm sympathy of the Health Committee.

Dr. HUMBERT would not dream of making any addition to the report of Professor Léon Bernard but, from the social aspect of the problem, he wished to emphasise the question that was of special interest to the Child Welfare Committee. In document C.P.E. 170, it was said that the Sub-Committee of Experts had not confined itself to the medical aspect of the problem, and that the questionnaire was also concerned with the social aspect. He asked if the Health Committee could transmit to the Child Welfare Committee either the questionnaire or the questions which had been asked from a social point of view. It would thus be easier to realise the manner in which the enquiry had been undertaken and this would facilitate similar enquiries in the future.

In the same document, mention was made of the influence upon the death rate of the standard of education, especially in the case of England, Norway, etc. There was thus not

only a physical factor but also an intellectual one. In many centres, maternity instruction was given at a very early stage by special courses. Dr. Humbert instanced the practical courses that were given by Dr. Devraigne in the Lariboisière Hospital in Paris. It would be of the greatest use to the work of combating infant mortality by means of education if the Child Welfare Committee were to insist upon the extension of practical courses of this kind graduated according to age. This aspect of the question was also of particular interest to the League of Red Cross Societies.

Professor Léon BERNARD said that it was indeed true that social factors, even in the case of adults, played an important part in the question of mortality. However, as far as infancy was concerned, social and medical factors were so closely linked up that it was hardly possible to separate them.

He recalled that the questionnaire had already been presented last year to the Child Welfare Committee. It would, however be very easy to obtain more copies for the use of those whom it might interest.

The influence of maternity education on infant mortality was an essential factor. It should be employed by very different methods, according to local conditions. In the United States, when a birth was declared, the local health administration immediately sent to the mother pamphlets containing advice upon maternity. This procedure was spreading to other countries. There were other methods also, and none of these should be overlooked. The one mentioned by Dr. Humbert was specially interesting.

In connection with this subject, Prof. Léon Bernard remarked that, if the Child Welfare Committee should wish, at a future session, to have a concrete presentation of the methods adopted by Dr. Devraigne, there existed on those methods an educative film with regard to the protection of infancy, entitled "The Future Mother". It was a masterpiece of its kind and had been presented at Paris not only in educational centres but also in public amusement-halls.

Miss RATHBONE was sure that everyone admired the wisdom of the Health Organisation in confining itself to the study of a single problem at a time. She would, however, suggest a fruitful field for further investigation. This was the question of the effect of premature marriage upon infant mortality. The Committee was agreed that early marriage seriously prejudiced the chances of the offspring, but perhaps some of the members did not appreciate the full importance of the problem. She wished to read to the Committee two passages that would emphasise this importance.

The first of these was an extract from the report of the Census of India of 1922, which stated that :

" It could be assumed for all practical purposes that every woman is in the marriage state immediately after puberty and that cohabitation therefore begins in every case with puberty ".

The second passage was from the fifty-fourth Annual Report of the Director of Public Health at Bengal, who stated that :

" Ordinarily, half of the children born in Bengal died before reaching the age of eight years, and only one-quarter reached the age of forty years. As to the causes influencing infant mortality, 50 per cent of the deaths were due to debility at birth and 11.4 per cent to tetanus. "

She thought that the members of the Committee concentrated their attention too much upon the conditions obtaining in their own countries and failed to appreciate the conditions in less-developed countries. It was, however, in the latter countries that the work of the Committee would have the greatest practical effect.

M. Iro (Japan) said that his Government attached the greatest importance to the results of the enquiry undertaken by the Health Organisation. He was glad to notice the geographical extension of this enquiry, and he hoped that its scope would also include the countries of the Far East.

Don Pedro SANGRO (Spain) wished to draw the attention of the Committee to a document annexed to document C.P.E. 128, which contained the results of an enquiry made by the International Association for the Protection of Children. He had been very surprised to notice that the information with regard to Spain consisted only of the mention of a small association at Barcelona. He pointed out that there existed in his country a large official organisation which had been created thanks to the efforts of private enterprises, and Don Pedro Sangro, at the time of the 1925 session, had distributed a pamphlet from which the International Association could easily have drawn its documentation. This Association had correspondents in Spain, among whom was Don Pedro Sangro himself, and it could easily have obtained more exact information with regard to Spain.

Dr. POLLIGKEIT said that he was greatly interested by the statement of Professor Léon Bernard that the enquiry had shown that, in districts in which illegitimate children received the same care and protection as legitimate children, the rate of infant mortality was approximately the same for both classes. He asked for further information upon this subject. In Germany, especially in the large towns, enquiry had led to no such satisfactory result.

Mlle. CHAPTAL (France) said that the information for which Dr. Polligkeit had asked would be placed at his disposal. The results mentioned in the report in question had been obtained in the quarter of Paris inspected particularly by Mlle. Chaptal, where illegitimate children received the same care as legitimate children.

Mr. HARRIS (British Empire) thought that the proposal of Miss Rathbone should be seriously considered. He suggested that the Secretary might communicate with the Health Organisation with a view to ascertaining whether such an enquiry could be made.

*Agreed.*

#### **77. Protection of Children in France Against Tuberculosis : Use in France of the Vaccine B.C.G.**

Mlle. CHAPTAL (France) commented upon the two documents submitted to the Committee (documents C.P.E. 156 and 157), of which the first related to the use of the vaccine of Dr. Calmette against infantile tuberculosis, and the second to the provision of a new home for the young children concerned. Since such remarkable results had been obtained, thanks to this work, it seemed that it would at some time be useful to study these *centres de placement* from the point of view of the measures that may be taken by visiting nurses for the protection of infants. No effort should be spared in order to make the families realise the value of such action. The report that the Health Organisation would present next year would show the results obtained.

Mme. ROMNICIANO (Roumania) stated that the Ministry for Public Health in Roumania was busily employed in finding the means of organising B.C.G. vaccination in the country districts. She would be very glad if Mlle. Chaptal would give her detailed information on this subject.

In reply to a question put by the Chairman, Mlle. CHAPTAL said that in France there had been some 60,000 cases of the use of vaccine B.C.G., some 30,000 cases in Indo-China and it was also used in all the colonies. The note submitted to the Committee by Mlle. Chaptal only gave statistics of the cases which had been closely followed for three years by the Pasteur Institute but, on the whole, the same good results had been obtained. Personally, Mlle. Chaptal believed that it was partly due to the Calmette system of vaccination that the number of deaths of children under one year of age in France during the year had been 14,000 less than last year.

Dr. HUMBERT informed the Roumanian representative that Professor Cantacuzène had specially interested himself in this question and had just published an enthusiastic report on the Calmette system of vaccination. Tests had been made in the Ukraine, Greece, Italy, Germany and Austria and the conclusions were in general agreement with those of Mlle. Chaptal, with the exception of certain inevitable criticisms, as is the case with every great discovery. The statistics compiled in Belgium agreed exactly with those of Dr. Calmette. The international bulletin published by Dr. Humbert would contain, in its next number, an analysis of Dr. Calmette's methods and of the results obtained in France and abroad.

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### SIXTH MEETING.

*Held on Thursday, March 22nd, 1928, at 10.30 a.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop and Mlle. Burniaux.

#### **78. Report of the Legal Sub-Committee: Consideration of two Draft Conventions.**

Count CARTON DE WIART (Belgium), Rapporteur, submitted the report of the Legal Sub-Committee (document C.P.E.175).

The Marquis PAULUCCI DI CALBOLI (Italy) explained that his Government had not yet replied to the questionnaire concerning the two draft Conventions (one regarding assistance and repatriation and the other regarding the execution of maintenance orders), although he had more than once urged it to do so. He would repeat his request.

Miss WALL (British Empire) hoped that the Sub-Committee, as had already been agreed, would : (1) draft the Convention for repatriation as a bilateral treaty ; (2) draft the Convention on relief and assistance as a model general treaty ; and (3) draft the Treaty on the execution of maintenance orders in respect of persons living abroad, in the form of a general convention. With regard to the Treaty on repatriation, she hoped that it would be made clear that it would be recommended chiefly to countries for which this question was an urgent one.

Dr. Gertrud BÄUMER (Germany) said that the whole matter was being examined in Germany by a Conference of States which was particularly interested in repatriation. That Conference would meet again in April, and she thought it probable that the German Government would adopt the principles contained in the Sub-Committee's report.

M. BOURGOIS (France) said that, in view of the very great importance of the questions dealt with by the Sub-Committee, a full discussion would have to take place before the Committee could reach any decision.

COUNT CARTON DE WIART (Belgium) pointed out that the Committee was not called upon to take any decision at the moment. The problem was as yet in an intermediate stage. Two years previously, the Committee had instructed the Legal Sub-Committee to proceed with the drafting of these three model Conventions. The report which he had just submitted was in the nature of a progress report.

In reply to Miss Wall, he said that the Sub-Committee would certainly draft the Convention on repatriation in the form of a model bilateral treaty. It was impossible to draft a general convention of this nature.

The Sub-Committee was also going to draw up a model general Treaty concerning the assistance to be given to minors of foreign nationality. Great progress would be made if an international convention could be adopted on this important subject.

Finally, the Legal Sub-Committee was to draw up a draft general Convention on the execution of maintenance orders. This Convention would cover cases in which parents ordered to pay for the upkeep of their children had left the country. The object of the Convention was to make it possible for such parents to be compelled to pay the sums in question by the courts of the country to which they had gone. The Sub-Committee had not as yet drafted any of these Conventions. It had merely collected information, but hoped that it would be ready to submit the drafts at the next session.

The Marquis PAULUCCI DI CALBOLI (Italy) thought that the question was one of the most important on the Committee's agenda. An international conference would certainly have to be called some time to deal at any rate with some of the subjects mentioned in the Sub-Committee's report.

COUNT CARTON DE WIART (Belgium) agreed. When the preparatory work had been finished, a Conference would have to be summoned.

*The Committee adjourned the discussion to a later meeting.*

#### **79. Juvenile Courts: Examination of Information supplied by the International Prison Commission and Discussion of the Lines of a Future Enquiry.**

M. Simon VAN DER AA, representative of the International Prison Commission, came to the table, and on the invitation of the Chairman, who welcomed him, made a statement on the report prepared by the Prison Commission.

M. Van der Aa said he was happy to accept the kind invitation of the Chairman to attend the present meeting, and that he was at the disposal of the Child Welfare Committee for the purpose of furnishing any further explanations which it might desire to have on the work of the International Prison Commission in connection with the subject under consideration. The results of the enquiry, which the Prison Commission had made by means of a questionnaire sent to the representatives of the various States who sat on the Commission, had been distributed to the members of the Child Welfare Committee in the form of a bulletin containing the reports that had been received.

It seemed that the question at present to be settled was a possible extension of the enquiry. There were two directions in which this could be done. An attempt might be made to obtain information from countries which were not represented on the Prison Commission or which, although they were represented, had not sent any reply to the questionnaire. The alternative was to draw up a more detailed complementary questionnaire for distribution to all countries.

With regard to the framing of such a questionnaire it should be noted that, in view of the great and numerous differences, as between the various countries, in the position of their legislation and in view of the general situation it was not easy to carry out this idea in a logical and practical manner. Among the differences which were shown in the reports contained in the bulletin of the Prison Commission, it would be observed, for example, that there were differences in the organisation of the children's courts, an organisation which was closely connected with the legislative system of each country; there were differences concerning the way in which the procedure was regulated; there were differences in the penalties imposed and in regard to the steps to be taken in criminal and civil cases; there were also very considerable differences in regard to the age up to which a person might be judged by a children's court, and there were differences in regard to the composition of the court.

The International Prison Commission desired, as a beginning, to give a simple and brief summary which should be clear and precise. Naturally, that work might be completed. It would certainly be a matter for congratulation if the Child Welfare Committee, considering that the enquiry deserved to be enlarged, should agree to participate.

In reply to Mme. Romnicioano (Roumania) M. Simon Van der Aa explained that there was no representative of Roumania on the International Prison Commission, and that, though the Roumanian Government had more than once been approached and had expressed its intention of appointing a representative, it had not so far done so, and had not therefore received the questionnaire. Roumania had been represented at the International Prison Congress held in London in 1925, and this could no doubt be considered as a proof of its interest in prison work. M. Van der Aa would be grateful if Mme. Romnicioano would draw the attention of her Government to the desirability of sending a representative to sit on the Commission.

Mme. ROMNICIANO (Roumania) undertook to forward the suggestion of M. Van der Aa.

Mr. HARRIS (British Empire) said that the question was of the greatest importance, for it formed the basis of a great deal of work in connection with child welfare and affected a large number of children. Indirectly, it also affected crime, because, if juvenile courts did their work satisfactorily, the whole problem of crime was greatly affected thereby.

He was grateful to the International Prison Commission for its very valuable report, and he greatly appreciated the careful manner in which it had been printed and presented. He had not yet had time to read the report as carefully as it deserved, but it appeared to be very well arranged and had obviously been written by persons with a real knowledge of the facts.

It dealt, however, only with twenty-two countries, and there were some notable omissions, particularly the United States and Canada. The development of juvenile courts in those two countries was greater than anywhere else in the world, with the possible exception of New Zealand, which was also not mentioned. He hoped that information regarding these important countries would be published in a supplementary report.

The report, too, only dealt with certain aspects of the work of the juvenile courts, and made no reference to the auxiliary services. Mr. Harris understood this to be due to the fact that the questionnaire had been strictly limited in scope. He hoped that the further enquiry to be undertaken would result in information being obtained regarding the auxiliary services. It was necessary not only to know the legal basis of juvenile courts but also to obtain a full and accurate picture of the way they worked — for example, the buildings in which they were housed, the attitude of the magistrates, the general atmosphere of the courts, etc. It was doubtful whether Governments could supply such information, and therefore perhaps other means could be used than the despatch of a questionnaire.

In view of the fact that the report had only just been received, the Committee could scarcely decide at once on the lines of the new enquiry. Mr. Harris understood, however, that the International Prison Commission was going to consider this point. This appeared to him to be not quite in accordance with the agreement reached with the Child Welfare Committee last year, which laid down that the Child Welfare Committee should carry out subsequent enquiries. It was unnecessary for two organisations to conduct the same enquiry. The decision, therefore, reached by the Committee at its last session should, he thought, be maintained.

In conclusion, he would submit the following draft resolution :

“ The Child Welfare Committee has examined the report of the enquiry about juvenile courts made by the International Prison Commission and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has presented.

“ As explained in the report of the Committee of last session, it has been arranged that in future the International Prison Commission should leave any extension of this study to the Child Welfare Committee.

“ As the report of the Commission was only recently circulated to the Child Welfare Committee, the members have not had sufficient time to consider it fully and are not, therefore, in a position to determine the exact line on which further enquiries should be made. The Committee decided to appoint a Rapporteur to present a report at its next session. ”

M. ROLLET wished to pay a tribute to the work of the International Prison Commission and to the admirable report which it had presented. On pages 4 and 5 of that report there was to be found a clear statement of the principles upon which juvenile courts were based. Those principles had been laid down at the International Prison Congress, in 1910, held at Washington, and were : (1) That children should not be treated on the same footing as adult criminals ; and (2) that special magistrates should be appointed to preside over juvenile courts.

He would also recommend the Committee to consult the interesting work written by M. Pierre Nisot which contained a great amount of information on the United States of America. He would pay a special tribute to that country, for it had been the first to establish juvenile courts and had thus set an example. France had adopted this system as late as 1906, and he well remembered working during that year with the Marquis Paulucci di Calboli and later with Count Carton de Wiart and M. Jaspar.

Germany had set up her first juvenile court in 1908, at Frankfort. In 1911, an International Congress had been held, and in 1912 the first French legislation establishing juvenile courts had been passed.



He agreed with the proposal of Mr. Harris concerning the extension of the enquiry. The work should not be begun, however, until after the next Congress of the International Child Welfare Association, which was to meet in July at Paris, and which would discuss juvenile courts, with special reference to the auxiliary services. He hoped that the Roumanian representative would attend that Congress.

Dr. Gertrud BÄUMER (Germany) would also pay a tribute to the report, which was of the greatest use. It dealt, however, only with the legal aspects of juvenile courts, and for the purposes of the Committee, information regarding the auxiliary social services would be extremely useful. These services were officially recognised in German law. She did not think that it would be difficult to get information regarding them and the manner in which they worked. In Germany, the social services consulted with the judge presiding over the case and gave their views not only regarding the penalty but also concerning the form of supervision to which the delinquent was to be subjected afterwards. The work of the auxiliary services in connection with the juvenile courts was so important that it was essential to enquire into it. The Committee could either appoint a Rapporteur for this purpose or take some other step to achieve the same object.

Mr. Bascom JOHNSON thanked the International Prison Commission for its useful and valuable report. The Child Welfare Committee should certainly keep the matter of juvenile courts on its agenda, for it touched, in many respects, on the question of child welfare. The auxiliary social services were of great value to juvenile courts. They had been widely developed in the United States and in Canada. Information about them would therefore be of great use. He supported the proposal of Mr. Harris.

- Mme. ROMNICIANO (Roumania) said that Princess Cantacuzène would represent Roumania at the Paris Congress of the International Child Welfare Association. Roumania possessed legislation regarding juvenile courts dating as far back as 1894. It had been revised in 1921, 1923 and 1926. The courts worked very well. Roumania would certainly reply to the questionnaire, for the subject was of great interest to it.

Dr. POLLIGKEIT supported the suggestion of Dr. Bäumer. In his capacity as probation officer of the Frankfort court since its foundation, he was fully aware of the great importance of the auxiliary social services. The enquiry should therefore be extended to discovering the manner in which such services worked in the various countries.

There were two main groups of young delinquents — those who lived apart from their families and those who were of foreign nationality. As regarded the first class, they consisted of young persons who had come to the town from the country, had lost their employment and fallen into crime. The great problem was to know what to do with them in order to prevent them from continuing a criminal life after they had once been punished. They could not be helped by their families as was the case with delinquents resident with families in towns, because their family was not available. At the moment, insufficient interest was shown in this class of delinquent. In Germany, something was done for girl delinquents of this kind, but very little was done for boys. The question was, he thought, one of international interest.

As far as foreign child delinquents were concerned, the matter was equally important. He could quote the case of a young Austrian who had first been condemned by a German juvenile court in 1909. That court, however, because he was a foreigner, had not been able to submit him to compulsory education. Two years later, it was discovered that he had in the meanwhile received twenty-six convictions, the last resulting in a term of imprisonment. It was necessary, therefore, to discover what procedure was applied in courts in the case of aliens. It was known that this procedure differed greatly according to countries.

Count CARTON DE WIART (Belgium) congratulated the International Prison Commission on its report, which was of great value. The report drawn up at the same time by M. Nisot gave much useful information. There were three general tendencies to be noted in connection with juvenile courts. First, a general tendency to raise the age at which persons were liable to be tried only by such courts. In Belgium, it was a question of raising the age from sixteen to eighteen years. There was also a general tendency to appoint a single judge; the third tendency was for that judge to preside both in penal and civil proceedings.

M. Rollet had recalled the origin of juvenile courts. The Committee should not forget that in this respect an enormous debt was owed to America. Nothing could have been changed in Europe without America's example. He had in 1904 visited the United States and seen the courts in action. He had been astonished at their efficiency. In 1905, his wife had made a report at the Congress of Liège which had marked the first step towards the establishment of juvenile courts in Europe.

With regard to the proposal of Dr. Gertrud Bäumer, supported by several members, concerning enquiries into the auxiliary services, Count Carton de Wiart fully agreed that the effectiveness of the judge depended in a great degree on the co-operation of those services. Such an enquiry would therefore be of great interest, and perhaps the funds generously offered by the American Social Hygiene Association could be used for the purpose.

M. AMADOR (Spain) thought that the enquiry should undoubtedly be continued on the lines suggested. The exact details could be decided later. Account would have to be taken of the important results already achieved in various countries. It was to be noted that there was a great difference in the jurisdiction of juvenile courts, some being considerably more powerful than others.

It would also be of interest to enquire into the steps taken to deal with juvenile offenders who were guilty of further offences.

He was glad to note a tendency to raise the age-limit. In Spain, full criminal responsibility only began at the age of eighteen.

Spain took great interest in the auxiliary services, for it had a highly developed system of juvenile courts. He gave, as an example, details of the course of studies imposed by the juvenile court of Madrid. This course was for the use of persons who were to form part of the auxiliary services in connection with juvenile courts. The course included the physiology and health of the child, psychiatry, general psychology, the special psychology of the child, legislation protecting children, professional vocations, etc.

Dame Katharine FURSE said that the organisations which she represented would warmly welcome the proposed enquiry. The organisations of Boy Scouts and Girl Guides were already doing everything they could to help delinquents who had passed through juvenile courts. Special companies of Girl Guides had been formed of girls who had been in trouble and they were drafted into other companies with the object of causing them to mix with steady girls and thus obtain a new start in life. Some difficulties, however, had been experienced. Parents, for example, often objected to a girl who had been in trouble and convicted in a juvenile court being drafted to a company of which their own children were members. This was a sound objection in the case of girls under sixteen, but did not hold good above that age. Further, there was a general disinclination to use unpaid workers to any large extent, though the unpaid worker could often help the paid official. It was maintained that the unpaid worker was not regular or conscientious. This was often due to the fact that he or she was given the dulllest form of work and no effort was made to use and maintain his or her interest. There were, however, 30,000 or 40,000 unpaid workers in Great Britain alone connected with Girl Guides, and they were devoting a great deal of their time to work in connection with juvenile courts.

The enquiry suggested, therefore, would be greatly welcomed by the organisations, for they would then be enabled to discover how they could best be of use.

Dr. Estrid HEIN (Denmark) had no personal experience of juvenile courts because there were none in Denmark. As the report of the International Prison Commission, for which she was very grateful, had stated, there was another system in use in Denmark, consisting of guardian councils which worked in close co-operation with the ordinary courts. The courts dealt with offences committed by children and young persons only in the presence of one of the guardians. The system in Denmark was working very satisfactorily and there was no necessity to change it. Dr. Hein was, of course, convinced that to specialise in child psychology was a wise proceeding. She was glad to know that the age of the persons liable to be dealt with by juvenile courts was on the whole being raised.

She thought that it would be wise to apply more or less the same system to adults. The treatment of criminals would undoubtedly develop along those lines in the future.

She supported the proposal of Mr. Harris. The Committee should certainly go further regarding the social services connected with juvenile courts.

M. Simon VAN DER AA thanked the Committee for its appreciation of the work done by the Prison Commission.

Replying to Mr. Harris's question, he explained that the absence of any reference to Canada in the report was due to the fact that Canada was not represented on the Commission. As regarded the United States of America, the American delegate had not sent in a reply, no doubt owing to the fact that the organisation of juvenile courts, coming as it did under the individual States, was very complex. A reference to America would, however, be found in the opening passage of the report, showing what America had done in the past.

Mr. Harris had also enquired whether the Prison Commission proposed to hand over the enquiry to the Child Welfare Committee when all replies to the questionnaire had been received. M. Van der Aa would draw attention to the following passage in the Minutes of the third session of the Committee :

“ The latter would then be glad to send the results of its work to the Child Welfare Committee, which could decide whether it was desirable or not to ask further questions or to do something else to fill up the spaces which remained or to complete in such-and-such a way the work undertaken. ”

M. Simon Van der Aa thought that such collaboration between the Child Welfare Committee and the International Prison Commission would be particularly useful.

This showed that the Commission did not intend to abandon the enquiry, but rather wished to establish with the Child Welfare Committee a form of co-operation which would be of advantage to both parties.

As regards M. Rollet's historical review, he would like to add one word to fill in a gap; M. Rollet had omitted to mention the prominent part he himself had played in the movement, in particular, at the Congress held in Paris in 1911.

The work of the auxiliary services referred to by Dr. Bäumer had not been brought out in the work of the Commission because of the scope of the reports, but the connection of associations, societies and of private individuals with the work of the juvenile courts had been referred to in a general way.

When speaking of the difficulties of continuing the enquiry, he had not intended to suggest that they were insuperable. Nevertheless, it seemed to him that the questionnaire method, which was adapted rather to the investigation of legal and administrative questions, should be abandoned in dealing with matters such as that referred to by Dr. Bäumer. In such cases, a complete description of the institutions was necessary and this could not be obtained by a questionnaire.

In conclusion, he would repeat that the Prison Commission and he himself remained entirely at the disposal of the Child Welfare Committee for any information required.

Mr. HARRIS (British Empire) said that he was glad to have this explanation from M. Van der Aa, which cleared up the position. In view of what had been said, a slight amendment to the second paragraph of his draft resolution would be necessary, but this was a minor matter and the change could easily be effected.

M. BOURGOIS (France) pointed out that one of the great difficulties which the Committee had encountered was the abundance of material to be considered. He thought that the Committee should welcome the assistance of such a body as the Prison Commission. He suggested, therefore, that the Prison Commission be thanked for the admirable piece of work it had done and be asked to continue its investigations.

Miss WHITTON said that, in 1926, Canada, through its Government delegate, had objected at the Fifth Committee to the study being made by the Prison Commission on the following grounds: that Canada did not belong to the Commission but did belong to the Child Welfare Committee; that it considered the juvenile courts to be a social agency; and that it was repugnant to its social legislation and public opinion to include the juvenile courts in a prison enquiry. That was why Canada did not co-operate.

M. SIMON VAN DER AA explained that the absence of any report from Canada was due, apart from the failure to reply, to the fact that, since Canada was not represented on the Commission, it had not been possible to approach it in the matter.

The CHAIRMAN thanked M. Van der Aa, on behalf of the Committee, for the very thorough and conscientious piece of work submitted. He was glad that all misunderstanding had been removed.

Finally, he drew attention to a pamphlet by Dr. Alfred Silbernagel, dealing with Swiss legislation on the subject of child welfare. This document might perhaps be considered when the enquiry was continued.

He suggested that the general discussion on the question might be closed and that a decision should be taken on the draft resolution at the end of the afternoon's meeting.

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## SEVENTH MEETING.

*Held on Thursday, March 22nd, 1928, at 3.15 p.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop and Mlle. Burniaux.

### 80. Nomination of a Representative of the Committee upon the Governing Body of the International Educational Cinematographic Institute.

The CHAIRMAN asked whether the Committee wished to nominate only one member, or whether it wished to elect three in view of a possible amendment of the Statutes.

COUNT CARTON DE WIART (Belgium) said that, as the Committee had asked for three members, it might proceed to elect them.

The CHAIRMAN pointed out that there was a possibility that the Committee would have only one representative upon the Governing Body, and he therefore proposed that the three nominees should be elected in order of preference.

Count CARTON DE WIART (Belgium) reminded the Committee that the Governing Body would have to consider differences of nationality, and that there would be seven representatives of the Committee on Intellectual Co-operation. Provision should be made for a margin of adjustment.

Mr. HARRIS (British Empire) considered that one representative should be chosen definitely, and the two others in order of preference. He proposed as definite representative Don Pedro Sangro. His appointment was specially indicated by the fact that Spanish was to be an official language of the Institute.

The CHAIRMAN explained that Mr. Harris had anticipated the proposal he had intended to make regarding Don Pedro Sangro. The choice was an excellent one, both on account of the zeal that Don Pedro Sangro had always shown in the work of the Child Welfare Committee and of the interest which His Majesty the King of Spain took in all questions relating to child welfare. His election would give great pleasure to the Committee.

Don Pedro SANGRO (Spain) *was unanimously elected.*

Don Pedro SANGRO (Spain) said that he could not sufficiently express his gratitude to the Committee, and he would endeavour faithfully to interpret its views to the Institute. He would not fail to inform his Government of the important position that he would occupy as representative of the Committee upon the Governing Body, and he considered that the Committee's action could be regarded as a further appeal, on the part of the League, to Spanish co-operation. He was glad to say that there was a reciprocity of sentiment in his own country, for he understood that it had been decided by the Council of Ministers that Spain would continue its Membership of the League.

The CHAIRMAN said that Don Pedro Sangro had been elected both for personal merit and on account of the sympathy of the League toward his country. Speaking on behalf of the Committee, he expressed its sincere and keen satisfaction at the news that Don Pedro Sangro had just announced.

The Chairman reminded the Committee that it still had to appoint two other possible members.

Dr. Estrid HEIN (Denmark) proposed Dame Katharine Furse as the representative of youth.

The Marquis PAULUCCI DI CALBOLI (Italy) said that unfortunately the representative of the Committee must be chosen from among its members and not from among the Assessors. If the case had been otherwise, he would himself have made the above proposal.

Mr. HARRIS (British Empire) proposed Dr. Gertrud Bäumer. As Dr. Estrid Hein had said, it would be fitting that a woman should have a place upon the Committee.

The CHAIRMAN agreed with this proposal. As the third representative he proposed Count Carton de Wiart.

Dr. Gertrud BÄUMER (Germany) and Count CARTON DE WIART (Belgium) *were unanimously elected* as second and third choice for contingent representatives.

Dr. Gertrud BÄUMER (Germany) was very grateful to the Committee for the honour that it had done her, especially as she was a new-comer, who had not as yet deserved this mark of confidence.

Count CARTON DE WIART (Belgium) thanked the Committee for its complimentary nomination. He shared, however, the general wish of the Committee that a woman should, if possible, be included among the representatives of the Committee on the Governing Body, and he accepted his appointment only in view of the fact that it was contingent.

**81. Juvenile Courts : Examination of Information supplied by the International Prison Commission and Discussion of the Lines of a Future Enquiry (Continuation) : Discussion of the Draft Resolution presented by Mr. Harris and amended by Dr. Bäumer.**

The CHAIRMAN opened the discussion on the following draft resolution presented by Mr. HARRIS (British Empire) and amended by Dr. Gertrud BÄUMER (Germany).

"The Child Welfare Committee has examined the report of the enquiry about juvenile courts made by the International Prison Commission and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has presented.

"As the report of the Commission was only recently circulated to the Child Welfare Committee, the members have not had sufficient time to consider it fully and are not, therefore, in a position to determine the exact line on which further enquiries should be made. The Committee decided to appoint a Rapporteur specially instructed to submit proposals as to the form in which enquiries into the auxiliary service of juvenile courts could be pursued."

The Marquis PAULUCCI DI CALBOLI (Italy) supported the draft resolution. He suggested that the words : " The Committee decided to appoint a Rapporteur " should be altered to the words: " The Committee decided to appoint two Rapporteurs ". He also suggested that their report should be made after consultation with the International Prison Commission. As Rapporteurs he proposed Dr. Gertrud Bäumer and M. Rollet.

Dr. Estrid HEIN (Denmark) supported the amendments of the Italian representative. She asked whether it would not be wise to appoint as a third Rapporteur a citizen of the United States or of Canada, in order to obtain more exact information on conditions in those countries. She proposed Miss Lathrop.

Miss WHITTON strongly supported the proposal of Dr. Hein. Miss Lathrop was extremely well acquainted with conditions in Canada, and she had had much experience of the work of social agencies, both before and after the war, in Europe, in North and South America and in India. If the Committee honoured her, she for her part would honour the Committee.

The CHAIRMAN reminded the Committee that at present the drafting of the text was the chief matter under discussion. He considered that the first sentence of the second paragraph gave an inexact impression of the position of the Committee.

Count CARTON DE WIART (Belgium) proposed that the sentence in question should be deleted, and that the last sentence should read :

" The Committee decided to appoint two Rapporteurs to submit proposals, after consulting the International Prison Commission ", etc.

*The draft resolution as amended by Count Carton de Wiart was adopted in the following form:*

" The Child Welfare Committee has examined the report of the enquiry about juvenile courts made by the International Prison Commission, and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has drawn up.

" The Committee decided to appoint three Rapporteurs to submit proposals, after consulting the International Prison Commission, regarding the form in which an enquiry into the different auxiliary services of juvenile courts could be pursued. "

Dr. Gertrud BÄUMER (Germany), Miss LATHROP and M. ROLLET were unanimously appointed Rapporteurs.

## 82. Disposal of the Gift of \$5,000 offered by the American Social Hygiene Association: Proposal by the Sub-Committee.

The following proposals made by the Sub-Committee were read :

" The Child Welfare Committee has considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association, and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger.

" The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid not only to institutional treatment but also to all the services which can be rendered to the child in its own home<sup>1</sup>.

" The Committee realises that this is a large problem, which must take a long time to investigate thoroughly, but it thinks that, with the money at its disposal, a start can be made on the basis of which a valuable investigation can be gradually built up.

" The Committee therefore recommends the following procedure :

" 1. That seven or eight countries should be selected for the purposes of a preliminary study, and the Governments of these countries should be invited to afford facilities for the purpose.

" 2. That the study should be made personally by a member of the Social Section, or some other competent person attached temporarily to the Section, in co-operation with one or more persons whom the Government of each country selected should be

<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field.

asked to nominate. Care should be taken to secure close consultation not only with official bodies but with voluntary societies and workers who are concerned with these problems.

“ 3. The subject of the study should be to ascertain to what extent children who, owing to their surroundings, appear to need protection against moral and social dangers are being provided for, and the results which can be obtained by the various methods employed.

“ 4. That on the results of this preliminary study the lines of any further enquiries should be determined. ”

The CHAIRMAN said that the paragraphs of the proposal would be considered in turn.

*Paragraph 1.*

COUNT CARTON DE WIART (Belgium) considered that the enquiry was so vast and its frontiers were so indefinite that it would be hard to discover its beginning or its end.

With regard to the form of this first paragraph, he proposed that the words “ It had decided that the money can be most usefully employed ” should be altered to “ It has decided that the money shall be employed ”. He considered that this form would be preferable since the Committee had arrived at a definite decision.

Miss WHITTON doubted whether this alteration could be made. The final decision as to the employment of the gift rested with the Council of the League and with the American Social Hygiene Association.

The CHAIRMAN asked the opinion of Mr. Bascom Johnson upon this point.

Mr. Bascom JOHNSON considered that the original text was the more satisfactory.

*Paragraph 2.*

COUNT CARTON DE WIART (Belgium), referring to the last line of the paragraph, asked for an explanation of the words “ all the services which can be rendered to the child in its own home ”.

Mlle. CHAPTAL (France) considered that the Sub-Committee had had in mind the material and moral care that could be given to children, as, for instance, by the visiting nurse.

*Paragraph 3.*

*No observations.*

*Paragraph 4, sub-paragraph 1.*

*No observations.*

*Paragraph 4, sub-paragraph 2.*

M. BOURGOIS (France) suggested that the sub-paragraph should commence with the words “ that the study should be made personally by a competent person ”.

Mr. HARRIS (British Empire) had no objection to the suggestion of M. Bourgois. He considered that to the words “ a competent person ” should be added the words “ appointed by the Council of the League of Nations ”.

COUNT CARTON DE WIART (Belgium) asked why the Committee could not itself appoint the person to conduct the enquiry.

M. HARRIS (British Empire), rising to a point of order, said that it was for the Council of the League of Nations to make this appointment.

M. BOURGOIS (France) said that, in practice, the Committee made the nomination, although its choice was submitted to the Council for approval.

Mr. HARRIS (British Empire) considered that it would be much better for the Council to make the appointment. The Committee met only once a year, whereas the Council met four times.

The CHAIRMAN considered that the British representative had just pointed out a rather grave difficulty, which must be settled if the Committee was not to run the risk of losing a year.

COUNT CARTON DE WIART (Belgium) considered that the Committee, being an organism of the League of Nations, was perfectly competent to make the appointment itself.

Mr. Bascom JOHNSON said that he had refrained until now from making any suggestion on account of his dual capacity. He considered, however, that the Secretary, having a permanent position in the Committee, would be the best qualified to decide the matter.

Mr. HARRIS (British Empire) proposed that the nomination should be left to the Secretary-General.

The SECRETARY regretted that she had been called away during the previous discussion. She pointed out, however, that it would effect a considerable economy if one of the members of the Secretariat, who would already be drawing a fixed salary, were empowered to make the investigation. She reminded the Committee that the usual rate of subsistence allowance for a League Commissioner conducting an investigation was 70 gold francs per day. This would be a big drain on a small sum. It would be sufficient to say that a member of the Secretariat should make the investigation. The Secretary-General had entire control over the disposal of the staff of the Secretariat and would therefore choose the most suitable person to undertake the enquiry.

Miss WHITTON considered that it would be disastrous to make the appointment immediately, since the lines of the enquiry had not yet been determined.

After a short adjournment, the CHAIRMAN submitted the following proposal which had been made to him: The nomination should be made by the Council on the recommendation of the Secretary. A choice should be made of a Rapporteur in each of the countries to be selected and a maximum sum put on one side for this purpose. At the end of each year, each of these Rapporteurs would present his report to the Committee. If this method were adopted, a considerable economy would be effected.

Dame Katharine FURSE asked for elucidation upon the point whether the enquiry in each country would be made by a member of the Government of that country or by a private individual.

The CHAIRMAN replied that the Committee had no wish to ask any member of a Government to undertake this enquiry. Everyone knew that official truth was not always the bare truth.

Mr. HARRIS (British Empire) pointed out that, although the Sub-Committee, after three days' discussion, had reached a unanimous conclusion upon this matter, an entirely radical change was now suggested. If reports by individual persons were substituted for those of a single investigator, the enquiry would lose greatly in scientific value.

The Marquis PAULUCCI DI CALBOLI (Italy) and Mme. ROMNICIANO (Roumania) associated themselves with the views expressed by the Chairman.

Dr. Gertrud BÄUMER (Germany) considered that the essential points of the enquiry would be a clear definition of the lines of study and central direction of this study. If there were a member of the Secretariat in a position to give the essential direction, she would be prepared to concur in the proposal of the Chairman.

Dr. POLLIGKEIT reminded the Committee that there were in each country social organisations which interested themselves in the question of juvenile courts. He thought that the Secretariat might consult these organisations, and he suggested that it should ask them to draw up a programme of study.

Miss RATHBONE was of opinion that the conduct of the enquiry by a single person would not entail very great expense. He would devote a large portion of his time to framing the plan of study. He would suggest which organisations he would consult, would visit them personally and would then return to the Secretariat in order to receive their replies.

Mr. Bascom JOHNSON pointed out that the Committee, having dismissed biological education as a subject of enquiry, was now proposing entirely new subjects. It would be for the American Social Hygiene Association to decide whether these subjects were within the field of social hygiene. He entirely supported the view that the enquiry should be conducted under a unified control, and he considered that this form of enquiry would be the most welcome to the Association. The same objections applied to Association truth as applied to Government truth.

Another important point was that the Committee should be unanimous as to the choice of the subject of study.

Don Pedro SANGRO (Spain) proposed that the Association should be asked what were the exact conditions of its gift and that the matter should be adjourned until the next session.

Dr. Estrid HEIN (Denmark) considered that a Rapporteur could easily be found in each country to do the work on a voluntary basis.

Mr. HARRIS (British Empire) proposed that, as no agreement had been reached as to either the nature or the method of the enquiry, the Secretary should be asked to communicate with the American Social Hygiene Association and ascertain its views upon these points.

Miss WHITTON was strongly opposed to the postponement of the matter until next year. She considered that, after the efforts of the Sub-Committee to arrive at a decision and the long discussion on the matter by the entire Committee, some definite agreement should be reached.

The SECRETARY wished to give a short historical survey of the subject. At the 1925 session of the Committee, Miss Grace Abbott, speaking on behalf of the American Social Hygiene Association, had offered its gift to the Committee. A letter from Dr. Snow had

been read which clearly stated that the gift was to be employed for a purpose within the field of social hygiene. It was agreed that, since the Committee had been so recently established, the allocation of this gift should not be decided until it had reached a later stage of its existence. The Committee had recommended to the Council the acceptance of this gift. She herself had been present at the meeting of the Council at which the matter was considered, and she was certain that the Council had intended that the Committee should determine how the money should be spent, always subject to the one proviso stated in Dr. Snow's letter that the enquiry should be "within the field of social hygiene".

The question, therefore, before the Committee was whether the proposal it contemplated was or was not within the field of social hygiene.

Mr. Bascom JOHNSON pointed out that the notification of the conditions of the gift had been by no means sudden. They had been clearly defined three years ago. The Association had not intended unduly to limit the terms of the gift for, at the time when it was offered, there had been several items on the programme of the Committee which related to social hygiene. The consideration of these items had gradually been relegated to other organisations. Accordingly, at this session, the Association had indicated certain remaining subjects connected with social hygiene. The Committee had decided not to pursue the study of these subjects and the Association had acquiesced in that decision.

He had been asked to give a definition of social hygiene. In America, this term was understood as including all questions relating to the right or wrong use of sex and to the results of the wrong use of sex.

The Association did not wish to nominate the investigator. It would much prefer that he should be nominated by the Council upon the recommendation of the Social Section.

He considered that it was clear from Dr. Snow's letter that the Association had now the right to withdraw its offer, but, if the argument just advanced by the Secretary were explained to the Association, it was possible it would consider it as valid. If the proposal of the Sub-Committee were accepted, he would himself emphasise its importance to the Association. While the Association would seriously consider any proposal of the Committee, he believed that, if this proposal were the one which he had just mentioned, the attitude of the Association would probably be favourable.

*The discussion was adjourned to a later meeting.*

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## EIGHTH MEETING.

*Held on Friday, March 23rd, 1928, at 10.30 a.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop, Mlle. Burniaux and Dr. Polligkeit.

### 83. Departure of Dr. Polligkeit.

On the proposal of the CHAIRMAN, *the Committee decided to send a letter of sympathy to Dr. Polligkeit*, who had had to leave Geneva suddenly owing to the illness of his wife.

### 84. Blind Children : Examination of the Report of Members of the Committee and Consideration of the Desirability of making Further Enquiries.

Dr. HUMBERT introduced Mr. Lewis H. Carris, who desired to give certain explanations to the Committee regarding the proposed formation of a new organisation.

Mr. CARRIS said that he had come to Europe at the request of the League of Red Cross Societies to prepare a statement on the prevention of blindness. In America, an organisation had existed for some fifteen years with this object. It did not concern itself with those already blind but only with preventing the disease.

He was now investigating the possibility of organising a new association to deal with the international aspects of the prevention of blindness.

Dr. Snow had consulted the League of Red Cross Societies in Paris, and the American Association had sent Mr. Carris to Europe with the same object. He had drawn up, with the assistance of Dr. Humbert, a report on the international aspects of the prevention of blindness. That report was in the nature of a programme. It dealt with the activities of all social organisations, both official and voluntary. In this connection, he would remind the Committee that those organisations differed widely in scope. For example, the International Labour Office could be included among their number since it dealt with blind labour; the Health Organisation of the League also, for obvious reasons; and the Child Welfare Committee because it dealt with the welfare of blind children. The report was not scientific or complete, though every statement contained in it had been verified. There were many items, however, which would have to be added after further enquiries had been made.



The estimate included in the report of the total number of blind persons in the world was six million, but about treble that number were afflicted seriously with defective vision. These statistics were only approximate, as no figures were accurate, even though taken from census returns.

No accurate definition of blindness existed. The British definition was the best from the sociological point of view.

The major causes of blindness had disappeared from Western countries. The main causes were now trachoma, venereal disease, smallpox, glaucoma, etc., and also accidents. In industrial countries the latter cause was very common. In America, for example, it ranked second, and was, unfortunately, on the increase.

The report contained a reasoned statement in favour of the organisation of an international institution for dealing with the prevention of blindness. No definite conclusions regarding that institution had, however, been reached.

The report was submitted to the Child Welfare Committee with the object of placing before it all information available, and in order to obtain criticisms and suggestions. He hoped that, if the new organisation were founded, it would co-operate closely with the Child Welfare Committee.

M. AMADOR (Spain) quoted the last paragraph of the report on Spain, which was to the following effect:

“The latest information we have received in regard to the protection of the blind refers to the resolution recently adopted (February 1928) by the Council of Ministers concerning the formation of a National Association of Homes for the Blind, the first of which will be installed in the buildings belonging to the Barañain Foundation, near Pampeluna. We are informed unofficially that it is proposed to open a number of homes in various parts of Spain. We trust that this information is correct and that the work will soon be completed; this hope, indeed, is fully justified by the zeal displayed by all who are in any way connected with the matter.”

From this it would be seen that a certain amount of progress had been achieved. The institute for the blind referred to had been established by an order appearing in the *Official Gazette* of March 14th, 1928. Similar institutions would be established elsewhere in Spain, and their upkeep would be paid for out of a special tax on narcotic drugs, which, the Committee would remember, were a monopoly of the Government.

The Marquis PAULUCCI DI CALBOLI (Italy) said that there was another class of child worthy of study, that of deaf-and-dumb children. These were three times as numerous as blind children. He proposed, therefore, that attention should be paid to them and the subject placed on the agenda of the Committee.

Dr. Estrid HEIN (Denmark) had listened with great interest to the observations of Mr. Carris. She had also read the report referring to the possibility of co-ordinating the various international efforts made for the prevention of blindness. Her first impression had been that these organisations should be asked to deal with the whole question of blindness but, after reflection and after the observations of Mr. Carris, she thought that the League, which was formed of Governments, might perhaps be able to be of great help to the proposed new organisation.

She warmly supported any steps which could be taken for the prevention of blindness or for the relief of blind persons. Anyone who had been in contact with the blind knew the terrible burden that they had to bear. The information contained in the replies to the Committee's questionnaire concerned only six countries, and it had arrived too late to enable her to give it any detailed study. It was essential, however, not to treat so terrible a problem superficially.

There were two aspects of the problem to which she desired to draw the Committee's attention. The first was the difficulty of discovering blind persons. Even census returns were inaccurate. There was the greatest difficulty in obtaining information regarding blind persons. People did not know exactly what was meant by blindness and parents frequently did not like to give up hope regarding their children and therefore did not report them to be blind. For example, in Denmark, the latest census figures showed the number of blind persons to be 1,496, but from figures obtained from the consultation of priests, doctors, oculists, etc., it was discovered that the actual number was in the neighbourhood of 1,800.

Miss WALL (British Empire) agreed with Dr. Hein regarding accurate statistics of blind persons. In England, a fairly complete system of obtaining statistics existed. The latest returns showed that there were 47,000 blind persons, of whom approximately 4,500 were children under sixteen. Statistics of all children above the age of five years were easily obtainable owing to the laws on education, which compelled all children to go to school, where the fact of their blindness could be immediately detected.

With regard to the figures for children under five years, regulations were imposed on midwives, who were required to report cases of blindness. There were also the figures compiled by infant welfare centres and, on the whole, it could be said that these figures were fairly complete.

As far as adults were concerned, those persons requiring assistance caused no difficulty. Those, however, who were supported by their families were in many cases not registered. In 1926, however, a law had been passed granting to blind persons free licences for wireless

sets. As a result, a large number of blind persons had applied for such licences and so had been registered.

The whole of England was divided into small areas and in each area proper provision for the blind was compulsory. The statistics of blindness were sent to the central office of the Ministry of Health.

Miss Wall would propose that Dr. Hein should act as Rapporteur on this important question and that the Committee should request her to draw up a single report based on all the information now available and which might be submitted at the next session and afterwards published.

The CHAIRMAN thanked Mr. Carris for his interesting information.

Mr. HARRIS (British Empire) hoped that, if Dr. Hein's report was to be printed, it would be issued in octavo form.

Dr. Estrid HEIN (Denmark) agreed to act as Rapporteur, though her main interest in blindness was medical.

She pointed out that the answers received hitherto were not official and did not come from Governments. In that case, it seemed a pity to have incurred the expense of printing them.

Count CARTON DE WIART (Belgium) was glad to note that something practical was going to be done in regard to blind children. The subject was of great interest to him. He would support the proposal of Miss Wall.

In regard to the difficulty of obtaining statistics of blind persons, he said that the same difficulties had been encountered in Belgium. In that country the blind were allowed to travel free on the railways. Since the granting of this privilege the number of persons notified as being blind had greatly increased.

The SECRETARY said that the replies of Japan, Belgium and Roumania had been despatched direct from Government offices and could therefore be regarded as official replies of the Governments of those countries.

Dr. Estrid HEIN (Denmark) said that in Denmark every blind person was granted a pension of about 800 crowns a year. They were also granted special facilities for obtaining wireless sets. Despite this, however, there were still great difficulties in obtaining accurate statistics.

The CHAIRMAN thought that an enquiry into the problem of deaf-and-dumb children, as proposed by the Italian representative, should certainly be made. The matter could be put on the agenda of the next session.

Mr. HARRIS (British Empire) thought that it would be imprudent for the Committee to add this subject to its agenda until it had disposed of other subjects, notably the question of blind children. The question should be discussed, perhaps, at the next session, and he proposed that it should be submitted to the Agenda Committee.

Dr. HUMBERT supported this proposal.

Dr. Gertrud BÄUMER (Germany) thought that the question of deaf-and-dumb children should certainly be examined, for in many countries the legislation covering deaf-and-dumb persons and blind persons was the same.

Dr. Estrid HEIN (Denmark) said that she was only prepared to assume the duties of Rapporteur as far as blind children were concerned. While the observation of Dr. Bäumer was correct as regards some countries, it was not true of many others.

Dr. Estrid HEIN *was appointed Rapporteur as regards blind children and it was decided to postpone the examination of the question of deaf-and-dumb children until the next session.*

#### 85. Report of the Legal Sub-Committee: Consideration of two draft Conventions (Continuation).

The CHAIRMAN said the Committee would now consider the report of the Legal Sub-Committee (document C.P.E.175).

The Marquis PAULUCCI DI CALBOLI (Italy) asked whether the Convention referred to in paragraph 1 should not be described as an international Convention.

Miss WALL (British Empire) said it had been decided that the Convention could only be a bilateral treaty. She could not accept the introduction of the word "international".

Count CARTON DE WIART (Belgium) said that the Legal Sub-Committee had contemplated bilateral or trilateral Conventions in respect of the matters dealt with in paragraphs 1 and 3. He therefore considered that the present text should be maintained.

Miss WALL (British Empire) asked that the word "international" should be deleted from paragraph 2.

Count CARTON DE WIART (Belgium) said that the Convention referred to in paragraph 2 would be a model or standard Convention which would not have such immediate results as the Conventions referred to in paragraphs 1 and 3. Perhaps the word "general" might be used instead of the word "international".

Don Pedro SANGRO (Spain) enquired whether it was necessary to refer to separate or *bilateral* agreements in paragraph 1. He also asked whether it was really necessary to describe the Convention in paragraph 2 as a general Convention.

*The Committee adopted paragraphs 1 and 2 in the following form:*

“ 1. Final drafting of a preliminary draft Convention for the repatriation of minors who have escaped from the authority of their parents or guardians. In preparing this draft, account will have to be taken of the objections raised by the Canadian Assessor in regard to a general Convention, and also of the importance attached by several Governments to the speedy conclusion of separate agreements on the subject.

“ 2. Proposal for a preliminary draft Convention on the relief of minors of foreign nationality. This draft would be in the nature of a model to facilitate subsequent work on the question.”

*The Committee adopted paragraph 3 in the following form:*

“ 3. Final drafting of a preliminary draft Convention on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support who have deserted them and gone abroad.”

#### **86. International Social Congresses to be held in Paris in June and July 1928.**

The CHAIRMAN informed the Committee that a series of conferences on social subjects would be held in Paris in June and July 1928, with a programme which would last for a fortnight. There would be a congress on housing, a congress on public and private relief, a congress on child welfare and a conference on social service. Many experts would be present at these congresses, and the members of the Committee would doubtless be interested in the event.

#### **87. Illegitimate Children: Report on the Progress of the Enquiry.**

The CHAIRMAN said that the Committee would be hampered in dealing with this subject owing to the absence, from illness, of the Rapporteur, Mlle. Burniaux. Did the Committee desire that the discussion of the subject should be adjourned?

Dr. Estrid HEIN (Denmark) said that she would be glad if the discussion could be adjourned, particularly as no replies had yet been received from the Danish or British Governments. The failure of the Danish Government to reply was due to the fact that the expert who dealt with the subject had gone on a mission to Iceland.

Miss WALL (British Empire) suggested that the Committee should immediately discuss the form to be taken by the final report. A provisional report had been drawn up, but the form which it would finally take might be usefully considered. Moreover, there was one side of the subject which had not yet been examined, namely, the work of the voluntary associations. Several Governments had sent information in regard to the names of the voluntary associations dealing with the matter. The Committee might usefully instruct the Secretariat to get into touch with these associations and obtain information as to their work.

She would accordingly suggest that there should be a preliminary discussion of the form to be taken by the final report and of the instructions to be given to the Secretariat.

The SECRETARY said that she would be sorry if the question were adjourned without any discussion at all. Many replies had been received by the Secretariat from the Governments, which indicated that a special interest was being taken in the matter. She thought that it might be possible to do something definite and positive, and would welcome a short discussion, particularly in view of the fact that several members of the Committee might have some constructive criticisms to make of the provisional report.

Miss WHITTON urged that document C.P.E. 141 should not be circulated until next year. The original motion asked for reports from the social organisations. In the case of Canada, a questionnaire had been sent to the Government by the League and the Government had sent this questionnaire to the legal and not to the social organisations. The questionnaire had not been accompanied by explanations and hence there appeared to have been some misunderstanding as to the nature of the questions and certain inaccuracies had been included in the answers. She believed that no province of Canada could accept the information given as correct.

As an example of the inaccuracy that had arisen, no distinction was made in the summary between the different systems of legislation prevailing in Canada in the provinces of French and English origin. The report says “ The rights and obligations of the mother and the father towards an illegitimate child, in the provinces of Canada, are, in principle, those which were established and existed in Great Britain up to July 15th, 1870 ”.

This statement is an error not only as regards Quebec but as regards all the English provinces except the Western ones — the former North-West territories. It was Britain's and Canada's boast that, at the time of the conquest of Canada, the people of Quebec had their rights, laws and religion reserved to them. Very great differences existed to-day in the English and French laws in Canada and they must not be confused as ever having had one common English origin.

M. BOURGOIS (France) saw no objection to the questionnaire that had been issued by the Secretariat. In his opinion, it was perfectly clear. He added that, as far as French legislation was concerned, there was a growing tendency to assimilate illegitimate children to legitimate ones. He quoted, in this connection, certain legislative acts that had recently been passed.

Miss WALL (British Empire) congratulated the Secretariat upon its expeditious compilation of so difficult a report. Her only object of complaint was the frequent obscurity of the English text. She would like, however, to suggest a different system of classification. In her view, the countries in question could be divided into two main categories: (1) the countries in which an illegitimate child had no legal connection with its mother. These were the countries that followed the principles of the Napoleonic Code; (2) the countries in which the child had such a connection, but in which judicial proceedings were necessary for a similar connection to be established with the father. In these countries the principle was that of the Germanic code.

She noted that in the report it was stated that certain countries, *i.e.*, Canada, the Irish Free State and India, could not be included in either of these categories. Judging, however, from the reports of these countries, she considered that they should be included in the category which conformed to the Germanic code. She also noted that it was stated that Albania eluded all classification for the reason that Albanian legislation completely ignored the illegitimate child. She did not think, however, that it could be said that legislation ignored illegitimate children when it dealt with them in certain respects. In her opinion, therefore, the Albanian reply should be included in the Napoleonic Code, subject to the reservation that there was no legal provision for the connection of the child with its father. She hoped that the classification of countries would be reconsidered in the light of the remarks that she had made.

She realised that, in the compilation of the synoptical tables, the Secretariat had undertaken a most difficult task, and the result proved that the work had been done with the greatest care. She considered, however, that these tables occupied a disproportionate place in the report and were too complicated for comparative purposes. She suggested that they should be omitted or, as an alternative, that only those parts relating to the methods of legitimation in different countries should form the subject for tabular representation.

With regard to the classification of affiliation proceedings on page 4 of the report, there seemed to be some confusion in its presentation. The consideration of the case in which the father had paid towards the maintenance of the child had not been included, and she saw no reason for separate enumeration of the various offences committed against girls. They could be grouped together as one class or category in which affiliation proceedings were allowed, and, if desired, the various offences could be set out as subdivisions of this category.

In particular, she asked that features of special interest and of special importance should be brought out and described in the report, as, for instance, the time-limit for taking proceedings, appointment of collecting officers to receive payments, the age up to which payment could be made. In the same connection, she hoped the report would illustrate the lines on which voluntary societies were supplementing official action by the provision of maternity homes, day nurseries, and hostels in which the mother could live with her baby.

In conclusion, she desired again to draw attention to the fact that the English text was incomprehensible in certain passages and needed skilled revision.

Dr. Gertrud BÄUMER (Germany) thought that consideration should be taken of the statement on page 2 of the report that, owing to the variety of replies to the questionnaire and to the lack of a complete collection of laws, the present document did not pretend to be more than a preliminary survey. She regretted, however, that no questions had been asked as to the measures that a country might contemplate with regard to the legitimation of children. There was at present a project before the Reichstag in connection with this subject, and no doubt many other countries also had laws in preparation.

With regard to the tabular classification of the subject, she was aware that special terms had been long employed in international literature. She considered, however, that types were not so clearly defined now as they had been formerly, and accordingly she considered that no such classification should be made.

She wished to draw attention to an inaccuracy in Table B, where it was stated that the child was a stranger to its father. The correct form of expression would, of course, be that there was no family tie between the father and the child.

Dr. Estrid HEIN (Denmark) supported the proposal of Dr. Bäumer as to the scope of the further steps to be taken regarding the illegitimate child. In the reply from the Danish Government, there had been no possibility of mentioning the fact that seemed to her to be the most important aspect of the treatment of the illegitimate child, the fact that maintenance on the part of the father was advanced from public funds.

She wished to remind the Committee of the blood tests that authorities in a good many countries had begun to apply, although she realised that this subject was not within the scope of the enquiry. There were four types of blood composition, and science had so far developed that in some cases it could say with certainty, by the application of this test, that the man in question could not be the father of the child. She was convinced that this method would develop further and would solve the physiological aspect of parenthood.

Mr. HARRIS (British Empire) considered that the Committee had a great opportunity before it, since so large a number of Governments had manifested their interest in the work. He hoped that the value of the document before the Committee would not be prejudiced by the English text. At the same time, he thought that the Committee should give full consideration to the proposals of Dr. Bäumer and Miss Wall. He repeated his request that the document should finally be published in octavo form.

The Marquis PAULUCCI DI CALBOLI (Italy) did not share the view of Dr. Bäumer and of Miss Wall. He considered that the report was extremely well arranged and should not be altered.

Count CARTON DE WIART (Belgium) congratulated the Secretariat upon the excellent piece of work that it had done. He strongly opposed the omission of the tables, which enabled a quick comparison to be made of conditions in different countries. The information from Belgium was exact. He pointed out, however, that the situation, though iniquitous, was being corrected by jurisprudence. In actual fact, the jurisdiction of the courts tended more and more to increase facilities for the legitimation of the illegitimate child and especially of the unacknowledged illegitimate child. A very wide interpretation was given to an article of Belgian law which stated that, if an act was committed to the injury of another party, the author of that act should be compelled to repair the injury.

The CHAIRMAN associated himself with the Belgian representative in congratulating the Secretariat. He proposed that the report should be issued to Governments and to the voluntary organisations, who would supplement it.

Miss WHITTON restated her proposal that the report should be sent to no one but Governments. The Committee would lose in prestige by issuing a draft which it knew to be inaccurate in certain respects.

The SECRETARY agreed that there were some misinterpretations in the report. No doubt certain Governments had not fully understood some of the questions and, on the other hand, some of the replies received had been obscure. It was also possible that the Secretariat had made errors. She supported the proposal of Miss Whitton that the document should be issued only to Governments, and she suggested that the Governments should be asked to comment upon it and to supplement it by information regarding any recent measures they had taken. The report would then be published next year, by which time the Committee would, in all probability, have received the answers of some twenty Governments that had not, up to the present time, replied, and of the voluntary organisations. She also wished to make a plea to the Committee that it should not unduly restrict the discretion of the Secretariat in the arrangement of reports. It was, however, essential that the Committee should decide whether or not the tables were to be retained.

The CHAIRMAN did not see any advantage in suppressing them. The proposal of the Secretary would be adopted and the report would be published next year.

*Agreed.*

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## NINTH MEETING.

*Held on Friday, March 23rd, 1928, at 3 p.m.*

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Chairman: M. REGNAULT (France.)

Present: All the members on the Committee or their substitutes, with the exception of Miss Lathrop, Mlle. Burniaux, and Dr. Polligkeit.

### 88. Feeble-Minded Children: Report on the Proposed Enquiry (document C.P.E. 151).

The Marquis PAULUCCI DI CALBOLI (Italy) reminded the Committee of the large Institute that had been founded at Rome by Professor Montesana for the care of feeble-minded children. This Institute contained between 400 and 500 inmates and the results obtained had been excellent. Some 80 per cent of the children had been, if not entirely cured, at least qualified for a trade. The girls were taught cooking and the boys agriculture, and almost all of them had proved to be efficient workers.

M. ROLLET said that he could pay a tribute to the Institute that had been founded by Dr. Montesana. He had recently visited it and had seen the progress that had been made. He noticed at the end of the report that he had been invited to join the Drafting Committee, and he ventured to ask for the assistance of Dr. Simon, whose work in connection with

this subject was especially well known in America. Dr. Simon was also a member of the French social service in connection with juvenile courts, so that he would also be able to inform the Committee of the relation between juvenile courts and the feeble-minded.

Dr. Gertrud BÄUMER (Germany) thought the Committee should also consider the question whether, in certain extreme cases, the children should be segregated in an institution, for the protection both of others and of themselves. This question was a very interesting and also a very difficult one, and she considered that it should be included in the study.

M. ROLLET said that the Drafting Committee would have to prepare a questionnaire for the purposes of the enquiry. It would be for the Committee to decide whether this question should be included in the questionnaire.

Miss WHITTON suggested that the Drafting Committee should include a member from North America. Much work was being done in Canada in connection with this subject, and provision was made for special classes for feeble-minded children. The American Mental Hygiene Committee was also making enquiries in Europe by means of representatives.

Mr. JOHNSTON said that the International Labour Office had been for some time considering the question of vocational guidance, which, of course, included consideration of the subject under discussion. It had issued a questionnaire in which it was asked: (a) whether special provision was made for advising feeble-minded children; and (b) whether any special education was given to them. When the replies had been received, he would be glad to forward them to the Committee.

COUNT CARTON DE WIART (Belgium) considered that, before the Drafting Committee was designated, the Committee should decide upon an exact term for the children in question. They had at different times been referred to as feeble-minded, abnormal, deficient and debilitated. Some exact definition should be arrived at. For his part, he doubted whether the time had yet come for the proposed enquiry to be made, especially in view of the fact that the Committee had ample business on hand which should receive its previous consideration.

Mr. HARRIS (British Empire) entirely associated himself with the views of the Belgian representative. The proposed enquiry had many aspects, medical, legal and administrative, and the programme for next year was already very full. The Committee should not add to its work, especially as preliminary enquiries laid a special burden on the Secretariat.

M. MARTIN (France) said that, in France, children were considered as coming under the category of the feeble-minded when they had not sufficient intelligence to follow the ordinary school classes. A special committee decided whether children should be included in this category in order that they might attend special classes in schools. The teachers of these classes received a specialised training and the number of each class never exceeded fifteen, in order that all the pupils might be given individual attention. They continued in these classes until the age of thirteen and then, if their progress had been satisfactory, they proceeded to another school where they remained until the age of sixteen. In this latter school, part of the day was spent in study and part in manual work, which was of such a kind as to enable them to gain their living upon leaving school. These special classes existed in some nineteen schools and some thousand cases had been satisfactorily treated. This number was, however, only a small proportion of the total number of the children in question, and it had been impossible, up to the present, to give such an education to the remaining children.

M. ROLLET said that he would be willing to accept the adjournment of the study. His own definition of a feeble-minded child was a child whose mental development was two or three years behind that of the normal.

Dr. Estrid HEIN (Denmark) said that in her country there was a popular word which exactly conveyed the idea of a feeble-minded child, and this word included all children from the backward to the idiots. She entirely agreed with the definition of M. Rollet.

She believed, with Mr. Harris, that this question should be limited, for, if such a limitation were not made, the Committee would be in the position of someone studying red-haired people without determining which aspect of the question should be considered.

Dr. HUMBERT could not subscribe to the definition of M. Rollet. He suggested that the Committee should ask a specialist, such as Dr. Simon, for a preliminary statement as to terminology and classification.

M. ROLLET was sure that the International Association would approve of the co-operation of Dr. Simon in this matter.

*The Committee decided to invite the co-operation of Dr. Simon.*

#### 89. Disposal of the Gift of \$5,000 offered by the American Social Hygiene Association (Continuation).

*The revised proposal of the Sub-Committee was adopted in the following form:*

“ The Child Welfare Committee has considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association, and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger,

“ The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid not only to institutional treatment but also to all the services which can be rendered to the child in its own home<sup>1</sup>.

“ The Committee realises that this is a large problem, which must take a long time to investigate thoroughly, but it thinks that, with the money at its disposal, a preliminary study might be undertaken on the basis of which a more extensive enquiry might be made.

“ The Committee therefore recommends the following procedure :

“ 1. That seven or eight countries should be selected for a preliminary study and that the Governments of these countries should be invited to afford facilities for the purpose.

“ 2. That this study should be made by a competent person, to be nominated by the Chairman of the Child Welfare Committee in agreement with the Secretary and subject to the approval of the Council. The person nominated should gather together information furnished by the Governments, and should consult not only the official bodies but also the voluntary organisations and any individual who may be able to furnish useful information.

“ 3. The object of the study should be to ascertain to what extent provision is being made for children who, owing to their surroundings, need protection against moral and social dangers, and the results which can be obtained by the various methods employed.

“ 4. That on the results of this preliminary study the lines of any further enquiries should be determined.”

**90. Examination of the Draft Budget for 1929.**

The SECRETARY submitted the following draft budget :

	Swiss francs
Sessions of the Sub-Committees . . . . .	4,000
Work of experts . . . . .	5,000
Printing and documentation . . . . .	13,000
Cables, telegrams, etc. . . . .	500
Unforeseen expenditure . . . . .	500

The Secretary explained that she had made considerable reductions in the case of the first two items, for it was necessary, to some extent, to approximate the new budget to the amount of expenditure. If this approximation were not made by the Committee, it would, she felt sure, be made by the Supervisory Commission.

Certain members of the Committee had strongly objected to the drastic reductions that were proposed, especially in the case of the sum allocated for the sessions of Sub-Committees. These Sub-Committees did important work in the preparation of international conventions, and with such a limited sum as was suggested it might be found impossible to convene them.

In reply, the Secretary pointed out that Sub-Committees had not in the past met frequently, and that, if the sum voted for the expenses of their sessions was year after year much in excess of the actual expenditure, she was confronted with the difficult task of defending this part of the budget before the Supervisory Commission.

As a result of the exchange of views, *the following amendments to the budget were proposed :*

	Swiss francs
Sessions of Sub-Committees . . . . .	8,000
Work of experts . . . . .	10,000

*The budget as amended was unanimously adopted.*

**91. Alcoholism: Report of Dr. Humbert and M. Posner.**

Dr. HUMBERT presented his report (document C.P.E. 153).

He wished to emphasise his conclusion that a fresh enquiry was necessary among children of scholastic and preschool age and also among apprentices. Even if the Co-ordination Committee were not established, this enquiry should still be carried out, for the problem of protecting the child against alcoholism was of the utmost importance.

<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field.

The CHAIRMAN thanked and congratulated Dr. Humbert on his interesting report. He would propose to insert its two final paragraphs in the report of the Committee to the Council. They were to the following effect :

“ A new enquiry is necessary to provide full details of the progress and, in particular, the practical application of restrictions on the sale and consumption of alcoholic liquor so far as they affect children and young persons, it being recommended that, as far as children are concerned, distilled and fermented liquors should be placed on the same footing.

“ Encouragement should be given to all scientific investigations which may be undertaken into the direct and hereditary influence of alcohol on the child, and material guarantees should be found to ensure that the institutes or laboratories concerned should have complete continuity in their action, their programme and the guiding principles to be followed in the study of hereditary phenomena. ”

Mr. HARRIS (British Empire) agreed that mention should be made of this matter in the report of the Committee. He thought, however, the time was not yet come to adopt a resolution in regard to it.

Count CARTON DE WIART (Belgium) also agreed. The report of Dr. Humbert was extremely useful and the conclusion that a new enquiry should be made was incontestable. The Committee should therefore state in its report that a new enquiry was necessary. It could decide at the next session whether that enquiry should be carried out and, if so, in what manner.

*It was decided to insert in the report of the Committee to the Council a passage on the lines suggested.*

## 92. Family Allowances : Consideration of Further Information from the International Labour Office.

Mr. JOHNSTON submitted his report (Annex 4).

He particularly desired to thank, in the name of the International Labour Office, M. Bonvoisin, Director of the Comité central des allocations familiales, for the amount of information which he had furnished regarding family allowances.

Mlle. CHAPTAL (France) thanked Mr. Johnston for his very valuable report, which showed conclusively the importance of family allowances. She would refer to one special aspect of this system. Very often a child who was not actually suffering from an acute disease was nevertheless threatened with a serious affection and was badly looked after. The fact, however, that the family received an allowance necessitated — at any rate, in France and Belgium — the periodical visit of a district nurse or social worker, who ascertained the condition of the child, thus making it possible to give it the necessary treatment. The social workers had thus been of inestimable value in France, for a large number of cases of disease — for example, tuberculosis or venereal disease — had by this means been discovered and treated.

Miss RATHBONE said that the report before the Committee, the third of a series, was of the greatest interest. It was essential to have information of this kind from the International Labour Office on the system of family allowances.

The first section of the report referred more particularly to France and Belgium, countries in which the system of family allowances had been most widely and successfully developed. From the report it might appear that, in other countries, the system had been abandoned because it had been found unsatisfactory. This would be a wrong conclusion to draw, for in actual fact the main reason why the system had declined in other countries was because no safeguard had been instituted against the danger of employers refusing to employ married men with families. In France and Belgium, this danger had been successfully met by the institution of the Compensation Fund. In future reports, she hoped that accounts of the alternative method of providing such funds would be given. A new Act, for example, had just been passed in New South Wales whereby the funds for providing family allowances were raised by a compulsory tax on employers. The system, in fact, was the equivalent to a compensation fund based on universal and compulsory contributions. In Great Britain, the matter had been considered from another angle, that of paying contributions for social insurance.

The last section of the report showed the effect of family allowances on the birth rate, death rate and survival rate. It was impossible, however, to obtain any really accurate statistics. She thought that, in investigating the question of family allowances, the Committee might well choose a negative method and discover whether countries not possessing such a system could really do without it. It was obvious that a child could not properly reach man's estate if it were not provided with the necessities of life. The question, therefore, was whether the wage paid in those countries without a system of family allowances provided adequate means for the support of children.

An investigation had been made in Australia, the United States of America and Great Britain. The Basic Wage Commission of Australia had drawn up a unanimous report which



showed that to pay wages adequate for the upkeep of a normal family, consisting of a man, his wife and three children, would require a sum larger than the total wealth of Australia. In order, therefore, to prove the utility of family allowances, it must be shown that, in countries where the system did not exist, wages were high enough to attain the desired end. A dietary study, bringing up to date the cost of upkeep of an average family as compared with the wages paid in countries without a family allowance, should, she thought, be made. If this were properly carried out, the necessity for a family allowance would be clearly demonstrated.

The Marquis PAULUCCI DI CALBOLI (Italy) said that the information in the report showed how interested Italy was in the subject of family allowances. Italian legislation, however, went further than was stated in the report. A family consisting of more than seven children was exempt from all taxation.

Count CARTON DE WIART (Belgium) pointed out that the system of family allowances had, in a great many countries, been a war expedient. It had been introduced in countries with fluctuating exchanges and had been used by the employer as a means of satisfying the workmen without, at the same time, granting them a permanent rise in wages. Despite, however, the manner in which it had been introduced, this system had proved of incalculable benefit. He was glad to say that a new Bill incorporating in Belgian law the system of family allowances had been adopted on the previous day. Contributions to the Compensation Fund in Belgium were compulsorily paid by employers. The system was completed by a carefully organised system of visiting nurses.

The work of the Child Welfare Committee and the assistance afforded by the International Labour Office had, he thought, contributed to demonstrate the close connection between family allowances and child welfare. He would thank the International Labour Office and express the hope that it would continue its work.

Mr. HARRIS (British Empire) congratulated the Belgian representative on the passage of the Bill which he had mentioned.

M. MARTIN said that the report showed that the French State had increased its contribution to family allowances. From 1926 to 1928, that increase had been more than 59 million francs. The result of this beneficent system was reflected in the birth rate, which had steadily increased. In all departments in France, a committee existed on the cost of living, whose duty it was to discover the average cost of living for a family of four persons. The wages paid to workmen rose or fell according to the rise and fall in the cost of living. This system was working extremely well, as was shown by the very few labour troubles which had occurred in France.

Additional legislation of various kinds had been passed, and the period now allowed by law to a married working woman for her confinement had been raised from eight to twelve weeks.

Don Pedro SANGRO (Spain) referred to document C.P.E. 133, a report from the International Confederation of Christian Trade Unions. He thought all efforts to promote the system of family allowances should be encouraged. The matter should certainly be mentioned in the Committee's report.

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## TENTH MEETING.

*Held on Saturday, March 24th, 1928, at 4 p.m.*

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Chairman : M. REGNAULT (France).

Present : All the members of the Committee or their substitutes, with the exception of Miss Lathrop, Mlle. Burniaux and Dr. Polligkeit.

### 93. Provisional Programme for the 1929 Session.

Count CARTON DE WIART (Belgium) submitted the provisional programme for the next session that had been decided upon by the Agenda Sub-Committee. The object of the Sub-Committee had been to make this programme both concise and precise. The items were divided into the following categories :

- A. Items for discussion at the next session ;
- B. Items in connection with which enquiry would be made in the interval between the sessions ; and
- C. Items that it was suggested should be studied at some future and as yet undetermined session.

The provisional programme was as follows :

A.

- I. Adoption of Agenda.
- II. Reports :
  - (a) Of the Secretary on the Progress of the Work ;
  - (b) Of the representative of the International Labour Office ;
  - (c) Of the representative of the Health Organisation of the League of Nations.
- III. Report of the Legal Sub-Committee :
  - (a) Draft Convention for the Repatriation of Minors who have escaped from the Custody of their Parents or Guardians ;
  - (b) Proposal relating to a Preliminary Draft Convention on Assistance to Minors of Foreign Nationality ;
  - (c) Draft Convention of the Execution of Judgments for the payment of Maintenance Allowances for Minors by Persons responsible for their Maintenance who are abroad.
- IV. Children's Courts :  
Examination of the Report.
- V. Cinematograph :
  - (a) International Educational Cinematographic Institute ;
  - (b) Programme of Work for the Child Welfare Committee.
- VI. Illegitimate Children :  
Examination of the Report prepared by the Secretariat.
- VII. Blind Children :  
Examination of the Report.
- VIII. Children in Moral and Social Danger :  
Report on the Enquiry undertaken.
- IX. Budget.

B.

- I. Recreation.
- II. Alcoholism.
- III. Family Allowances.
- IV. Protection of Life and Health in Early Infancy.
- V. Legal Age of Marriage.
- VI. Feeble-minded Children.

C.

- I. Adoption of Children.
- II. Protection and Education of Deaf-and-dumb Children.

Dr. HUMBERT, referring to the items in Section B, said that it would be very unsatisfactory to those who had undertaken an enquiry if they could not submit and comment upon the results they had obtained. He suggested that the nature of the categories should be altered, and that the items in Section A should be those on which immediate action should be taken, while those in Section B would be for future consideration. He also suggested that the item "Alcoholism", in connection with which Senator Posner was making an enquiry, should be transferred to Section A.

Miss RATHBONE agreed with Dr. Humbert that the items of both Sections should be open to consideration, while priority should be given to those in Section A. It would be disheartening to ask members to collect information upon subjects that were not on the agenda. She also asked whether, in the event of valuable information being obtained in the course of the next twelve months, it would not be permissible to make a change in the agenda.

Mr. HARRIS (British Empire) hoped that Dr. Humbert and Miss Rathbone would not press their suggestions, for the number of subjects for discussion must be reduced. The Committee would have to concentrate upon certain points if it were to do successful work,

and there were more than enough items in Section A to claim its attention for a week's session. This request for concentration did not mean that the items in Section B were not to be the subject of investigation by the Secretariat or by Rapporteurs. When sufficient documentation had been collected upon a subject in Section B, that subject would then be transferred to Section A. It was possible that after next year, the items "Blind Children" and "Illegitimate Children" might be removed from Section A. The items in Sections B and C had been included in the printed programme in order that, by their inclusion in the Minutes, the public might be informed of the future agenda of the Committee.

Dame Katharine FURSE pointed out that, if subjects were occasionally made to give precedence to others, their future discussion was more satisfactory, and additional time could be given to more important subjects. Moreover, some of the items in Section A were closely related to some in Section B, for example, the question of juvenile courts and that of alcoholism, the cinema and recreation. There was no reason why reports should not be made upon other subjects than those on the agenda.

If the Committee considered these reports sufficiently important, the subjects to which they referred could be included in the agenda of next year. She hoped, however, that the Committee would devote most of its time to the more pressing questions, especially those concerning jurisprudence.

Dr. HUMBERT thought that it was perhaps premature to decide which subjects would be ripe for discussion next year. The Agenda Sub-Committee should determine these subjects according to the state of the documentation, and perhaps, next year, certain items on the agenda might be transposed. For his part, he hoped that less attention would be given to administrative questions.

Miss WHITTON understood that only the first sub-item of Item III of the agenda was to be discussed at the first session of the Sub-Committee, and that it had been arranged that this session should take place in July. She would not, however, be able to attend the session if it were held later than the first week of May, and she would be very grateful if it could be held at an earlier date. She also asked if it would be possible to hold the next session of the Sub-Committee just before the next session of the Child Welfare Committee, or at such other time as she could attend.

Count CARTON DE WIART (Belgium) assured Miss Whitton that efforts would be made to satisfy her upon this point.

*The provisional programme for 1929 was adopted.*

#### 94. Consideration of the Draft Report to the Council on the Work of the Fourth Session of the Committee.

The various chapters of the draft report on the work of the fourth session of the Committee were read.

##### *Session of the Joint Committee.*

On the proposal of Mr. Bascom JOHNSON, the following paragraph was added :

"As the Joint Committee was unable to reach a decision on this subject, it was referred to the Child Welfare Committee, which subsequently passed a resolution reproduced under the heading 'Utilisation of Funds'."

*This section of the report was adopted, subject to the amendment of Mr. Bascom Johnson.*

##### *Legal Age of Marriage.*

The SECRETARY proposed that the final clause of the first paragraph should be omitted. The argument in favour of the lower age in Eastern countries was that girls developed quicker than those in Western countries and could become mothers at an earlier age. The fact that they could have children did not, however, prove that it was wise for them to do so. Further, the age minima at present obtaining did not support this view; thus, in England and Spain, the legal age of marriage was twelve, and in six or seven States of the United States of America, it varied from nine to twelve years. On the other hand, in China, the minimum was sixteen, in Japan fifteen for a girl and seventeen for a boy (subject to dispensation by special licence), and in Turkey fifteen years. India was also considering the question of the raising of its age minimum.

She begged the Committee not to reject an opinion which might tend to "put the clock back", and to omit the paragraph in question.

*This section of the report was adopted with the amendment proposed by the Secretary.*

##### *Cinematograph.*

On the proposal of the CHAIRMAN, the second paragraph was omitted, the following paragraph being substituted :

"The Committee feels bound to point out that, at its first meeting in 1925 and at all subsequent meetings, it studied the various aspects of the problems connected with the cinematograph in its relation to children."

At the end of the paragraph relating to Article 5, the following paragraph was inserted on the proposal of Dr. Estrid HEIN (Denmark) :

“ Suggestions were made that, in view of the close relationship between the aims of the Institute and the welfare of children, it was important that care should be taken to include women among the members of the Governing Body. ”

Mr. HARRIS (British Empire) objected to the sentence : “ An experiment conducted by himself in the presence of the Committee demonstrated the accuracy of this statement ”, on the ground that this sentence gave the impression that the Committee was in agreement with the Rapporteur upon this matter. He was himself persuaded that no non-inflammable film yet existed which would prove entirely satisfactory in general use.

M. MARTIN (France) did not share this view. Non-inflammable films had been presented for a long time and with satisfactory results. When legislation had been passed in France with a view to making the use of non-inflammable films compulsory, certain firms had manufactured 70 per cent of such films among their total number. When, however, a Ministerial Decree provisionally suspended this legislation, the proportion was instantly reversed.

The CHAIRMAN proposed that this sentence and the preceding one should be amended as follows :

“ He stated that non-inflammable films existed which offered every guarantee of safety, and proceeded to conduct an experiment in the presence of the Committee in support of this statement. ”

*This section of the report was adopted with the amendment proposed by the Chairman.*

#### *Juvenile Courts.*

*This section of the report was adopted.*

*Legal Sub-Committee: Illegitimate Children; Blind Children; Protection of Life and Health in Early Infancy.*

*These sections of the report were adopted with certain minor amendments.*

#### *Utilisation of Funds.*

Don Pedro SANGRO (Spain) suggested that the words “ the proposal was withdrawn ” should be altered to “ the proposal was dropped ”. He pointed out that, in the course of the discussion, he had asked whether any member supported the proposal in question, and had received no reply.

*Agreed.*

*The Committee decided that the following paragraph should be inserted after the above-mentioned words :*

“ Other proposals for enquiries were submitted to the Committee. They were referred to a Sub-Committee for the preparation of a final draft, which was subsequently adopted. ”

On the proposal of Count CARTON DE WIART (Belgium), the sentence reading: “ Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field ” was completed by the words : “ and to the auxiliary services of the juvenile courts ”.

#### *Examination of the Budget.*

*This section of the report was adopted.*

#### *Alcoholism.*

Don Pedro SANGRO (Spain) proposed that the final sentence of the first paragraph should be omitted.

Miss WHITTON pointed out that Dr. Humbert had laid special emphasis upon the point to which this sentence referred and she considered that it should be retained. The injurious effect of alcohol upon children was a fact which was not so entirely accepted at the present time as it had been formerly. This was particularly the case in Canada, where new views were held upon the subject.

Mr. Bascom JOHNSON associated himself with Miss Whitton in asking that the sentence should be retained. The statement of Dr. Humbert was the only positive one in the whole chapter.

*This section of the report was adopted with a minor amendment.*

*Family Allowances.*

*This section of the report was adopted.*

*Feeble-minded Children.*

*This section of the report was adopted with certain minor amendments.*

*The report, as amended, was unanimously adopted (Annex 5).*

**95. Date of the Next Session of the Committee.**

*The Committee decided to hold its next session on April 12th, 1929.*

**96. Close of the Session.**

The Marquis PAULUCCI DI CALBOLI (Italy), speaking on behalf of the Committee, asked the Chairman to accept its warm thanks for the devotion that he had shown in the accomplishment of a long and difficult task. In his diplomatic duties he had displayed the most perfect tact. The Marquis di Calboli was sure that he had interpreted the general opinion of his colleagues.

The CHAIRMAN said that he was deeply moved by this expression of cordiality. It seemed to him that he had done nothing exceptional, and his work had been facilitated at every point by the assistance of his colleagues. For his part, he wished to thank the Secretariat for its invaluable co-operation.

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# ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

## JOINT MEETINGS OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE AND THE CHILD WELFARE COMMITTEE.

### FIRST MEETING.

*Held on Monday, March 19th, 1928, at 11.30 a.m.*

Chairman : M. REGNAULT (France).

#### 1. Legal Age of Marriage and of Consent.

M. ROLLET said that an examination of the replies from the various Governments to the questions put by the Advisory Commission concerning the age of marriage and the age of consent proved that the questionnaire had not received the same interpretation by all Governments.

Several had referred in their replies to the age of marriage, that was to say, to the age below which marriage was prohibited, even in cases where the parents were willing to give their consent. Those Governments also gave information regarding the age at which the candidate for marriage could dispense with the consent of his or her parents.

This problem, however, was not on the agenda of the Commission. Countries could determine as seemed best to them, in accordance with the prevailing climatic or moral conditions, the age of marriage and the age at which the consent of the parents might be required.

Other Governments had dealt with the question of the age of consent in connection with an immoral act committed on the victim. Those Governments had, in the main, stated that the author of the immoral act could not plead any extenuating circumstances if he were in a position of authority over his victim. This was obviously true, but the Commission felt sure that, in all legislations, a father or a guardian who took advantage of the innocence of a young girl, even if she consented, was considered a criminal whatever the age of the girl.

The problem submitted for the examination of the Commission by Dr. Luisi must be defined. To take an example, M. Rollet would cite the case of a man who, holding no parental or other authority over a young girl, had not assaulted her but had succeeded in seducing her. The girl in question had fully consented to the immoral act. What ought to be the age of that young girl if her consent were not to cause the person who had seduced her to run any danger of penal proceedings? Should that age be different from, or the same as, the legal age of marriage?

Several Governments had realised that this was what the Commission had meant. For example, the French Government had replied that in France the Senate had already adopted a Bill raising from thirteen to fifteen years the age at which the consent of the victim of an act of seduction might serve as an excuse to the author of the act. Until that Bill had become law, however, the age of marriage and the age of consent in France were not the same. For example, a man in love with a young girl fourteen years old could not marry her, even with the consent of her family, until she reached the age of fifteen. If, however, he succeeded in seducing her and if the girl consented, he could cause her to live with him without the risk of punishment. This was certainly a deplorable state of affairs. All who had at heart the protection of young persons from prostitution must ardently desire that the age of consent should be raised.

To be strictly logical, it could be maintained that, since consent to a legitimate union was safeguarded by numerous guarantees, consent to an illegitimate union could not serve as a legal excuse in the case of someone whose age was less than that of the age of marriage. M. Rollet thought, however, that this question must be left to the various nations to examine. The Commission should confine itself to expressing the hope that the legal age of consent should never be lower than the legal age of marriage.

He submitted the following draft resolution :

“ The Advisory Commission for the Protection and Welfare of Children and Young People,

“ Having examined the replies to the questionnaire sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent ;

“ Considering that, inasmuch as the legislation of the various countries has fixed the age below which no person is permitted to marry even with his or her parents' consent, it is not desirable that the age at which the consent of the victim of an immoral act is a defence to the charge should be fixed below the age of marriage ;

“Considering that, in order to safeguard the young against the dangers of prostitution and procuring, it is indeed desirable that the age of consent to an immoral act should be raised as high as possible;

“Recommends that the Council of the League of Nations should draw the attention of Governments to the necessity of raising the legal age of consent to an immoral act at least as high as the legal age of marriage.”

M. BOURGOIS (France) supported the resolution proposed by M. Rollet. The Bill just referred to had already been passed by the French Senate and would, he hoped, shortly be passed by the Chamber of Deputies. The French Government supported it.

COUNT CARTON DE WIART (Belgium) supported the draft resolution, which was in accordance with previous recommendations of the Committee. The Council had received those recommendations favourably, and the Committee had thus begun to fulfil a most useful task, amply justifying its existence. The new proposal further defined its views, which were to the effect that the age of consent and the age of marriage should be the same. The Commission had already had occasion to note that, in Belgium and France, the legal age of marriage was eighteen for men and fifteen for women. In Belgium, however, the legal age of consent was sixteen for both sexes, and in France that age was thirteen. There was therefore a difference of three years between the ages of consent in the two countries, although their climatic and social conditions were very similar. It was to put an end to such differences that M. Rollet had made his proposal, and in this respect Count Carton de Wiart thought that it would be of great use. What M. Rollet desired was that the age of consent should at any rate not be lower than the age of marriage.

The age of consent differed greatly according to countries, as was shown by the answers to the questionnaire. Some countries had entirely misunderstood the Commission's object and had thought that the age of consent referred to the age at which the consent of the parent, must be obtained before a marriage could legally be celebrated. The Commission should therefore clearly define in the resolution that it meant by “age of consent” the age of consent to an immoral act.

MISS RATHBONE, while agreeing that the proposal of M. Rollet marked an advance thought that the advance was very small. To make the age of consent and the age of marriage the same evaded the really important point, which was that they should be sufficiently high. There was a great difference to be noted in the various countries. Some countries had a high age of consent and a low age of marriage; in others, the opposite was the case. In some, both ages were equally low; in others, equally high. She thought, therefore, that the proposal of M. Rollet failed to deal with the fact that harm was caused to the morals and health of the population of countries where there was a low age of consent. Could not the Committee therefore add an expression of its opinion to the effect that, for reasons of moral and physical health, the age of consent and marriage should not be less than two years following the age of puberty?

It was impossible to exaggerate the importance of this question. The Committee had to consider the effect of its resolution not only in countries where the age of consent or of marriage was satisfactory but also in Oriental countries, where the ages both of marriage and consent were deplorably low. In Great Britain, the legal age of marriage was twelve, that of consent sixteen. The low age for marriage did not, however, constitute a really serious evil, for marriages under the age of fifteen were very rare. This question, however, was of vital consequence, as far as a great country like India was concerned. There, the very low age of marriage and of consent led to the most deplorable evils and to an appallingly high two years later rate of maternal and child mortality.

The Commission should realise that the effect of its resolutions extended far beyond the mere initiation of international action. The resolutions which it adopted set a high standard and thus produced a great moral effect. She thought, therefore, that the Commission should aim not merely at causing the ages of consent and of marriage to become the same but also at raising them to a higher figure than that at which they stood at the moment.

In conclusion, she would propose the following amendment to the draft resolution:

“ . . . and expresses the opinion that, in the interests of both physical and moral health, the minimum age of both marriage and consent should be not less than than the age of puberty ”.

M. ROLLET was prepared to accept this amendment if it were really necessary. He pointed out, however, that the expression: “the necessity of raising the legal age of consent to an immoral act at least as high as the legal age of marriage”, to be found in his resolution, would cover the point raised by Miss Rathbone.

MISS WALL (British Empire) reminded the Commission that this question had been placed on its agenda some years previously. The Commission had had to encounter criticism on the part of the Council and of the Assembly, in which the view had been expressed that the question of the age of consent and of marriage was a national matter and could not be dealt with on international lines. Despite that fact, however, the Commission had persevered, and the replies to its questionnaire showed that interesting results had been obtained. In Italy, for example, the Commission's report had been submitted to the persons now drafting the new

Civil Code, with instructions that account should be taken of the Commission's recommendations. In France, the age of consent was about to be increased by two years. In Estonia, the age of consent was to be raised from ten to fourteen years, a very remarkable advance. In Great Britain, a Bill was under consideration for raising the age of marriage. She would, however, explain that the low age of marriage in Great Britain was a minimum. In other countries, where the age of marriage was higher, exceptions were allowed. There were no exceptions in Great Britain.

As far as the draft resolution proposed by M. Rollet was concerned, Miss Wall could not help wishing that he had emphasised the differences in the considerations affecting the age of marriage and the age of consent. These differences were very important. The age of marriage was a question concerning the Civil Code, and had nothing whatever to do with the Penal Code, which covered the age of consent. That was the essential difference between the two. Naturally, in the case of crimes such as rape and violation, that was to say, crimes punishable by the Penal Code, the age of consent must be put at a high figure. Marriage, however, was a civil contract surrounded by every form of safeguard. The age of marriage could safely, therefore, be lower. If the two questions were too closely associated, the Commission ran the risk of lowering the present high moral conception of marriage. The Commission in the previous year had decided to divide the two, as the following resolutions, which it had then adopted, would show :

“ 3. The Commission, being convinced that the fixing of too early an age as the age of consent is likely to encourage traffic in women and children and to lead to the corruption of young persons, requests the Council of the League of Nations to draw the attention of Governments to the imperative need of fixing the age of consent sufficiently high to ensure the effective protection of children and young people.

“ 4. As regards the legal age of marriage, the Commission also thinks that it is important that the age of marriage should reach an adequate standard. It decided to postpone to its next session further consideration of this question and its possible relation to the age of consent. ”

This resolution had been circulated to Governments. The Commission must now consider whether it could or could not adopt a resolution similar to that proposed by Miss Rathbone on the age of marriage. Miss Wall thought, however, that it would not be possible to make any mention of puberty in the resolution. To do so would be to enter into physiological aspects of the question which could hardly become rules of law. She thought, therefore, that the amendment proposed by Miss Rathbone would have to be drafted in more general terms.

Dr. Estrid HEIN (Denmark) desired an opportunity of examining the proposal of M. Rollet before being called upon to vote on it. Her position, as the representative of a Government, was somewhat difficult. Personally, she would agree with M. Rollet. It was proposed, however, that the age of consent in Denmark should — without exemptions — be fifteen years and, in special cases based upon abuse of authority or superiority of age, eighteen years.

She would be unable in any case to vote for the amendment proposed by Miss Rathbone. The Scandinavian Commission on Marriage Laws set up some years ago had fixed the age of marriage at eighteen, because puberty on an average was found to begin a few months after seventeen. This age of marriage was extraordinarily high, and would therefore entail the raising of the age of consent to nineteen or twenty. If such a procedure were adopted, Dr Hein thought that many boys, on reaching the age of eighteen or nineteen, would require protection against the assaults of girls.

M. AMADOR (Spain) was ready to support the proposal of M. Rollet after hearing the explanations given by Miss Wall and Count Carton de Wiart. The age of consent and the age of marriage had originally been the same in Spain, but only with the proclamation of Canon Law had the age of marriage been lowered by two years. Municipal law, especially in Catalonia, differed in certain respects from the general law, but in cases involving the age of consent the general law was invariably applied.

He agreed with the objection raised by Miss Wall to the proposal of Miss Rathbone. Puberty was an uncertain factor. It was also because of puberty that exceptions to the age of marriage were allowed in Spain and, he understood, in France also.

He was ready to agree, however, that the age of consent and the age of marriage should be the same. In Spain, violation was certainly punishable after the age of twelve years. There was a special offence covered by the Spanish Code known as *stupro*, which meant seduction without violence. Such a crime was punishable regardless of the age of the victim. Rapewas punishable in Spain over the age of twenty-three, even if it were proved that the victim had consented.

Miss RATHBONE proposed the following text to take the place of the amendment which she had suggested :

“ . . . and expresses the opinion that, in the interests both of physical and of moral health, the minimum age of marriage and of consent in each country should be not less than two years later than the average age of puberty in that country. ”



Professor Léon BERNARD, speaking entirely as a medical expert, agreed with Miss Wall. While it was an undoubted fact that two years after the attainment of puberty should be regarded as the minimum age at which a boy or girl should contract a marriage, this could not be made the subject of a law. No such thing as a normal age of puberty existed. The new amendment proposed by Miss Rathbone, which suggested that the average age of puberty should be the governing factor in determining the age of marriage and of consent, was equally unacceptable, for no proper data existed for calculating the age of puberty. Puberty varied too much according to individuals to make it possible to base any law upon it. From a purely physiological point of view, therefore, it was impossible to make a law depend on the age of puberty. It could only repose on considerations of a moral nature.

Mme. ROMNICIANO (Roumania) supported M. Rollet's original proposal on behalf of her Government. She agreed with Professor Léon Bernard's criticisms of the amendment suggested by Miss Rathbone. There was no normal age of puberty.

Since 1926, the question of the age of consent and of marriage had been carefully studied in Roumania. There were considerable differences in the legislation applied to the old and to the new kingdom. In the new kingdom the age was high, the age of consent being sixteen and the age of marriage eighteen. It was largely owing to the efforts of the women's associations that the question of the age of consent and of marriage was receiving so much attention. It was hoped that the age of consent would be raised as high as eighteen years. The Roumanian Government had expressed great sympathy with the views of the women's associations on this matter.

Miss WHITTON thought that the prestige and influence of the Commission was far greater than it realised. While she agreed that caution was a necessary part of the Commission's efficiency, it should equally avoid the danger of being too cautious. She thought that the proposal of M. Rollet erred on the side of caution. She could not agree that the age of consent and the age of marriage should be made the same, for the following reasons :

In the first place, in Canada, the age of consent was much higher than the age of marriage. A movement was on foot to place still higher the age of consent, and a suggestion that it should be made equal to the age of marriage would give a weapon to opponents of this movement. In the second place, it was essential to keep clear the distinction made between the age of marriage and the age of consent. As Miss Wall had justly pointed out, the age of marriage concerned the Civil Code, the age of consent the Criminal Code. In Canada, the age of marriage was a matter settled by the various provinces, precisely because it came under the Civil Code. The age of consent, on the other hand, was the same for the whole Dominion. The adoption of the proposal of M. Rollet would strengthen the position of those provinces in Canada where the age of marriage was low.

The Committee should not forget that there was a very large body of public opinion which looked on marriage as a sacrament, and the age at which it should be contracted as something quite different from the age of consent. This state of mind constituted a very strong moral safeguard, and therefore nothing should be done which should weaken or destroy such a safeguard. She hoped, therefore, that the Committee would not fall into the error of adopting too cautious a resolution, but would make a clear distinction between the age of consent and the age of marriage.

She suggested that a small Sub-Committee, composed of Miss Wall, Miss Rathbone and a medical expert, should be constituted to draft a resolution for submission to the Commission.

Dr. Gertrud BÄUMER (Germany) could not accept any proposal to the effect that the age of marriage and the age of consent should be made the same. She agreed with Miss Wall that a more detailed discussion had made it still clearer than before that the question of fixing the two ages had to be treated from different points of view. It was obvious that a girl needed more protection under the circumstances to which the age of consent applied than for the legal age of marriage. She thought, however, that the draft resolution proposed by M. Rollet had been misunderstood. All that M. Rollet meant was that the age of consent should not be lower than the age of marriage. When he stipulated that it should be at least the same as the age of marriage, this meant that it could in certain cases be higher. She realised the difficulties of the situation as far as Denmark and the other Scandinavian countries were concerned. Generally speaking, the higher the two ages the greater the protection afforded, and the Commission could perhaps add a sentence to this effect to the resolution proposed by M. Rollet. She thought, however, that it would be impossible to base the age of marriage on puberty, for the reasons stated by Miss Wall and Professor Léon Bernard. She thought that the proposal of M. Rollet should be submitted, as a basis for discussion, to the Sub-Committee proposed by Miss Whitton.

Mr. HARRIS (British Empire) agreed with Miss Whitton. Some countries would regard the proposal of M. Rollet as reactionary. Many countries desired to raise the age of marriage to that of the age of consent. Speaking from the legal point of view, it was necessary, however, to treat the age of consent as something different from the age of marriage. This point had been explained by Miss Wall, with whose observations he was in agreement. He thought that a small Sub-Committee should be appointed to draft a resolution for submission to the

Commission. He would propose the following text as a basis for discussion in that Sub-Committee.

“ While it is important that in all countries the age of consent and the age of marriage shall reach an adequate standard, the Commission wishes to point out that the considerations which must influence the fixing of the age in each case are widely different.

“ As regards the age of consent, the Commission can add little to the resolution which it passed last year. This resolution was as follows :

.....  
“ 3. ‘ The Commission, being convinced that the fixing of too early an age as the age of consent is likely to encourage traffic in women and children and to lead to the corruption of young persons, requests the Council of the League of Nations to draw the attention of Governments to the imperative need of fixing the age of consent sufficiently high to ensure the effective protection of children and young people.’

“ As to the age of marriage, the Commission recognises that it has an important bearing on the welfare of young persons of both sexes. Where the age is low, it may not conduce to the well-being either of the individuals concerned or of the State. Further, an age which is too low may lead to the foundation of evils and abuse which have been referred to in the report of the Special Body of Experts on the Traffic in Women.

“ The Commission wishes to express the hope that the Governments will consider the ages fixed in their marriage laws in the light of these considerations. ”

On the proposal of the CHAIRMAN the following members were appointed to serve on the Sub-Committee : Miss WALL (British Empire); Miss RATHBONE; Mme. ROMNICIANO (Roumania); M. ROLLET; Dr. Gertrud BÄUMER (Germany); and Miss WHITTON.

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## SECOND MEETING

*Held on Monday, March 19th, 1928, at 3.30 p.m.*

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Chairman : M. REGNAULT (France).

### 2. Disposal of the Gift of \$5,000 offered by the American Social Hygiene Association.

The SECRETARY recalled that the American Social Hygiene Association had, on May 19th, 1925, made an offer of 5,000 dollars intended for partial allocation to the work of the Child Welfare Committee. Up to the present, no allocation had been decided upon for this generous offer, but last year Mr. Bascom Johnson had written to her suggesting one or two subjects upon which this fund might be expended. This letter had been read to the Sub-Committee entrusted with the allocation of the fund in question, but no decision had been reached.

Two months ago, the Secretary had written to Dr. Snow requesting him to ask the Executive Committee to maintain its offer until the close of the present session. Dr. Snow had replied as follows in a letter dated March 3rd, 1928 :

“ The American Social Hygiene Association was greatly interested in the original recommendations of the Sub-Committee on Programme of Work to the Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People.

“ Among other recommendations occurred the following :

“ ‘ *Hygiene of Adolescence.* — The Committee appreciates the great difficulties which surround this question, but it proposes to ask members of the Committee at its next session to exchange views on this question in order to ascertain whether it would be justified in investigating more closely any part of this field of character training.’

“ This Association receives annually from citizens and organisations in every part of the world enquiries as to what is being done in the United States in such education. Urgent requests are sent asking for copies of laws, reports, library reference lists, pamphlets and lecture outlines. These demands, which I suppose are made upon similar agencies in many other countries, clearly indicate the need for accurate information on this subject.

“ An international clearing-house service on the subject of sex in its larger scientific and social meanings in relation to the field of character training would, in our judgment, be of great value to all phases of the protection and welfare of children and young people.

“ Many educators and other qualified persons throughout the world believe that the Child Welfare Committee must give adequate consideration to what the Committee has termed biological education, and plan internationally for recognition of its value and influence, if the League's Child Welfare programme is to be complete.

“ While the American Social Hygiene Association did not wish to place undue restrictions on its pledge of 5,000 dollars in 1925, the Board of Directors believed at that time, and still believe, that the Child Welfare Committee might make a beginning in such parts of the programme as relate to the field of social hygiene, using this term in the restricted sense which applies in Great Britain and the Americas.

“ In your letter of December 21st, 1927, you wrote as follows :

“ ‘ With regard to the 5,000 dollar contribution from the American Social Hygiene Association, I should be very glad if you would kindly report to the Board of Directors at your annual meeting in January that the League desires this offer to remain open at least until after the March meeting of the Advisory Commission. ’

“ Our Board gladly continued its pledge until after your March meeting, but considers that, since the money for this purpose must come from its budget, other activities should not be indefinitely curtailed. To avoid the latter situation, the Board had in mind withdrawing its pledge if the Child Welfare Committee is still of the opinion expressed in Resolution 12 of the third session, held in May 1927. The Board, however, would wish it to be clearly understood that this action would be taken only in the interest of releasing funds for active work in its field, and that any subsequent suggestions or proposals of the League whereby this Association, or its Committee on International Relations and Activities, could assist the Committee on Child Welfare would be given careful and sympathetic consideration.

“ May I add a personal word of greeting and hope that the meetings of both sections of the Advisory Commission will be most successful and helpful. ”

Mr. Bascom JOHNSON recalled that, when this offer was made, the Committee had had a large number of items on its programme. Since then, the agenda had been somewhat restricted, certain questions having been transferred to the Health Committee and others to the International Labour Office. Consequently, there remained upon the agenda only one or two questions suitable for the allocation of the funds of the American Social Hygiene Association. Mr. Bascom Johnson did not wish unduly to limit the final allocation of this money, but, as a member of the Association, he declared that his Association would not wish this money to be used for an enquiry into such subjects as birth control, propaganda of any kind, or venereal disease (this latter because it falls more logically within the province of the Health Committee).

He proposed, merely as a suggestion, that the money should be employed — at least, in part — to examine the extent to which and the methods by which biological education was now being used in a selected list of countries to interpret to youth the influence of racial functions on human behaviour.

Dr. Estrid HEIN (Denmark) stated that she could not over-emphasise the importance of instituting an enquiry in the direction indicated by Mr. Bascom Johnson.

Biological education was an essential means towards resolving the difficulties which confronted young people at a certain period of their life. Dr. Hein understood by biological education that education which started at the commencement of school life and gave information concerning all the biological functions of life — in particular, the generating functions of plants, fish, birds and mammals, including man. It was ridiculous to give to children a mixture of fairy stories and half-truths. It was necessary to give them facts, and to avoid sexless anatomical designs and evasive replies.

The final aim was to explain life and the responsibility of procreation. In her opinion, it might be very difficult to make young people of fifteen, sixteen or seventeen years of age understand sexual questions if they were not already prepared for them to some extent. It was, furthermore, very largely a question of good training on the part of the professors.

The need for this education had been felt for forty years — from the time, in fact, when work in factories took the place of home industries. No one had even informed young girls who found themselves suddenly faced with such severe conditions of existence, how they might be able to protect themselves. They must be armed, not in order to carry on the struggle for existence — they succeeded in this sometimes even despite misguided principles of sexual morality — but for their happiness.

Dr. Hein did not think that the Governments could take up this question at the moment. The matter should be left to the initiative of private persons or organisations.

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Dr. HUMBERT desired to give his point of view. He entirely shared the views of Dr. Hein regarding biological education in all phases of school life. He thought, however, that the Commission — more particularly the Assessors, and as far as he was concerned, he was ready to own his guilt — was perhaps desirous of undertaking too much. He wondered whether any appreciable advance would be made if the various Governments were approached during the course of the enquiry which must be undertaken. The congresses held by the voluntary associations since the war showed how much could be obtained from the good will of such associations.

Further, the proposed enquiry might usefully deal with situations which could only be properly diagnosed on the spot.

As mere suggestions, Dr. Humbert would refer to the following :

1. Child crime in its relation to the organisation of the recreation of youth. Replies on this question were very divergent. An enquiry might be made on the spot, and recreation organised in a particular district where none so far existed. The results could then be reviewed.

2. A question originally put forward by Professor Léon Bernard concerning the consumption of alcohol by children under and during school age. A fresh enquiry was necessary in view of the fact that fifteen years had elapsed since this subject had been considered.

Dr. Humbert suggested, therefore, that the money offered by the American Social Hygiene Association should be set aside for undertaking on the spot enquiries of this kind.

Count CARTON DE WIART (Belgium) recalled that Mr. Bascom Johnson had himself made a suggestion with regard to the use of the funds so generously offered by the American Social Hygiene Association. He would make certain reservations regarding this proposal, for he thought that far more could be done by the parents themselves with regard to biological education than could be achieved in school. The Commission would also be departing from the very precise instructions of the Council to be found in the report of Sir Austen Chamberlain adopted on June 9th, 1926, in which it was stated :

“ These subjects are certainly of high importance, but they do not call for international regulation. There would seem to me to be danger for the League in thus invading the purely national sphere of its Member States, lest those States might resent such action and the real purpose of the League be obscured. ”

Count Carton de Wiart, on the other hand, hoped that a proper use would be found for the generosity of the American Social Hygiene Association.

Dr. Humbert had just made some interesting suggestions, but child crime was the result of so many facts that an enquiry would not yield any great results, and might either create illusions or lead the Commission to note that its causes could not be determined.

This was not the case with M. Humbert's second suggestion, which could be very usefully investigated. For example, it would be useful to examine the influence of the consumption of alcohol on the intelligence of children, on their attention, on their memory, their judgment, etc. If the Commission thought good to adopt this suggestion, Count Carton de Wiart did not desire the enquiry to deal with the manner in which laws were applied in the various countries, for this might awaken the susceptibilities of Governments. He therefore thought the object of the enquiry should be defined as follows :

“ What is the influence, on the physical and intellectual formation of the child, of the measures adopted in various countries for the restriction or prohibition of fermented liquors ? ”

He proposed that an enquiry on this definite point should be made through the Secretariat.

Mr. COHEN considered that, while there was considerable divergence of opinion as to the wisdom of giving biological education to children, there could be none as to the value of strengthening the character of adolescents. He suggested that part of the funds should be allocated for enquiry upon the following lines :

1. It might be ascertained what measures were taken for character training in boys' and girls' clubs, and whether there were any lectures upon this subject.

2. How far was recreation organised with this end in view ?

3. Could the co-operation of the higher schools and even of the universities be obtained by the inclusion of character training in their curricula ?

4. Enquiries might be made as to the extent of the parents' influence. He agreed with Count Carton de Wiart that this should be the first line of attack.

5. An investigation should be made into the nature of the literature supplied to adolescents. An approach might also be made to responsible authors with regard to the treatment of sex matters in their works.

He had ventured to bring these suggestions immediately before the Committee as he was leaving Geneva that night.

Dame Katharine FURSE recalled that she and Dr. Paulina Luisi had been the first to suggest the inclusion of this subject in the programme of the Commission. Her organisation had been very frequently approached from many directions on this subject of sex education of the young, and it was a matter which was receiving the serious attention of most similar organisations. The subject of sex was constantly being brought to the minds of young people by the cinema, literature and conversation, and it would seem as though the time had come when a definite policy should be adopted with regard to biological or similar instruction.

She agreed with Count Carton de Wiart that the parents were the most suitable people to give the necessary information, but said that most of them were unwilling to do so and that they often asked the leaders of clubs and other organisations to relieve them of the duty. She reminded the Commission that, when making the original suggestion in 1925, she had asked for the education of parents to be considered, and that this proposal had been the cause of some amusement to the Commission. She would, however, repeat it; it was very necessary now to prepare a generation of parents willing to give the information that was asked for by their children. At the present moment, the Commission was between two stools: on the one hand, the children asking for information and on the other the anxious parents, ignorant of the best methods of passing on their knowledge and often therefore refusing to do so.

Dame Katharine considered that one of the greatest difficulties lay in the choice of a suitable term to define what was intended. "Biological education" was often confused, at least in Great Britain, with birth control, while "social hygiene" was connected in the public mind with venereal disease. She considered that a more general term should be adopted to include the object in view — such as "education in human relationships".

With regard to the declaration of Sir Austen Chamberlain, in 1926, that the question of biological education did not call for "international regulation", she pointed out that it was only proposed now that an enquiry should be made into the different methods in different countries. There was no question of regulation.

She ended by saying that her organisation would very much welcome the results of such an enquiry as it was in great need of advice with regard to this subject, which was a very delicate one.

Don Pedro SANGRO (Spain) said that the question of biological education was a grave and delicate one that would raise controversial points of religion, morality and pedagogics. He did not wish to stifle further discussion, but he feared that this matter might create a universal uproar. He also asked whether children should be made the subject of experiment. The consideration of this question had been adjourned eighteen months ago. Had the history of the Commission been so long and so successful that it could afford to reopen a discussion that would raise considerable opposition?

Dr. Gertrud BÄUMER (Germany) said that the question could be considered from two aspects: (a) the question as such; and (b) its relation to the work of the Commission. With regard to the second aspect, she considered that there was no logical reason for the exclusion of the question from the programme. The Commission had already dealt with questions of education, such as the influence of the cinema on children and the instruction suitable for blind children.

With regard to the first aspect, she thought that an enquiry into the subject would at present be impracticable. When such divergence of opinion existed in the Commission, no resolution or recommendation was possible. For her part, she was persuaded that a knowledge of biology was not sufficient to raise the level of sexual morality. A large number of children were not ignorant upon the matter — rather, they knew too much. In order to raise the moral level, the whole of life should be subordinated to higher ideals, even to such ideals as the physical betterment of the race. These were matters that could not be discussed in the present Commission. She saw no objection, however, to making an enquiry on biological education among those Governments and organisations which were willing to give information on the subject. She suggested that a small Sub-Committee might be formed to compile a short questionnaire, which would be issued only to such Governments and organisations as were willing to participate in the solution of this vexed question.

Professor Léon BERNARD considered that this enquiry would be of no practical utility, as it could lead to no really tangible result. With regard to the methods of biological education, there was no country in which such education was not given in some measure by the family, and its introduction into schools was continually upon the increase. An enquiry into the manner in which such education was given in the family would be impracticable, and very little information could be obtained from the schools. At most, such information would be of national and not of universal value. The method of education was largely a matter of personality and of tact, and it would be a great mistake to standardise it. With regard to the results obtained, these, too, would be of little use, for a measure that would be most satisfactory in one country might prove entirely unsatisfactory in a country where different conditions prevailed.

He considered, however, that an enquiry into the influence of alcohol upon children would produce really valuable and scientific information. He would, however, ask Count Carton de Wiart to make two slight amendments in the text of his proposal. He suggested that the words "fermented liquors" should be changed to "fermented and distilled liquors". The second amendment that he proposed was of greater importance: for the words "of the measures that have been taken" he would insert the words "of alcoholism and of the measures that have been taken". The enquiry should not be limited to countries where prohibition was in force.

Mme. AVRIL DE SAINTE-CROIX considered that the subject of biological education should be studied elsewhere by a body less liable to offend a wide range of susceptibilities. In the present Commission, a discussion of the subject would only lead to controversy, with little practical result.

She urged that enquiry should rather be made into the influence of parents upon their children. For more than thirty years she had interested herself in delinquent children, and she was convinced that the greater part of these were victims and not offenders. She suggested that the proposal of Count Carton de Wiart should be enlarged so as to give effect to this enquiry.

COUNT CARTON DE WIART (Belgium) remarked that his proposal would in that way be considerably enlarged, but Mme. Avril de Sainte-Croix pointed out the primary importance of the question of home atmosphere.

Mr. HARRIS (British Empire) summarised the attitude that the Council had taken with regard to biological education.

In 1925, the Commission had agreed to an exchange of views upon the matter at its next session and the Council had made no comment upon this agreement. In 1926, the discussion of the matter had been objected to by the Council, largely, he thought, because the Committees' proceedings had seemed to be somewhat in the air and the Council had wished to bring them down to earth. He did not think, however, that the Council would now make any objection to the enquiry suggested, on the condition that this enquiry should receive the unanimous support of the Commission. The matter was one of essential importance to both Committees — to the Traffic in Women and Children Committee for obvious reasons, and to the Child Welfare Committee on account of the danger of ignorance among children with regard to sex matters. He proposed that a beginning should be made by appointing Dr. Hein to be Rapporteur on the question. A portion of the funds might be allocated to her use and she could enquire into the measures that had been taken in her own country and in the other countries that were willing to co-operate.

He could not support the proposal of Count Carton de Wiart because he thought that the subject in question was related to the work of the Health Organisation rather than to that of the Commission.

If the suggestion that he had just made were not accepted, he would propose that a Sub-Committee should be appointed to consider the matter, and that a decision should be taken at a later meeting.

M. BOURGOIS (France) agreed with his colleagues as to the inexpediency of instituting an enquiry into alcoholism. This matter was already upon the agenda of the Assembly, which had wished to co-ordinate all views on the subject, and it would be a breach of discipline for the Commission to take upon itself a separate consideration of the matter. He proposed that the draft resolution of Count Carton de Wiart should be submitted after the next session of the Assembly.

He added that it would be somewhat ironical if American funds were to be employed for the solution of a question that the United States had already solved for themselves.

With regard to the proposal of Mme. Avril de Sainte-Croix, he considered that its scope was too wide, and he suggested that a Sub-Committee should be appointed to form a similar proposal in more restricted terms.

M. IRO (Japan) said that in his country biological education was the subject of a five-year course in secondary schools.<sup>1</sup> It had been a burning question since the war whether this education should be extended, and much would depend upon the example of other countries. He agreed with Mr. Harris upon the advisability of first collecting a greater amount of information upon the matter.

Miss WHITTON thought that the Commission seemed to be in the position of a man holding a wild cat and not knowing whether to hold on or leave go. It was, however, most essential that the resolution upon this matter, when adopted, should be unanimous.

With regard to the proposal of Count Carton de Wiart, she considered that the American continent should form the centre of enquiry. She was of the opinion, however, that such an enquiry would be premature.

Dr. HUMBERT said that, while he did not agree with M. Bourgois that the Commission should postpone its discussion until after the next session of the Assembly, he considered that the question was too complex to be undertaken by a single Committee.

Mlle. CHAPTAL (France) drew attention to a most effective weapon in the defence of children against moral danger, *i.e.*, the institution of visiting nurses or social workers. It seemed to her that the enquiry would be made more precise and would be more effective if it dealt with this special and very modern aspect of the question.

Dr. Estrid HEIN (Denmark) said that she could not agree to the proposal of Mr. Harris. She considered that it would be only a waste of time to occupy herself with a question which was regarded by the majority of the Commission as a dangerous one.

The CHAIRMAN considered that, before the appointment of a Sub-Committee, a vote should be taken upon the question of biological education.

Mr. HARRIS (British Empire) urged very strongly that the matter should not be put to the vote but should be adjourned. In the meantime, the members could reflect upon the various proposals, and when they had expressed their opinions a Sub-Committee could be appointed.

M. BOURGOIS (France) considered that the taking of a vote upon the question was the only possible solution. If a Sub-Committee were appointed, it would have to be composed of a majority of the members of the whole Commission, for it would be necessary to have every shade of opinion represented upon it.

Dr. Gertrud BÄUMER (Germany) thought that a small Sub-Committee could find a proposal that would be agreeable to all.

Dr. Estrid HEIN (Denmark) associated herself with the proposal of Mr. Harris. She considered that at the present moment a vote would be most inexpedient.

M. BOURGOIS (France) expressed the opinion that the question of biological education could be eliminated. There remained the proposals of Count Carton de Wiart and of Mme. Avril de Sainte-Croix. He suggested that a vote should be taken upon the former of these. It would be unjust if the Commission had to abide by the decision of a Sub-Committee on this matter, for such a decision would depend entirely upon the composition of the Sub-Committee.

He proposed that, at the next meeting, the Commission should vote upon each of the three resolutions in turn, without further preliminary discussion.

Mr. HARRIS (British Empire) said that an adjournment of the meeting would enable Mr. Bascom Johnson to make a further proposal.

Don Pedro SANGRO (Spain) expressed his conviction that none of the members were in favour of the continuation of the discussion upon biological education.

The CHAIRMAN stated that the proposal for the allocation of part of the funds offered by the American Social Hygiene Association for the furtherance of biological education had been withdrawn.

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### THIRD MEETING.

*Held on Tuesday, March 20th, 1928, at 10.15 a.m.*

Chairman : M. REGNAULT (France).

#### **3. Disposal of the Gift of \$5,000 offered by the American Social Hygiene Association (Continuation).**

COUNT CARTON DE WIART (Belgium), referring to his proposal, made at the previous meeting, that an enquiry should be made into the effects of alcohol on the mental and physical condition of children and young persons, said that he now realised that such an enquiry could scarcely be made until a decision had been taken in regard to the general question of alcoholism. That being so, he withdrew his proposal in favour of that put forward by Mme. Avril de Sainte-Croix, as amended by Mlle. Chaptal.

Dr. HUMBERT agreed with Count Carton de Wiart. When the Commission came to discuss the question of alcohol, he would submit a proposal showing how it would be possible to continue a study of this question.

Mme. ROMNICIANO (Roumania), though she had stated, on her own behalf and on behalf of her Government, that she was against biological education, desired to make it clear that she had never had in her mind the question of birth control in connection with such education. She felt quite certain that the American Social Hygiene Association had no intention of raising the question of birth control in this connection. She hoped that Mr. Bascom Johnson would take note of this explanation. Birth control was naturally a subject which was regarded in Roumania as very unfortunate.

The CHAIRMAN agreed with Mme. Romnicioano that the question of birth control had never been raised by the Commission.

Miss WHITTON desired to submit an amendment to the proposal made by Mme. Avril de Sainte-Croix and Mlle. Chaptal.

Her proposal was that an attempt should be made to apply their suggestion to a restricted area, and her main reason for making this proposal was that, in the United States of America and in Canada, great interest was being shown in the question of the neglect of children. The 5,000 dollars, therefore, which might be forthcoming for such an enquiry would probably be increased by sums from other sources. Her proposal was to the following effect :

“ That the funds generously placed at the disposal of the Commission by the American Social Hygiene Association should be devoted to a definite enquiry in the field of child neglect, and that this enquiry should take the form of an intensive study of selected groups of children in certain specified countries which have become, or are in danger of becoming, neglected, dependent or delinquent.

“ That, to make the study practical and definite, it should deal with groups of five hundred children in each of the countries selected, and should include :

“ (a) An examination of the causes which contributed to their moral or social danger;

“ (b) An evaluation of the results of the various methods of dealing with them :

“ (1) By social work in the children's own homes;

“ (2) By institutional care;

“ (3) By boarding out or placing out.

“ That for the direction of this enquiry, a Committee of specialists be appointed from the countries selected for study.

“ That a Sub-Committee be set up, to report to the Commission during the present session, on the method of study and other details of this enquiry. ”

Mr. BASCOM JOHNSON, in reply to Mlle. Chaptal, who had enquired whether the American Social Hygiene Association would allow its funds to be used for the purposes proposed by Mme. Avril de Sainte-Croix and herself, said that a definite reply to this question was not possible. He felt sure, however, that her proposal, or that of Miss Whitton, would receive sympathetic consideration by the Association.

M. BOURGOIS (France) asked that a vote be taken on the proposal of Mme. Avril de Sainte-Croix and Mlle. Chaptal.

Mr. HARRIS (British Empire) thought that both proposals should first be submitted to a Sub-Committee. He was not yet in a position to express a definite opinion on the merits of either.

M. BOURGOIS (France) pointed out that it was impossible for the Sub-Committee to make any recommendations until it knew the views of the members of the Commission in regard to both proposals.

Dr. Gertrud BÄUMER (Germany) was under the impression that the proposal of Miss Whitton was intended to be an amplification of that put forward by Mme. Avril de Sainte-Croix and Mlle. Chaptal.

Mlle. CHAPTAL (France) was unable to agree with the proposal of Miss Whitton.

Miss WHITTON supported the proposal of Mr. Harris. The proposal which she had submitted had been designed to define more clearly the suggestion made by Madame Avril de Sainte-Croix and Mlle. Chaptal.

M. BOURGOIS (France) recalled that the Chairman had pronounced the closure of the discussion at the preceding meeting. All that now remained for the Committee to do was to vote on the two proposals submitted.

Mr. HARRIS (British Empire) thought that the members were really all agreed in principle as to the nature of the enquiry. It must, however, be defined. He regarded the proposal of Miss Whitton as interpreting that made by Mme. Avril de Sainte-Croix and Mlle. Chaptal. He thought that both should be submitted to a Sub-Committee.

The CHAIRMAN called upon the Commission to vote on the text proposed by Miss Whitton, which he ruled to be an amendment to the proposal made by Mme. Avril de Sainte-Croix and Mlle. Chaptal.

The proposal was as follows :

“ That a Sub-Committee be set up to outline the methods of an enquiry into a selected number of neglected, dependent or delinquent children, in specified countries, with a view to establishing the causes contributing to their condition and an evaluation of the methods for the treatment of these problems ”.

Dr. Estrid HEIN (Denmark) said that she would abstain from voting, not having had sufficient time to consider the text proposed.



Mr. HARRIS (British Empire) enquired whether the Commission was voting on the proposal of Miss Whitton itself or whether it was called upon to take a decision to the effect that the proposal should be submitted to a Sub-Committee. He was prepared to agree that the matter should be submitted to a Sub-Committee, but he was not prepared to vote for it as it stood.

The CHAIRMAN ruled that the proposal as it stood should be put to the vote.

*The proposal was rejected.*

The CHAIRMAN called upon the Commission to vote on the proposal of Mme. Avril de Sainte-Croix as amended by Mlle. Chaptal.

The proposal was as follows :

“ That an enquiry be undertaken into the necessity for protecting children in moral danger and the means available to this end, more especially through the action of social workers, visiting nurses, etc. ”

Mme. AVRIL DE SAINTE-CROIX explained that she had added the word “ etc. ” in order to make the proposal less limitative.

Dr. Gertrud BÄUMER (Germany) was unable to vote for the proposal as it stood, for it was too vaguely worded. It should be submitted to a Sub-Committee for further examination.

Dr. Estrid HEIN (Denmark) and Mr. HARRIS (British Empire) announced their intention of abstaining from voting. They were unable to agree to the proposal as it stood, but would be quite willing for it to be submitted to a Sub-Committee.

COUNT CARTON DE WIART (Belgium) thought that, if the principle underlying the proposal of Mme. Avril de Sainte-Croix and Mlle. Chaptal were accepted, the Commission could then refer the matter to a Sub-Committee with instructions to draw up a definite text.

M. BOURGOIS (France) agreed with Count Carton de Wiart.

M. ROLLER suggested that the proposal should be worded as follows :

“ That an enquiry should be undertaken into the organisation of the social services dealing with the protection of abandoned children and children in moral danger. ”

*The principle contained in the resolution proposed by Mme. Avril de Sainte-Croix and Mlle. Chaptal was adopted, five members voting in favour and none against.*

The proposal was submitted to a Sub-Committee composed of the following members<sup>1</sup>: Mr. BASCOM JOHNSON; Mme. AVRIL DE SAINTE-CROIX or Mlle. CHAPTAL (France); Mr. HARRIS (British Empire); Dame KATHARINE FURSE; DON PEDRO SANGRO (Spain); Mme. ROMNICIANO (Roumania); and Miss WHITTON.

*It was agreed that the proposals of the Sub-Committee should be submitted to the Child Welfare Committee for final approval.*

Mr. Bascom JOHNSON pointed out that the American Social Hygiene Association had waited for three years for a suggestion from the Commission with regard to the employment of the proposed funds. As no suggestion had been made, the Association had now submitted a proposal, which the Commission had rejected. The Commission was, naturally, quite within its rights in acting in this manner. While the Association would be most willing carefully to consider any counter-proposal made by the Commission, he thought it highly probable that it would deprecate any proposal which could only be applied to certain countries. It would desire the proposal to be couched in general terms. The question of child delinquency was a matter of great interest in the United States and in Canada and, he thought, in many other countries, and the Association would undoubtedly feel disappointed if the proposal were not put in such a form as to make possible a universal enquiry.

He thanked the Chairman and the representative of Roumania for their observations regarding the subject of birth control. At the previous meeting, however, the Italian representative had made a remark to the effect that it was well known that the American Social Hygiene Association supported Malthusian doctrines. This was, of course, not the case, and Mr. Bascom Johnson felt sure that, if such a statement on the part of any member of the Committee remained on record in its Minutes, the Association in question would refuse its future co-operation. He would therefore appeal with confidence to the Marquis Paulucci di Calboli and ask him to withdraw his observations, which had been made under what Mr. Bascom Johnson considered to have been an obvious misapprehension.

The Marquis PAULUCCI DI CALBOLI (Italy) was quite willing to withdraw the observation. A misunderstanding had undoubtedly occurred. He had never meant to use the phrase imputed to him. He had merely pointed out that an enquiry into biological education might raise the subject of Malthusian doctrines, with which the Commission had not been and could not be called upon to deal.

#### 4. Legal Age of Marriage and of Consent (Continuation).

M. ROLLET, on behalf of the Sub-Committee, submitted a draft resolution. He explained that the Sub-Committee had thought it useless to make a comparison of the age of consent

<sup>1</sup> For the text of the resolution proposed by the Sub-Committee and adopted<sup>1</sup> by the Child Welfare Committee, see the Minutes of the Fourth Session of the Committee (document C.195.M.63.1928.IV, page 40).

and the age of marriage, since that question had already been made the subject of a communication to the Governments.

After a short exchange of views, the *resolution was adopted in the following form, after certain drafting amendments had been made* :

“ The Advisory Commission for the Protection and Welfare of Children and Young People,

“ Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent, and having noted their observations upon the resolution adopted in 1927 ;

“ Considering that, with regard to the age of consent, there is nothing to add to this resolution ;

“ And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers ;

“ Recommends that Governments should examine in the light of these considerations the question of the age of marriage fixed in their respective laws. ”

Miss RATHBONE, while agreeing to the resolution, thought that a further step could be taken in order to obtain more definite information regarding the physical effects of premature marriage. In deference to the expert medical opinion which had been expressed, she had abandoned her proposal that the age of consent should be not less than two years after the age of puberty. She doubted, however, whether the Governments yet possessed sufficient biological data to enable them to fix the age of marriage with any degree of certainty. She would therefore propose that the Health Organisation of the League should be asked to make an enquiry into the question of the well-being of children offspring of premature marriages and that of the health of their mothers. She asked that her proposal should be discussed under Item 2 (b) of the agenda of the Child Welfare Committee.

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ANNEX 1.

C.P.E.158.

PROGRESS REPORT BY THE SECRETARY.

*Submitted to the Committee on March 20th, 1928.*

CONSIDERATION BY THE COUNCIL OF THE REPORT ON THE THIRD SESSION OF THE CHILD WELFARE COMMITTEE.

The report on the work of the third session of the Child Welfare Committee was submitted to the Council at its forty-fifth session, in June 1927.

The Council considered the various recommendations made by the Committee, and noted that the Committee proposed to seek information from the various Governments on two points only : the cinematograph and the protection of illegitimate children.

As regards these two questions, the Council approved the following resolutions submitted by the Rapporteur :

“ The Council, having considered the report on the third session of the Child Welfare Committee, notes with approval the arrangements made for improving the organisation of the agenda, thanks the Committee for its work, and requests the Secretary-General :

“ (1) To ask the various Governments to furnish information in answer to the questionnaire drawn up on the subject of the cinematograph in relation to child welfare ;

“ (2) To communicate to the various Governments the questionnaire drawn up on the subject of the protection of illegitimate children, so that they may, if they think fit, furnish the information there sought ;

“ (3) To communicate to the various Governments for their information the resolution of the Committee respecting the age of consent. ”

The Council also instructed the Secretary-General to communicate to the various Governments, for consideration, the Committee's resolution concerning the age of consent.

ACTION TAKEN BY THE SECRETARIAT IN APPLICATION OF THE RESOLUTIONS AND RECOMMENDATIONS ADOPTED BY THE COMMITTEE AT ITS THIRD SESSION.

I. *The Cinematograph.*

In execution of the resolution adopted by the Committee and approved by the Council, the Secretary-General, on July 7th, 1927, despatched to all Governments the questionnaire prepared by the Child Welfare Committee (document C.L.81.1927.IV). Twelve Governments have replied.

Document C.P.E.134 contains their replies and a revised and complete edition of the information already published in document C.P.E.40.

M. Martin, Rapporteur on this question, has sent a very full memorandum, which has been distributed as document C.P.E.149. In addition, Mr. Bascom Johnson has sent a preliminary memorandum on the attitude of Americans towards the censorship of motion pictures (document C.P.E.137).

II. *Protection of Life and Health in Early Infancy.*

The Health Organisation invited the Secretary of the Child Welfare Committee to distribute to its members and assessors certain documents published by the Conference of Health Experts on Infant Welfare. These documents are numbered C.H. 634 and A.49.1927.

III. *Recreation.*

The Child Welfare Committee, having decided to keep this question on its agenda, appointed Dame Katharine FURSE, Dr. MATZ and Dr. HUMBERT as Rapporteurs. They jointly drew up a questionnaire which was sent by each of them to organisations and associations in certain countries which might be able to furnish useful information. They summarised the information received in reply to the questionnaire, and their reports have been distributed to the members and assessors of the Committee in documents C.P.E. 146 and C.P.E.152.

The Committee also expressed a desire to have in its possession the information available in the International Labour Office on the employment of workers' spare time. The information supplied by the International Labour Office was published in document C.P.E.145. A note by Mr. Bascom Johnson (document C.P.E.135) contains information concerning camping.

#### IV. *Family Allowances.*

The International Labour Office has prepared an important paper on family allowances, compensation funds, and their effect on infant mortality and morbidity (document C.P.E.150). In addition, the International Federation of Christian Trade Unions has sent the Secretariat a communication which has been circulated for information (document C.P.E.133).

#### V. *Report of the Legal Sub-Committee: Examination of Two Draft Conventions, on the Relief and Repatriation of Minors, and on the Execution of Judgments relating to Maintenance payable on behalf of Children by Persons obliged to maintain them and who are abroad.*

On June 23rd, 1927, in accordance with instructions given by the Child Welfare Committee last year, the Secretary asked those countries represented on the Committee which had not yet replied to Questionnaire C.P.E./C.J.3 to do so as soon as possible. This request was repeated on October 7th last.

The Secretariat is now in possession of replies from eight Governments: Belgium, Denmark, France, Great Britain, Japan, Poland, Roumania and the United States of America. The information received has been summarised in document C.P.E./C.J.14, and published in full in documents C.P.E./C.J.6 (Annex) and C.P.E./C.J.7 of 1927, and C.P.E./C.J.10, 12 and 16 of 1928.

The memorandum from the Canadian Assessor is in document C.P.E./C.J.9, while the reports sent in by the International Labour Office and the International Child Welfare Association are to be found in document C.P.E./C.J.6 (C.P.E.111 (Annex)) of 1927.

In addition, the "Save the Children" International Union has sent us two reports on the subjects dealt with by the Conventions (document C.P.E./C.J.11 and C.P.E./C.J.13).

The Legal Sub-Committee has not met since the last session of the Child Welfare Committee. The Chairman of the Committee has decided that it shall hold an initial meeting on Saturday, March 17th, if the work of the Traffic in Women Committee is sufficiently far advanced.

#### VI. *Age of Marriage and Age of Consent.*

In accordance with the Council resolution, the Secretary-General has forwarded the Advisory Commission's resolution to all the Governments for consideration. Fourteen countries have sent information or acknowledgments of receipt, which are summarised in document C.P.E.90 (1) (Annex).

#### VII. *Children's Courts.*

The Child Welfare Committee, in view of the Council's observations, asked the Secretariat to await the results of the enquiry made by the International Prison Commission into the question of children's courts before submitting a report at the Committee's fourth session.

The Prison Commission itself has published the results of the enquiry in No. 3 of its *Bulletin* (December 1927). It has been kind enough to send the Secretariat a sufficient number of copies for distribution to all the members and Assessors of the Committee, who will doubtless have read this important document. Further, in July 1927, the Secretary sent the members and Assessors of the Committee, for their information, a volume on delinquent and morally abandoned children, published by the International Child Welfare Association.

#### VIII. *Protection of Blind Children.*

Last year, the Committee decided to retain this question on its agenda, and, in order to add to its information, it asked its members to study the problem of blind children and to obtain particulars on certain specified points.

The Secretariat forwarded the Committee's recommendation to all the members and Assessors. Information has been supplied by five Governments — those of Belgium, Denmark, Germany, Japan and Roumania, whose replies are published in document C.P.E.144. Miss Whitton has sent a report on the position in Canada (document C.P.E.140). The International Child Welfare Association has sent direct to the members and Assessors of the Committee a pamphlet on blind children in Belgium and a study in comparative law dealing with the principal legislative measures that have been taken for the benefit of blind children.

The Committee also authorised the Secretariat to ask for information from specialised associations. In reply to the requests made, a report was sent by the Danish Society for the Blind (document C.P.E.136), and certain information by the National Society for the Prevention of Blindness in the United States of America (document C.P.E.142).

### IX. *Illegitimate Children.*

In accordance with the resolution adopted by the Council in June 1927, the questionnaire drawn up by the Child Welfare Committee for the purpose of collecting information as to the position of illegitimate children in various countries was sent out to all Governments. Thirty Governments have replied, and the information received is published in document C.P.E.141 and its Annex.

### X. *Feeble-minded Children.*

The Committee has placed on its agenda a proposal for an enquiry into the protection and education of feeble-minded children, but no Rapporteur has been appointed. The Secretary of the Committee thought it desirable to extract from the report of the Liaison Sub-Committee (August 1926) the plan of enquiry which the Sub-Committee drew up for the purpose of collecting information on the subject.

### XI. *Alcoholism.*

Last year the Committee came to the conclusion that it was not, for the time being, called upon to go further into this question. It simply requested M. Posner and Dr. Humbert to draw up a joint report, summarising the information already obtained, for submission to the Committee at its fourth session. Dr. Humbert's report on "The Influence of Alcohol on the Physical and Mental Condition of the Child" is published as document C.P.E. 153.

The Committee also wished to be informed of the decision reached by the Assembly at its eighth ordinary session on the question of alcoholism. The text of the resolution passed by the Assembly on this subject on September 23rd, 1927, has been distributed in document C.P.E. 154.

### XII. *Allotment of Credits.*

At its third session the Committee decided to allot a sum of \$1,500, presented to it in 1924 by the Friends of the League of Nations in the United States, to the purchase of books for the child welfare section of the general Library of the League. The books were to be selected by the Social Section in agreement with the Librarian and the Library Committee.

All the members and Assessors of the Committee were asked to give the Secretary the names of any books which they thought should be bought. A member of the Social Section went to Brussels and Paris to find out, at the libraries of the Œuvre nationale de l'enfance de Belgique, the Office de la protection de l'enfance at Brussels, the Belgian Junior Red Cross, the League of Red Cross Societies, and the Museum of Sociology in Paris, on what aspects of child welfare there is recent and valuable literature available, and what is the relative importance of the different subjects.

Finally, a compilation of all the information obtained was made, and was communicated to the members and Assessors of the Committee on December 10th, 1927, with a request for observations to be received before January 15th. As the Secretary received no observations, the Librarian proceeded to order the volumes published during the last few years. If these initial purchases do not exceed the funds, they will be continued systematically in ascending chronological order. Three hundred and twenty volumes have been ordered, some hundred of which are already in the League of Nations Library.

\* \* \*

In conclusion, I venture to inform the Committee that, for reasons of economy, the Secretary-General and the Publications Committee would be glad to see a reduction in the preparatory documents for the Committee's sessions.

In order to decrease the number and size of the documents, the Committee might perhaps consider the advantages of the following methods :

1. Not extending its programme any further,
  2. Drafting questionnaires to be sent out to Governments or private associations in a form even more precise than in previous years,
  3. Authorising the Secretariat as far as possible to summarise information received without publishing the complete text, which would be kept in the archives and could be consulted if desired. This action could not, of course, be taken in regard to legal documents, which it is often impossible to summarise.
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## ANNEX 2.

C.P.E.149.

## REPORT ON THE WORK OF THE CHILD WELFARE COMMITTEE ON THE QUESTION OF THE CINEMA.

*Presented to the Committee by M. F. Martin, Rapporteur, on March 20th, 1928.*

[Translation.]

## ORIGIN OF THE WORK.

When the Advisory Committee on Traffic in Women and Children was reconstituted under the name of the Advisory Committee on the Traffic in Women and Protection of Children, there lay before it an immense field of activity. The Child Welfare Sub-Committee, at its two meetings on May 23rd, 1925, drew up a programme of questions for study. Count Carton de Wiart, representing Belgium, supported by Mr. Harris (Great Britain), M. Rollet (France), and the Marquis di Calboli (Italy), proposed that an agreement should be made between those countries which possessed a film censorship to protect the morals of the child, and M. Regnault, representative of France and Chairman of the Sub-Committee, pointed out that the question of the cinema had reached a suitable stage for study.

The influence of the cinema on children and young people had indeed long been calling for consideration, and a mass of information was already available, principally in the reports submitted to the Brussels Congresses of 1913 and 1921 and to the International Child Welfare Association.

It was an urgent question and ripe for discussion.

The Marquis di Calboli, in a lucid report submitted to the Committee at its meeting on May 26th (Annex 14 to the 1925 Minutes), drew attention to the urgency and importance of the question; and during that 1925 session the Committee adopted the following recommendation:

“ The Committee appreciates the importance of the question of the effect of the cinematograph on the mental and moral well-being of children, as to which it has received evidence from the Italian delegate. It proposes to place this subject on its agenda for discussion next session; and it would be glad if the Secretariat would collect such information as is available, including the steps taken in different countries to exercise supervision over the character of the pictures shown to children. ”

The Council of the League having endorsed the Advisory Committee's recommendation at its meeting on June 9th, 1925, the Committee studied the question at its 1926 session, and in accordance with the seventh Assembly's resolution, continued its investigations in 1927. At each session, the delegate of the International Committee on Intellectual Co-operation lent his valuable assistance.

In 1925, the Secretariat instituted a systematic enquiry.

In 1926, the scope of the discussion was enlarged, and an excellent report was submitted to the Committee by Dr. Humbert on behalf of the League of Red Cross Societies. Valuable information was collected by the Secretariat (Annex 5 to the 1926 Minutes and Annex 3 to the 1927 Minutes), and carefully drafted recommendations were adopted with a view to securing Government supervision of cinematograph films, the international exchange of educational films, and the hygiene and safety of cinema theatres.

In 1927, the discussion was continued at the meetings of May 2nd and 5th. The Committee adopted a draft questionnaire to be sent to Governments with a view to the conclusion of agreements between Governments for the mutual notification of their decisions regarding cinematograph censorship and the privileged circulation of scientific films.

Lastly, it was decided that a general report should be submitted to the Assembly, and you did me the honour of appointing me rapporteur.

Taken as a whole, the reports and discussions, the information collected by the Secretariat, and the enquiry undertaken by the International Labour Office into the employment of children in the production of cinematograph films, reveal the essential outlines of the question and the conclusions which must be drawn on the points that interest this Committee in connection with the physical, mental and moral welfare of children, whether employed in studios or witnessing performances.

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## EMPLOYMENT OF CHILDREN IN THE CINEMATOGRAPH INDUSTRY.

### *Importance of the Question.*

This is a question that bulks more largely as the cinematograph industry develops — develops by leaps and bounds.

The cinematograph industry has not the ordinary characteristics of industrial enterprises; in every direction the moral question presents itself. The industry is of recent growth and is still ignored by the legislation of many countries.

The League of Nations was bound to undertake the study of this question as a legacy from the great Brussels Child Welfare Association; the Child Welfare Committee attacked it and the International Labour Office investigated it. The results of this work may be summarised as follows:

While in France high authorities officially deplore the abuse of films in which children are shown (Report to the Chamber of Deputies by the Committee of the Ministry of Education and the Fine Arts), it is stated in Los Angeles that “the whole world is calling out for child films”. It is certainly a fact that scenarios in which parts are given to even very small children are becoming increasingly common.

M. E. J. Lickley, Assistant Superintendent of Schools and Director of the Compulsory Attendance and Child Welfare Department in California, and Miss Minor, Secretary of the New York Child Labor Committee, both of whom are in an excellent position to know the film world, have produced reports which are quoted *in extenso* in Volume XV, No. 2, of the *International Labour Review*. They call attention to the strong attraction exercised by this profession on children, and still more on their parents. While the children are excited at the idea of acting in a film, the parents are “governed by the tremendous idea that there is in the family a little Mary Pickford or a little Charlie Chaplin”; and some of them dream of the enormous salaries promised to cinema stars. As soon as a studio is established, “at the beckon of the casting director, swarms of children press eagerly at the gates”.

In what conditions do children work when they are engaged for film production and what regulations do the producers have to observe?

On these two points, the Committee's discussions and the International Labour Office's investigations will enlighten us.

### *Conditions of Employment.*

As to conditions of employment, opinions are unanimous. (See the reports by M. E. J. Lickley and Miss Minor, and the particulars supplied by M. Martin, Technical Advisor and Divisional Inspector of Labour in Paris.)

The eyes are bound to suffer from the intensity of the lighting necessary in taking pictures. To secure brilliancy in the pictures, the artificial light used in the studios is produced by arc or mercury vapour lamps, which are extremely dangerous owing to the necessity, very often, of placing them close to the actor, sometimes not more than a metre and a-half away; the lamps give an enormous heat, and produce ultra-violet rays — even adult actors suffer acutely from this; they develop burns similar to those caused by the sun. It is easy to imagine the effects of this light and heat on the tender skins and nervous systems of children, and particularly on their still undeveloped organs of sight.

The effects of the ultra-violet rays can indeed be mitigated by interposing a crystal screen when arc lamps are used and by the substitution, for quartz tubes in mercury vapour lamps, of glass tubes, which are a little more expensive; but this is a matter entirely within the discretion of the producer.

The lights should also be cut off at fairly frequent intervals to give the children a rest.

Other physical drawbacks are mentioned, such as the hours spent in rain or snow, and exhaustion from the long waits between sets with no proper provision for food or rest. Above all, adds Miss Minor, what justification can there be for the use of tiny infants and their being forced, by fair means or foul, to laugh or cry at the necessary moment?

The question has been raised as to what influence the employment of children in the cinematograph industry has on compulsory education. It is not very easy to judge. Discontinuity, even to the extent of only occasional absences, undoubtedly has a bad effect; but in California, where very careful enquiries have been made, no setbacks are observed, because it is the brightest children who work in motion pictures. They are not the backward children but the best.

The great danger is mental.

“ The greatest evil is the fact that these children live in an unreal world, where the set and the surroundings intended to produce the illusion are often cheap and tawdry. On the screen you see the picture of the Colosseum at Rome or some old cathedral; that is taken from some small set represented by the size of an average room. The children quickly become *blasé* and seem to have grown old prematurely. Hours passed among actors, whose only employment is the simulation of emotion, have the most disastrous effect of the children’s mentality.” (*International Labour Review.*)

### *Regulation of Employment.*

The countries which, up to 1927, have furnished the International Labour Office with information regarding the employment of children in cinematograph studios are Austria, France, Germany, Great Britain, Italy, Sweden, Switzerland and the United States.

Australia, Cuba, Finland, Greece, Latvia and Norway state that no question of the employment of children in film production has yet arisen.

This is a matter in which the children’s interests must come first, due regard being also paid to the present needs and future development of the cinematograph industry.

So far, not merely has no international convention been concluded with reference to the employment of children in this industry, but very few countries have passed legislation on the subject.

The City of Berlin Police Order of June 30th, 1924, is the only measure laying down a minimum age-limit (three years) with the object of preventing the employment of infants in cinematograph studios. In practice, babies are represented by dolls, but the 1925 Act allows the employment of children under three years old when the interests of art or science make this desirable, provided that permission is obtained and that there is expert supervision of the child. This applies to the producer’s own children.

Everywhere else, the regulations on the employment of children amount to nothing more than the issue of a permit on certain conditions.

By “ children ” is meant, in Germany and Austria, boys and girls under 14 years of age; in Italy those under 15; in California and New York State those under 16; in France, the bill already passed by the Chamber of Deputies and under consideration by the Senate fixes the age after which an employment permit is no longer required at 15 years.

The *International Labour Review* states the conditions on which permits are issued: the *age-limit* mentioned above and certain *conditions of health*. At Los Angeles a child applying for a permit has to undergo a medical examination by a physician of the Child Welfare Department; in Germany and Italy, safety precautions are required, such as rooms heated in winter and properly ventilated, where the children are kept under supervision while they are waiting for the work to begin.

The Berlin order prescribes a special lighting system, and lays down that the lamps must not be kept alight for more than ten minutes at a time.

*Conditions affecting Morals.* — In Germany, the workers must hold an official certificate; at Los Angeles, the children must be accompanied by a parent or some other relative.

All the regulations in force, as well as the bill passed by the French Chamber of Deputies, lay down that children must not appear in scenes which might injuriously affect their morals. Permits are granted only for specified scenarios. In Germany, the following particulars must be given: an accurate description of the film and its essential features, the exact nature of the scenes in which the children are to take part, the manner in which they take part, and how they are to be clothed. In Italy and Austria, the law forbids the employment of children in film production, but allows exceptions in the interests of art, education or science; permits are only granted if the authorities are satisfied that due precautions are taken to safeguard the morals of the children, and the written consent of the parents must be obtained.

*Conditions and Hours of Work.* — In California, eight hours of attendance are allowed, of which four daily must be devoted to teaching in schoolrooms attached to the studios. The actual time of work is rarely more than an hour and a-half; work may not begin before 8 a.m. nor continue after 5 p.m. In Germany, no child who is liable to compulsory school attendance may be employed during school hours. An exemption is only allowed in the case of a film taken out of doors, and the schoolmaster’s consent is essential. No child may be employed for more than six hours, including time of attendance; nor may a child be employed after 8 p.m.

Great Britain has no special legislation, but the general prohibition of the employment of children under 12 years of age before 8 a.m. and of children between 12 and 14 years of age before 6 a.m. applies to the cinematograph industry as to other industries; nor may they be employed after 8 p.m. or during school hours.

In Sweden and in the United States (except California and New York), this kind of work is governed by the general legislation on child labour; in France and Great Britain, the existing labour and education laws automatically restrict the employment of children



in film studios ; in Austria, the provisions of the law of December 19th, 1918, relating to the employment of children in public performances are applicable.

*Period of Validity of Permits.* — In New York State, permits must be renewed weekly ; in Germany and Italy, and in France, according to the bill submitted to the Senate, a permit is valid only for one specified scenario.

*Supervisory Authorities.* — In Germany and Italy, studio work is under the supervision of the inspectors of labour. In California and New York, the regulations are enforced by officials of the Board of Education.

This legislation would appear to be inadequate. Though it goes fairly far in countries where there are many studios, such as California, New York State and Germany, it is almost or wholly non-existent in countries where the cinematograph industry is still in its infancy or in the early stages of development.

No country, however, will in future be able to dispense with such legislation. The cinema is to an increasing extent becoming part of the life of the world ; indeed, it now occupies the position of a necessity, which nothing, except perhaps broadcasting, can displace.

This immense development calls imperatively for regulation in the best interests of the child ; and, guided by what has already been secured in the way of protection, the Committee proposes the following recommendations :

*Minimum Age.* — In each country a minimum age shall be fixed for the employment of children in cinematograph studios.

- *Employment Permit.* — Above this minimum age, an employment permit, strictly limited to one scenario, shall be required. Such permits shall only be issued for films which cannot injuriously affect the health or morals of the children ; the consent of parents or guardians shall be required.

*Hours of Work.* — A maximum daily period of work shall be fixed ; no work shall be done before 8 a.m. or after 8 p.m. There shall in all cases be a weekly holiday.

*Safeguards for Compulsory Education.* — In studios which have do school attached, children of school age shall only be employed outside the regular school hours.

*Precautions for Safety, Health and Morals.* — Special apparatus shall be used to diminish the effect of the lamps, and there shall be fairly frequent intervals of rest, during which the lighting shall be cut off.

Outside the hours of work, the conditions in which the children are placed shall be hygienically and morally satisfactory.

*Supervision and Control.* — The conditions under which children are employed in studios shall be supervised and controlled by the inspectors of labour or any other qualified officials ; the schools annexed to the studios shall be inspected by the ordinary school inspectors.

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## THE CHILD AS SPECTATOR.

### *Statistics.*

Since 1895, when the brothers Lumière gave the first public cinematograph performance at Paris in the basement of the Grand Café in the Boulevard des Capucines, and the box-office receipts amounted to 35 francs, what progress the new invention has made !

In 1925 the Italian delegate, the Marquis of Calboli, gave the Committee these remarkable figures :

“ In a single year, 1,400 cinematograph theatres were opened in England. At Milan, the number of tickets sold by the cinemas is said to have shown an increase of 2,000,000 in the course of a year ; at Birmingham, according to Mr. Trought's estimate, the weekly attendance in the town's 66 cinematograph halls was 500,000 — in order words' 26,000,000 a year. ”

The figures are certainly very much higher to-day.

According to a French review, *The Cinéopse* (of No. January 1928), there are about 130,000 cinematograph halls in the world, and the capital invested in the industry is between three and four milliards of dollars.

On November 5th, 1927, M. Brenier informed the French Senate that a film which is shown throughout the world is seen within a very short time by 150,000,000 spectators.

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Although in France statistics show that only 7 per cent of the population frequent cinemas, and that there are only 4,000 theatres, in America the cinema-going population amounts to 75%, and the number of theatres to 25,000.

The proportion of children in the crowds which throng to the cinemas is (except for countries where strict regulations are in force) given by the Polish Red Cross, in an article by Dr. Bogdanowicz. The statistics are compiled from the replies of 1,056 boys and 418 girls at secondary schools, and 824 children in the lower forms, to a questionnaire on the frequentation of the cinema. Of the secondary school-children, 98 per cent of the boys and 89 per cent of the girls go to the pictures; of the pupils attending the supplementary courses — children of the working classes aged between 13 and 20 years — 80 per cent of the boys and 56 per cent of the girls. In the lower forms, 51 per cent of the boys and 39 per cent of the girls go to the cinema at least once a week.

The enquiry undertaken by forty Australian teachers shows that 54 per cent of the children visit the cinema once a week, and 46 per cent less regularly. (Report by Dr. Humbert, delegate of the Red Cross Societies).

#### *Principal Causes of the Attraction of the Cinema for Children.*

The cinema satisfies a mental need.

“The film”, says Dr. Lamp, of Berlin, “attracts the child because animated reproduction corresponds to his mode of thought, which responds to all that is in movement, and is ignorant of the processes of abstract logic. Children think by associations of ideas that are principally visual.”

The moving picture is eloquent to an unparalleled degree, it demands no mental effort, and encourages the laziness to which children are so ready to give way.

To these psychological reasons must be added material ones. For a small sum — and children are sometimes admitted half-price — school-children and young factory-hands find a sheltered place where they can amuse themselves during their free time and holidays. Careless parents willingly supply the necessary coppers, thinking that their children are safe from accidents there, and the attraction is so strong that children have been known to steal the price of admission from their mother's purse. In the case of evening performances, parents are unwilling to leave small children alone in the house.

#### *Note on the Educational Cinema.*

The cinema is invading the life of the child, both as a form of amusement and as a form of instruction or education. This report is not concerned with the latter aspects of the question. It need only be pointed out here that the cinema is playing an ever-greater part in education. In schools of all grades and in every country — and for both general and technical instruction — scientific, geographical and historical films, films representing works of art, and industrial or health propaganda films are already in use, or are being asked for.

Governments, societies and individuals are expending large sums to endow schools with such films. M. Brenier eloquently pleaded the cause of the educational cinema in the French Senate, and after a speech by the Minister of Education and Fine Arts, the following resolution was voted:

“The Senate,

“Considering that the cinematograph can greatly facilitate instruction, education and national propaganda,

“And considering the efforts already made in this direction by public authorities and private enterprise:

“Requests the Minister of Education, in whom it expresses its confidence, to prepare, in co-operation with all the Ministers concerned, and to submit to the Chambers as soon as possible, a draft law which, taking into account the experience gained, the results obtained, and the views of recognised specialists, will hereafter admit of the rational and general use of the cinematograph in all branches of instruction, and in the social and occupational training of citizens.”

In Roumania, a plan for education by means of the film is in course of preparation. In Germany, the employment of several hundred movable cinemas mounted on lorries, which would admit of instruction by the film being intensified in country districts, is being contemplated. A European Conference on the Educational Cinema met at Basle in December 1927. Thus everywhere the moving picture will more and more be stamping itself on the minds of children with a clear-cut and inefaceable impression.

The hope is widely cherished that the cinema, the international language *par excellence*, will, as the Roumanian delegate, M. Ciuntu, said, “create and strengthen feelings of fraternity between peoples”.

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#### EFFECTS OF THE CINEMA ON THE PHYSICAL HEALTH OF CHILDREN.

We must not exaggerate and blame the cinema for all the deficiencies in the health of children who frequent it. For example, the great number of children who now have to

wear spectacles is due to other causes than the cinema ; Dr. Hein, Danish delegate and a woman oculist, particularly emphasises too much school work. It cannot, however, be denied that the rapidity of the impressions on the retina (which is the very principle of the cinema) leads to ocular tension and a rush of blood to the organ — symptoms which are complicated by difficulty in focussing and by the fact that the eyes are dazzled when the spectator is not far enough away from the screen. Fatigue increases when the films are worn and cracked, and though at first temporary, it degenerates at length into permanent weakness.

Headaches and giddiness after performances have been observed, especially at the age of puberty.

The effect on the general nervous condition is not less noticeable. Young children are known to scream with fear even at films which are not in any way immoral. Thus, a film illustrating the thoughts of a man suffering from hallucinations after long days of fasting, who sees his companion change into a chicken trussed for him to eat, has terrified young spectators whose sleep was afterwards troubled by dreams and nightmares. This is the least serious consequence of a fright. Mme. Janvier, a member of the Belgian Board of Film Censors, quotes an instance of sudden lunacy produced in a child after seeing a film full of bloodshed (report by Dr. Humbert).

These ill effects are still more marked after evening performances. According to Mr. Coksley (Australia), lack of sleep affects the child's nutrition, general state of health and capacity for study.

There is no need to stress the harmful effects of the vitiated air and over-heated and smoky atmosphere of picture theatres. Steps have already been taken in certain countries to remedy this. For example, the following extract from a document furnished by the Japanese Government indicates the measures enacted in the colony of Kwantung :

• “ If the film takes more than an hour to show there must be an interval of ten minutes for recreation, and during this interval all windows will be opened and the rooms aired.

“ To prevent overcrowding, the number present should be fixed beforehand, according to the dimensions of the room.

“ As far as possible, rooms should be ventilated even when films are being shown.

“ Should it be impossible to open all the windows on account of the cold, every person present must leave the room during the interval for recreation ; the room will then be aired by opening all the windows, and the spectators will return ten minutes later. ”

M. Martin (France) urges the need for safety measures. He mentions a catastrophe which occurred in a cinema at Valence in the department of the Drôme, in which 120 children were injured, and points out the dangers of fire and panic. Since then other accidents have been reported ; the last occurred in France on January 15th, 1928. At Bruay near Valenciennes in the department of the Nord, a film caught fire and in the ensuing panic two children were killed.

In 1926, M. Martin said :

“ The majority of films used are made of celluloid, a substance which is particularly inflammable. It would seem to be necessary to prohibit, within a given period, the use of such films. Important companies have for a long time been using non-inflammable films made of acetate of cellulose, which have been thoroughly tested. Although the price of these films is at present somewhat higher than the films made of celluloid, there should be no hesitation in taking steps which are calculated to safeguard the lives of the spectators and the operators. ”

Since then another non-inflammable product for making films — “ osophane ” — has been discovered, The material used, however, matters little so long as safety is assured.

The obstacle which will exist for sometime to come — to the prohibition of celluloid films — is the huge amount of capital involved. None of the Committees of the International Cinema Congress in 1927 agreed to place this item on its agenda ; the Congress included among its members too many manufacturers whose interests were at stake.

In France, the use of non-inflammable films, at first prescribed for January 1st, 1925, was postponed till January 1st, 1928, then till April 1st, July 1st, October 1st and December 31st, 1928, according to the population of the towns. At the request of the French Cinematograph Syndicate, the Minister of the Interior forwarded to the Prefects a circular notifying his decision to “ postpone until January 1st, 1930, at the very latest, the substitution of the non-inflammable film for the celluloid film ”. The entire supply intended for educational purposes, however, by now contains no celluloid positives.

The complete abolition of celluloid films may be everywhere achieved without harming any interests. In point of fact, a film can only be used for about 150 performances ; if an up-to-date apparatus is used and if the operator takes all possible precautions, the same film may be projected as many as 400 times, but this rarely happens. Before long only non-inflammable films will be used.

Good exits and a sufficient number of emergency doors opening outwards and permitting rapid evacuation of the halls in case of panic might at once be made compulsory.

## EFFECTS OF THE CINEMATOGRAPH ON THE MENTALITY AND MORALITY OF CHILDREN.

### *Films preferred by Children.*

The harmful effects of the cinematograph on the mentality and morality of children are obviously due only to the picture theatre, that is to say, to the adventure films, comic films, dramatic films and screen romances there shown. Are these the films children prefer? The evidence of the Red Cross Societies generally agrees on this point. Mme. Janvier quotes an observation made by Mme. Georgette Leblanc regarding the industrial shipping quarters of Le Havre: "These poor folk go to the cinemas even when trash is shown, but people are turned away when there is a good film".

The report of the French Red Cross tends to the same conclusions:

"At all ages", says this document, "the great majority of school-children give their preference to instructive films and films dealing with events of the day (cars with caterpillar wheels, travel or historical films); comic films come last in the order of preference".

Frau Dröescher, Director of the Pestalozzi-Fröebel Institute at Berlin, remarks that children prefer stories of foreign lands, things that really happen, nature films and the life of animals. In Australia, a preference for films on topical events is clearly marked (Teacher's report).

A few children only, in Belgium — three in a class — admitted their preference for romantic films, because they said "such things might really happen" (Mme. Janvier's report.)

But do such enquiries in class always elicit the real truth? Are not the children afraid of stating their real preferences? M. Roger Lion, a Paris producer, informed the *Tribune libre du Cinéma* during a discussion on a comic film voted "stupid" by the spectators — a special audience of film enthusiasts, critics and journalists — that films of this kind pay well and are in demand throughout the world. Dr. Longeuil told the Committee that, in the course of a long stay at Hollywood, he had the opportunity of conversing with film producers who told him that melodramas brought in money, but that producers who made educative films ruined themselves. Dr. Bogdanovicz, quoted by Dr. Humbert, reports that girls show a preference for more sentimental themes, for example, "the lives of princes", the "lives of counts", "the furniture of drawing-rooms", "the tragedy of a soul", etc.

Opinions are therefore divided. Children's preferences can be influenced in the right direction by intellectual and moral training, which is, after all, the whole aim of education.

### *Cinema Performances in the Dark.*

One of the fears expressed, in particular by the Italian delegate, is lest cinema performances in the dark, with promiscuity of the sexes and languorous music, should excite the child by appealing to his lowest instincts and least noble passions. Bad habits may result, adds the Belgian Red Cross Society, and are encouraged by the impossibility of exercising supervision.

This danger may be remedied. Films can be shown in diffused light, or even in full daylight on the three following conditions:

- (1) A transparent screen;
- (2) Light not falling directly on the screen;
- (3) Projection by transparency, the operator being behind the screen.

Performances under these conditions were organised in Paris, but though the projections were entirely successful, the undertaking did not pay.

Dr. Humbert quotes Sir James Marchand's book "The Cinema and Education", which describes the various systems for operating in diffused light and even in full daylight. These systems might preferably be employed for the school cinema and for children's performances.

### *The Cinema and Child Criminality.*

The influence of the cinema on child criminality can hardly be doubted.

As M. Posner, delegate of Poland, said: child criminality obviously existed before the cinema, and the books of adventure which children read might also be blamed. But how much more eloquent than a book is the moving picture!

A German neurologist has drawn up statistics which show the baneful nature of most adventure films. In 250 films analysed, he found 97 murders, 51 adulteries, 19 seductions, 22 abductions and 45 suicides. The chief heroes and heroines of these films were as follows: 176 thieves, 25 prostitutes and 35 drunkards. To describe robbery and crime so frequently is to suggest them to the mind, and from the idea to the actual deed is a very small step.

In Dr. Humbert's report, the following cases are found : a child brought up on the best principles forced the door of a library at home and took a forbidden book ; another ran away. They both admitted that the idea had been suggested to them by a film. The danger is still greater where girls are concerned. Sentimental and romantic films inspire them to escapades which very often lead to their ruin.

But what more striking testimony is there than that of M. Rollet, President of the Children's Court at Paris, and of M. Wets, Judge of the Juvenile Court at Brussels ? " The children's judges of the country ", they say, " are unanimously of the opinion that the harmful influence of the cinema is one of the principal causes of crime among children. " M. Rollet states that, before the introduction of the censorship in France in 1919, the Seine Court convicted a gang of young thieves who had christened themselves " The Clutching Hand ", after a film which was being shown at the time. He says that he helped to suppress a film which showed the holding-up of a train ; in spite of the exotic costumes and acrobatic feats on horseback, he thought it preferable not to show children that a train could be held up by means of certain signals. M. Wets affirms that the harmful influence of the cinema on children is proved by the statements they make during cross-examination. The child acts under the influence of a film and reproduces mechanically, so to speak, the example given on the screen.

M. Amador, Spanish delegate, also informed the Committee that the reports of children's magistrates show that many of the offences committed by young people are due to the inspiration of the films.

The influence of the pictures is noticeable also from another point of view. Although public opinion does not yet seem ready to accept the principle of scientific talks on biology for adults, the film publicly represents the facts of life in a way which cannot but over-excite the imagination of children and awaken their natural curiosity while satisfying it in an unwholesome manner. Children who frequent cinemas are precocious in this respect.

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#### ANALYSIS OF DOCUMENTS COLLECTED BY THE SECRETARIAT.

A considerable amount of information dealing with the regulations in force in most countries on the subject of cinematograph performances has been collected by the Secretariat. Additional information on certain points has been supplied at the meetings (sessions of 1926 and 1927).

Certain countries — Canada, United States, Japan and Switzerland — have no unified legislation ; in others (France and Great Britain) there are no special official regulations for children's performances, though there is a certain supervision of films with a view to the protection of children.

The following list gives the dates of the legislation already passed. It will be noticed that in Europe there is a gap due to the war.

1911. Sweden, Decree of June 22nd.
1912. Austria ; Ontario, Act amended in 1918 ; Spain, Royal Decree of November 27th, supplemented by Royal Decree of December 31st 1913 ; Denmark, Decree of July 5th ; New Brunswick.
1913. Norway, Law of July 25th, supplemented by Law of June 3rd, 1921 ; Manitoba.
1914. British Columbia, Act amended in 1915.
1915. Ohio, August 27th.
1916. Tunis, May 8th ; Orange Free State, July 19th ; New Zealand, Act of August 7th ; Morocco, French zone.
1917. Province of Saskatchewan (Canada), supplemented July 29th, 1920 ; Kansas, March ; Cape Province.
1918. India ; Ontario, April 26th.
1919. France, Decree of July 25th.
1920. Germany, May 12th ; Belgium, September 1st ; Transvaal.
1921. Uruguay, Ordinance of November 18th, supplemented on May 5th, 1922 ; Florida, June 14th ; New York, May 14th.
1922. Virginia, March ; Grand-Duchy of Luxemburg, June 13th ; Maryland, April 13th ; Nova Scotia.
1923. Great Britain. Regulations issued by the Home Office.
1924. Latvia. Regulations published in the " Valdibas Vestnesis ", January 14th ; Salvador, February 7th ; Venezuela, August 16th ; Hungary.
1925. Estonia, May 8th ; Peru, July 31st ; East Indies, September 19th ; Danzig (Free City), December 1st ; Italy, Law of December 10th, supplemented by Decree of April 15th, 1926 ; Netherlands Indies ; Japan, July 1st ; Formosa.
1926. Netherlands, May 14th ; Finland, December 28th ; Australia.
1927. Ecuador, February 15th.

Some of these regulations relate to the age at which minors may be admitted, others to film censorship.

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## ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES.

In countries which have regulations on the subject, the admission of minors depends on various conditions of age, suitability of the film, time of performance, and whether the children are accompanied by parents or other adults or not.

### *Conditions of Age.*

1. *Total Prohibitions.* — In Germany, the Free City of Danzig, Latvia and Peru, children under 6 years of age may not be admitted; in Hungary, children under 5; in Salvador, children under 3. In Japan, where supervision is exercised by the Ministry of Education, 43 elementary schools out of 25,000 and 51 secondary schools out of 2,000 have strictly forbidden their pupils to go to cinematograph theatres.

2. *Partial Prohibitions.* — In Roumania, up to the secondary-school-leaving age (18 or 19), young persons may only go to see instructive or educative films.

Special permission is required for films shown at performances attended by minors; age-limit:

Eighteen years in Germany, Hungary, and the Netherlands.

Seventeen years in the Grand-Duchy of Luxemburg, Poland, and the Dutch Colonies.

Sixteen years in Belgium, Denmark, Danzig, Latvia, Norway, Czechoslovakia, Finland and Peru.

Fifteen years in Italy.

Fourteen years in Uruguay, Ecuador, and certain departments of Japan; in the Netherlands, certain films which may be seen by minors between 14 and 18 years of age are forbidden to those under 14.

In Switzerland, the age varies in different cantons; in most of them it is 16 years, but some cantons (Lucerne, Uri, Schwyz, Zug, and Zurich) have gone so far as to fix the limit at 18 years.

In Canada, the age conditions vary in the different provinces, and apply only to unaccompanied children; this is also the case in a large number of United States towns, such as Paterson, Birmingham, Detroit, and Los Angeles.

### *Conditions of Time.*

In a number of regulations, it is laid down that children may not attend cinematograph performances after a certain hour: 7 p.m. at Danzig; in Spain, children are not admitted unaccompanied to evening performances; at Los Angeles, not after 9 p.m.; in Norway, Finland and Sweden, minors may not attend unaccompanied any performance ending after 8 p.m. In Japan, children may not be admitted after 9 p.m., and children already present at a cinematograph performance are given 10 minutes' notice to leave at 9 p.m.

Under certain regulations in the United States and Canada, children of school age may not go to the cinema during school hours.

With regard to the question of ascertaining the children's age:

In Salvador, it is the duty of the police, the censors, and the cinema doctor to decide whether children asking for admission have attained the requisite age; in the Netherlands, age is judged by appearance; in Italy, children and young persons not exceeding 1.5 metres in height are presumed to be under 15 years of age unless the contrary is proved; in Canada (British Columbia), if proceedings are taken for an infringement of the age-limit regulations, the magistrate may, in the absence of other evidence, deduce the child's age from its appearance. In Roumania, secondary-school children must always wear uniform, and any infringement of this regulation is visited with severe punishment, affecting the parents also.

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## FILM CENSORSHIP.

Certain classes of film may be shown to minors in some countries without previous censorship.

Germany, Belgium, Danzig, Latvia, Norway, the Netherlands, Sweden and France, among others allow topical films to be shown without censorship.

Scenic films may be shown under the same conditions in Germany, Danzig, Latvia and Norway.

Films shown at the close of an address or lecture require no censorship in Norway provided they do not threaten the safety of the country.

In Belgium, films may be shown without previous censorship if they are not shown for profit, but for purely educational or instructive purposes.

*Standards adopted in Various Countries for Films to be shown to Young Persons.*

In addition to general restrictions connected with the interests, prestige or safety of the State, with public order, and with good international relations, special conditions are imposed for films to be shown before minors.

As will be seen from the Secretariat's report, the regulations require in some cases action, and in other cases abstention from action.

In Roumania and Spain, only films of an instructive or educational nature may be shown to the young.

As regards other films, the regulations contain only general provisions in some cases, while in others they go into the details of the scenes to be cut.

Thus, in Austria, Sweden, Norway, Czechoslovakia, Salvador and Morocco, it is laid down that no film liable to have a bad influence on physical, intellectual or moral development may be exhibited to children.

In Hungary, Latvia, Denmark, Danzig, and Italy, films which may over-stimulate the children's imagination are also prohibited.

In Germany, Latvia, and Danzig, films which may offend religious sentiments are likewise forbidden.

In certain countries, the regulations detail the scenes to be cut. In the Province of Alberta (Canada), the Censorship Board prohibits scenes depicting white slavery, seduction, malpractices, gruesome or distressing scenes, hanging, lynching, electrocution, insanity, delirium, gross drunkenness, exhibition of notorious characters, the drug habit, counterfeiting, brutal treatment of persons or animals.

In Denmark, it is forbidden to exhibit subjects turning upon degeneracy, chronic alcoholism or venereal disease.

In the provinces of the Union of South Africa, scenes of debauchery, low habits of life and successful crime or violence are prohibited.

Detective stories and scenes of brigandage are forbidden in Tunis, and Japan does not allow films shewing details of criminal practices likely to suggest the idea of criminal acts.

In Italy, the kinds of film suitable for exhibition to children are enumerated as follows :

Films reproducing works of art or representing towns, scenery, historical scenes and national customs, facts of natural history, scientific phenomena and experiments, agricultural work or industrial processes, or depicting subjects and scenes tending to exalt the civic and religious virtues, the sacredness of the home, family affections, maternal love, the spirit of sacrifice, and acts of heroism, or calculated to stimulate gaiety, kindness, energy, and courage.

In Uruguay, mention is made of popular scientific films, comic films, news films, panoramic films, comedies suitable for children, and in a general way films providing simple and harmless amusement.

*Censorship Authorities.*

In Denmark, where the censorship has been operating satisfactorily for thirteen years, there are three censors — a schoolmaster, a retired theatrical manager, and a representative of the Ministry of Justice. The Chief Censor considers it important that his assistants' work should not be limited to censorship, but that they should remain in daily practical contact with life. (Information supplied by Dr. Hein.)

M. Posner explains that, in Poland, the film censorship has its headquarters at the Press Bureau of the Ministry of the Interior. It consists of three censors, who are men of letters. There is also an expert committee of teachers who advise on films which are thought to be improper for children. In 1924, 948 films were examined and only 287 were passed as suitable for the young.

Hungary has a national film Censorship Committee.

In Latvia and France, the Censorship Committee is under the Ministry of Education ; in Czechoslovakia, it is under the Ministry of the Interior.

In New Zealand, the Censor is a government official.

In the Netherlands, permits are granted by the municipal councils.

In Italy, a special place is reserved for mothers of families on the censorship committees.

In Japan, the film censorship is exercised by the Ministry of the Interior, but the preservation of morality in cinema theatres and the admission of elementary and secondary-school children are dealt with by each province separately.

*Information to the Public with regard to the Film Censorship.*

Steps have been taken to ensure that a conspicuous notice shall be placed outside the halls in which performances are given, stating whether children are admitted or not.

In Belgium and the Grand-Duchy of Luxemburg, performances to which minors are admitted must be advertised as performances for families and children.

In Sweden, the posting of such notices is recommended.

A notice is posted at the entrance in Uruguay, in a conspicuous place in the Netherlands, and in Hungary in a conspicuous place as near as possible to the box-office. Italy gives the form of words to be used in the notice, which must be clear and conspicuous : " Children under fifteen years of age will not be admitted to this performance (Article 22 of the Law of December 10th, 1925) ".

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#### COUNTRIES WHICH HAVE NO REGULATIONS.

In several countries, although no official regulations on the subject yet exist, there is nevertheless a film censorship to protect the morals of children.

In the United States, there are two unofficial censorship committees — the National Board of Review, founded at New York in 1909, and the Organisation of Motion - Picture Producers and Distributors.

The first-named body has undertaken the task of furnishing the general public with information regarding all kinds of films ; it publishes bulletins giving synopses of scenarios approved by it, classifying them as suitable for general audiences and family audiences, including boys and girls of high-school age ; the second organisation, which opposes any official censorship, has undertaken " to exercise every possible care that only books or plays which are of the right type are used for screen presentation ".

The protection of children is provided for in Great Britain by the British Board of Film Censors, an unofficial organisation established and maintained by the cinema trade and industry, which issues two kinds of certificates for films submitted to it — a " universal " or " U " certificate for films considered fit for exhibition to any audience, and an " A " certificate for films suitable for adults only. The authorities responsible for enforcing the Cinematograph Act, 1909, are also concerned with the protection of the young. Although the Act relates only to special risks, such as fire, means have been found for the exercise under the Act of a sufficiently effective control over the character of the films exhibited. Inflammable films may be shown only in premises controlled by the State and in practice, where children are concerned, licenses are granted only for films for which a " U " certificate has been issued.

In France, Article 1 of the Decree of July 25th, 1919, lays down that all films must be approved by the Ministry of Education and the Fine Arts. M. Rollet, who is a member of the Censorship Board, explained to the Committee that, when one section of the Board considers that a film is particularly good and of interest to young people, all the sections meet in grand committee and examine the film in question ; if necessary, they publish a sort of honourable reference to the film, which clearly has only a moral value, but which may facilitate its distribution.

There is also a board in the Ministry of Education whose duty it is to make a selection of films specially suited to educational purposes.

In India, the law does not explicitly provide for a censorship of films exhibited to children, but it requires that, before exhibition, they must be passed by an authority set up by the local government of the province concerned.

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#### DISCUSSION OF THE RECOMMENDATIONS.

##### *The Good Film.*

There is no absolute standard by which to decide whether a film is good.

In the discussion of the draft resolutions laid before the Committee by Dr. Humbert and the Marquis di Calboli, interesting and valuable ideas were expressed on this subject.

The most general view was that action in connection with the cinema cannot be purely defensive, but must also be constructive ; it must aim, not merely at the protection of the young, but also at their moral and intellectual development. It does not involve condemning the picture-theatre as such ; the attraction of the cinema and its importance as providing both healthy recreation and instruction and education for the young are recognised (Dr. Humbert, M. Bourgois, Count Carton de Wiart, Marquis di Calboli).

Miss Whitton stated that, in Canada, a " white list " had been drawn up containing more than 50 comic films and more than 50 educational films recommended as good for all spectators ; the Government had produced more than 150 films on history and geography, and was producing a film on the welfare of children.

M. Bourgois (France) drew attention to the existence of the regional educational cinematograph office at Lyons, which covers nine departments. It is under the patronage of the Ministers of Education, Agriculture, Labour, and Health ; and in 1926 alone it released ten million metres of film, all of which could be shown to children with the best possible results from the point of view of their education and recreation.



Similar organisations exist in other countries, *e.g.*, the "Luce" in Italy.

Bearing in mind certain important observation, this is the path to follow.

As M. Posner (Poland) rightly thought, to have a good effect on the public a film must be beautiful. Beauty, said he, cannot be dangerous. This idea was subsequently expressed with much eloquence by M. de Reynold, of the International Committee on Intellectual Co-operation, at the 1927 session. There could be no opposition, he said, between the æsthetic and the moral points of view, and it would be a mistake to think that one could be developed at the expense of the other; he wished to refute the suggestions of certain æsthetes who thought it necessary to sacrifice the moral to the beautiful. The question is a complicated one, but it seems obvious that an ugly film cannot have a good influence.

Dame Katharine Furse further suggested that films also be amusing, otherwise they would not interest the children; and M. Sugimura (Japan) agreed.

Performances in which account was taken of these observations would attract a large public, and the interests of film producers would thus be harmonised with the interests of the general public, and the child public in particular. This was the development that Dr. Longeuil hoped to see.

Lastly, the rapporteur is confident of expressing the desires of all the members of the Committee in reproducing the recommendation made by Don Pedro Sangro (Spain), that the cinema should be considered as an instrument of peace, and should not be used to emphasise the differences between peoples.

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#### CENSORSHIP.

Regarding the Committee's attitude to a recommendation on the subject of the censorship, M. Bourgois observed that it must be kept within its proper sphere.

"The task of the censors was very delicate, and it would be dangerous to give them the further rôle of being an encouraging influence. This was the duty of the Press and literary, artistic and philanthropic societies. It was a fortunate circumstance that public opinion had welcomed the appointment of censors, but in certain directions there would be disadvantages in extending their duties."

The international measures to be suggested should be such that they can be adapted to the manners and customs of different countries. Certain regulations are very strict; thus, in Japan, even a kiss is not tolerated, and in Canada a woman must not be shown smoking. The important point is not to transgress the customs of each particular country, or present anything that is not regarded as respectable.

While the Committee did not definitely state, as the Marquis de Calboli desired, that mothers of families should be members of censorship boards, it was anxious that parents should be represented, and Mr. Maxwell (British Empire) produced a highly satisfactory formula on this point, which was adopted.

#### *Distribution of Good Films.*

A proposal of great importance was made by M. Ciuntu (Roumania) to the effect that international agreements should be reached to facilitate exchanges of films suited for the instruction of the young. Count Carton de Wiart emphasised the advantages of such an arrangement; when a country had taken the trouble to create a good film, it was advisable that its distribution should be facilitated. The idea of exchanges was all the more justified, as the cinema was a universal language. Mlle. Burniaux shared this view.

Exchanges were already constantly being effected, but there was some danger of international difficulties in any attempt to regulate the question, which was not ripe for the drafting of an agreement (M. Bourgois). The essence of the proposal, however, could be retained by making a reference to exchanges.

#### *Admission of Minors.*

M. Bourgois said that the question had been discussed at length in the reports and in the Committee, without any solution having been found.

It may be of interest, however, to reproduce Miss Whitton's statement on this point:

"In Canada, in the workers' quarters, it was usual to see the father of the family with his wife at the cinema, with their children on their knees. This was the only distraction that was within their reach, and it was preferable that they should bring their children there rather than that the father should go to a public-house or the children be shut up without supervision in an apartment."

Mr. Johnston further pointed out that the influence of a cinematographic performance upon a child was very different according as the child was or was not accompanied by its parents.

Certain members urged the necessity of placing the responsibility on the parents; M. Sugimura observed that the question was not one of principle, but of an administrative order. It was felt that the solution should be left to each country individually.

*Hygiene and Safety.*

Dr. Riddell (representing Miss Whitton) and M. Martin desired that hygienic and safety precautions should be taken in cinemas.

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RESOLUTION AND RECOMMENDATIONS.

As the outcome of this protracted study of the question, the Committee adopted the following resolution and recommendations in 1926 :

*“ Resolution.*

“ The Committee recognises, on the one hand, the attraction and importance of the cinematograph in certain circumstances from the point of view of the healthy recreation, instruction and education of children and young people, but it is convinced, on the other hand, that the abuse of the cinema has definitely harmful effects upon the minds of children and young people and, according to certain medical authorities, upon their nervous system and physical health.

“ The Committee, appreciating the interest felt by the International Institute for Intellectual co-operation in the question of the cinematograph, desires to assure it of the importance which the Committee itself attaches to the question from the point of view of the normal and intellectual development of children and young people and requests it to devote special attention to the co-operation of all concerned in the production, circulation and utilisation of good films.

*“ Recommendations.*

“ (1) That, in each State, offices for control or preliminary censorship should be established, whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films ; the views of educationists and parents should, as far as possible, be represented in these offices.

“ (2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

“ (3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

“ (4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films. ”

In 1927, on the proposal of Mr. Harris (British Empire), a draft questionnaire was submitted to the Council for communication to the Governments. It comprised two questions :

“ 1. Could any arrangements usefully be made for the exchange of information between different countries in regard to films which are good or bad for children and young people ?

“ 2. Can any facilities be given for the better international circulation of films which are specially suitable for children, either for instruction or amusement ? ”

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CONCLUSIONS.

Subject to any changes that may become necessary in the light of the additional information collected by the Secretariat during the enquiry conducted in 1927 at the request of the Chairman, M. Regnault, it is desirable to maintain the proposals made in 1926 and to ask the Council to convert them into recommendations.

First and foremost, however, we must unremittingly pursue and intensify the policy which dominates the whole question of the cinema and can lead to the best solution — the policy of educating the general public. In 1925, the Marquis de Calboli expressed the hope that the moral sense of the public would rise to a higher level, and the public would then be able to impose its will on film-producers in the interests of all, but particularly of children.

The question is still unsettled, but those who are working to create a moral atmosphere favourable to the development of the child have no reason to be discouraged.

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F. MARTIN,  
*Rapporteur.*

ANNEX 3.

THE CINEMA.

REPORT BY THE SECRETARIAT AND REPLIES FROM GOVERNMENTS,  
SUBMITTED TO THE COMMITTEE ON MARCH 20TH, 1928.

After studying the information received in reply to circular letter C.L.74.IV, of July 10th, 1925, the Child Welfare Committee, at its third session, held at Geneva in May 1927, adopted the following resolution and questionnaire:

“ The Child Welfare Committee has considered the resolution of the Assembly asking it to continue its enquiry into the cinema in relation to child welfare, and requests the Council to ask the Governments to furnish information on the lines of the questionnaire which it has drawn up.

“ 1. Could any arrangements usefully be made for the exchange of information between different countries in regard to films which are good or bad for children and young people ?

“ 2. Can any facilities be given for the better international circulation of films which are specially suitable for children and young people, either for instruction or amusement ? ”

It was further arranged that, in sending the questionnaire to the Governments, a copy of the existing report on the cinema in relation to child welfare (document C.P.E.40(1)) should be enclosed and the Governments should be asked whether they could add any information to that already given on the subject.

This resolution and questionnaire were approved by the Council at its session in June 1927, and the Secretary-General was requested to give effect thereto, which was done on July 7th, 1927, by circular letter C.L.81.IV.

REPLY TO 1927 QUESTIONNAIRE.

Only twelve countries have so far replied to the questionnaire drawn up by the Child Welfare Committee at its third session. These are Brazil, Canada, Denmark and Iceland, the Free City of Danzig, Estonia, Latvia, Monaco, Norway, Poland, Sweden, Turkey and the Union of South Africa.

In reply to Point 1 of the questionnaire, the Governments are mainly in favour of the principle of an exchange between the supervisory authorities in the various countries of lists of films which each of them considers suitable for children and young people.

The Government of the Turkish Republic has communicated the suggestion of the Minister of Education that a permanent bureau should be established, under the supervision of the Child Welfare Committee at Geneva, for the purpose of keeping the Ministers of Education in the participating States regularly informed of the appearance of films considered to be suitable for, or harmful to, children and young people.

Sweden, on the other hand, is doubtful as to the value of such exchanges, as the supervision exercised in Sweden is generally much stricter than elsewhere. Moreover, any considerable divergencies of views and opinions in the matter would, to a large extent, discount the advantages to be derived by the various countries from international agreements to prevent the circulation and exhibition of demoralising films.

As regards Point 2 of the questionnaire, several countries which do not produce films state that they cannot express any opinion upon the technical and commercial aspects of the question. The suggestions received from other countries mainly refer to the possibility of obtaining Customs facilities, reductions in duties and transport tariffs.

The Governments' replies are published in Appendix I.

ADDITIONAL INFORMATION TO DOCUMENT C.P.E. 40 (1).

Some additional information has been received from Governments which had already replied to the Secretary-General's circular letter of July 10th, 1925, concerning the measures in force in their countries for the control of films exhibited to children; and other Governments which had not hitherto complied with the Secretary-General's request have now sent the desired information.

A complete summary of the data furnished by the forty-seven Governments mentioned below is attached to the present report (Appendix II).

Argentine Republic	Great Britain	New Zealand
Australia	British Colonies:	Nicaragua
Austria	Federated Malay States	Norway
Belgium	Hungary	Peru
Brazil	India	Poland
Canada	Irish Free State	Roumania
China	Italy	Salvador
Cuba	Japan	Siam
Czechoslovakia	Japanese Colonies:	Spain
Danzig, Free City of	Formosa	Sweden
Denmark	Kwantung	Switzerland
Ecuador	Sakhalin	Turkey
Egypt	Latvia	Union of South Africa
Estonia	Luxemburg	United States of America
Finland	Monaco	Uruguay
France	Netherlands	Venezuela
French Protectorates:	Netherlands Colonies:	
Morocco	Curaçao	
Tunis	East Indies	
Germany	Surinam	

#### ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES.

It should be noted that special regulations for the admission of minors and the selection of films to be shown to them have been issued by thirty-one Governments out of the forty-seven given in the list.

In most cases the prohibition applies to only one class of film, and is evidently framed to safeguard the mental and moral well-being of children. It appears that, in the countries which have gone furthest in the matter of such regulations, the age-limit for the admission of minors to all cinematograph performances has been fixed at 18.

In some countries, young children are absolutely prohibited from attending cinematograph performances, mainly on grounds of health. Of the six countries which, to our knowledge, have introduced this measure of complete prohibition, four fix the age-limit at 6, namely, the Free City of Danzig, Germany, Nicaragua and Peru. Hungary has fixed this limit at 5 years and the Republic of Salvador at 3 years.

The legislative provisions of certain countries stipulate that the measures for the control of the admission of minors to cinematograph performances shall not apply when the minor is accompanied by his parents or one of them, his guardian, or some other responsible adult person. Such is, for instance, the case in Canada (in the provinces of Alberta, British Columbia, New Brunswick, Nova Scotia, Ontario, Quebec and Saskatchewan), in Japan, in Spain with reference to evening performances, in Sweden as regards the admission of minors to children's performances finishing after a certain hour, and in certain Swiss cantons.

Measures have been adopted in Belgium, Hungary, Italy, the Grand Duchy of Luxemburg, the Netherlands and Uruguay making it compulsory for cinemas to display a conspicuous notice outside their premises stating whether minors are admitted to the performance or not.

#### CONTROL OF FILMS.

The general regulations fixing the standards adopted for the approval of films suitable for exhibition to minors may be either negative or positive. The following are usually prohibited: films likely to be morally or intellectually injurious to minors or to over-excite their imagination; scenes of seduction and debauchery, and sex or crime films. The following are generally recommended: films of an instructive and educative character, showing works of art, travels, historical scenes, national customs, scientific phenomena and experiments, agricultural work, industrial establishments and processes, etc.

The Netherlands appears to be the only country which, by a provision in the Law of May 14th, 1926, on the Campaign against the Moral and Social Dangers of Cinematograph Performances, has subdivided films suitable for exhibition to minors. This subdivision is as follows:

- (a) Films for exhibition to children under 14 years of age;
- (b) Films (including those in (a) above) for minors from 14 to 18.

Instructive films or films reproducing ordinary public events are not subject to any censorship or control in certain countries, such as Belgium, Danzig, Germany, the Netherlands, Norway, and Sweden, although police permission is required in some countries. Instructive and educational films are also exempt from any restrictions in certain cases. It likewise appears from the communications received that, in certain countries where there are no special regulations concerning the admission of children to cinematographic performances, the general system of censorship of the

films or of the cinematographic performances as a whole provides for certain measures to ensure that no films shall be shown in public likely to be detrimental to the mentality or morals of minors. Appendix II mentions seven such cases.

CONTROL OF PUBLICITY IN REGARD TO FILMS.

We may mention in passing that a few countries have included provisions of the control of posters and advertisements of films in measures for the protection of children from the demoralising effect of certain cinematograph performances. Such is the case in Germany, in the Free City of Danzig, in the State of Victoria (Australia), in Canada, in the province of Saskatchewan, in Ireland, in the Netherlands and in Peru. We shall not, however, lay any stress on this aspect of the question, which has already been regulated by the International Convention of 1923 for the Suppression of the Circulation of and Traffic in Obscene Publications. We would recall the fact that this Convention has been ratified by twenty-two countries and signed by forty-three, and that six Governments and forty-three British colonies have acceded to it.

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Appendix I.

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GOVERNMENT REPLIES TO QUESTIONNAIRE.

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BRAZIL.

EXTRACT FROM A LETTER FROM THE MINISTRY OF FOREIGN AFFAIRS.

[Translation.]

Rio de Janeiro, October 7th, 1927.

The Brazilian Government is of opinion that an arrangement might usefully be made for the exchange of information between different countries in regard to films which are considered to be good or bad for children and young people.

The Brazilian Government likewise considers that an international information service might usefully be established for the protection of children from cinematograph films likely to have a harmful effect on them and that manufacturers might even be urged to refrain from circulating such films. On the other hand, encouragement might be given to the production of films which are specially suitable for children and young people, either for instruction or amusement.

(Signed) Octavio MANGABEIRA.

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CANADA.

Province of Quebec.

Quebec, September 3rd, 1927.

Upon the wider question submitted, involving the exchange of information between countries and better international circulation of films suitable for children, same is one which would be within the special purview of our Federal Government at Ottawa.

(Signed) N. PERODEAU,  
Lieutenant-Governor.

Manitoba

EXTRACT FROM A REPORT OF THE BOARD OF CENSORS.

Winnipeg, 1927.

With reference to Paragraph I:

The most practical method of circulating information regarding films suitable, and otherwise, for young people appears to be:

(a) A universal system of classifying and stamping films under the two afore-mentioned heads, with reports sent detailing such classification to all censor boards or commissions engaged in official examination of pictures.

(b) Bulletins containing the above information forwarded to interested organisations and societies by censors and commissioners.

(c) Special lists of films suitable for the family sent at frequent and regular intervals to the head office of the Child Welfare Commission in every country by censors and commissioners and relayed to all affiliated or similar organisations in all lands by officers of the said Child Welfare Commission.

It may be said that Manitoba has circulated lists of films suitable for family entertainments for some nine years, any responsible organisation or individual being supplied with this information on request.

Last year, the Manitoba Board forwarded a lengthy list of family films to the head executive of the Child Welfare Commission at Ottawa; notice was given of all cuts made in films so listed, and, if films otherwise of a family standard contained a title or incident unsuitable for juveniles, a note was made to that effect.

Lists of the above type are useful in supplying special children's matinees under the auspices of some body of public welfare or for use in connection with schools. Such special entertainments are valuable in small places or local districts; they do not cover the ground in large cities.

These lists would be of more practical use in countries outside North America for the reason that from 70 to 95 per cent of the film entertainment of the world is supplied at present by the United States producers. In the United States and Canada, the public exhibition of films follows so quickly upon their release for commercial use and occurs so often in many places simultaneously that the lists mentioned would, in most cases, probably be put in circulation after the films had been many times shown.

As to the foreign lists, not more than six such pictures have come to Manitoba in any year since the war.

\* \* \*

*With reference to Paragraph 2.*

Possibly the best method of increasing the international circulation of films suitable for children would be:

(a) By a concerted movement to lower or remit fees and other taxation on such pictures while, at the same time, raising fees and taxation on sex and crime films (which constitute 50 per cent of the American output).

(b) By sending advance information of successful exhibitions of children's films to all public welfare organisations.

(c) By posting notices of such films in public schools and endeavouring to stimulate local patronage.

(d) By Government libraries of children's pictures distributed by Government bureaux at nominal cost.

(Signed) TIM A. D. BEVINGTON,  
V. S. PATRIARCHE,  
Manitoba Board of Censors.

#### Saskatchewan

Regina, August 11th, 1927.

In this Dominion at the present time the different Censor Boards of the provinces keep each other posted as to the character of films rejected by each province, as well as the reasons for so doing. It would appear quite feasible to have this information extended so as to include films suitable for exhibition to children and young people, which would in course of time provide each Board with a list of films suitable for the purpose in view. These lists might then be submitted for compilation to those actively engaged in this matter, and in such a way material could be obtained for exchange between different countries dealing with this problem.

With reference to the second question, I am advised that, owing to insufficient information as to existing restrictions pertaining to international circulation of films, no definite suggestion can be offered.

(Signed) H. W. NEWLANDS,  
Lieutenant-Governor.

#### DANZIG.

*Reply from the Senate of the Free City of Danzig, received from the Polish Delegation accredited to the League of Nations on February 1st, 1928.*

The films exhibited in Danzig are obtained almost exclusively from other countries having a film censorship, but they are also subject to further censorship in Danzig. It is therefore hardly necessary for Danzig to take up any special position with regard to the two questions asked.

At the Police Directorate in Danzig there is a service for the examination of films mainly carried out by persons who have shown themselves to be specially qualified in respect of the education and training of the young.

All doubtful films are submitted to this service for examination. Adequate guarantees therefore now exist so far as the territory of the Free City of Danzig is concerned, particularly since there is no local production of films on a large scale in Danzig.

#### DENMARK AND ICELAND.

[Translation.]

Danish Legation, Berne, November 2nd, 1927.

I am directed by my Government to communicate to you the following replies to the questionnaire.

*Ad 1.* In Denmark, all films are subject to approval by the Government censor of films before they are passed for public exhibition. The censor has the power to prohibit the admission of

children under 16 to the performances of certain films. It will accordingly be possible to draw up lists of films considered to be bad for children and lists of films specially suitable for children and young people.

*Ad 2.* In accordance with the provisions of the Law of April 1st, 1922, concerning the public entertainment tax, etc., the authorities may waive payment of this tax or reduce it in the case of cinema performances given under the auspices of school authorities or by arrangement with them and which are of an educative, scientific or instructive nature.

The Prime Minister of Iceland, to whom you also forwarded a note on the above-mentioned date, has replied that neither question affects Iceland at present.

(Signed) A. OLDENBURG.

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ESTONIA.

Tallinn, August 20th, 1927.

[*Translation.*]

The additional questionnaire in connection with the enquiry into the cinema has been submitted to the competent Estonian authorities for consideration, and their observations on the matter may be summarised as follows:

1. Every State should agree to send the Child Welfare Committee a list of films produced in its territory, divided into two classes: (a) films suitable for children; and (b) films harmful to children. These lists should be published and circulated by the Committee from time to time.

2. Customs and transport facilities might be granted by the State for the conveyance of films (either by rail or post) and local authorities might reduce the rates charged for the production of such films. The support of the film manufacturers depends entirely upon their goodwill and the success of the films.

For the Minister, and by authorisation:

*Director of Administrative Affairs.*

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LATVIA.

Riga, September 27th, 1927.

[*Translation.*]

MINISTRY OF FOREIGN AFFAIRS.

The Film Censorship Committee attached to the Ministry of Education, whom we have consulted in the matter, has informed us that the two questions in regard to which the enquiry has been undertaken are dealt with by the Permanent Cinematograph Committee founded at Basle pursuant to the decision of the First European Conference on the Educational Cinema. As the central Latvian institution for questions affecting the educational cinema, the Censorship Committee has appointed representatives to sit on the Basle Committee and is accordingly bound to co-operate with that institution in all matters relating to international co-operation in regard to the educational cinema. Although it has no suggestion to submit concerning the questions to which the enquiry refers, the Film Censorship Committee will nevertheless follow with interest the results of the enquiry undertaken by the Child Welfare Committee.

(Signed) G. ALBAT,

*Secretary-General.*

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MONACO.

Monaco, August 24th, 1927.

[*Translation.*]

There are neither manufacturers nor importers of cinematograph films in the Principality, which is entirely dependent on France for films. The films shown at Monaco are censored by the French Censorship Board.

Moreover, to be of service, the replies to the questions asked should bear upon observations covering a large number of cinemas, and including evidence of the pernicious character of certain films or the results of a lax censorship. The Principality, however, has only four entertainment halls.

There are no regulations here governing the admission of minors to cinema performances.

For the Director of the Public Security Police:

(Signed) DÉLEAU,

*Commissioner of Police.*

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NORWAY.

Oslo, January 17th, 1928.

[*Translation.*]

MINISTRY OF FOREIGN AFFAIRS.

I have the honour to inform you that an exchange of information between different countries in regard to the films in question does not appear to present any difficulties in the case of Norway. The State Board of Film Censors, which censors nearly all films intended for public exhibition in Norway, decides in each case whether a film is suitable for adults only or for children under 16 as well, and will consequently always be in a position to state whether films shown in Norway are good or bad for children and young people. This Board might, if necessary, be asked to furnish detailed information regarding such films to an International Information Bureau, should this be established under the auspices of the League of Nations.

The State Board of Censors might also keep a record of information received from foreign countries and from the above-mentioned Bureau, and could pass this on to cinematograph agencies and the proprietors of Norwegian cinemas.

(Signed) Ivar LYKKE.

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POLAND.

[*Translation.*]

Geneva, September 5th, 1927.

POLISH DELEGATION ACCREDITED TO  
THE LEAGUE OF NATIONS.

The film-producing industry in Poland is not yet sufficiently represented in the international market; our action in the matter would therefore have to be confined, for the time being, to keeping a record of films of this kind produced abroad.

Such information should be forwarded to the Cinematograph Censorship attached to the Ministry of the Interior, to which a central office of films will be added shortly. The Ministry — or, later, the above-mentioned office — would pass on the information received regarding these films to the booking agencies, the cinematograph associations, the Ministry of Public Worship and Education, as well as to societies such as Urania, the Eugenic Society and others dealing with the question of the educational cinema, and providing cinema performances for young people.

(Signed) GWIAZDOSKI,

For the Delegate to the League of Nations.

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SWEDEN.

[*Translation.*]

Stockholm, September 20th, 1927.

MINISTRY OF FOREIGN AFFAIRS.

In 1911, that is to say, sooner than in any other country, a Decree was promulgated in Sweden establishing the uniform control of films intended for public exhibition: the unauthorised exhibition of films not previously censored and approved was punished by the penalties laid down in the Decree. The main object of these provisions was to protect the interests of children. After prohibiting the exhibition of films "which might have a demoralising or unwholesome effect or pervert the sense of right and wrong", the Decree provided that "films which are calculated to excite harmfully the imagination of children or in any other way to have an injurious effect upon their mental development or health shall not be passed for performances to which children under 15 years of age are admitted."

An experience of sixteen years has shown the wisdom of these provisions, the nature of which is clearly more psychological than pedagogic, in the strict sense of the word. They have certainly protected a large number of children from the harmful effects of degrading or unsuitable films. The control of films is exercised by a central organisation, the State Cinematograph Bureau, at Stockholm, which is attached to the Ministry of Education and Public Worship, and consists of three censors and a deputy; in certain cases, two medical experts (psychiaters) may be called upon to give their opinion. At the present time, one of the censors and the deputy are schoolmasters.

When films are approved for public exhibition, a permit is issued stating whether they may be shown to children or not. It is the duty of the local police authorities to see that banned films (or those not intended for children) are not exhibited (or are not shown to children). They must check the wording on the permit and satisfy themselves that it applies to the film shown. This is done by comparing the number on the permit with the number on the film, which should correspond with it. A notice is required to be displayed at the entrance of all cinema theatres stating whether children are admitted to the performance or not. As a general rule, children unaccompanied by an adult are not admitted to performances finishing after 8 p.m.

The Swedish Decree concerning cinema exhibitions aroused a great deal of interest in the other Scandinavian countries, which have organised State film control on similar lines. It should be noted, however, that at first the policy adopted by Norway differed from that of Sweden in one respect: the Norwegian measures originally specified no age-limit for children, but admitted them



to the performance of all officially approved films. This system, which in theory finds many supporters in scholastic circles, soon proved inapplicable in practice, owing to the fact that, out of consideration for the children, several films of real merit were prohibited for adults because they were unsuitable for young people; on the other hand, the desire to safeguard the legitimate interests of adults led to the approval for children of many films which they ought not to have seen. The Swedish system has accordingly now been in force in Norway for some years past, but the age-limit for the admission of children is fixed at 16, as in Denmark and Finland.

The conditions under which film control is exercised in Sweden, more especially from the point of view we are now considering, are such as to make it probable that a regular information service concerning films to which children are refused admission in foreign countries would be of little value for the protection of children in Sweden, where supervision is generally much stricter than elsewhere. The statistics for the last fiscal year show that only 23 per cent of the total number of films examined (not including films representing scenery or current events, to which children are usually admitted) were passed for exhibition to children. In the case of Sweden, therefore, the proposed exchange of "information in regard to films which are good or bad for children and young people" could be most usefully effected by a system under which the State Cinematograph Bureau would reply separately to each request for information from abroad and would ask other countries for such particulars as it might require. There has been a semi-official exchange of this kind between the Scandinavian supervisory authorities for some years past. We are of opinion that, although excellent in itself, the idea of an "international understanding between the various national bodies with a view to communicating to each other the decisions adopted in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films", would not prove of any great advantage in practice, partly for the above-mentioned reasons and partly on account of the considerable divergencies in the views held on the matter, which to a certain extent appear to justify the assertion that morality is essentially a question of geographical position.

It is obvious that everything should be done by the public authorities to encourage the exhibition of films of an instructive and educative nature. The question is now being examined at the instance of the Riksdag. The only measures hitherto adopted by the State in Sweden have taken the form of extensive credits granted during the past few years to encourage the use of the cinema in the schools and for certain other instructive and educational purposes. The exhibition of educational films has also been popularised owing particularly to the action of a private undertaking. An international catalogue of educational films would be of great utility. The question has recently been discussed at international congresses by film specialists and schoolmasters, and there is reason to hope that Governments will support the scheme. It is equally important that films for educational purposes should be exempted from Customs duties by means of an international agreement. This measure would no doubt give considerable encouragement to the use and circulation of the films in question.

As regards fire prevention, ventilation, etc., in cinemas, very stringent measures are enforced by the Swedish authorities, and it is not too much to say that in this respect, as in others, Swedish cinemas take a high place. Owing partly to the strict regulations for its prevention, there has never been any serious outbreak of fire in these establishments, although non-inflammable films have not yet come into general use.

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## TURKEY.

[*Translation.*]

Angora, August 25th, 1927.

MINISTRY OF FOREIGN AFFAIRS.

The Government of the Turkish Republic, which is keenly interested in all efforts to raise the moral and intellectual level of children and young people, at once submitted the matter to the competent Department, and I have the honour to communicate to you for your information the views expressed by the Ministry of Education:

"As there are no film-producing companies of any importance in our country, nor any films of international interest, it is impossible for us to express any definite opinion upon the technical and commercial aspects of the problem.

"We should like, however, to make the following recommendation and suggestion in reply to the two points mentioned in the questions asked:

"It is highly desirable that a permanent bureau should be established, and placed under the supervision of the Child Welfare Committee at Geneva, for the purpose of keeping the Ministries of Education of the participating States regularly informed of the appearance of films considered to be suitable for, or harmful to, children and young people.

"As soon as this information is received, the various States would take the necessary steps to prohibit the exhibition in their territory of any film which was banned and to recommend, through the medium of the Press or by some other suitable means, any good film approved by the Committee.

"States should also grant all possible facilities to the importers of such films in order to make them popular."

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(Signed) D. RUSCHDY.

UNION OF SOUTH AFRICA.

Cape Province

Pretoria, December 6th, 1927.

The Board, which consists at present of seven members, four of whom are men, is of opinion that arrangements as indicated in Section 1 and facilities as indicated in Section 2 of the questionnaire are highly desirable, and hopes that measures may be taken to give practical effect thereto.

It should be borne in mind that films shown in the Cape Province are to a very large extent imported from overseas, and that the importation is altogether in private hands.

Orange Free State

Bloemfontein, December 6th, 1927.

The control of bioscopes and the inspection and prohibition of bioscope films is a matter which has been delegated to Provincial Councils by virtue of Subsection XII of Section 85 of the South Africa Act, 1909. Under this legislative authority, each province has its own legislation in regard to the censorship of bioscope films and exercises its powers according to the circumstances which are present in each particular province. The natural position is, then, that the maritime provinces, namely, the Cape and Natal, are necessarily required to exercise a more particular censorship of films than the inland provinces, namely, the Orange Free State and Transvaal, which censorship is exercised at the ports of entry.

Now, as regards the Cape Province, it is understood that the bulk of films introduced into this country enter that province through Cape Town, where a paid Central Censorship Board is established. It follows that, where such an individual inspection of films takes place, the Board concerned is in a far better position (naturally assuming that records are kept of both films passed and films prohibited from exhibition) to furnish the information contemplated in the first paragraph of the questionnaire, than would be the case in a province where only a general inspection is made and where, naturally, the local Boards rely upon and are guided by the particular censorship exercised by the Central Board at the port of entry.

It is feared that this province is not in a position to advise in regard to the second paragraph of the questionnaire, inasmuch as the powers conferred upon it are confined to censorship only and do not extend to matters such as the circulation of films. I may, however, here state the procedure obtaining at present.

The Cape and Transvaal Provinces, where Central Censorship Boards have been established, at present notify this province whenever the exhibition of any picture is prohibited on the ground of indecency, offensive to religious convictions, etc. Seeing, however, that pictures which may be harmless for exhibition to adults may be very harmful when exhibited to children, it would seem that the Child Welfare Committee might go very near towards attaining its object by requesting these Central Boards to notify particularly the other provinces if the exhibition of any picture is deemed harmful to children. Such an indication given to this province would, I think, as a rule be followed, and, should the proprietor attempt to exhibit such a picture here, it will still be subject to the censorship of the local Board, which will no doubt be guided by the opinion of the Central Board.

Transvaal

Pretoria, December 22nd, 1927.

The Administrator of Transvaal suggests that perhaps control can best be effected by the countries of origin, which would be in a position to communicate information through the Council of the League of Nations to all Governments.

(Signed) W. H. FARRELL,  
*Assistant Secretary for External Affairs.*

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CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES.

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
				ARGENTINE REP.
AUSTRALIA		Victoria 16 years		
AUSTRIA		16 years		
BELGIUM		16 years		
BRAZIL			Age not stated	
CANADA			<p>Alberta.— The school age-limit, but only for performances during school hours.</p> <p>British Columbia: 14 years (subject to exceptions).</p> <p>New Brunswick.— 12 to 16 years during school hours.</p> <p>Nova Scotia.— 10 to 16 years for performances at night or during school hours.</p> <p>Ontario.— 15 years (subject to exceptions).</p> <p>Quebec.— 16 years (subject to exceptions).</p> <p>Saskatchewan: 14 years.</p>	CANADA: Manitoba; Prince Edward Island.
CZECHO-SLOVAKIA		16 years		
				CHINA
				CUBA
DANZIG (FREE CITY)	6 years	16 and 12 years for young people's performances after 7 p.m.		
DENMARK		16 years		
ECUADOR		14 years		
				EGYPT
				ESTONIA
FINLAND		16 years		
				FRANCE

CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES (continued).

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
				FRENCH PRO- TECTORATES: Morocco; Tunis.
GERMANY	6 years	18 years		
				GREAT BRITAIN
				BRITISH COLO- NIES: Federated Malay States.
HUNGARY	5 years	18 years		
INDIA	Age not stated			
IRISH FREE STATE	Age not stated			
ITALY		15 years		
JAPAN			14 years (only in certain depart- ments).	
				JAPANESE COLO- NIES: Formosa; Kwantung; Sakhalin.
LATVIA	6 years	16 years		
LUXEMBURG (GR.-DUCHY)		17 years		
				MONACO
				NEW ZEALAND
NETHERLANDS		18 years		
NETHERLANDS COLONIES:		Curaçao: 16 years East Indies: 17 years Surinam: age not stated		
NICARAGUA	6 years		13 years (the presence of a man- or maidservant in attendance is insufficient)	
NORWAY		16 years		
PERU	6 years	16 years		
POLAND		17 years		

CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES (*concluded*).

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
ROUMANIA		Until the completion of secondary studies.		
SALVADOR	3 years	8 years (for evening performances only)		
				SIAM
SPAIN			10 years for evening performances.	
SWEDEN		15 years		
SWITZERLAND	This matter is in the hands of the cantonal authorities. In the majority of cantons, the age-limit is 16, but some cantons have gone further (Lucerne, Uri, Schwyz, Zug and Zurich) and have fixed the age-limit at 18.			
				TURKEY
UNION OF SOUTH AFRICA	Orange Free State Natal Transvaal	Age not stated		UNION OF SOUTH AFRICA: Cape Province
UNITED STATES OF AMERICA	There are practically no regulations in the United States of America controlling admission to cinematograph performances the main purpose of which is the protection of children, although the official censors in certain places state that, when reaching their decisions, they endeavour to take into account the effect of the cinema on children and young people.			
URUGUAY		14 years		
				VENEZUELA

Appendix II.

I. ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES.

A. COUNTRIES IN WHICH ADMISSION IS CONTROLLED BY REGULATIONS.

(a) *Partial Prohibition.*

Australia. — *Victoria* — Censorship of Films Act, 1926:

*Article 5.* — “(1) After the expiration of one month from and after the coming into operation of this Act, no person shall exhibit any cinematograph picture in a theatre or cause the same to be so exhibited unless and until the film used for the purpose of exhibiting such picture has been approved by the censor.”

*Article 8.* — “(1) The censor may:

- “(a) Approve a film unconditionally; or
- “(b) Approve a film subject to such conditions as he imposes; or
- “(c) Refuse approval.

"(2) Without affecting the generality of paragraph (b) of subsection (1) of this section, the conditions referred to in the said paragraph may include conditions with respect to the age or (in the case of films relating to diseases or disorders peculiar to male persons only or to female persons only) sex of persons before whom any cinematograph picture from the film may not be exhibited."

*Article 9.* — "(1) If the Minister has reason to believe that a picture from any registered film is not suitable for exhibition before a child under the age of 16 years, he may by writing under his hand direct such person or persons as he thinks fit to cause such film to be submitted to the censor for his approval."

**Austria.** — Decree of the Ministry of the Interior dated September 18th, 1912:

\* *Article 23.* — "Children and persons under 16 may only be admitted to a performance if the programme has been passed for exhibition to children and minors in accordance with paragraph 2, Article 18<sup>1</sup>, and provided that it ends before 8 p.m."

**Belgium.** — Law of September 1st, 1920, prohibiting minors who have not turned 16 attending cinema exhibitions:

\* *Article 1.* — "Minors of either sex who have not reached the age of 16 shall not be allowed to be present at any public cinema performance."

*Article 2.* — "The prohibition contained in the preceding article shall not apply to cinema-halls where only those films are exhibited which shall have been licensed by a Commission the organisation and duties of which are to be laid down by a Royal Decree."

**Brazil.** — It may be inferred from a communication received from the Ministry of Foreign Affairs that, in the Federal (Rio de Janeiro) district at least, the admission of minors to film theatres is subject to regulations.

**Canada.** — Rules regulating theatres and cinematograph establishments are matters within the jurisdiction of each province.

**Alberta.** — The only restriction in force is that no child of school-age is allowed to attend moving-picture shows during school hours unless accompanied by parents or guardians.

**British Columbia.** — No person in charge of a moving-picture theatre and, in the case of a company or society, no manager or other person in charge of the establishment shall receive in any way or permit to attend at any show therein any child less than 14 years old unless such child is accompanied by an adult.

This section shall not, unless the Lieutenant-Governor in Council by regulation otherwise provides, apply to children received or permitted to attend such show between the hours of 3.30 o'clock and 6 o'clock in the afternoon on days upon which the public schools are open in the place where such moving-picture theatre is situated, or before 6 o'clock in the afternoon of any other day.

In case of any proceedings charging an offence against any of the provisions of this section, in the absence of other evidence to prove the age of a child, or by way of corroboration of other evidence, the justice of the peace, magistrate or judge before whom the charge is heard may infer the age from the appearance of the child. (Moving Pictures Act, 1914, Section 11, as amended 1915.)

**Nova Scotia.** — Children under the age of 10 years unaccompanied by an adult shall not be permitted to attend any theatre or place of amusement at which an admission fee is charged. Children apparently under the age of 16 years unaccompanied by an adult shall not be permitted to attend by night any theatre or place of amusement at which an admission fee is charged.

Children apparently under the age of 16 years shall not be permitted to attend during their school hours any theatres or places of amusement. (The Theatres, Cinematographs and Amusements Act, and Regulations thereunder, Consolidated 1922.)

**New Brunswick.** — Children apparently under the age of 12 years unaccompanied by a parent or responsible person shall not be permitted to attend any exhibition by a cinematograph, moving-picture machine or other similar apparatus at which exhibition an admission fee is charged, nor shall children apparently under the age of 16 years be permitted to attend such exhibition during school hours. (Act of Assembly passed and assented to on April 20th, 1927, amending Chapter 6 of the Act 16 George V (1926), The Theatres, Cinematographs and Amusement Act.)

**Ontario.** — A child under the age of 15 years unaccompanied by an adult shall not be permitted to attend any exhibition by cinematograph, moving-picture machine, or other similar apparatus for admission to which a fee is charged, except on Saturday of each week and on public and legal holidays, between the hours of 9 a.m. and 6 p.m., during which hours a matron to be remunerated by the exhibitor shall be engaged in each theatre, whose duty it shall be to supervise the conduct of such children and of adults toward them while in such theatre. (The Theatres and Cinematographs Act, Section 10.)

\* An asterisk indicates that the text following is a translation.

<sup>1</sup> The authorisation must mention whether the film in question may be shown to children or to minors (paragraph 2, Article 18).

**Quebec.** — No person or persons in charge of a hall for moving pictures where shows are given by means of cinematograph and, in the case of a company or society, no manager or other person in charge of the establishment shall receive in any way at such shows any child less than 16 years old, unless such child is accompanied by his or her father, mother, tutor or teacher or by a guardian specially authorised by the father or mother. (Law on the Cinematograph, Revised Statutes of 1925, Chapter 174, Article 2.)

Notwithstanding the above provision, children less than 16 years old may attend exhibitions of moving pictures without being so accompanied when the advertisement of the exhibition announces a programme only of pictures authorised for children by the Board of Censors of moving pictures according to the provisions of Article 3713 (a), and of no other pictures. (Article 17 of the above-mentioned Law.)

**Saskatchewan.** — Children under the age of 14 years shall not, if unaccompanied by a parent or responsible person, be permitted to attend any exhibition by cinematograph, moving-picture machine or similar apparatus after the hour of 8 o'clock in the evening. (R.S.S. 1920, Chapter 181, Section 18, Theatres and Cinematograph Act.)

**Czechoslovakia.** — Extract from a communication from the Ministry of Foreign Affairs:

\* " Under the regulation promulgated by a Decree of the Ministry of the Interior dated October 18th, 1912 (No. 191 of the Collection of Decrees), and under the similar regulations promulgated in Slovakia and Sub-Carpathian Russia after the war, application for permission to give public cinematograph performances open to children and persons under 16 years of age may be refused by the Advisory Committee set up in the Ministry of the Interior to decide how far the films may have a prejudicial effect on young people from a moral and intellectual point of view. "

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 1.* — " Films which may be exhibited to children under 16 shall be subject to special authorisation . . . "

*Paragraph 2.* — " At the request of the Child Welfare Office of the commune or communal group, or on application from the school authorities, the commune or communal group, after consulting the representatives of the Child Welfare Organisation responsible for health and morals, may take other measures with regard to the admission of young people to cinema performances, and those responsible for these performances shall be required to conform thereto, subject to the right of appeal to the competent authority. "

*Paragraph 4.* — " Children under 12 may not be admitted to performances after 7 p.m. "

**Denmark.** — Extract from a report of September 18th, 1922, addressed to the Ministry of Justice by the Censors of Films:

\* " The Decree promulgated on July 5th, 1913, by the Minister of Justice empowers the censors to forbid the performance of certain films before children under the age of 16, but the method in which these powers are to be exercised is left to the discretion of the censors themselves. "

**Ecuador.** — Decree No. 19, of February 15th, 1927:

\* *Article 5.* — " Only films made for the purpose or those for which special permission has been given by the Censorship Commission may be shown to children. If these conditions are not fulfilled, admission to cinematographs is forbidden to children under 14. "

**Finland.** — Extract from a letter from the Ministry of Foreign Affairs:

\* " The State Commission for the examination of films may lay down that a certain film shall not be shown to children under 16 years of age; further, in accordance with the police regulations, such children shall not be admitted to entertainments which finish after 8 o'clock in the evening. "

**Germany.** — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 3. Paragraph 1.* — " Films to the performance of which young persons under 18 years of age are admitted require special permission . . . "

*Paragraph 3.* — " . . . On the proposal of the children's department of the commune or district or, in the absence of a children's department, on that of the school authorities, the commune or a communal association, after hearing the representatives of children's organisations, and without prejudice to any more stringent measures which may be laid down by the provincial laws, may take further measures in the interests of health and morality with regard to the admission of children, and the proprietors of cinemas shall be obliged to comply with these measures. The latter may, however, appeal against these measures to the competent authorities. "

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III, paragraph 13:

\* " Young persons under 18 years of age shall not be permitted to attend cinematographic displays the subject-matter or method of presentation of which or of any parts of which are

likely prejudicially to affect the character of adolescents or their mental or moral development or unduly to excite their imagination. ”

Page 7, *Chapter III, paragraph 20.* — “ Young persons who have not completed their eighteenth year shall only be permitted to attend cinematographic displays the films in respect of which have been certified by the National Film Censorship Commission to be suitable for exhibition to the young. The age of the young persons shall be determined approximately. ”

**India.** — Extract from a copy of a letter from the Secretary to the Government of India, Legislative Department:

“ The law regulating cinematograph exhibitions in British India, which is contained in the Cinematograph Act, 1918, as amended by subsequent legislation, does not provide specifically for the exercise of supervision over the character of the pictures shown to children, but it requires films to be certified before exhibition by an authority constituted by the local government of the province concerned. ”

*Bombay.* — Films which are considered unsuitable for exhibition to juveniles are certified on the condition that their exhibition is restricted to adults.

*Burma.* — Steps are taken to exclude minors from admission to the exhibition of unsuitable films.

**Irish Free State.** — Memorandum on the subject of the cinema in relation to child welfare received through the Representative of the Irish Free State:

“ Power is given by the Act of 1923 for the issue of two certificates:

- “ (a) A general certificate in respect of a film fit for exhibition to any audience;
- “ (b) A limited certificate in respect of a film for exhibition to adults only and not to children. ”<sup>1</sup>

**Italy.** — Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare:

\* *Article 22.* — “ The Cinematograph Censorship Commission shall decide what cinematograph performances are suitable for children and young persons of either sex. . . ”

Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

*Article 162.* — “ The regulation governing admission, as enacted in Article 22, applies to children and young persons who have not attained the age of 15 years.

“ For the purposes of Article 22, children and young persons shall be presumed to be under 15 if they are under 1 m. 50 in height, unless proof to the contrary is furnished. ”

**Japan.** — Control exercised by the Ministry of the Interior:

“ Each department is responsible for the supervision of morals in cinematograph establishments. A number of departments have adopted special regulations regarding the admission of children to cinematograph theatres and have fixed the conditions of admission as follows:

“ 1. Children under 14 not accompanied by their guardians or similar persons are not admitted.

“ 2. Children under 14 are not admitted after 9 at night, and children present at a cinematograph performance are warned ten minutes beforehand to leave the cinema at 9 o'clock. ”

Control exercised by the Ministry of Education:

“ Six departments out of 47 have imposed special regulations as to the conditions of admission to cinematograph theatres of children attending elementary and secondary schools; in other departments, however, this special supervision is left to the school authorities. Forty-three elementary schools out of about 25,000 and 51 secondary schools out of about 2,000 absolutely forbid their pupils to enter cinemas. Sixty elementary schools and 50 secondary schools forbid their pupils to visit cinemas but allow certain exceptions. The others have issued no special regulations on this subject. ”

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\* 1 “ So far, the ‘adult only’ certificate has not been issued. An offer was made to the exhibitors that, if a theatre or theatres excluded children at all times and catered exclusively for adults, the issue of an adult certificate for such theatre or theatres would be considered. The offer was not availed of.

“ The issue of an adult certificate would necessitate:

- “ (a) The display by the exhibitor of a notice prohibiting the admission of children and young people;
- “ (b) Police supervision to ensure enforcement of the law.

“ It is considered that the issue of such notice by a theatre whose normal programme consists of films bearing a general certificate would serve to stimulate morbid curiosity and possibly excite the precocious to evade the law.

“ The Official Censor endeavours to pass only such films as are suitable for family entertainment. He does not censor with audiences of children in view, but the effect which a situation may have on the child mind is taken into account. ”



**Latvia.** — Extract from the Law on Cinematographs, promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 36, of February 15th, 1926:

\* *Article 9.* “Children between 6 and 16 years of age may not be admitted to cinematograph displays except when the film to be exhibited has been passed by the Ministry of Public Instruction as suited to the moral development of the young.”

*Article 15.* “Except for the musical accompaniment, stage performances are prohibited at film displays to which children are admitted.”

**Luxemburg (Grand-Duchy of)**<sup>1</sup>. — Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

\* *Article 1.* — “No minor of either sex who has not reached the age of 17 shall be allowed to enter any cinema-hall or theatre.”

*Article 2.* — “The provisions of the preceding article shall not apply to cinema-halls or theatres which only exhibit such films as have been licensed by a commission the organisation and the duties of which shall be laid down by an administrative regulation.”

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances.

\* *Article 4.* — “(1) The Municipal Council may, by a Regulation and subject to Our approval, make the granting of the permit referred to in Article 1<sup>2</sup> subject to the conditions laid down in the Regulation.

“(2) The above-mentioned conditions shall not apply in the case of cinematograph performances to which only persons over 18 years of age are admitted, though the films to be shown and the posters may be supervised as usual.”

*Article 16.* — “(2) At public cinematograph performances where children not obviously over 14 years of age are admitted or are allowed to be present, the only films which may be shown are those the showing of which in the presence of children under 14 years of age has been approved by the Central Commission.

“(3) At public cinematograph performances to which children under 14 years of age are not admitted or are not allowed to be present, but where minors over 14 years of age but not obviously of 18 years of age are admitted or allowed to be present, only those films may be shown the showing of which to minors between 14 and 18 years of age has been approved by the Central Commission.”

**Netherlands Colonies.** — *Netherlands East Indies.* — Film Ordinance, September 19th, 1925:

\* *Article 7.* — “(8) Whenever a film is approved, it may be decided at the same time, at the request of the manufacturer or importer, whether it is to be considered as unobjectionable for children below the age of 17.”

*Article 10.* — “In the case of public film performances, the person exhibiting the film is forbidden to admit children whom he knows, or may reasonably be expected to know, to be below the age of 17, unless it appears from the certificate of approval of the film in question that its display is considered unobjectionable for children.”

(The foregoing provisions only apply to public performances, that is to say, to performances held in a place usually accessible to the public, apart from the question whether the public has to pay for admission.)

**Curaçao.** — The admission of children under 16 to film performances is forbidden unless the films in question have been passed for children by a special Commission set up by the Governor.

**Surinam.** — The showing of films is forbidden unless permission has first been secured from the Attorney-General. The latter only gives his consent when the film has been passed by a special Commission set up for the purpose. This Commission examines the film from two points of view, and decides whether it should be shown: (a) to adults; (b) to children.

**Nicaragua.** — Regulations governing Theatres, Public Entertainments and Cinematographs, dated August 8th, 1927:

\* *Article 43.* — “For the purpose of enforcing the present law, film exhibitions are divided into two categories: exhibitions suitable for children and exhibitions for adults.”

<sup>1</sup> The documentation concerning the Grand-Duchy of Luxemburg has not been supplied to the Secretariat of the League by the Grand-Ducal Government, but has been taken from the Collection of Laws published by the International Association for the Promotion of Child Welfare.

<sup>2</sup> *Article 1.* — “(1) No public cinematograph performance may be organised without a written permit from the mayor or aldermen.

“(2) Such permit shall not be required:

“(i) In the case of public cinematograph performances given in the educational establishments designated by Our Ministry of Education.

“(ii) In the case of public cinematograph performances at which the only films shown deal with scientific, industrial, agricultural or commercial subjects and which the Central Commission referred to in Article 15 has approved as such.”

*Article 44.* — “ Children above 6 years and below 13 years of age may only be admitted to such film exhibitions as are adjudged ‘ suitable for children ’ by the censorship authorities. In such cases, the children shall be accompanied by their parents or guardian; they shall in no case be admitted if accompanied only by a servant. ”

*Article 48. Paragraph 2.* — “ Children below 13 years of age are absolutely prohibited from attending film exhibitions for adults . . . ”

*Paragraph 3.* — “ Cinematograph establishments may not sell to children below 13 years of age or to persons accompanying them any tickets for performances intended for adults . . . ”

*Article 49. Paragraph 1.* — “ Every cinematograph establishment is obliged to give at least two displays for children every month. ”

**Norway.** — Law No. 4, of July 25th, 1913, including supplementary Act of June 3rd, 1921, concerning the public exhibition of films:

\* *Article 9.* — “ Children under the age of 16 shall not be admitted to cinema entertainments at which films are shown which the experts have only approved for exhibition to adults. Children under the age of 16 shall, moreover, not be admitted to entertainments which end later than 8 p.m. unless they are accompanied by their parents or guardians. ”

**Peru.** — Statutes of the Board of Censors of Cinematograph Films, July 31st, 1925:

\* *Article 32.* — “ Minors under 16 may not be admitted to see cinematograph films passed for adults only. ”

**Poland.** — Extract from information supplied by the Ministry of the Interior:

\* Poland is one of the countries whose Governments protect children and young persons, as far as possible, against the demoralising influence of the cinema. The film censorship exercised by the Ministry of the Interior establishes a distinction between films which may be shown to children and young persons and films which may not. Minors below 17 years of age may not attend the display of such prohibited films. The admission of young persons attending school, even if they are over 17 years of age, is subject in all cases to the approval of the school authorities.

**Roumania.** — \* Up to the present, the admission of children to cinemas has only been controlled by departmental regulations issued by the Ministry of Education.

The prohibition to attend the performance of films other than those of an instructive and educative nature only applies to pupils of secondary schools<sup>1</sup>, that is, up to the age of about 18 or 19 years.

**Salvador.** — Regulations concerning theatres, cinemas, etc.:

\* *Article 25*, amended by the Decree of February 7th, 1924. — “ Children under 8 may not be present at performances given at night. Questions as to age shall be determined by the police, the Censors and the medical officer of the theatre, cinema or circus. ”

**Spain.** — \* Royal Decrees regulating cinematographic performances and public entertainments dated November 27th, 1912, and December 31st, 1913, absolutely forbid children under 10 years of age, if unattended, to enter any closed premises where a public entertainment is given, whether it be a cinema entertainment or what is commonly known as a variety show.

The Decrees in question add that “purveyors of public amusement may nevertheless be allowed to give, during the day, entertainments exclusively devoted to cinema exhibitions intended for children ”.

**Sweden.** — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 3.* — “ Minors who have not turned 15 shall not be allowed to be present at a cinema performance where films are exhibited other than those which, as hereinafter provided, shall have been judged suitable for minors; the same shall apply to the case of a minor who is not accompanied by a guardian as regards entertainments which end later than 8 p.m. ”

**Switzerland.** — Extract from the report of the Federal Council to the Federal Assembly on the petition for the revision of Article 31 of the Federal Constitution (May 20th, 1925), submitted to the Federal Council by Dr. Zimmerli and other signatories:

\* “ The general practice in the majority of the cantons is to allow the admission of children to ordinary cinematographic performances, particularly if they are accompanied by their parents or guardians or by grown-up persons; but this indulgence applies only to children

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<sup>1</sup> The wearing of uniform on all occasions is compulsory for the children in the secondary schools, and the punishments, which are even visited on the parents, are very severe in cases of infraction of this order.

up to a certain age. On the other hand, such children are allowed to attend spectacles or performances for young people, which are organised in most cases by the school authorities, and which, in nearly all parts of the country, may not be exhibited unless they have been first seen and approved by the authorities.

"The age up to which children are prohibited from attending ordinary spectacles varies in different cantons. In Friburg, Thurgau and Lower Unterwald, the prohibition is enforced up to the end of the school-age. In Aargau, children of communal and district schools are refused admission to cinemas. The great majority of the cantons which favour this system (Basle-Town, Soleure, Vaud, Ticino, Neuchâtel, Valais, Glarus and St. Gall) fix the age-limit for admission to cinemas at 16. Some cantons, namely, Lucerne, Uri, Schwyz, Zug and Zurich, have gone even further and have an age-limit of 18."

**Union of South Africa.** — It may be gathered from the documents furnished by the Provincial Secretaries of Natal, of the Orange Free State and of the Transvaal that the admission of minors to cinematograph representations is not quite free in these provinces.

**United States of America.** — Extract from a letter from the Children's Bureau of the Labor Department:

"There are two or three Federal regulations which were not included in the statement sent last year, largely because they do not constitute a censorship which makes for a real control of the kind of films shown.

"They are: the Code of Laws of the United States of America, 1926: Title 10, Chapter 32, Uniform of Army. *Idem*, Title 18, Section 396, Criminal Code, Section 245, amended. *Idem*, Title 18, Section 405, Prize-fight films. *Idem*, Title 19, Section 122, paragraph 1453, Regulations relating to the importation of photographic and moving-picture films."

Extract of a summary of legislation relating to the supervision or censorship of motion pictures, forwarded by the Secretary of State of the United States of America:

"*Censorship or State Regulation: Special Laws applying to Children only.* — In practically no place in the United States are regulations with reference to moving pictures made or administered primarily with reference to children, although the authorised censors in some localities report that they try to bear in mind the effect of the pictures on the morals of children and young people in the decisions they make.

"A few cities prohibit the attendance of children under certain ages at moving-picture shows during school hours and unless accompanied by adults at other times. In Paterson, minors may not attend theatres unless accompanied by parents or guardian; in Birmingham, children under 12 must be accompanied by an adult; in Los Angeles, children under 14 must be accompanied by an adult after 9 p.m.; in Detroit, children under 16 may not attend between 8.30 a.m. and 3.30 p.m. except during vacation days, or after 8 p.m. unless accompanied by parent or guardian. It is probable that some other cities from which no information on this point was received have similar provisions. One city (Chicago) issues permits for certain pictures to be shown only to those of 21 years of age and over."

**Uruguay.** — Order making previous censorship compulsory, May 5th, 1922:

\* *Article 1.* — "Persons organising public performances must obtain from the Child Welfare Commission authorisation to admit children under 14 years of age."

(b) *Complete Prohibition.*

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 3.* — "Children under 6 may not be admitted to cinema performances."

**Germany.** — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 3. Paragraph 4.* — "Children under 6 years may not be admitted to cinematographic performances."

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III:

\* *Paragraph 20.* — "Children under 5 years of age shall not in any circumstances be permitted to attend public cinematographic displays, even if accompanied by adults."

**Nicaragua.** — Regulations governing Theatres, Public Entertainments and Cinematographs dated August 8th, 1927:

\* *Article 48.* — "Children below 6 years of age are absolutely prohibited from attending public cinematographic displays . . . Cinematograph establishments may not sell tickets to children below 6 years of age or to persons accompanying them."

**Peru.** — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925:

\* *Article 33.* — “ Children under 6 shall on no account be allowed to enter cinematograph theatres. ”

**Salvador.** — Regulations concerning Theatres, Cinemas, etc.:

\* *Article 25* (amended by the Decree of February 7th, 1924). — “ Children under 3 shall not be admitted to public entertainments. ”

(c) *Measures taken to inform the Public of the Admission of Minors.*

In the following countries, the regulations require that notices should be conspicuously displayed outside buildings in which cinematographic representations are given, stating whether minors are or are not admitted.

**Australia.** — *Victoria.* — Censorship of Films Act, 1926:

*Article 8.* — “ (3) In any case where the censor approves a film subject to a condition that any cinematograph picture from the film is not to be exhibited before any child over the age of 6 years and under the age of 16 years:

“ (a) Every poster, programme, advertisement or written or printed matter in the nature of an advertisement (and whether in a newspaper or otherwise howsoever) with respect to such film, or the exhibition of any cinematograph picture from such film, shall contain a statement in the prescribed form to the effect that the approval of the censor has been given subject to that condition; and

“ (b) Prior to the screening of a cinematograph picture from any such film, the person exhibiting the picture shall cause a notice to the like effect as the said statement to be exhibited upon the screen upon which the picture is to be exhibited. ”

**Belgium.** — A Law of September 1st, 1920, prohibiting minors who have not reached the age of 16 attending cinema exhibitions:

\* *Article 2. Paragraph 2.* — “ Such exhibitions are to be advertised as entertainments intended for families and children. ”

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III:

\* *Paragraph 20.* — “ The proprietor of the cinema or his representative shall, when films are being exhibited which are considered unsuitable for young persons under 18 years of age, cause to be displayed in an easily visible place, and also near the box-office, a notice bearing the words: ‘ Young persons under 18 years of age are not admitted to this performance ’. This notice must also appear on all placards or other advertisements relating to the cinema performance in question. ”

**Italy.** — Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare:

\* *Article 22.* — “ Where any film is not passed for exhibition to children, the management of the theatre must publish a notice to that effect on the posters of the film, and must see that the order is strictly observed. ”

Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of par. ordin. of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

*Article 159.* — “ Before granting the licences required, under Article 65 of the Public Safety Law, for the posting and distribution of printed or written advertisements for cinematograph performances, the competent authority shall satisfy itself that advertisements for performances from which children and young persons are to be excluded by the decision of the Censorship Commission clearly and plainly advertise that fact in the following terms: ‘ Children under 15 years of age will not be admitted to this performance (Article 22 of Law No. 2277 of December 10th, 1925) ’. ”

**Luxemburg** (Grand-Duchy of). — Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

\* *Article 2. Paragraph 2.* — “ Such exhibitions shall be advertised as entertainments intended for families and children. ”

Grand-Ducal Decree of June 16th, 1922, for the better enforcement of the Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

*Article 7.* — “ The advertising, referred to by the afore-mentioned Law, of every public entertainment intended for families or minors of 17 years of age shall consist of a notice, displayed at least twenty-four hours before the performance or entertainment shall take place, on the outer door of the building where the cinematograph entertainment or performance, is to take place. ”

“ The notice shall state that the performance or entertainment is intended for families and children, the subject of the entertainment or performance and the date of the licence. ”

Netherlands. — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances:

\* *Article 17.* — “ (1) It will be desirable to set up, in a conspicuous position at the entrance of the premises in which the performance is given, a notice indicating the age under which spectators cannot be admitted.

“ (2) If a film, as shown, has not been approved by the Central Commission for showing to minors of 18 years of age, it may not be publicly announced as a film which such minors may witness. ”

Peru. — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925:

\* *Article 34.* — “ Every announcement must clearly state that the film has been passed by the Board of Censors; the announcement must also state whether the film is for adults only, mainly for children, or suitable for both adults and children. ”

Sweden. — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 3. Paragraph 2.* — “ It must be clearly stated on all notices whether the entertainment is intended for minors or not. ”

Uruguay. — Decree for the Protection of Children, and provisions supplementary thereto dated November 18th, 1921:

\* *Article 3.* — “ The posters of performances must show clearly whether the performance is or is not suitable for minors. ”

B. COUNTRIES HAVING APPARENTLY NO REGULATIONS GOVERNING THE ADMISSION OF CHILDREN TO PUBLIC CINEMATOGRAPHIC DISPLAYS.

Argentine  
Canada:  
    Manitoba Province  
    Prince Edward Island  
China  
Cuba  
Egypt  
Estonia  
France  
French Protectorates:  
    Morocco  
    Tunis  
Great Britain

British Colonies:  
    Federated Malay States  
Japanese Colonies:  
    Formosa  
    Kwangtung  
    Sakhalin  
Monaco  
New Zealand  
Siam  
Turkey  
Union of South Africa:  
    Cape Province  
Venezuela

2. CONTROL OF FILMS.

A. STANDARDS ADOPTED IN VARIOUS COUNTRIES.

In the following countries the official regulations for the control of films exhibited to minors require the fulfilment of certain conditions or, as the case may be, the avoidance of certain features.

Austria. — Extracts from the Decree of the Minister of the Interior dated September 18th, 1912:

\* *Article 17.* — “ Permission shall be refused if the performance is of a nature to constitute an offence, to disturb peace or public order or offend against the proprieties or public morals.

“ If the performance of the film, although not coming under the first paragraph, might be morally or intellectually injurious to minors, permission shall be refused to show the film at performances to which children or persons under 16 are admitted. ”

**Brazil.** — Extract from a letter from the Ministry of Foreign Affairs:

\* “ The censorship regulations of the Federal (Rio de Janeiro) District provide that films shall be adjudged unsuitable for exhibition to children if the subject, or any scene, might shock their feelings or stimulate their impressionable minds to indecent interpretations.”

**Canada.** — Note from the Government of the Province of:

*Alberta:* “ The Censorship Board does not allow any scenes depicting white slavery, seduction, malpractices, gruesome or distressing scenes, hanging, lynching, electrocution, insanity, delirium, gross drunkenness, exhibition of notorious characters, drug habit, counterfeiting, brutal treatment of persons or animals, coarse vulgarities, objectionable titles.”

*Saskatchewan.* — R. S. S., 1920, Chapter 181, Section 10:

“ All films and slides intended for exhibition by the province shall first be inspected by the censor or censors, and such censor or censors shall examine and pass upon their fitness for public exhibition with a view to preventing the display of scenes of an immoral or obscene nature or which indicate or suggest lewdness or indecency or which may offer evil suggestions to the minds of young people or children or which the censor or censors may consider injurious to the public morals or for any other reason opposed to the public welfare.”

**Czechoslovakia.** — Note by the Czechoslovak Government:

\* “ Permission to give public cinematographic performances open to children and persons under 16 years of age may be refused if the films in question are likely to have a harmful effect on young people from a moral or intellectual point of view.”

**Danzig, (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 1.* — “ In addition to the films prohibited under Article 1, paragraph 2<sup>1</sup>, it is forbidden to show at performances attended by young persons anything of a nature to harm the moral intellectual or physical development of young persons, or to overstimulate their imagination.”

**Denmark.** — Extract from a report of September 18th, 1922, addressed to the Ministry of Justice by the censors of films:

\* “ Films dealing with historical, geographical, zoological and generally social subjects of the kind taught at school are rarely prohibited for children, even if they contain scenes which are somewhat gruesome. If, however, the subject is of a more specialised nature, turning upon degeneracy, chronic alcoholism, venereal diseases, immorality, etc., to such an extent that these subjects may be said to characterise the film though not to call for its prohibition, the film may as a rule be shown to adults only, apart from special mitigating circumstances.

“ Decisive factors in the question of subject are the artistic performance of the chief parts and the degree of *intensity* with which they are played. If the methods used are calculated to inflame or stimulate the imagination of children, who, unlike adults, lack the steadying influence of experience, the question of prohibiting the film must be seriously considered. Moreover, although as a rule the artistic treatment of an ordinary subject may help it over certain difficulties, the same factor may, if the artistic quality is mainly used in the interest of sensationalism, actually become an additional reason for prohibiting the exhibition of the film to children.”

**Germany.** — Law on Cinema Performances dated May 12th, 1920:

\* *Article 1. Paragraph 2.* — “ Permission to show films shall be refused if an inspection of the film shows that its exhibition would be liable to endanger public order or security, to outrage religious feeling, to have a degrading or demoralising effect on the onlookers, or to diminish Germany's prestige or compromise her relations with foreign States. Permission should not be refused on account of its political, social, religious, ethical or philosophical tendencies as such. Permission may not be refused on grounds unconnected with the contents of the film.”

*Article 3. Paragraph 2.* — “ In addition to films excluded under Article 1, paragraph 2, no films may be shown before young persons if they are liable to have a detrimental effect on their moral, mental or physical development or unduly to excite their imagination.”<sup>2</sup>

<sup>1</sup> *Article 1. Paragraph 2.* — “ The exhibition of a film shall be permitted on application, but such permission may be refused if, on inspection of the film, its exhibition seems likely to endanger public safety or order, wound religious susceptibilities, exercise a depraving or corrupting influence, injure the good name of the Free City of Danzig, or prejudice it in its relations with foreign States. Permission may not be refused for the sole reason that the film has a certain political, social, religious, moral or philosophical tendency.”

<sup>2</sup> *Article 11. Paragraph 2* of the Law on Cinema Performances, May 12th, 1920. — “ In the inspection of films which are to be shown to young people, the opinion of young persons between 18 and 20 years of age appointed by the Children's Welfare Board should also be taken.”

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior:

\* *Paragraph 13.* — “ Minors shall not be permitted to attend cinematograph displays the subject-matter or method of presentation of which or of any parts of which are likely prejudicially to affect the character of adolescents or their mental or moral development or unduly to excite their imagination. ”

**Italy.** — Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

\* *Article 157.* — “ The general restrictions laid down by Article 3 of the Regulations of September 24th, 1923, No. 3287, shall remain in force, and children and young persons of both sexes shall accordingly be excluded from all cinematograph performances having a love or crime interest, or likely, in the opinion of the Censorship Commission, in any way either to excite the passions of the young or to corrupt their morals by force of suggestion.

“ The following classes of films shall be regarded as particularly suitable for exhibition to children and young persons: Films reproducing works of art or representing towns, scenery, historical scenes and national customs; facts of national history, scientific phenomena and experiments; agricultural work or industrial establishments and processes, or depicting subjects and scenes tending to exalt the civic and religious virtues, the sacredness of the home, family affections, maternal love, the spirit of sacrifice, and acts of heroism, or calculated to stimulate gaiety, kindness, energy and courage. ”

**Japan.** — Control exercised by the Ministry of Education:

\* “ The Minister of Education, fully recognising the beneficent influence which can be exercised by the cinematograph, has issued a Decree regarding the examination of lantern slides and cinematograph films by the Special Committee dealing with popular education. This Committee passes films submitted to it for approval which it regards as being of educational value, registers the title of the film and the name of the applicant and publishes them in the Official Journal to enable the authorities to encourage the display of good films and to recommend them to the public. ”

**Latvia.** — Extract from the Law on Cinematographs promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 36, of February 15th, 1926:

\* *Article 8.* — “ Films must be submitted for preliminary censorship to the Ministry of Education, accompanied by an indication of the title, the captions in duplicate and particulars of the date and place at which the film will be screened before the censors. Films are prohibited if their exhibition might prove: (1) offensive to religious susceptibilities; (2) conducive to brutality or injurious to the spectators' morals; (3) subversive to public order and security, or harmful to the prestige of the State and to its friendly relations to other countries. The suppression of certain portions of films may also be ordered, the cuts to be handed in to the Ministry of Education. ”

**Norway.** — Law No. 4, of July 25th, 1913, concerning the public exhibition of films, and supplementary Act of June 3rd, 1921:

\* *Article 8.* — “ The experts shall not approve films for presentation to minors if they are of opinion that the exhibition of the same would have a pernicious effect on the minds of the children or on their conception of right and wrong. ”

**Poland.** — Extract from information supplied by the Ministry of the Interior:

\* “ Films adjudged unfit for exhibition to children are:

- “ (1) Crime films;
- “ (2) Erotic films;
- “ (3) Films representing the bad side of life, more especially those disparaging family life (adultery, matrimonial quarrels, lack of respect for parents, etc.);
- “ (4) Generally speaking, all films which inculcate wrong precepts; in doubtful cases, the censorship authorities seek the advice of the teaching profession.

“ In the large towns, the social welfare organisations assist in supervising the enforcement of these rulings. It cannot, however, be definitely asserted that the problem has been finally solved. ”

**Roumania.** — Note by the Roumanian Government:

\* “ The Central Committee forbids the performance of films subversive of morals or public order. On the other hand, films of an educative or instructive character are recommended to school children. The latter are forbidden to attend performances of any other films. ”

Salvador. — Circular Letter to the Fourteen Governors of Political Departments (October 21st, 1925):

\* " Only instructive and moral films may be shown at cinematograph performances given in the afternoons (at matinées), *i.e.*, the only performances which children are permitted to attend under the regulations. In no case may films be shown which are liable to implant evil sentiments in the minds of the young or encourage vicious propensities. "

Spain. — Royal Decree of November 27th, 1912, and Royal Decree of December 31st, 1913, for the regulation of cinematographic representations and public entertainments:

\* " In cinematograph representations intended exclusively for children and exhibited during the daytime, the films shall be of an instructive or educative character, such as reproductions of voyages, historical scenes, etc. "

Sweden. — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 6.* — " As regards exhibitions to which minors under 15 are admitted, no film likely to exercise a bad influence on the imagination of children or to prove detrimental to their mental development or to their health shall be passed for performance. "

Union of South Africa. — *Orange Free State Province.* — Ordinance No. 3 of 1916 (assented to, July 19th, 1916), to provide for the inspection of pictures and to prohibit the exhibition of objectionable pictures:

5. — " Objectionable pictures shall be deemed to be pictures representing:

- .....
- " (c) Scenes of debauchery, low habits of life or other scenes such as would injuriously affect the minds of young persons;
- " (d) Successful crime or violence such as would injuriously affect the minds of young persons. "

Uruguay. — Decree concerning child welfare and supplementary provisions, dated November 18th, 1921:

\* *Article 1.* — " Only films coming within the following categories may be exhibited at cinematograph performances to which children are admitted:

- " (a) Popular scientific films;
- " (b) Comic films;
- " (c) News films;
- " (d) Panoramic films;
- " (e) Comedies suitable for children and, in a general way, films providing simple and harmless amusement.

" Films of a character likely to injure the child's development, as, for example, detective films, intensely dramatic films, films which have a painful effect on the child's imagination, films which encourage feelings of hostility towards other countries, etc., are prohibited at such performances. "

B. EXEMPTIONS FROM PRELIMINARY CONTROL.

It should be pointed out that, in some countries, films of certain specified categories may be exhibited at cinematographic performances to which minors are admitted without being previously submitted to any censorship. We may quote the following cases:

Belgium. — Royal Decree relating to the organisation and powers of the Cinema Film Control Commission, May 11th, 1922:

\* *Article 13.* — " The Cinema Film Control Commission is entitled to license, without proceeding to see the films, and on simple compliance with the formalities hereafter mentioned, the exhibition of films at entertainments which are organised without any idea of making a profit thereby, and given solely from an instructive or educational point of view. "

*Article 14.* — " Instructive films and films exhibiting current events may be released without having been passed; they are not to be accompanied by any narrative nor need they be provided with the band specified by Article 10. "



Danzig (Free City of). — Law on the Cinematograph, December 1st, 1925:

\* *Article 6.* — “ Provided that there is no reason for prohibition in accordance with Articles 1 and 3, the local police shall authorise, in virtue of its office, on its own responsibility and without demanding a decision from the censor’s office, films relating to current events and purely scenic films. ”

Germany. — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 6.* — “ Films dealing with current events and films only representing scenery may be passed for exhibition in their districts by the local police authorities in so far as there is no reason for rejecting them on the grounds mentioned in Articles 1 and 3, and shall not be subject to examination by the Board of Censors. ”

Netherlands. — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances:

\* *Article 16.* — “ (4) Notwithstanding the above provisions, the holders of permits may, in urgent cases and according to rules which will be laid down by the Central Commission, show films of topical interest even before such films have been submitted to the Commission. ”

Norway. — An Act, No. 4, of July 25th, 1913, concerning the public exhibition of films, including supplementary Act of June 3rd, 1921. The previous approval normally required by the Act is not required for the exhibition of such films:

\* *Article 6.* — “ . . . Reproducing ordinary public events, provided the films are shown within fourteen days immediately following the event and provided the police have given permission for the exhibition ”;

*Article 10.* — “ . . . Films in connection with education or lectures at educational establishments or in connection with education or lectures carried on by any person holding a position at an educational establishment. ”

Peru. — Statutes of the Board of Censors of Cinematograph Films, July 31st, 1925:

\* *Article 20.* — “ Films imported by the Government or with Government permission for educational or scientific purposes need not be submitted to the Board of Censors. ”

Sweden. — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 4.* — “ An exception shall be made in the case of films the subject of which has nothing to do with the military strength of Sweden, or have not been taken from an aircraft (viz., captive balloons, or otherwise, dirigibles and aeroplanes) above Swedish territory, and which faithfully reproduce events which have recently happened, provided that such films are shown not later than ten days at the most after the events filmed took place. Nevertheless, the permission of the police authorities shall be required for such exhibitions. (Amended by the Royal Decree of April 15th, 1921.) This exception applies to the exhibition of this class of films at all cinematographic performances. ”

*Article 13.* — “ The provisions of the present Decree shall not apply to cases in which films which are not concerned with questions connected with the military strength of the country, and which have not been taken from an aircraft above Swedish territory, are exhibited after a speech or lecture in a school. Neither shall the provisions of the present Decree apply to any person who, on making application, has been dispensed by the King from the obligation to observe the provisions of the present Decree. ” (Amended by the Royal Decree of April 15th, 1921.)

C. MEASURES ADOPTED TO ALLOW THE PROTECTION OF CHILDREN BY THE CONTROL AUTHORITIES OF CERTAIN COUNTRIES WHERE THE ADMISSION OF MINORS TO CINEMATOGRAPH REPRESENTATIONS DOES NOT APPEAR TO BE SUBJECT TO REGULATION.

In addition to the measures referred to earlier in the report, attention should be drawn to the following.

There are certain countries in which there exist no special regulations concerning the admission of children to cinematographic performances; from communications received, however, it appears that the general system of censorship of the films or of the cinematographic performances as a whole provides for certain measures to ensure that no films shall be shown in public likely to be detrimental to the mentality or morals of minors.

**Argentine.** — Extract from a communication from the Ministry of Foreign Affairs:

\* “ The Board of Censors is also required to give an opinion on the films submitted to it, with a view to determining whether the 50 per cent rebate on municipal taxes may be granted, as provided for films which are of high educational value and may therefore with advantage be exhibited to children. ”

**Australia.** — In Tasmania, a Board of Censors for Films is in existence (Act of Parliament No. 49), which consists of the Director of Public Health, the *Secretary to the Education Department*, the Secretary to the Police Department, and *two lady citizens* appointed by the Government. All films must pass this Board as well as the Commonwealth Censor before they can be exhibited.

**Estonia.** — \* The Committee for the Censorship of Films is composed of five members—including *one representative of the Ministry of Education* and *one representative of the Schools Administration of the town of Tallinn*. The Committee is entitled to take decisions provided at least three of the members are present, including either the representative of the Ministry of Education or the representative of the Schools Administration.

**France.** — \* The first article of the Decree of July 25th, 1919, lays down that no cinematograph films, with the exception of topical films showing current facts or events, may be exhibited in public unless these films and their titles have been passed by *the Ministry of Education and of Fine Arts*.

**Great Britain.** — From a Home Office Memorandum: The legal foundation of the censorship of films in Great Britain is to be found in the Cinematograph Act, 1909. Although the primary object of this Act was to secure the safety of the audience from special risks, in particular that of fire, attaching to the cinema, means have been found for the exercise under the Act of a sufficiently effective control over the character of the films exhibited. The Act—which applies to exhibitions for which inflammable films are employed—provides, *inter alia*, that a cinematograph exhibition shall (save in a few exceptional cases) be given only in premises licensed for the purpose, and subject to regulations made by the Secretary of State (or in Scotland the Secretary for Scotland) for ensuring safety. Responsibility for the granting of licences—which may be refused, and are subject to annual renewal—lies in the hands of local licensing authorities, namely, County Councils (who may delegate their functions to other authorities, including Justices in Petty Sessions) or, in the Country Boroughs, Borough Councils. The licensing authorities have discretion to grant licences on such terms and conditions and under such restrictions as, subject to regulations of the Secretary of State, they may determine. By a series of decisions of the High Court it has become clearly established that the conditions which a licensing authority may attach to the grant of a licence can properly relate to matters other than the safety of the audience, provided that they are reasonable and are administered by the authority in a judicial manner. Accordingly it is possible for each licensing authority to assume the functions of a censor, exercising, through the medium of conditions attached to its licences, control over the character of the films shown in premises licensed by it.

**Japan.** — \* It will be remembered that the making of rules for the good conduct of cinematographic representations and for the admission of school-children is a matter within the sphere of each province; however:

“ In virtue of a Ministerial Decree which came into force on July 1st, 1925, the Minister of the Interior is responsible for the censorship of films. In this Decree the Minister does not impose restrictions, with a view specially to the protection of children, in regard to the character of the films shown. However, a number of censorship measures are provided to safeguard spectators of tender years from the corrupting influence of certain pictures. Thus, the authorities refuse to pass, or only sanction subject to special conditions, any films which, for example, come under one of the following categories:

“ 1. Films likely to be harmful to the mental and moral development of the young and to their good education.

“ 2. Films likely to suggest unhealthy ideas to children or weaken the authority of teachers.

“ 3. Films representing, in an attractive light, scenes of cruelty or vice.

“ 4. Films demonstrating various criminal practices likely to suggest the idea of criminal acts, such as receiving of stolen goods, etc. ”

**Japanese Colonies.** — \* (a) *Formosa.* — In the Island of Formosa the local authorities censor films before they are shown to the public. They only pass films which are not prejudicial to public order and national morals. They accordingly supervise the exhibition of films and prohibit performances when it is found that the films may exercise an evil influence on the minds and morals of children.

(b) *Kwangtung*. — In Kwangtung the supervision exercised over cinemas for the protection of children is based on a general regulation: "Rules for Cinematograph Performances and Cinemas" (No. 57 of the Governor's Decree promulgated on July 29th, 1922).

APPENDIX.— The note given below was sent to the school authorities on September 26th, 1923:

"*Note on the Exhibition of Films*. — If films shown in schools are badly chosen or if a large number of scholars are confined for a considerable time in small and badly ventilated rooms, the result is equally harmful from the educational and the hygienic point of view.

"The school authorities are requested to carry out scrupulously the following instructions:

"1. Films must be examined and those of a definitely educational character selected.

"2. If the film takes more than an hour to show, there must be an interval of ten minutes for recreation and during this interval all windows shall be opened and the rooms aired.

"3. To prevent overcrowding, the number present must be fixed beforehand according to the dimensions of the room.

"4. As far as possible, rooms must be ventilated even when films are being shown.

"5. Should it be impossible to open all the windows on account of the cold, every person present must leave the room during the interval for recreation; the room shall then be aired by opening all the windows, and the spectators will return ten minutes later."

(c) *Sakhalin*. — There are no special regulations for the purpose of protecting children in connection with the control of cinemas in Sakhalin. The Chiefs of Police are, however, instructed to censor films before they are publicly shown, and, if necessary, to suppress them or make cuts in them or to authorise them while at the same time prescribing an age below which children may not be admitted.

*Morocco*. — \* Cinematograph censorship has been established in the French zone since 1916. At the end of that year, a special committee was set up at Casablanca, which, in accordance with the regulations, is responsible for condemning wholly or in part films of which certain scenes or the whole contents are "*likely to exercise a pernicious influence on the young* or to be detrimental to public order and morality".

*New Zealand*.— Extract from a communication from the Prime Minister's Office:

"Before any cinematograph film is exhibited in New Zealand, it must first be passed by a Censor appointed by the Government. If he considers it desirable, the Censor may attach a condition to his certificate of approval that the film shall not be exhibited to persons under a certain age."

An Act to provide for the Censoring of Cinematograph Films, August 7th, 1916, No. 10, IV:

*Article 4*. — "Such approval may be given generally, or may be given subject to a condition that the film shall be exhibited only to any specified class or classes of persons."

*Tunis*. — \* The Municipal Decree of May 8th, 1916, the only existing Act concerning the control of films exhibited in the cinema-halls of Tunis, prohibits the exhibition of pictures representing scenes of *brigandage* or *detective stories*.

*Union of South Africa*.— *Cape Province*.— Extract from a communication from the Department of Foreign Affairs:

"A Board of Film Censors has been appointed for the Cape Province, in terms of Ordinance No. 21 of 1917. The Administrator may, in terms of Section 3 (4) of this Ordinance, upon receipt of a report from the Board, *restrict the exhibition of any film to a specified class or classes of persons*."

#### D. UNOFFICIAL CONTROL.

*Great Britain*. — From a Home Office Memorandum:

There has been in existence for many years an unofficial body, established and maintained by the cinematograph trade, known as the British Board of Film Censors. The submission of films to this body is voluntary and its decisions have in themselves no legal section, though, as will be shown later, they have been given such sanction by the action of the licensing authorities. Films submitted to the Board are viewed by experienced and highly qualified examiners on whose advice the Board may either reject a film altogether or may pass it for exhibition with or without alteration. In passing films it is the settled practice of the Board to classify them into two categories: a Universal or "U" Certificate is issued in respect of a film considered fit for exhibition to

any audience, and a "Public" or "A" Certificate is issued for a film adjudged to be satisfactory for display to adults only and not to children. The Board, although maintained by the trade, has been able to preserve an entirely independent judgment, and its policy rarely fails to command the support of public opinion. As public opinion in England is sensitive in respect of the character of entertainments, it follows that the standard adopted by the Board is a high one. Independent testimony is afforded by the fact that few, if any, complaints have reached the Home Office in recent years. The Board publishes annual reports on its work.

In July 1923, the Home Office, after consultation with representative licensing authorities, recommended for universal adoption the following additional conditions:

1. No film—other than photographs of current events—which has not been passed for "universal" or "public" exhibition by the British Board of Film Censors shall be exhibited, without the express consent of the Council.

2. No film—other than photographs of current events—which has not been passed for universal exhibition by the British Board of Film Censors shall be exhibited in the premises without the express consent of the Council during the time that any child under, or appearing to be under, the age of 16 years is therein. Provided that this condition shall not apply in the case of any child who is accompanied by a parent or bona-fide adult guardian of such child.

The additional conditions of 1923 have since been adopted by a substantial number of licensing authorities; and even where independent authorities have preferred not expressly to adopt conditions in this form, it is common for them to conform in practice to the standard set by the Board. In this way the authority of the Board has been considerably strengthened and it has been possible to attain throughout the country an approximate uniformity based on the standard set by the Board.

*Note.* — It should be noted that this memorandum, so far as it relates to the functions of the licensing authorities, refers only to England and Wales.

**United States of America.** — Unofficial censorship: In the United States there are two bodies which unofficially censor cinematograph films, but neither makes any distinction between films which may be shown to children and films which are regarded as suitable only for adults.

1. *The National Board of Review.* — The National Board of Review was organised in 1909 by the People's Institute of New York City, under the name of the National Board of Censorship of Moving Pictures, to censor all pictures before being shown in New York City. Since that date, the name has been changed, and the board's activities have grown to include an unofficial censorship of approximately 98 per cent of all pictures made in the United States. The board is composed of some 250 voluntary reviewers chosen from among the civic and social organisations in and near New York City. Five to 15 of these reviewers see each picture in the projection room of the producers and distributors before national distribution of the films. If the picture is satisfactory, the seal of the National Board and the statement "Passed and approved by the National Board of Review" is stamped on the films. The National Board withholds its approval if it thinks eliminations or changes are necessary.

2. *The Picture-Producing Companies.* — The Organisation of Motion-Picture Producers and Distributors—a voluntary association—was formed in 1922 with a membership of nine companies, and, in April 1925, had a membership of twenty-two companies, including the most important in the United States. Producers and distributors are opposed to legal censorship, and have undertaken, through this organisation, to prevent the production of offensive films. In a resolution adopted February 26th, 1924, they agreed "to prevent the prevalent type of play from becoming the prevalent type of picture; to exercise every possible care that only books or plays which are of the right type are used for screen presentation; to avoid picturisation of books or plays which can be produced only after such changes as to leave the producer subject to a charge of deception; to avoid using titles which are indicative of a kind of picture which could not be produced or by their suggestiveness seek to obtain attendance by deception—a thing equally reprehensible; and to prevent misleading, salacious or dishonest advertising".

To make this effective, it was agreed that, when the scenarial department of a company was offered the picture rights of a book or play which did not meet these provisions, it should decline to picturise the book or play and would notify the National Office of its rejection. If the rejection were confirmed by this office, a statement thereof would be forwarded to the other members.

Of the success of this scheme, Mr. Will Hays, president, says: "During the year just passed, the plan . . . has resulted in more than 100 books and plays—including some of the 'best sellers' and stage successes—being kept from the screen because our members believed them unsuitable for picturisation. There have not been more than half a dozen disputed instances."

*Advance information as to pictures.* — Advance information as to the character of films has been one of the problems which parents have found difficult to solve. Under the laws of Maryland, New York and Virginia, the Boards of Censors are required to prepare lists of pictures suitable for children, to be available on request. The National Board of Review, through a National Committee for Better Films, has undertaken in this way to serve the whole country with information about all kinds of pictures. Its work includes the rating of pictures and the publication of bulletins giving synopses of pictures approved by it, classifying them as suitable for general audiences and family

audiences, including boys and girls of high-school age; and for nature audiences. This Committee has branches and co-operating associations in many parts of the United States.

Lists of good pictures are also prepared by some local boards of censorship, and many committees of women's organisations and child-protective agencies have tried to disseminate information as to better pictures. Some of these committees report desire on the part of local exhibitors to co-operate in showing the better grade of pictures, but that this is rendered difficult because of the method of distributing known as block-booking, whereby an exhibitor accepts an entire block or blocks of pictures of a producer-distributor and does not make his own selection.

Reviews of important new productions are now regularly carried by the newspapers.

The National Picture Producers and Distributors are advocating special performances of specially chosen programmes for children, and, in this connection, have prepared a collection of 52 such programmes, including educational and historical films, dramas and comedies of a wholesome type, chosen for their attractiveness and value to youthful audiences.

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### LIST OF DOCUMENTS KEPT IN THE SECRETARIAT.

The following documents are kept in the archives of the Secretariat of the League of Nations and can be consulted there by the members and assessors of the Child Welfare Committee. (The documents marked ≠ exist in English and French; the others exist only in the original language.)

**Australia.** — Customs (Cinematograph Film) Regulations. Statutory Rules, 1926, No. 119.

**Victoria.** — Censorship of Films Act, 1926.

**Belgium.** — A Law to prohibit minors who have not reached the age of 16 attending cinema exhibitions. September 1st, 1920. ≠

A Royal Ordinance relating to the Organisation and Powers of the Cinema Film Control Commission, May 11th, 1922. ≠

**Canada.** — *British Columbia.* — An Act to regulate theatres and cinematographs (Moving Pictures Act), 1914.

Regulations governing the operation of moving-picture theatres.

*Manitoba.* — An Act to amend and consolidate the law respecting the regulation and taxation of public amusements (Amusements Act), 1913.

*New Brunswick.* — The Theatres, Cinematographs and Amusement Act of 1926.

Regulations for moving-picture machines, 1912.

*Novia Scotia.* — The Theatres, Cinematographs and Amusement Act and Regulations thereunder (consolidated 1922).

*Ontario.* — An Act to regulate theatres and cinematographs (passed April 20th, 1912). An Act to amend the Theatres and Cinematographs Act (passed April 26th, 1918).

*Quebec.* — *Chapter 174:* An Act respecting exhibitions of moving pictures. ≠

*Saskatchewan.* — The Theatres and Cinematographs Act.

Censor Board Regulations and the Amusements Tax Act and Rules and Regulations thereunder (1916).

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925<sup>1</sup>.

**Denmark.** — Law concerning the operation of cinematographic theatres, dated March 17th, 1922.

Proclamation concerning the censorship of cinematograph films throughout the country (Ministry of Justice, July 5th, 1913).

**Ecuador.** — Decree No. 19, of February 15th, 1927.

**Estonia.** — Compulsory Regulation No. 9, issued by the Ministry of the Interior, dated May 8th, 1925 (Official Journal, No. 77-78). ≠

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<sup>1</sup> This text exists in French and German.

**Finland.** — Law on the amendments in the Entertainments Surtax. Helsingfors, December 28th, 1926.

**France.** — Decree of July 25th, 1919, by the President of the Republic. ≠

**French Protectorate.** — *Tunis.* — Municipal Decree of May 8th, 1916. ≠

**Germany.** — Law on cinema performances, dated May 12th, 1920. ≠  
Law, dated July 31st, 1925, modifying the Law on the employment of child labour in industrial enterprises, dated March 30th, 1903. ≠

**Great Britain.**— Cinematograph Act of 1909: regulations made thereunder by the Secretary of State for the Home Department.

**Hungary.** — Extract from Regulation No.255,000/1924/B/N, of the Ministry of the Interior. ≠

**Irish Free State.**— An Act to provide for the official censoring of cinematograph pictures and for other matters connected therewith, July 16th, 1923.

An Act to provide for the control of pictorial advertisements of cinematograph pictures and, for that and other purposes, to amend the Censorship of Films Act (1923), June 27th, 1925.

**Italy.** — Regulations for the Government censorship of cinematographic films, with subsequent amendments. Royal Decrees Nos. 3287 (September 24th, 1923) and 1682 (September 18th, 1924). Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare. Royal Decree No. 718 of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children. ≠

**Japan**<sup>1</sup>. — Control exercised by the Ministry of the Interior: Extract from the regulations on the censorship of films:

1. Decree of the Ministry of the Interior, No. 10 (promulgated on May 26th, 1925).
2. Extract from the regulations regarding the control of theatrical and cinematograph performances in the Department of Tokushima.
3. Extract from the regulations of the Department of Ehime.
4. Extract from the regulations of the Department of Hiogo.
5. Extract from the Order of the Tokio Prefect of Police.

Control exercised by the Ministry of Education: Decree and regulations regarding the censorship of films and lantern slides by the Ministry of Education (promulgated on October 10th, 1912); By-laws regarding the admission to cinemas of pupils attending elementary and secondary schools:

1. Regulations in the Department of Miye.
2. Instructions issued by the Prefect of Gifu to under-prefects, mayors and chiefs of police.
3. Extract from the Regulations of the Department of Yamagata.
4. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Akita.
5. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Fukui.
6. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Shimane.

**Japanese Colonies.** — *Formosa.* — Collection of regulations<sup>2</sup> regarding the censorship of cinematograph films:

1. Regulations for the censorship of cinematograph films (Decree No. 12 of the Department of Taihoku, promulgated in August 1925).
2. Order regarding the control of theatrical and cinematograph performances (transmitted in March 1916 to prefects by the Chief of the Formosa Police).
3. Order regarding the censorship of cinematograph films (transmitted in January 1918 to prefects by the Formosa Chief of Police).

**Latvia.** — Extract from the regulations on cinematographs, published in the *Valdibas Vestnesis*, No. 11, of January 14th, 1924.

Extract of the law on cinematographs, promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 1, of February 15th, 1926.

<sup>1</sup> Documents relating to Japan exist only in French.

<sup>2</sup> These texts exist in French only.

**Luxemburg (Grand-Duchy of).** — Law of June 13th, 1922, providing for the supervision of public cinematograph halls and entertainments. ≠

Grand-Ducal Decree of June 16th, 1922. ≠

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances. ≠

**Netherlands Colonies.** — *Netherlands East Indies.* — Film Ordinances (September 1925). *Official Law Gazette* of the Netherlands East Indies for 1925, Nos. 477 and 478.

Amendment to the Film Ordinance of 1925, *Official Law Gazette* of the Netherlands East Indies for 1926, No. 7.

**New Zealand.** — An Act to provide for the censoring of cinematographic films, August 7th, 1916.

**Nicaragua.** — Regulations governing theatres, public entertainments and cinematographs, dated August 8th, 1927.

**Norway.** — Act No. 4, of July 25th, 1913, concerning the public exhibition of films, including supplementary Act of June 3rd, 1921 (Sections 8 and 9). ≠

Royal Decree of September 12th, 1913 (completed by the Royal Decree of November 6th, 1920, and July 2nd, 1921), by which the Ministry of Justice and Police is authorised, pursuant to the Act of July 25th, 1913, to give dispensation from the provisions of Articles 1 and 6 of said Act and by which the Rules and Regulations for the State Film Control are established. ≠

**Peru.** — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925.

**Salvador.** — Circular letter to the fourteen Governors of Political Departments of October 21st, 1925. ≠

Regulations governing theatres, cinematographs, circuses and other public entertainments. Decree of the Ministry of the Interior, published in the *Diario Oficial*, No. 33, of February 8th, 1924.

**Spain.** — A Royal Decree for the Regulation of Cinematographic Representation and Public Entertainments, November 27th, 1912. ≠

A Royal Decree dealing with the provisions set forth November 27th, 1912, relating to cinematograph exhibitions and public performances, December 31st, 1913. ≠

**Sweden.** — Royal Decree of June 22nd, 1911, concerning Cinema Exhibitions. ≠

A Royal Decree of June 22nd, 1911, amended on December 31st, 1913; on October 23rd, 1914; on November 9th, 1917; and on April 15th, 1921, concerning the Control of Cinema Films. ≠

**Union of South Africa.** — *Cape Colony.* — The Cape Ordinance No. 21 of 1917, entitled Cinema Films Ordinance, 1917, and the regulations framed thereunder<sup>1</sup>.

*Orange Free State.* — The Orange Free State Ordinance No. 3 of 1916, entitled Inspection of Pictures Ordinance 1916, and the regulations framed thereunder<sup>1</sup>.

*Transvaal.* — Ordinance No. 1 of 1920, entitled the Public Entertainments Ordinance 1920.

**United States of America.** — The Code of Laws of the United States of America, 1926, Title 10, Chapter 32. — Uniform of Army.

*Idem*, Title 18, Section 396, Criminal Code, Section 245 amended.

*Idem*, Title 18, Section 405, Prize-fight films.

*Idem*, Title 19, Section 122, paragraph 1453.

**Connecticut.** — Public Acts 1925, Chapter 177, p. 3946, H. B. No. 1079: "An Act providing for the imposition of a tax on films from which motion pictures are to be exhibited within the State", approved June 14th, 1925.

**Florida.** — "An Act to Regulate the Exhibition of Motion Pictures in the State of Florida, providing for the appointment of members of the National Board of Review, and providing penalties for the violation of this Act", approved June 14th, 1921.

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<sup>1</sup> This text exists in English and Dutch.

*Kansas.* — Chapter 308, concerning “ motion-picture films or reels, and the censoring of same for public exhibition ”, approved March 9th, 1917, published in *Official State Paper* of March 31st, 1917.

Law of 1925, Chapter 196, relating to the examination of films and advertisements.  
House Bill No. 411.

An Act to amend Sections 51 to 103 of the Revised Statutes of Kansas for 1923 and repealing said original sections.

*Maryland.* — “ Maryland State Board of Motion-Picture Censors ”, 1922 Act, Chapter 390, approved April 13th, 1922. Rules adopted by the Maryland State Board of Motion-Picture Censors in pursuance of Section 16 of the 1922 Act, Chapter 390.

*New York.* — “ Motion Picture Commission of the State of New York ”, Chapter 715: “ An Act to regulate the exhibition of motion pictures, creating a commission therefor, and making an appropriation therefor ”, became a law on May 14th, 1921, with the approval of the Governor; passed, three-fifths being present.

*Ohio.* — Laws regulating the censorship and exhibition of motion pictures in Ohio, as amended, effective August 27th, 1915.

*Pennsylvania.* — “ Pennsylvania State Board of Censors (of Motion Pictures): Rules and Standards ”, No. 239: “ An Act relating to motion-picture films, reels or stereopticon views or slides, providing a system of examination, approval and regulation thereof, and of the banners, posters and other like advertising matter used in connection therewith; creating the Board of Censors; and providing penalties for the violation of this Act. ”

*Virginia.* — “ Virginia State Board of Censors: Censorship Law 1923 ”; Chapter 257: “ An Act to regulate motion-picture films and reels; providing a system of examination, approval and regulation thereof, and of the banners, posters and other like advertising matter used in connection therewith; creating the board of censors; and providing penalties for the violation of this Act ” approved March 15th, 1922 (as amended by Act of Assembly 1923, approved March 21st, 1923).

*Uruguay.* — Decree concerning child welfare, and supplementary provisions, November 18th, 1921. ≠

Order making previous censorship compulsory, May 5th, 1922. ≠

*Venezuela.* — Decree of the Federal District Government establishing the Board for the Preliminary Censorship of Cinematograph Films, published in *Municipal Gazette*, No. 3136, August 16th, 1924.

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ANNEX 4.

C.P.E.150.

FAMILY ALLOWANCES IN RELATION TO THE PHYSICAL  
AND MORAL WELL-BEING OF CHILDREN.

*Report by the International Labour Office submitted to the Committee on March 23rd, 1928.*

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In co-operation with the Social Section of the Secretariat of the League and various voluntary associations, the International Labour Office has already had the honour of submitting two reports to the Child Welfare Committee of the Advisory Commission for the Protection and Welfare of Children and Young People.

These reports were submitted to the Committee at its second and third sessions. On the latter occasion the Committee, after expressing its appreciation of the work of the International Labour Office, adopted the following resolution :

- “ The Child Welfare Committee thanks the International Labour Office for its valuable report. The Committee considers that, while the evidence afforded by the report as to the effect of the family allowance system on the well-being of children is not sufficient to justify definite conclusions, it is sufficiently favourable to justify the Committee in asking the International Labour Office to continue its investigations and to furnish the Committee with a further report at its next meeting. ”

It is in pursuance of this resolution that we now have the honour to submit this third report, which is divided into three main parts. In the first, an attempt has been made to describe the present position of the family allowance system in various countries, and in the second part, in order to meet the wishes expressed by certain members of the Committee at its third session, we have explained how the compensation funds are organised. Lastly, in the third part, we have examined the effects of family allowances on the physical and moral well-being of the child.

In the case of France and Belgium, the information contained in the first part merely completes the particulars furnished last year. On the other hand, we have been able to include further details with reference to other countries by making use of the data received by the International Labour Office in reply to the questionnaires sent to its correspondents. Special mention should also be made of the assistance given by the Central Committee for Family Allowances in Paris, and the Committee of Enquiry into Family Allowances in Brussels.

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PART I.

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PRESENT POSITION WITH REGARD TO FAMILY ALLOWANCES AND THE  
DEVELOPMENT OF THE SYSTEM.

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I. France.

In our last report, on the basis of the calculations made by the Central Committee for Family Allowances, we estimated the number of wage-earners entitled to family allowances at 3,600,000. This figure has increased still further during the past year, and, when giving the toast at the Seventh National Congress on Family Allowances, M. Crehange, Assistant Director at the French Labour Ministry, estimated this population at some four millions, made up as follows : 1,500,000 workers belonging to compensation funds ; 1,500,000 employees of the State, the departments and communes, and, finally, a group of 1,000,000 wage-earners, consisting chiefly of miners and railwaymen.

1. ALLOWANCES PAID DIRECT BY THE STATE.

In our last report we gave a summary of French legislation relating to family allowances, together with the scales of payment for 1926. The rates of allowances paid by the State as employer to the staff of public administrations and services remained unchanged in 1927.

A comparative table is given below<sup>1</sup> showing the measures taken by the State as a public authority for the encouragement of a higher birth rate, and the protection of children by various means :

*Credits appropriated in the 1926, 1927 and 1928 Budgets for the Assistance of Large Families and Child Preservation.*

Items.	1926	1927	1928
	Francs	Francs	Francs
1. State share in child endowment bonuses granted by departments and communes . . . . .	10,300,000	12,500,000	13,500,000
2. National encouragement of large families (Law of July 22nd, 1923) . . . . .	12,591,300	108,000,000	120,000,000
3. Assistance of women in childbirth . . . . .	10,300,000	10,300,000	10,500,000
4. Assistance of mothers feeding their children at the breast . . . . .	29,800,000	32,000,000	32,000,000
5. Protection of young women (Law of December 23rd, 1874) . . . . .	2,080,000	2,200,000	2,400,000
6. Grant to societies for assisting mothers and protecting early childhood . . . . .	5,050,000	5,500,000	5,500,000
7. Assistance to large families and indigent widows <sup>2</sup> . . . . .	75,000,000	25,000,000	16,000,000
8. State share in expenditure on the assistance of young people . . . . .	34,450,000	42,000,000	44,000,000

Mention should also be made of a bill<sup>3</sup> which has been introduced amending the application of the Laws of July 14th, 1913, and of July 22nd, 1923, on the assistance and encouragement of large families. This bill aims at making the allowances available for a larger number of beneficiaries. The foregoing information should perhaps be supplemented by an account of the work of the social services — visiting nurses, pre-and post-natal consultations, etc. — undertaken by the municipal or departmental authorities to supplement legislative measures, more especially as regards the assistance of women in childbirth and of mothers feeding their children at the breast. We feel, however, that an account of this work would be outside the scope of our report<sup>4</sup>.

2. PAYMENT OF ALLOWANCES BY PRIVATE ENTERPRISES.

*Allowances paid under the Law of December 19th, 1922<sup>5</sup>.*

The minimum monthly rates in the various departments have been increased considerably since the end of 1925<sup>6</sup>. The following table shows a certain number of the rates in force at the end of 1926, which may be regarded as representative.

<sup>1</sup> For details of the laws see last year's report and "Work of the Public Authorities to help Heads of Families" (*Ministry of Labour Bulletin*, April-May-June 1927, pages 179-187).

<sup>2</sup> Gradual reduction in the credits as a result of a great number of beneficiaries under the "assistance for large families" scheme having opted for the "national encouragement" endowment.

<sup>3</sup> Chamber of Deputies, Ordinary Session. Second Meeting. June 10th, 1927, Annex No. 4549. *Journal Officiel*, Doc. parl. Chambre, page 825.

<sup>4</sup> See J. DELAGRANGE, "The Development of the Work of Visiting Nurses in France" (*Revue internationale de l'Enfant*, February-March 1928).

<sup>5</sup> See previous report.

*Minimum Monthly Rates in force in certain Departments at the End of 1926.*

Departments	Departmental scale for families with :			Rate of allowance for each subsequent child
	1 child	2 children	3 children	
	Francs	Francs	Francs	Francs
Yonne . . . . .	10	25	45	+ 25
Cantal <sup>1</sup> . . . . .	10	25	60	+ 35
Oise . . . . .	12.50	18.75	25	{ + 6.25 + 10
Finistère <sup>2</sup> . . . . .	12.50	27.50	45	{ + 20 + 25
Allier <sup>3</sup> . . . . .	15	40	70	+ 35
Ariège <sup>4</sup> . . . . .	15	35	60	+ 35
Ain <sup>5</sup> . . . . .	20	45	75	+ 30
Aisne <sup>6</sup> . . . . .	20	50	90	+ 40
Bouches-du-Rhône <sup>7</sup> . . . . .	25	50	87.50	+ 37.50
Seine <sup>8</sup> . . . . .	25	60	110	+ 80

*Voluntary Allowances paid by Private Undertakings.*

*Undertakings not affiliated to a compensation fund.* — Allowances at the same annual rate and under the same conditions are paid by the railway companies to their agents and employees who are heads of families and are earning more than 6,000 francs a year. On January 1st, 1925, these annual rates were from 504 to 804 francs for the first two children and from 852 to 1,302 francs for the third child onwards, the rates varying according to the place of residence. The maximum rates are in force in Paris. These allowances were increased by 12 per cent on May 1st, 1926, and were raised by a further 25 per cent on August 16th, 1926.

The following table shows, in respect of each railway company, the number of the staff, the number of recipients of allowances,<sup>9</sup> and the number of beneficiaries.

*Number of Staff, Number of Recipients of Allowances and Number of Beneficiaries of the Main Railway Companies for the Years 1922, 1925 and 1926.*

Companies	Years	Number of Staff.	Number in receipt of allowances	Children benefiting
(1)	(2)	(3)	(4)	(5)
Alsace-Lorraine . . . . .	1922	39,908	21,986	47,089
	1925	38,645	23,842	50,025
	1926	38,091	24,110	50,316
Est . . . . .	1922	64,922	33,838	60,732
	1925	67,631	36,564	68,185
	1926	67,179	37,479	70,217
Etat . . . . .	1922	92,893	48,587	85,982
	1925	89,932	52,629	96,843
	1926	89,142	53,961	102,304
Midi . . . . .	1922	32,308	16,060	24,455
	1925	33,534	18,444	29,839
	1926	33,825	19,258	31,695
Nord . . . . .	1922	72,850	38,958	69,359
	1925	74,327	41,690	74,510
	1926	73,645	43,092	76,987
Paris-Lyon-Méditerranée <sup>10</sup>	1922	101,679	—	—
	1925	107,696	—	—
	1926	109,140	—	—
Paris-Orléans . . . . .	1922	64,268	31,510	52,950
	1925	63,855	34,963	60,501
	1926	63,837	35,893	62,806

<sup>1</sup> Same rate for Haute-Loire, Puy-de-Dôme.  
<sup>2</sup> Same rate for Ille-et-Vilaine, Loire-Inférieure, Mayenne, Morbihan, Deux-Sèvres, Vendée.  
<sup>3</sup> Same rate for Basses-Alpes, Hautes-Alpes, Ardèche, Drôme, Loire, Var, Vaucluse.  
<sup>4</sup> Same rate for Calvados, Charente, Charente-Inférieure, Corrèze, Côtes-du-Nord, Creuse, Eure, Eure-et-Loire, Haute-Garonne, Indre, Indre-et-Loire, Manche, Oise, Orne, Pyrénées Orientales, Sarthe, Seine-Inférieure, Somme, Vienne, Haute-Vienne.  
<sup>5</sup> Same rate for Alpes Maritimes, Côte d'Or, Isère.  
<sup>6</sup> Same rate for Ardennes, Meuse, Moselle, Pas-de-Calais.  
<sup>7</sup> Same rate for Nord.  
<sup>8</sup> Same rate for Seine-et-Oise.  
<sup>9</sup> Number of agents and employees to whom allowances are paid.  
<sup>10</sup> The P.L.M. Company has not compiled any general statistics concerning columns 4 and 5, but states that agents with children under 18 at present represent 56 per cent of the total staff; the average number of children works out at about one per agent.

In addition to the payment of allowances, the various railway companies either maintain entirely or assist in the maintenance of a certain number of institutions for the improvement of the material and moral welfare of their agents and their families, including family, philanthropic and general health institutions, sanatoria and preventoria.

We would add that, in each of the four districts (*arrondissements*) covered by the railway, the Midi Company has organised a consultation service, to which a visiting nurse is attached, for expectant mothers and babies. It is proposed to establish new services and to extend the existing services in the near future. Two dispensaries were also opened by the medical services of the company in 1925.

The Compagnie du Nord has established health centres in 25 large towns, providing prenatal consultations and advice concerning infants; also anti-tuberculosis and anti-venereal dispensaries for adults. The quarterly inspection of school-children has likewise been organised by these services. The latter are administered either by associations specially concerned with infant welfare or by visiting nurses and social workers, who give treatment under medical supervision at the dispensaries or in the patients' homes. The services now have a staff of 28 visiting nurses, 21 working in urban centres and 7 in less important localities.

The Compagnie d'Orléans employs 8 superintendent nurses at the various centres on its railway system. One of the most important duties of the superintendents is to educate families in prenatal hygiene and the care of infants.

*Undertakings affiliated to a Compensation Fund*<sup>1</sup>. — In May 1927, the Comité central des allocations familiales numbered 210 compensation funds, covering more than 16,000 establishments, employing 1,420,000 wage-earners, and distributing annually 230,000,000 francs to 535,000 beneficiaries, representing an increase of 15 funds, 2,200 establishments, 120,000 wage-earners and 30,000,000 francs in allowances during the present year.

The average monthly rates of allowances in force in May 1927 were given in last year's report, but are reproduced here for reference :

	Francs
1 child . . . . .	27
2 children . . . . .	67
3 children . . . . .	115
4 children . . . . .	181
5 children . . . . .	250
6 children . . . . .	321

These are the rates paid by industrial funds; the rates of commercial funds are somewhat different :

	Francs
1 child . . . . .	11
2 children . . . . .	31
3 children . . . . .	58
4 children . . . . .	89
5 children . . . . .	126
6 children . . . . .	169

On the same date, the average rate of birth bonuses paid by industrial funds was 221 francs for the first child and 185 francs for each subsequent child. In the case of commercial funds, these figures were 98 and 102 francs respectively. The average rate of breast-feeding bonuses paid by industrial funds was 314 francs for a period varying from three to twelve months; it is not possible to state the average rate paid by commercial funds. The differences in the rates of the bonuses, more especially of the breast-feeding bonuses, are very striking.

In addition to these various bonuses, other benefits are granted by a large number of compensation funds : monthly allowances to invalid wives or children of any age incapacitated for work, allowances paid during the rest period before childbirth, monthly payments to indigent ascendants who are incapable of working, monthly payments to widows with children, allowances to expectant mothers, in addition to birth and breast-feeding bonuses, etc. Moreover, the social services mentioned in our previous report are constantly expanding. They include visiting nurses, pre- and post-natal visits, advice concerning breast-feeding, preventoria and rest homes for women in childbirth, sanatoria for ailing or delicate children, etc.

In May 1927, the number of health and child welfare services established by the compensation funds was 37, their annual maintenance representing a sum of over 1,700,000 francs. The number of children sent for open-air treatment has increased to 2,000 and the number sent to holiday camps to 3,000.

<sup>1</sup> Comité central des allocations familiales, Seventh Congress on Family Allowances, Brussels, May 23rd-25th, 1927, Proceedings.

*Extension of the Payment of Family Allowances to Home Workers.*

There has been an interesting development of the family allowance system by several compensation funds, which have extended the system to home workers<sup>1</sup>. At the present time, eight compensation funds pay family allowances to this class of worker. A minimum scale has been adopted in each case, but has usually been found to be too low in practice. The granting of allowances by employers to home workers presents certain difficulties when, as is frequently the case, the latter work for several establishments at the same time. These difficulties have been overcome by making the contributions paid by the establishments belonging to the fund proportionate to the wages paid by each to the worker. It may happen, however, that the home worker is employed both by establishments affiliated to the compensation fund and by others which are not. In other cases, mothers of families whose husbands are employed by an establishment not paying family allowances do work at home. In these circumstances, some funds pay the full allowance to women whose husbands receive no allowance from their employers, while others grant them one-half the allowance.

**II. Belgium.**

During the past year, the family allowance system has remained practically unchanged in the public administrations and services.

**1. PRIVATE INDUSTRY.**

The private industrial undertakings affiliated to the Comité d'étude des allocations familiales have increased in number and importance since November 1925, the date of the previous National Congress. At the last Congress, in November 1927, the *Comité d'étude*<sup>2</sup> furnished the following comparative figures: in 1925, there were 13 compensation funds, numbering 773 firms and representing 152,600 employees and workmen; in 1927, 1,274 firms, employing 250,171 employees and workmen. There are also 20 compensation funds not affiliated to the Comité d'étude, with a total membership of 265,000 wage-earners. Apart from the compensation funds, the collieries pay family allowances to a working population of 175,000 wage-earners and these allowances are also paid by various individual firms to 45,000 workers, thus bringing the total number of the working population affected by the system in private industry up to 470,000. In addition, the national railwaymen's associations, with a membership of 110,000 agents and workmen, Government employees numbering 123,000 persons, and the 20,000 employees of the provincial and communal authorities also receive family allowances. The total number of intellectual and manual workers affected by this system is therefore 738,000.

The average scale at present in force has not been calculated by the Comité d'étude, but a comparison of the rates paid by each fund in November 1925 with the figures ruling in November 1927 show that there has been a general increase in the scales. As an example, we give below the rates paid by 4 funds belonging to different regions:

*Rate of Allowances and Birth Bonuses paid by certain Belgian Compensation Funds  
in November 1927.*

Funds	Allowances paid for the					Birth bonuses	
	1st child	2nd child	3rd child	4th child	5th child	1st birth	2nd birth
	Francs	Francs	Francs	Francs	Francs	Francs	Francs
Provincial compensation fund for family allowances of Antwerp ..	10	20	30	40	50	250	150
Compensation fund for family allowances of the Charleroi district ...	15	25	40	60	60	250	150 <sup>3</sup>
Compensation fund for family allowances of the Liège district .....	15	30	50	70	70	250	150 <sup>3</sup>
Compensation fund for family allowances and social insurance for the circumscription of Verviers .....	15	25	40	60	80	275	275 <sup>3</sup>

<sup>1</sup> See Report of the Seventh Congress on Family Allowances: Conditions relating to the Payment of Family Allowances to Home Workers and Artisans maintained by Their Employers. Report of M. Rivière, Chairman of the Caisse de compensation de la région dauphinoise et d'Annonay, submitted by M. Sierro, Secretary-General.

<sup>2</sup> Comité d'étude des allocations familiales: Rapport sur l'activité des caisses de compensation et sur les propositions de loi de M. Carton de Wiart et consorts, meeting of November 9th, 1927. Brussels.

<sup>3</sup> See Appendix.

The highest rates are paid by the compensation fund of the Federation of Zinc, Lead, Steel, Copper and Nickel Foundries; in the Liège district this fund pays a monthly allowance of 20 francs for the first child, 40 francs for the second, 60 francs for the third, 80 francs for the fourth and 100 francs for the fifth and each subsequent child (birth bonuses: first child 150 francs, second child 200 francs, third child 250 francs).

Five funds out of the 17 now affiliated to the Comité d'étude have instituted a service of visiting nurses, but as the statistics obtained are not uniform, it is impossible to summarise their work in tabular form<sup>1</sup>.

## 2. DRAFT BILL.

Count Carton de Wiart brought a bill before the Chamber of Representatives on February 18th, 1926 (Doc. parl. No. 185), which aims at introducing into the estimates for expenditure in respect of State undertakings a clause relative to the granting of family allowances. The original draft applied only to public works contractors. The Chamber and Senate, however, have adopted a bill making it compulsory to pay allowances to all workers and employees in undertakings furnishing the public administrations with supplies exceeding 50,000 francs in value, including personnel not working directly for the State, the provinces or the communes. The scales adopted by the Chamber and Senate, which are higher than the rates contemplated in the original bill, differ as shown in the following table:

### *Scale of Allowances (Monthly Rates).*

	Proposals:	
	of the Chamber Francs	of the Senate Francs
1st child . . . . .	15	15
2nd child . . . . .	10	20
3rd child . . . . .	45	40
4th child onwards . . . . .	50	80

The majority of Belgian industrialists, as well as the Comité d'étude des allocations familiales, are definitely opposed to the present bill, although the original proposal of Count Carton de Wiart was favourably received. This opposition is due both to the extension of the legal obligation to pay allowances — the present proposal being held by Belgian employers to be practically equivalent to a general obligation — and to the level of the rates adopted, which are regarded by the employers as maximum, not minimum, rates.

## III. Germany.

### 1. OFFICIALS AND EMPLOYEES OF PUBLIC ADMINISTRATIONS.

The payment of family allowances is general in the case of the officials and employees of municipal and State authorities, including the national railways. The general rate of the allowance paid to employees is at present 3 pfennigs per hour for the wife and each child under 16 years of age. Government officials receive in respect of dependent children an allowance of 16 marks per month for each child under 6 years of age, 18 marks for each child between 6 and 14, and 20 marks for each child between 14 and 21. The allowance is not paid after the child is 16 unless it is attending a secondary school or university, is receiving vocational training or is suffering from some physical or mental disability which prevents it from earning anything, or unless the child's own income does not exceed the amount of the allowance including the cost-of-living bonus. If the child's income exceeds the amount of the family allowance including the cost-of-living bonus, but is less than twice the amount of the family allowance, the parents receive one-half the allowance. Should the child's income be more than twice as much as the family allowance including the cost-of-living bonus, the allowance is stopped.

These allowances are granted in respect of legitimate, legitimated, acknowledged or adopted children or children of a former marriage living at home. Married officials also receive an allowance of 10 marks per month for their wives, in addition to which a supplementary allowance of 2 marks a month has been granted for the fiscal year of 1927. Officials employed by the State and communes receive the same allowances, whether they work for an actual administration or for a public industrial undertaking. The same allowances are also in force on the State railways and postal, telegraph and telephone services.

The number of workers employed by the Reich and by the States, provinces, districts and communes who are entitled to family allowances is 825,000, the total number of officials being 885,000.

## 2. PRIVATE INDUSTRIES.

The family allowance system is rarely found in private industry in Germany; since the stabilisation of the currency, its application has been very much restricted. At the beginning of 1927, the number of recipients was as follows:

Industry	Number of recipients
Mining . . . . .	426,426 <sup>1</sup>
Metallurgical . . . . .	484,416
Chemical . . . . .	58,000 <sup>2</sup>
Soap-making . . . . .	800 <sup>2</sup>
Textile . . . . .	168,809
Breweries and flour-mills . . . . .	8,365
Paper manufacture . . . . .	21,200

(a) *Mining Industry.* — The mining industry is the only one in which the payment of family allowances is altogether general. The current rates paid vary to some extent from one district to another and this also applies to the proportion of the wages represented by the allowances. The following table gives the rates of allowances and wages for top rippers in certain districts in June 1927.

*Rate of Wages and Family Allowances for Top Rippers in June 1927.*

Coalfield	Wages per hour Pfennigs	Allowances per post held:	
		Wife Pfennigs	Each child Pfennigs
Magdeburg . . . . .	49.9	10	10
Waldenburg in Silesia . . . . .	60.6	9	9
Aix-la-Chapelle . . . . .	75.3	10	10
Dortmund and Essen . . . . .	91.3	16	16

Statistics as to the number of married workers and the number of children per household are not available except for the Ruhr basin, where the percentages of the total staff are as follows:

Single men . . . . .	33.87
Married men:	
Without children . . . . .	17.84
1 child . . . . .	19.18
2 children . . . . .	15.03
3 children . . . . .	7.95
4 or more children . . . . .	6.14

(b) *Metallurgical Industry.* — Of the 484,416 workers in this industry in receipt of allowances, 221,000 are heavy metal workers; 56 per cent work in the Rhenish-Westphalian basin and 20 per cent in Bavaria. The rate of the allowance varies considerably from one district to another. The following table gives the rates in force in the principal districts at the end of June 1927:

District	Allowances:	
	Wife	Each child
	Pfennigs per hour	
Bremen and Kiel . . . . .	1	2
Dortmund, Essen and Mannheim . . . . .	2	1
Cologne . . . . .	2	2
Stettin . . . . .	1	1
Munich and Nuremberg . . . . .	1.2	1.2

The allowances paid for a wife and two children represent approximately from 3<sup>1</sup>/<sub>2</sub> to 6 per cent of the wages of a skilled worker and from 5 to 8 per cent of those of an unskilled worker.

(c) *Other Industries.* — The system of family allowances is much less general in the other industries. Twenty-one collective contracts covering 168,809 workers in the textile industry provide for the payment of family allowances. At the end of June 1927, the rates of the allowances paid for the wife and for each child were:

	Pfennigs
Frankfort-on-Main . . . . .	3 per hour
Berlin and Cologne . . . . .	2 per hour
Bremen . . . . .	1 per hour
Essen . . . . .	100 per week

In the chemical and soap-making industries, the rate of the allowances varies from 2 to 4 pfennigs per hour and per dependent member of the family. In the paper industry, the rates are from 1 to 2 pfennigs per hour. In the breweries, the weekly rates are 2.30 marks at Cologne, Dortmund and Essen, and 3 marks at Aix-la-Chapelle.

<sup>1</sup> Approximate figures obtained by applying to the total number of miners, *i.e.*, 644,830, the proportion of married workers to the total number, which has been found in the case of the Ruhr, namely 66.13 per cent.

<sup>2</sup> Approximate figures.

### 3. FAMILY ALLOWANCES IN COMMERCE AND BANKING.

The system of family allowances was introduced into the banks in 1919, and became general from October 22nd, 1920, when a national collective contract valid for every part of the Reich was concluded. The number of bank employees affected is between 80,000 and 90,000 (including commercial employees and workmen attached to the establishments) and the number of recipients of allowances approximately 45 per cent of this figure<sup>1</sup>. Some 36,000 wives and 44,000 children are beneficiaries.

The rate of allowances for the wife and each child is 20 marks a month in the case of employees in the large cities. In smaller places, the allowance is 4, 8, 12 or 16 per cent below this figure.

The so-called household allowance is paid to all married employees and workmen, widowers or men separated from their wives who have their own homes, but "female employees are regarded as single".

An allowance for children under 18 years of age is paid to all male employees and workmen with legitimate children or children over whom the parents have the same legal authority, so long as the father remains in the bank's service. The allowance is discontinued in respect of children who, upon reaching the age of 14, are apprenticed to some trade or become wage-earners.

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## IV. Poland.

The system of family allowances was almost universally applied during the period of monetary inflation. The system is now becoming less general and in certain branches of industry it has been discontinued altogether; where it is still applied, it is gradually losing ground.

At the present time, family allowances are paid chiefly: (1) in the mining and metallurgical industries; (2) in a considerable number of undertakings in the former Prussian provinces. The system has also been generally adopted by the State and municipal public services.

### 1. GOVERNMENT WORKERS IN GENERAL AND RAILWAYMEN IN PARTICULAR.

These workers receive a cost-of-living bonus, varying according to the size of their family. This allowance is based on the 1923 Law concerning the remuneration of Government and Army employees. Government railway workers, irrespective of sex, are entitled to these allowances if they have dependents. The maximum number of members of the family upon which the allowance is calculated is five. The term "member of the family" is understood to mean the wife, except where she is herself in receipt of a wage from a State concern; the husband, if totally incapacitated for work; the legitimate and acknowledged children and also dependent children in certain other cases. The allowances are paid until the children reach the age of 18, or, if they are studying or are unable to work, the allowances are payable up to the age of 24.

In 1927, the rate of the allowance per member of the family was 19.81 zlotys per month, irrespective of the class of occupation, and the total number of railwaymen in receipt of allowances was approximately 180,000.

### 2. GOVERNMENT OFFICIALS.

The system in force is similar to the above-mentioned system applied to railway workers. The rate of the allowance is 20.81 zlotys and is the same for all salary scales. In the case of the lower grades, the allowance represents approximately 41 per cent of the salary or wage where the family consists of three children. In the case of the higher-grade officials, this proportion varies from 15 to 25 per cent.

### 3. MUNICIPAL OFFICIALS AND WORKMEN.

Persons coming under this heading generally receive family allowances. This is particularly the case in regard to the municipalities of Warsaw and Lodz and also in a number of towns in the southern districts.

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<sup>1</sup> Institution of the Bank Employees' Syndicate.



#### 4. PRIVATE INDUSTRY.

(a) *Mining Industry.* — In the Dambrowa and Cracow basins, the workers receive allowances varying according to the size of their families, on the basis of a collective contract concluded in 1920 and modified in 1927. The present rates are as follows :

*Percentage of the Wages paid in the Dambrowa and Cracow Basins in Family Allowances and Cost-of-living Bonuses.*

Size of family	Basin of :	
	Dambrowa	Cracow
	%	%
Single . . . . .	6	5
Married men without children . . . . .	8	7
Household with :		
1 or 2 children . . . . .	13	12
3 or 4 children . . . . .	17	15
5 or more children . . . . .	29	25

The payment of these allowances is subject to a certain regularity of attendance. In addition, certain benefits in kind are granted to married workers; for instance, they are given a larger quantity of free coal.

In Upper Silesia, the rates of family allowances are as follows :

Size of family	Central District :	Southern District :
	Zlotys per day	Zlotys per day
Household allowance to married workers . . . . .	0.14	0.13
Allowance for each child under 14 . . . . .	0.22	0.21

In addition, larger quantities of free coal are given to married workers, who are entitled to a quantity varying from 10 to 11.66 quintals or to an equivalent sum of money, from 14.50 to 16.50 zlotys, whereas, in the case of unmarried workers, the figures are from 3.33 to 6.66 quintals, or from 4.70 to 9.42 zlotys respectively.

(b) *Metallurgical Industry.* — The current rates of the allowances are as follows :

Size of family	District of	
	Dambrowa : Zlotys per day	Upper Silesia : Zlotys per month
Single worker . . . . .	0.015	—
Married worker . . . . .	0.05	3.78
Allowance for each child under 14 . . . . .	—	5.94

In addition, a certain quantity of free coal is allowed in both basins to married workers.

(c) *Family Allowances in Various Industries in the Former Prussian Provinces.* — In the sugar industry, the wages of workers with dependants are approximately 10 per cent higher than those of unmarried workers, and the quantities of free coal and sugar are 75 per cent greater in the former than in the latter case.

Moreover, the undertakings belonging to the Poznan and Bydgozey groups pay their married workers approximately 10 per cent more than single workers.

### V. Czechoslovakia.

#### 1. PUBLIC OFFICIALS.

Up to the end of 1922, a general system of family allowances was in force for Government officials. It was abrogated, for reasons of economy, by a law which came into force in December of that year, but was reintroduced by the Law of June 24th, 1926, on the salaries of Government officials and employees. As a rule, family allowances are paid until the children are 18, but are extended until they reach the age of 21 when the children are following a regular course of study. The amount of the allowance in the case of an official<sup>1</sup> with one child dependent on him is 1,800 Czechoslovak crowns a year and 3,000 Czechoslovak crowns in the case of an official with several children. For employees<sup>1</sup>, the corresponding allowances are 1,200 and 2,100 Czechoslovak crowns.

<sup>1</sup> Government officials in Czechoslovakia are divided into two classes : the officials, who are regarded as intellectual workers, and the employees, whose work is chiefly manual — for example, postmen, together with Government workmen, are classed among the employees.

2. PRIVATE INDUSTRY.

Generally speaking, the payment of family allowances, which was fairly general during the post-war period, is now becoming less common. Allowances are still paid in the following industries :

(a) *Mining Industry.* — This is the branch of industry in which family allowances are most frequently paid. In the Morawskò-Ostrawa basin, which employs more than 30,000 miners, the current rate of allowances per child and per post is as follows :

	Crowns
3 children . . . . .	1.83
4 children . . . . .	1.95
5 children . . . . .	2.07
6 children . . . . .	2.19
7 children . . . . .	2.31

In the Kladno basin, the family allowance for each child, under 16, including natural children, is 1 crown per post per day.

In the Pilsen basin, the cost-of-living bonus, which varies according to the number fo children, is as follows :

Married workers	Crowns per day
Without children . . . . .	0.25— 2.58
With 1 child . . . . .	0.93— 4.66
With 2 children . . . . .	2.64— 6.35
With 3 children . . . . .	4.78— 8.50
With 4 children . . . . .	6.50—10.21
With 5 children . . . . .	8.70—12.42
With 6 children . . . . .	10.41—14.12
With 7 children . . . . .	12.11—15.83

As a rule, this bonus is paid until the children reach the age of 14; but, should they be incapacitated for work, until they are 16. Similar allowances are paid in the basins of Rosice, Zazaclér, Most, Falknov, Handlowà and Nucice.

According to the data supplied by the Government Statistical Bureau, family allowances represent on an average 4.6 per cent of the wages.

(b) *Chemical Industry.* — The allowances paid in the chemical industry cover a working population of approximately 10,000 persons. They are most common in the north of Bohemia. In the Usti district, the family allowance is 0.25 crown per hour and per child under 14. No further increase is paid from the fourth child onwards. These allowances are paid until the children reach the age of 14. In the Litomerice district, the rate of the allowance is 0.20 crown per child and per hour's work; in the Zatek district, it is 0.25 crown.

(c) *Metallurgical Industry.* — The total number of workers entitled to receive family allowances is approximately 6,000. At Bratislava, the rate is 0.72 crown per child and per post for the first five children up to the age of 14. In the Rostawanidek district, the rate is 1 crown per child and per post, provided the child attends school. In addition, married workers either receive free housing accommodation or an allowance of 15 crowns a month.

(d) *Sugar Industry.* — The collective contracts providing for family allowances cover some 12,000 wage-earners. Each married worker receives an allowance equal to 5 per cent of his basic wage in respect of each of his first five children, payable until the children reach the age of 15.

(e) *Other Industries.* — Family allowances are paid by various electric-power undertakings; these allowances vary from 0.50 to 1.50 crowns per day and per dependent child; and are usually paid until the children reach the age of 14. In certain districts, workers in the textile and paper-making industries receive family allowances, and in certain other industries the cost-of-living bonus increases in proportion to the size of the family.

(f) *Commercial Employees.* — In a certain number of districts, commercial employee receive family allowances, as, for instance, in the Prague district, where a collective contract covering some 22,000 employees provides a higher minimum wage for married than for single workers.

## VI. Netherlands

### 1. PUBLIC OFFICIALS.

There is a general system of family allowances by which Government officials and employees benefit. This system covers the various ministries and public departments, as well as the postal, telegraph and telephone service.

In the case of officials, the rate of the allowance is fixed at 3 per cent of the salary for each child under 18, with a minimum of 60 florins and a maximum of 240 florins per child per year. As regards Government workmen, the usual rate of allowance is .1.15 florins per week and per child under 18. Certain grades of the better-paid employees are granted a higher rate of allowance. For purposes of comparison, it may be mentioned that the wages of unskilled and semi-skilled workers in the Government services are between 24 and 30 florins per week, and those of skilled workers between 30 and 36 florins.

As a rule, family allowances are also paid by the provincial and municipal authorities. The rates vary according to the district; a few typical examples are given in the following table :

District	Allowances
Arnhem :	1.80 florin per week and per child under 16, from the fourth child onwards.
Berg op Zoom :	From the third child onwards, 5 per cent of the annual wage (with a maximum of 130 florins) for each child under 18 who is not earning more than 250 florins.
Haarlem :	1 florin per week and per child under 18.
Schiedam :	1 florin per week and per child under 16 from the fourth onwards.
Tilburg :	4 per cent of the wage for each child under 18 whose earnings do not exceed 5 florins per week. Maximum allowance, 200 florins per child per year.
Utrecht :	From the third child onwards, 1 florin per week and per child under 17 whose earnings do not exceed 4 florins per week.

### 2. PRIVATE INDUSTRY.

The payment of family allowances is provided for in many branches of private industry.

The following table shows the development of the system on the basis of collective contracts :

Date	Number of contracts providing for family allowances	Number of workers covered by these contracts	Percentage of the workers in Column 3 to the total number covered by collective contracts
(1)	(2)	(3)	(4)
January 1st, 1920	24	34,028	12
January 1st, 1922	53	61,691	24
June 1st, 1923	69	62,624	26
June 1st, 1924	71	63,096	22
June 1st, 1925	81	58,608	22
June 1st, 1926	69	53,389	20

## VII. Sweden.

The information received from the Social Department shows that the system of family allowances, which was developed to a certain extent during the war, has now been almost entirely abandoned in private industry; allowances are, however, still paid to employees in the Government and certain municipal services. The cost-of-living bonus paid to Civil Service officials in several Ministries is 4 crowns a month for each dependent child under 16.

### VIII. Norway.

As in several other European countries, the system of family allowances was fairly common in Norway during and in the years immediately following the war, but has since been abandoned to a large extent, especially in private industry. It is still applied, however, in the case of Government and certain municipal officials.

The oldest system took the form of a housing allowance, which has been granted since 1892 to the Government railway employees, and since 1917 to unmarried workers supporting their families.

The payment of family allowances to Government officials and employees was in force up to the end of 1923. They were also paid during the first half of 1925, and provision has been made for their payment during the first half of 1928. The reintroduction of this system is apparently due to the wage-reduction policy which followed the revalorisation of the currency. Owing to the payment of family allowances, the reduction of income will be smaller in the case of households with a large family than in the case of unmarried workers and small households. The payment of the allowance is subject to the following conditions :

The present rate of the allowance is fixed at 60 crowns per year for each dependent child under 18.

The total amount of the allowance must not exceed 11 per cent of the annual wage, and the total earnings represented by the salary plus the allowance must not exceed 4,500 crowns. These provisions apply, with a few exceptions, to all Government officials, including the postal, telegraph and telephone staff and railway officials. They also apply to workers whose wages are calculated on a yearly basis and who are employed in the telegraph and telephone services, the railways and the army and navy workshops. The total number of persons affected by the above-mentioned provisions is approximately 35,000, and the number of children benefiting is 15,000. Workers employed in the workshops of public undertakings working for the State also receive allowances at the rate of 0.05 crown per hour per child. The number of these workers is some 3,000.

There are very few collective contracts in private industry containing provisions for the payment of special allowances to persons with families to support, and, where these exist, they merely take the form of larger housing allowances to married workers. Thus, one contract allows 20 crowns a month to married workers and only 10 to unmarried workers. In commerce also, the system of family allowances appears to be practically non-existent.

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### IX. Latvia.

All officials in the public services, more particularly those in the State services, including teachers, judges, etc., and a large number of municipal officials and employees, receive the benefit of family allowances. The number of Government employees covered by this system is some 35,000, and of municipal employees approximately 11,000.

The allowances are generally paid for the wife and two children until the latter reach the age of 16, or, if they are continuing their studies, until they are 18. The allowance usually amounts to 12 per cent per person, with a minimum of 12 and a maximum of 24 lats per month.

No family allowances are granted in private industry.

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### X. Italy.

#### 1. PUBLIC SERVICES.

Family allowances are paid to all persons employed in the ministries, the national defence service and the autonomous public services, including the railways, posts and telegraphs, as well as to elementary-school teachers. The total number of persons affected by the provisions concerning family allowances exceeds 560,000.

These family allowances consist of a cost-of-living bonus on a sliding-scale, according to the size of the family. The following rates were fixed by Decree-Law No. 694, of May 7th, 1927.

*Rates of Cost-of-living Bonus in Lire per Month after Deduction of Tax.*

Size of family	Employees			
	Higher grade	Intermediate grade	Lower grade	Temporary
Single man or childless widower . . .	36	54	63	179
Married man without children or widower with one child . . . . .	58	86	101	249
Married man with 1 child or widower with 2 children . . . . .	67	100	117	265
Married man with 2 children or widower with 3 children . . . . .	76	114	133	280
Married man with 3 children or widower with 4 children . . . . .	86	128	149	297
Married man with 4 children or widower with 5 children . . . . .	104	156	182	330
Married man with 5 children or widower with 6 children . . . . .	122	184	214	362
Married man with 6 children or widower with 7 children . . . . .	141	212	243	395

Where there are more than seven children, the father is free from tax.

2. FAMILY ALLOWANCES IN BANKING.

Family allowances are granted by several of the large banks. The rates and conditions of payment vary in each case. As a rule, they are paid to all male employees with a wife and from one to four dependent children under 18. The amount of the allowance varies in most cases from 25 to 50 lire per month for each dependent member of the family.

3. FAMILY ALLOWANCES IN PRIVATE INDUSTRY.

The payment of family allowances in private industry was fairly widespread during the war, but has become much less frequent of late years. Only a few industries still continue this practice.

In the mining industry, under a collective contract, workers in the Udine district with legitimate children under 14 receive an allowance of 2 lire per working-day. In the Arsa mines in the Pola district, workers with dependent children receive an allowance of 1.20 lire per working-day.

In the window-glass and bottle-making industry, a national collective contract provides free housing accommodation or an allowance varying according to the size of the family for workers in these branches of the glass industry. Similar provisions are in force in certain districts covering workers in other branches of this industry.

In the soap-making industry, workers in the Monza district with large families are granted, by contract, a higher cost-of-living bonus than unmarried workers. Again, the contracts of various electric-power undertakings contain provisions relating to the payment of allowances towards the education of the workers' children.

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XI. Spain.

In our last report, we mentioned the Royal Decree of July 20th, 1926, instituting a system of allowances on behalf of large families consisting of at least eight children, and included a table showing the rates of these allowances.

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## XII. Austria.

### 1. FEDERAL GOVERNMENT AND PROVINCIAL ADMINISTRATION SERVICES.

Family allowances were granted to Federal Government officials by the Law of July 15th, 1924, amended by the Law of December 10th, 1926, which came into force on January 1st, 1927. Male officials, who are married or widowers receive a household allowance of 60 schillings per year. The State also grants an allowance of 60 schillings a year for the first child, 180 schillings for two children and 120 schillings for each subsequent child. These allowances are paid in respect of dependent legitimate children until they reach the age of 21. If the child is pursuing a course of advanced study, the payment of the allowance is continued up to the age of 24. The State grants "aid", amounting to 60 schillings a year, in respect of one or more dependent illegitimate or adopted children. The rates of the "aid" and allowances are the same for all classes of officials. On July 1st, 1927, the total number of officials benefiting was 56,357 — 20,099 childless households and 36,258 households with children. The number of beneficiaries (women and children) was 120,175. The allowance paid to certain classes of officials whose household consists of a wife and two children represents, in the case of a lower grade employee (*Dienerdienst*), 10 per cent of his wages; in the case of a minor official (*Kanzlei- und Manipulationsdienst*), 7.5 per cent; of an intermediate-grade official with a secondary-school education, 6 per cent; and of a higher official of university status, 4.9 per cent. Government workmen benefit by the Labour Regulations (*Arbeitsordnung*), under which they are granted family allowances on the same conditions as those which apply to the officials mentioned above. As a rule, the rates of these allowances are the same as those provided by the collective contracts concluded by private undertakings carrying on similar work.

Family allowances are also paid by the municipal and provincial administrations. In Vienna, for instance, allowances are paid by the municipality under the same conditions as those granted by the State. The rates are: household allowance, 60 schillings, allowance for each child, 60 schillings, per annum.

### 2. PRIVATE INDUSTRY.

The payment of family allowances by private industry in Austria is generally provided for by means of collective contracts. These allowances, which were very widespread during the war, are much less common at the present time. The position is as follows.

(a) *Mining Industry.* — Family allowances are larger in this industry than in any other. All collective contracts concluded in this industry contain provisions concerning the payment of household or child allowances. The rate of these allowances differs in each district. For instance, in the Styrian metal-mines and the lignite-mines in the Fohnsdorf-Seegraben district, the rate of the allowance is 0.15 schilling per post and per child. This is also the usual rate of the allowances in force in other districts. In several districts, married workers likewise receive a housing allowance varying from 3.50 schillings to 6.60 schillings a week. The allowances are generally paid in respect of legitimate children under 14, illegitimate children under the same age if they are dependent on the worker, and infirm children over 14. Single workers with brothers and sisters dependent upon them and whose father is incapacitated as the result of an accident are also entitled to benefit by the allowances.

(b) *Metallurgy and Metal Workers.* — The payment of family allowances is fairly common in the blastfurnace industry, the conditions and rates of the allowance being similar to those ruling in the mining industry. In other branches of the metallurgical industry, family allowances are being gradually abandoned. In Vienna, allowances are no longer paid in small establishments. The large establishments grant, in addition to the basic wage<sup>1</sup>, cost-of-living bonuses varying according to the age, civil status and sex of the worker. These are as follows:

Male workers :	Schilling per hour
Under 22, unmarried . . . . .	0.15
Under 22, married . . . . .	0.20
Over 22 . . . . .	0.25
Female workers :	
Without dependents . . . . .	0.15
With dependents ( <i>Familienerhalterin</i> ) . . . . .	0.20

<sup>1</sup> Basic wage of an assistant (*Vollgehilfe*), 0.60 schilling per hour.

In Styria, the rates of allowance per week are as follows<sup>1</sup> :

	Schillings per week
Household allowance to each worker whose wife does not work . . . . .	2.12
Allowance for :	
1st child . . . . .	1.70
2nd child . . . . .	1.36
Each subsequent child . . . . .	1.10

The allowances are paid until the children reach the age of 14.

(c) *Paper-making and Printing.* — The principle of the family wage is recognised in the paper-making industry in the following form : the national collective contract of the paper-making industry provides for a difference in wages between youths under 19 and female workers having no children, on the one hand, and other workers, including unmarried mothers and wives whose husbands are permanently incapacitated for work, on the other hand. Under the national collective contract in the printing trade, different rates of wages are paid to married and unmarried workers.

(d) *Allowances granted to Employees in Private Industry.* — The basic wage of married employees is 12 per cent higher than that of unmarried workers. The former also receive for each of the first three children an allowance representing 2½ per cent of the basic wage. This is paid until the children are aged 16 and is continued up to 18 years where the children are attending a secondary school, or up to the age of 23 years if they are following a course of advanced study.

(e) *Bank Employees.* — The large banks in Vienna pay their employees for each of their first three children allowances amounting to 15 per cent of the monthly salary. They also grant higher annual bonuses to married than to unmarried employees, so that, where the basic salary is equal, the respective annual earnings are in the ratio of 17½ to 16½.

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### XIII. Estonia.

#### 1. GOVERNMENT SERVICES.

All officials of the central administrations whose salaries are less than 14,000 marks a month are entitled to an allowance for each child under 18 years. The total earnings represented by the salary and allowance, however, must not exceed 15,500 marks a month. The rates of the allowance vary according to the place of residence, and may be 400, 600 or 800 marks per month and per child (Law of December 19th, 1926, amended by Law of May 20th, 1927).

Workmen in the public services receive a family allowance of 25 marks per day for the wife and 15 marks for every other dependent member of the family. The total number of persons in respect of whom the allowance is payable is five. The allowance is paid for each working day, and, in the case of skilled workers with a wife and two children, works out at 15 or 20 per cent of the wages.

The total number of officials and workmen in receipt of allowances is some 9,000 out of a total staff of 26,000 persons. Except in the case of the town of Dorpat, family allowances are not as a rule paid by the municipal and cantonal services to their staff.

#### 2. PRIVATE INDUSTRY.

The system of family allowances is rarely found in private industry. The number of workers in receipt of allowances is 4,200 and the number of beneficiaries approximately 8,800. The usual rate of allowance is 25 marks per day for wives and 15 marks for every other dependent member of the family. The allowances are paid from the fifth person onwards when the families consist of at least six persons in addition to the recipient.

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### XIV. Hungary.

#### 1. PUBLIC SERVICES.

Family allowances are usually paid in all the public services, including the State railways, workshops, postal, telegraph and telephone services, etc. The total number of the staff employed by these administrations is 72,608 and the number employed by industrial undertakings 41,271. Of this number 41,570 officials and 30,000 employees are in receipt

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<sup>1</sup> This regional collective contract was denounced by the workers in November 1927.

of allowances. The number of beneficiaries is 111,346 in the administrative services and 90,026 in Government undertakings.

The rate of the allowance varies according to the number of members of the family and the category of the worker receiving the allowance. In accordance with administrative regulation, Z.7,000.M.P.1925, paragraph 70, the monthly rates per member of the family are as follows<sup>1</sup> :

	Pengös
1st group . . . . .	13.60
2nd group . . . . .	12.40
3rd group . . . . .	11.20
4th group . . . . .	9.60

The members of the family benefiting are the wife, the legitimate or adopted children, the father and mother, and legitimate orphan grandchildren. The allowance for the wife is paid from the month in which the marriage was announced. For children of officials in the first group, the allowance is paid up to 24 years, and for the other groups up to 16 years as from the month of their birth. In the case of the three other groups, the age-limit may be extended from 16 to 24 years where the child is carrying on his studies successfully. Allowances are not granted to members of the family other than the wife and children, unless they are without means of support or are incapable of working.

No family allowances are granted in private industry.

## XV. Switzerland<sup>2</sup>.

### I. PUBLIC SERVICES.

Switzerland being a federal State, the federal civil service on the one hand, and the cantonal and municipal services on the other, are subject to different regulations.

#### (a) *Federal Services.*

The federal law of June 30th, 1927, on the status of officials, which came into force on January 1st, 1928, established the system of family allowances on a definite basis in Article 43, which reads as follows :

“ Officials are entitled to an allowance for every child under 18 years of age not in paid employment. The allowance amounts to 120 francs per child per annum.

“ The allowance will only be granted in respect of children entirely supported by the official. ”

The field of operation of this clause is determined by two provisional regulations dated December 30th, 1927. All officials, employees and labourers under the federal Government and in the public services, such as the Federal Railways, Post Office, etc., are entitled to the allowance for children. Under these regulations, acknowledged children, adopted children, children by another marriage living in the official's household, and illegitimate children, where the official's paternity is established and he has received the child into his household, are treated on the same footing as legitimate children ; this also applies to children for whom the official assumes responsibility without receiving any payment for maintenance, when the persons properly responsible for supporting the children are not in a financial position to do so.

Where a child is in paid employment, or is in receipt of a regular allowance from a State-aided welfare institution under the federal legislation, no family allowance is granted, or, if the child's earnings are inadequate, only part of the allowance is granted.

Out of a total of 65,000 persons now employed under the Federal Government, 38,300 are in receipt of family allowances, granted in respect of 87,000 children.

The total family allowances payable to a family consisting of husband, wife, and two children supported by the father, amount to 240 francs per annum. This represents the

<sup>1</sup> The first group consists of the highest-paid and the fourth group of the lowest-paid officials.

<sup>2</sup> This report is based on information supplied by the Federal Labour Office.



following percentages of the salaries of the classes of officials and labourers detailed below :

Platelay on the Federal Railways .....	6.2%	(Yearly wages 3,900 frs.)
Postman .....	5.3%	„ „ 4,500 „
Guard on the Federal Railways .....	4.4%	„ „ 5,400 „
Second-class booking-clerk on the Federal Railways .....	4.2%	„ „ 5,200 „
First-class clerk in Government office .....	3.7%	„ „ 6,500 „
Post-Office clerk .....	3.5%	„ „ 6,800 „
First-class Customs officer .....	3.2%	„ „ 7,400 „
Second-class secretary in Government office ...	2.7%	„ „ 8,800 „

In addition to allowances for children, officials and labourers living in places where the cost of living is above the average, receive a local allowance varying from 120 to 480 francs per annum, according to locality; unmarried officials receive only three-fourths of the allowance-made to married officials.

(b) *Cantonal and Communal Administrations.*

As the cantons make their own legislation on questions which are not exclusively dealt with by the Confederation, there is no uniformity in the cantonal administrations as regards the application of the family allowance system. The Cantons of *Zürich* and *Berne* pay no such allowances. The Canton of *Lucerne* may, in case of need, grant an official or employee with more than two children an allowance of 50 francs for each child under 16 years of age. The cantonal administration of *Fribourg* grants its officials, employees and labourers an annual allowance of 120 francs for the third and every subsequent child. In the Canton of *Geneva*, officials on the medium and higher salary-scales receive an allowance of 50 francs for each child.

In the communal administrations, the diversity is even greater than in the cantonal. Thus the municipality of *Lucerne* grants its married employees an allowance of 100 francs, with further allowances of 150 francs for the first child, 100 francs for the second, and 50 francs for each subsequent child, up to a maximum of 500 francs. The *St. Gall* municipality grants its labourers only an allowance of 5 francs per child per month.

## II. PRIVATE UNDERTAKINGS.

Family allowances are granted in very few private undertakings, where they were introduced during or since the war on account of the continual rise in prices. They have always been looked upon as an emergency measure, and are gradually disappearing as the cost of living falls and wages become stable. Of the firms which are still paying allowances a large proportion are public utility undertakings such as local railway companies, municipal tramways, electrical works, etc. which resemble the communal or cantonal administrations in some respects. The rates of the allowances vary greatly; in some cases there is a single allowance covering the whole family varying from 100 to 200 francs per annum, while in other cases an allowance of from 60 to 150 francs is granted for each child. Special mention may be made of the National Accident Insurance Fund at *Lucerne*, established by the Swiss Confederation, which pays its married employees an allowance of 360 francs per annum.

Private industrial or commercial undertakings still paying family allowances are to be found in only a few industries — the chemical industry at *Basle* and the textile and paper-making industries. The allowance is in some cases for children, and in others for high cost of living, the latter kind being paid at a higher rate to married than to unmarried employees. These allowances vary as a rule from 1 franc to 10 francs a month.

In the watch making industry, one factory established in 1926 a family allowance fund which pays employees who are heads of families and have children at their charge an allowance of 0.50 franc per working day for each child under 10 years of age, and 0.70 franc for each child between 10 and 16, provided that the head of the family is the only wage-earner. The rates are reduced if other members of the family are also earning. Only those who have worked in the factory for at least a year and do not earn more than 500 francs a month are eligible.

Further, the watchmakers' corporation of the *Franches-Montagnes*, which consists of an employers' union and a workers' union, has a compensation fund — the only one existing in Switzerland. In 1926, this fund paid out 6,295 francs in allowances as follows :

To 44 families for 104 children .....	5,945 francs
For 10 marriages .....	250 „
For 4 births .....	100 „

## XVI. Australia.

### 1. AUSTRALIAN COMMONWEALTH.

(a) *Allowances to Government Officials.* — Since the end of 1920, the Government has paid its married staff a weekly basic wage of £4 and an additional allowance of 5s. per week. The basic wage of unmarried workers is £3 6s. 11<sup>3</sup>/<sub>8</sub>d.

(b) *General System of Family Allowances.* — The question of family allowances is regarded in Australia as one of the most important social problems. As the result of an enquiry undertaken in 1921 by a commission known as the Basic Wage Commission, it was proposed to levy a national tax on employers, the proceeds being distributed among the workers in proportion to their family burdens. This proposal was rejected.

A conference of the ministers of the Federal Government and of the States of the Commonwealth was held in June last at Melbourne and decided to appoint a Royal Commission to deal with the problems raised by the application of a general system of family allowances, more particularly in the economic and social fields, and to study the method of giving practical effect to such a system.

### 2. NEW SOUTH WALES.

A law was passed by the two Chambers of this State in March 1927 instituting a national fund of family allowances under which the employers contribute a sum amounting to 3 per cent of the wages paid by each.

The allowances are paid to the mothers at the rate of 5s. per week for the maintenance and education of their children under 14 years. Should the child be unable to earn its living owing to physical or mental incapacity, the payment may be extended until it is 16.

The allowances are paid in respect of children born in New South Wales or who have resided there for not less than two years. They are not paid in respect of illegitimate children except by special authorisation, nor for children whose father is a foreigner or was born in Asia or is a native of Africa, the Pacific Islands or New Zealand unless the child was born in Australia.

The allowances are only paid when the family income for the twelve months preceding the application for payment was not more than the annual living wage based on the requirements of a childless household plus a sum of £13 per child.

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## XVII. New Zealand.

A law was passed by Parliament in 1926 instituting a general system of family allowances financed out of the ordinary revenue of the State. The allowances are paid to heads of families with at least three children and are payable in respect of each child under 15 years, from the third onwards, at the rate of 2s. per week. Should the child be totally incapable of earning its living owing to physical or mental disability, the payment of the allowance may be extended for whatever period the responsible minister may deem to be expedient.

The allowances are paid to families who have been permanently resident in New Zealand for not less than one year, with the exception of persons, such as sailors, whose homes are in New Zealand but whose occupation obliges them to work abroad. The children of foreigners or Asiatics, whether naturalised or not, are not entitled to benefit by the law without a special authorisation. Neither illegitimate children nor those already in receipt of a Government pension are entitled to benefit.

These allowances are paid to families whose total weekly income is not above £4.

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## PART II.

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### ORGANISATION AND OPERATION OF COMPENSATION FUNDS.

In France, family allowances were at first paid to the personnel of private industrial undertakings by a few establishments only. As this system developed, various problems

arose in connection with the distribution of allowances, and led to the creation of organisations known as compensation funds. This name was given to institutions formed among themselves by the heads of enterprises with a view to apportioning the charges resulting from the payment of family allowances<sup>1</sup>.

We first of all propose to consider the reasons for the creation of these funds. They are of two kinds, those concerned with the apportionment of the expenses involved by the payment of allowances, and those concerned with their distribution.

The advantages of the first kind reside in a better balance of expenses and greater facilities of administration. The better balance of expenses achieved by compensation funds is due to the fact that, in the different undertakings, the burdens resulting from the payment of family allowances are not necessarily proportional to the financial capacities of the establishments, and frequently large enterprises employ a greater proportion of young people than small enterprises. Moreover, the same burdens often vary from one industry to another; thus the French textile industry employs a large number of young women who cease to work at the factory when they become mothers; while in other industries in the same district women continue to work after childbirth.

Facilities of administration become of importance chiefly when the fund decides upon the creation of social services.

Emphasis should also be laid on the advantages offered by compensation funds in regard to the distribution of allowances.

Employers feared that, if these were paid direct by an undertaking, workers with families would be attracted to their establishments and consequently their budgets would be abnormally burdened, married workers naturally seeking employment in establishments giving them special advantages. On the other hand, this type of payment aroused the opposite apprehension among workmen, who feared that employers in favour of the system would prefer unmarried to married workmen. Compensation funds, apportioning the expenses consequent upon the payment of allowances on a basis other than that of the family charges of the individual enterprises, thus met the requirements both of employers and workmen.

Further, French and Belgian employers have constantly maintained the view that family allowances were to be considered as essentially different from wages and as not constituting in any way a part of wages. They therefore had every inducement to have these allowances paid by an independent body, or, if they paid themselves, to do so in the name of such a body.

## 1. ORGANISATION OF COMPENSATION FUNDS.

There are two chief types of compensation fund: (1) inter-professional fund comprising the employers of a particular district, to whatever industry they belong; (2) professional funds, grouping the employers of a particular industry or groups of allied industries.

Of the 201 French compensation funds regarding which the Comité central des allocations familiales has published particulars, 111 were inter-professional and 90 professional, representing 55 per cent and 45 per cent respectively of the funds. Different reasons may be adduced in favour of one or the other type. Professional funds have the advantage of paying due regard to the special situation of the industry with which they deal, family charges being in general more or less identical for the same industry in the same district. On the other hand, it may be pointed out that the aim of family allowances is to provide labour for industry as a whole, by improving the conditions of life of the workmen, and that these conditions of life have a regional character and not a distinctively professional one. In the second place, the organisation of the funds on a professional basis may lead the employers' group concerned to engage single workmen in preference to married workmen, the latter thus running the risk either of being thrown out of work or of being obliged to seek employment in other industries. On the other hand, there can be no doubt, as we explained above, that some categories of industry are obliged to employ a larger or smaller proportion of single workers than others, owing to the nature of the work they perform.

So as to give due weight both to the advantages offered by the inter-professional type and to the special conditions of certain industries, some inter-professional funds have introduced sectional divisions; 45 of the 111 mentioned above belong to this type. For example, the fund of the Lyons district has twelve different sections, each having a separate compensation basis and applying differential rates:

The division into sections makes it possible to introduce different compensation rates, either on the same or on different compensation bases<sup>2</sup>; it may be determined either by the nature of the industry or by the size of the establishment; for instance, the Alais inter-professional fund includes three different sections, one for small and medium industry, one

<sup>1</sup> See Circular of the Minister of Labour to the Prefects, dated September 4th, 1923, concerning the conditions of application of the Law of December 19th, 1922.

<sup>2</sup> The "compensation basis" is the name given to the factor adopted (wages paid, hours actually worked, number of hands employed) to measure the financial or economic strength of the establishment and to determine the amount of its contribution to the fund.

for commerce, and the third for heavy industry. The sectional division of the Lyons fund, of which we have already spoken, rests on an entirely professional basis.

The differentiation in the rates on the basis of which the compensation is calculated also makes it possible to take into account the special position of the different industries, the differentiation resting on the sex or age of the workers, or on any other suitable basis. For example, the Alais fund applies in each of its section rates differentiated according to sex, the compensation basis being the wages (fixed rate); the heavy industry section, for example, applies a rate of 1.6 per cent for men and 1 per cent for women. In the same way, the agricultural funds introduce differential rates, so as to take into account the nature of the different kinds of land cultivated by the various members.

## 2. APPORTIONMENT OF CONTRIBUTIONS<sup>1</sup>.

The revenue of a compensation fund may consist of : (1) entrance fees ; (2) subscriptions ; and (3) contributions. The first two classes are not always charged, whereas the third is essential to the fund's operation.

As an example of entrance fees, we may mention the Paris District fund, to which each new member pays an additional subscription of 10 per cent on the total salaries and wages paid to him in the first three quarters subsequent to his joining. The subscription is fixed separately from the contributions, and each member is rendered liable to pay it by the very fact of becoming affiliated to the fund.

While entrance fees and subscriptions are sources of income usually intended to constitute the reserve of the fund, the contribution represents the sum which each member must pay to the fund with a view to the settlement of the latter's accounts at the end of each administrative period. Special rules govern the calculation of this contribution, which is known as the "calculation of compensation".

From the introductory part of this chapter it will be seen that the apportionment of the employers' subscriptions must be based on some factor other than the extent of the family responsibilities of the employees of the different establishments. We must first explain the general basis of the calculation. The compensation fund first of all determines the "aggregate expenditure", *i.e.*, the total representing for a given period the benefits paid plus the overhead charges and any sums which may have been placed to reserve, the benefits paid being the sum of all the different kinds of payments made to workers (allowances, miscellaneous bonuses, etc.). The contribution of each member, *i.e.*, the sum due by him to the fund for a given period and representing his share in the "aggregate expenditure", is calculated on the basis of his "contribution statement", this being "the statement made by each member of the figure to which the factor taken as basis of compensation (wages, number of employees, etc.) may amount for his establishment during the period under consideration". The fund then calculates the "coefficient of contribution", *i.e.*, the regulation unit obtained by dividing the aggregate expenditure by the contribution figures; this unit is a percentage if the contribution is based on wages and a quotient if it is based on any other compensation factor. The product of the coefficient of contribution and the contribution statement of each member constitutes the amount of his contribution for the period concerned.

The mode of calculation which we have outlined above in theory varies in practice according to the compensation basis adopted. This is usually the wages paid, the number of hands employed, or the number of days worked, or, in the case of agricultural funds the number of hectares; but there are others — for example, the number of looms in the textile industry, the premiums paid for accident insurance, etc.

### A. *Compensation Bases adopted by Non-agricultural Funds.*

As we have just said, the three chief factors serving as bases for calculating compensation are wages, number of hands employed, and number of days worked. If we take into account the various sections of the inter-professional funds — and we must do so as, in one and the same fund, they may rest on different compensation bases — we find that in France, in 1926, 143 funds or sections calculated compensation on the basis of wages, 39 on the number of hands employed, and 22 on the number of days worked. In addition, one fund, that of Cholet, took wages as basis for clerical staff, and number of hands employed as basis for workers; while that of Vienne took the number of looms for contract-weavers, and that of the Paris Notaries the amount earned by the offices.

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<sup>1</sup> In this account, we have adopted the vocabulary approved by the General Assembly of the Comité central des allocations familiales, on May 27th, 1924 (see *Year-Book*, 1926-27, pages 407-408).

1. *Wages.* — This is the factor taken as basis by 69 per cent of the funds. Applying the general principles of calculation described above, we find that as a rule, in the simplest case, the contribution statement of each member will show the amount of wages paid; the coefficient of contribution is then obtained by dividing the aggregate expenditure by the total wages paid by all the members; and the contribution of each member is determined<sup>1</sup> by multiplying the amount of his declaration by this coefficient. It is also possible either to adopt differential rates or to apply fixed compensation rates<sup>2</sup>. Certain special methods of calculation are likewise found, *e.g.*, reduction of wages beyond a certain figure, to a maximum value<sup>3</sup>, or omission of these higher salaries from the declaration<sup>4</sup>.

The rates may be differentiated according to sex<sup>5</sup>, the professional category<sup>6</sup>, or the size of the undertaking<sup>7</sup>.

The chief advantage of taking wages as a basis for calculating compensation is that they give an accurate measure of the financial strength of the establishment, and thus contributions are distributed in proportion to this strength. Further, the contribution statement based on the total wages paid involves no new calculations for the employer, as this same total serves as a basis for determining the premiums for accident insurance.

It has been objected that a manufacturer may not like to state the amount of wages paid; but the personnel of the compensation funds is bound to professional secrecy.

It has also been pointed out that while, generally speaking, the pay-roll represents the financial strength of any enterprise, it is only possible to compare similar industries in which the cost of labour represents the same percentage of the total cost of production. It is partly to get over this difficulty that the inter-professional funds have created sections comprising establishments of like nature.

Lastly, it should be remembered that the extent of the family responsibilities of the employees varies not only from one industry to another but also according to the size of the establishment. The heavy industries, for example, employ a greater number of young men than small industries; the textile industry employs more girls; the building industry more married men. This has led not only to the division into sections according to trade, but to the application of differential rates according to sex or to the size of establishments.

2. *Number of Hands employed.* — This basis of calculation is adopted by 19 per cent of the funds. The contribution statement gives the number of hands employed, and the coefficient of contribution is calculated by dividing the aggregate expenditure by the total number of hands employed by all the members; it thus represents the sum due per head of the wage-earners. The contribution of each member is obtained by multiplying the number of his employees by this coefficient<sup>7</sup>.

Here, too, differential rates may be applied, differentiation being based in practice on age<sup>8</sup>, sex<sup>9</sup>, nationality<sup>10</sup>, or the civil status of the employee<sup>11</sup>.

The advantage of this method is that the contribution is independent of the wages; establishments employing the same number of workmen pay the same sum to the fund, and neither fluctuations in wages nor in the proportion of the wages bill to the total cost of production for the different industries enter into the calculation.

On the other hand, the same objections apply to the number of employees as to wages as a basis, from the point of view of the diversity of the burdens imposed on industry according to the proportion of women and boys employed. It is for this reason that differential rates have been introduced in some cases.

3. *Number of Days worked.* — This system is employed by 11 per cent of the funds. The contribution statement gives the number of days worked each month (or in any other

<sup>1</sup> Examples: the funds of Dieppe and Elbeuf.  
<sup>2</sup> Example: the Avranches fund, which applies a fixed rate of 2 per cent, the member paying to the fund 2 per cent of the total wages paid.  
<sup>3</sup> Examples: Paris District, Algiers.  
<sup>4</sup> Example: Bordeaux District, general section.  
<sup>5</sup> Example: *Rates of the Atais fund.*

Section:	Small and Medium		
	Industry	Commerce	Heavy Industry
Men .....	2.10	1.4	1.6
Women.....	0.05	0.5	1

<sup>6</sup> Example: (a) Lille. — Building trades: compensation calculated on different basis for "workmen" and "salaried grades"; (b) Amiens. — Separate compensation for employers of home workers.  
<sup>7</sup> Examples: Angoulême, Annecy Commerce.  
<sup>8</sup> Example: Algiers. — This fund applies a rate of 14 francs per month per worker over 18, and 11 francs per worker under 18.  
<sup>9</sup> Example: Grenoble. — Employees of both sexes. In this fund, women count as  $\frac{3}{4}$  and young men under 18 as  $\frac{1}{2}$ .  
<sup>10</sup> Example: Dijon. — Foreigners with less than ten years' service, or five years if they are married to Frenchwomen, are excluded from the calculations (and from the payment of allowances).  
<sup>11</sup> Example: Louviers. — Unmarried employees under 20 years of age not receiving allowances are not counted in the calculations.

period taken as basis of calculation) in the member's establishment; the coefficient of contribution is calculated by dividing the aggregate expenditure by the total number of days worked in all the member establishments; and in this way a coefficient representing the sum due per day worked is obtained. The contribution of each member is then found by multiplication.<sup>1</sup> Here, too, there are systems of calculation based on different methods of differentiation, usually sex<sup>2</sup> and age<sup>3</sup>.

This basis of calculation has the advantage of best expressing the activity of the establishment, as units of work are counted and the enterprise's activity is in direct proportion to their number. This system presents the maximum of elasticity, adjusting itself automatically to unemployment, and remaining independent of wage fluctuations.

Apart from these three chief types which we have described, only two other factors are at present used in France as a basis for the calculation of compensation. These are, in the Paris Notaries fund, the sums earned by the notaries' offices, *i.e.*, the business turnover, and, in the Vienne fund, the number of looms for contract-weavers — a special method of measuring the industrial strength of each establishment.

## B. *Compensation Bases adopted by the Agricultural Funds.*

The problem of calculating compensation is particularly difficult in the case of the agricultural funds, owing to the method of paying agricultural labourers and the seasonal variations in the number of hands employed. It is difficult to take wages as the basis of calculation, since many of the labourers receive part in kind, or in the form of various advantages — accommodation, maintenance at the employer's expense, etc. The number of hands employed — and consequently the number of days worked — is subject to wide seasonal variations. It is therefore necessary to find a stable factor to measure the economic strength of the undertaking, and 72 per cent of the French agricultural funds (21 out of 29) adopted the hectare. Of the 8 others, 5 have adopted the wage basis, 1 the number of hands employed, 1 the accident insurance premiums, while 1 offers the alternative of the number of days worked or wages. The contribution statement in the great majority of funds therefore gives the number of hectares under cultivation, and the coefficient of contribution is calculated by dividing the aggregate expenditure by the total number of hectares cultivated by all the members. In this way the expenditure per hectare is obtained, and each member's contribution is found by multiplication. Certain funds covering districts where the type of cultivation varies considerably have introduced a differentiation according to the nature of the cultivation. For example, the Montargis fund applies to market-gardens a coefficient of 10 per hectare, to other cultivated land a coefficient of 1, and to forests, pasture-land and fallow land one of 0.25. Of course, it is open to the funds either to allot expenses periodically, according to the number of hectares cultivated by each member, or to apply fixed rates<sup>4</sup>.

Certain funds have adopted a system of fixed subscription, with a proportional reduction according to the number of children at the charge of each member. This is the case, for example, with the Dijon agricultural fund, which, in addition to applying differential rates, makes a reduction of 2 hectares per child; and with the Caen agricultural fund, which, while also applying differential rates according to the nature of the land, makes a reduction of 5 per cent per child under 13 at the member's charge, beginning with the fourth, and 10 per cent beginning with the seventh. Funds employing a basis of calculation other than the hectare do not use differential rates.

## 2. PAYMENT OF ALLOWANCES.

### 1. *Method of Payment.*

There are two general methods of paying allowances. The member may pay them directly to his workmen in the name of the fund (113 funds out of 199, or 57 per cent, have adopted this system); the fund may send directly to the recipient the sum to which he is entitled (this is the system employed by 76 funds, or 38 per cent); or the fund may leave its members free to employ either method of payment (10 funds, or 5 per cent, belong to this type).

In the last case, when the member pays directly to his workmen the amount of their allowance, the settlement of accounts with the fund is generally effected as follows: The fund determines at regular intervals the amount of the member's contribution. If the sums paid out by him to his workmen are in excess of his contribution, the fund pays back the balance to the member; if, on the other hand, the payments made by the member are less than his contribution, he pays the balance to the fund.

In the second case, that of direct payment by the fund to the recipient, the member

<sup>1</sup> Example: Havre District.

<sup>2</sup> Example: the Cambrai fund applies a rate of 0.25 franc per working day for men and 0.125 franc for women.

<sup>3</sup> Example: the Caen fund leaves out of the calculation boys under 18 and girls under 16.

<sup>4</sup> This is done, for example, by the Glos-sur-Lisieux fund, which applies a rate of 4 francs per hectare.

simply pays to the fund the amount of his contribution, calculated at fixed dates according to the general rules of compensation.

## 2. *The Beneficiaries.*

The persons to meet whose needs the benefits are paid are described as beneficiaries. The beneficiary may be either a child or an ascendant needing support.

The different funds adopt different definitions of beneficiaries, the principal criteria being civil status, degree of relationship, age, physical or mental capacity, and education.

When the beneficiary is a child, certain funds require that he is legitimate<sup>1</sup>, but many others pay the allowance also to illegitimate or adopted children, the person entitled to the allowance being the guardian, legal or otherwise. Certain funds, while regarding the child as a beneficiary whether legitimate or not, make a difference in the scale of allowance according to legitimacy<sup>2</sup>. A certain number of funds admit as beneficiaries not only direct descendants but also collateral relatives needing support<sup>3</sup>. As we said at the beginning of this section, some funds extend the benefits of the allowance to ascendants<sup>4</sup>.

Child beneficiaries are defined by a certain age-limit, which is generally 13 or 14 years or, exceptionally, 15. Some funds, however, extend the benefits of the allowance up to 16 when the child becomes an apprentice, this measure being in-keeping with the general policy of the compensation fund, one of whose aims is to ensure a supply of skilled labour.

A certain number of funds continue the payment of allowances to children suffering from permanent infirmity, with or without age-limit<sup>5</sup>; infirmity may also provide a claim to an allowance when the beneficiary is an ascendant<sup>6</sup>.

Often too, the allowance is granted on condition that the child attends school; for example, in the public works sections of the Beauvais and Blois funds.

## 3. *The Recipients of Allowances.*

The recipients of allowances are defined as "the member or members of the family who are working for a member of the fund and in respect of whom the allowances are paid". In most cases, the recipient is the father, or, in his default, the responsible head of the family, who may be the widowed or divorced mother, the eldest of orphans, or the eldest of the children of infirm parents, or, again, the wife of an infirm husband who receives no allowances. Certain funds pay the allowance direct to the mother, so as to make a clear distinction between the allowance and the wages; moreover, apart from the allowance itself, the mother is both the recipient and the beneficiary of the birth and nursing gratuities.

The funds which pay allowances to illegitimate children naturally treat unmarried mothers as recipients when the case arises. The majority of the funds also lay down certain conditions with regard to the recipients: no allowances are paid beyond a maximum salary (12,000 to 20,000 francs a year), while a minimum length of service is required, varying according to the nature of the allowance. Some require no preliminary period for the nursing gratuity but do not pay the birth gratuity and the ordinary allowance until a certain period has elapsed. Elsewhere, the length of service required is longer for the nursing and birth gratuities than for the ordinary allowance.

Lastly, certain funds make the payment of the allowance conditional on the recipient's nationality, or, at any rate, on his residence in France (*e.g.*, the fund of Le Mans).

## 4. *Continuance of Allowances in case of Illness or Death.*

The question of continuing the allowance arises either in case of the beneficiary's death—in which case it is discontinued either immediately after death or at the end of a few weeks—or in the event of death, illness or accident overtaking the recipient. The system adopted varies widely in different funds, but it should be remembered that the Fifth National Congress on Family Allowances recommended the continuance of the allowances to orphans, a recommendation which a large number of funds have adopted.

<sup>1</sup> The Belfort fund only pays allowances in respect of legitimate or acknowledged children.

<sup>2</sup> Thus, the Rouen textiles fund pays a full allowance to legitimate children and to orphans needing support, but only 50 per cent of the normal allowance to illegitimate children.

<sup>3</sup> The Sedan fund, for example, pays the allowance to brothers and sisters below the age-limit needing support.

<sup>4</sup> For example, the St. Malo-St. Servan fund pays it to ascendants over 70 years of age.

<sup>5</sup> The Troyes fund regards as beneficiaries infirm persons up to the age of 20. The Valence fund fixes no age-limit for the latter.

<sup>6</sup> The Vienne fund regards as beneficiaries infirm ascendants not suffering from the results of accidents.

**PART III.**

**EFFECTS OF THE PAYMENT OF FAMILY ALLOWANCES ON THE BIRTH RATE, RATE OF CHILD MORTALITY AND WELL-BEING OF CHILDREN.**

As stated in our last year's report, it is extremely difficult to draw definite conclusions as to the influence of family allowances either on the birth rate or on the rate of child mortality. It is even more difficult to estimate their influence upon the general well-being of children. The results available this year have been obtained from two sources: (1) statistics compiled by the railway companies; (2) data furnished by the Comité central des allocations familiales de France.

**1. RAILWAY COMPANIES' STATISTICS.**

(a) *Statistics of the Compagnie du Nord.* — The statistics compiled by the health services of the Compagnie du Nord operating in 25 large towns and comprising infant-welfare centres and pre-natal visits, anti-tuberculosis and anti-venereal dispensaries and the inspection of school-children, show that, in 1925, the rate of child mortality for the whole of the localities concerned was 7.15 per cent, whereas the average rate for the department was 9.9 per cent, and the general average for France 8.89 per cent. Unfortunately, the data for previous years are not available and it is therefore not possible to see whether the decrease in mortality has been a steady one. Nevertheless, the Compagnie du Nord is quite certain that this is the case.

(b) *General Statistics regarding the Number of Beneficiaries.* — The ratio of beneficiaries (the average number of children benefiting per household) to workers in receipt of allowances, based on the data given in the first part of this report, is as follows :

Railway	Number of children per household	
	1922	1926
Alsace-Lorraine . . . . .	2.14	2.07
Est . . . . .	1.79	1.87
Etat . . . . .	1.77	1.90
Midi . . . . .	1.52	1.65
Nord . . . . .	1.78	1.79
P.L.M. . . . .	—	—
Paris-Orléans . . . . .	1.68	1.75
General average . . . . .	1.78	1.84

An examination of this table reveals the fact that, except in the case of the Alsace-Lorraine railway, there is a slight increase in the number of children per household. These figures, however, should be interpreted with great caution. In any case, the increase shown is not due solely to the payment of allowances, as a considerable number of institutions are maintained by the various railway companies for the improvement of the general standard of living among their workers.

**2. STATISTICS OF THE COMITÉ CENTRAL DES ALLOCATIONS FAMILIALES.**

As in past years, Colonel Guillermin, director of the Lyons and District Iron and Metal Workers' Fund, submitted to the last National Congress on Family Allowances a report on the influence of the family allowance on the birth rate<sup>1</sup>. In pursuance of a recommendation of the Sixth Congress, in 1926, the Comité des allocations familiales has endeavoured to improve the birth-rate statistics by co-ordinating the information furnished by the various funds. The 1927 statistics are based on the reports of 94 funds, several of which supplied comparative data for the years 1924, 1925 and 1926. Fifty-one funds mentioned the number of wage-earners entitled to the benefits granted by the fund, together with the number in receipt of allowances, thus making it possible to ascertain the proportion of heads of families to the total personnel :

	1924	1925	1926
Total number . . . . .	399,297	448,355	463,625
Number in receipt of allowances . . .	90,807	105,727	115,214
Proportion in receipt of allowances . .	22.74%	23.57%	24.85%

<sup>1</sup> Seventh National Congress on Family Allowances : Proceedings. "Have Family Allowances an Influence on the Birth Rate?" Report submitted by Colonel Guillermin, pages 43-52.



There would thus appear to be a gradual increase in the number of heads of families, not entirely due to a migration of workers with large families desirous of receiving the benefits granted by the funds. Further, the number of children of these same families rose from 161,523 in 1924 to 185,554 in 1925 and to 205,085 in 1926. It will be seen, therefore, that the average number of children per family has remained at approximately 1.78. Again, the average for the five agricultural funds which have supplied information worked out at 2.34 children per family. Both figures are distinctly higher than the general average for France.

DISTRIBUTION OF FAMILIES ACCORDING TO THE NUMBER OF CHILDREN.  
(Information obtained from 66 Funds.)

(a) *Absolute Figures.*

Number of children	1924	1925	1926	Increase per cent :	
				1924-25	1925-26
1 child . . . . .	45,015	49,448	52,427	9.84	6.02
2 children . . . . .	27,019	27,335	28,985	1.24	5.95
3 children . . . . .	10,412	11,039	11,922	14.50	7.99
4 children . . . . .	4,084	4,588	4,785	12.34	4.29
5 children . . . . .	1,667	1,769	2,012	6.11	13.73
6 children . . . . .	536	653	731	21.82	11.94
7 children . . . . .	187	176	204	5.88	15.90
8 children . . . . .	44	50	74	13.63	48.00
9 children . . . . .	8	14	22	133.33	57.14
Total . . . . .	88,970	95,092	101,162	6.88	6.38

(b) *Percentage Distribution.*

Families of :	1924	1925	1926
1 child . . . . .	50.59	52.00	51.86
2 children . . . . .	30.37	28.76	28.65
3 children . . . . .	11.70	11.61	11.78
More than 3 children . . . . .	7.34	7.63	7.71
Total . . . . .	100	100	100

DISTRIBUTION OF BIRTHS ACCORDING TO THE POSITION OF THE CHILD IN THE FAMILY.

Position of child	Number of children			Increase		1925-26	
	1924	1925	1926	Absolute	%	Absolute	%
1st . . . . .	2,628	3,018	3,219	390	14.84	201	6.66
2nd . . . . .	2,019	2,131	2,243	112	5.54	112	5.25
3rd . . . . .	1,084	1,190	1,318	106	9.77	128	10.75
4th . . . . .	588	680	768	92	15.64	88	12.94
5th . . . . .	288	321	410	33	11.45	89	27.72
6th . . . . .	110	160	181	50	45.45	21	13.12
7th . . . . .	58	58	72	0	0	14	24.13
8th . . . . .	20	28	30	8	40	2	0.71
9th . . . . .	3	3	14	0	0	11	366.66
Total . . . . .	6,798	7,589	8,255	791	11.63	666	8.77

The study of the actual movement of births had to be confined to 17 funds, covering a total number of 171,000 wage-earners. In the case of these funds, the proportion of births to the total number of workers rose from 3.66 per cent in 1924 to 4.02 per cent in 1925 and 4.23 per cent in 1926. If we divide the births into first births and subsequent births, we find that the percentage of the former to the total number of families in receipt of allowances is as follows : 1.80 in 1924, 2.03 in 1925 and 2.11 in 1926. The respective percentages of subsequent births were : 9.66, 10.48 and 10.41<sup>1</sup>.

<sup>1</sup> As regards still-births and child mortality, the results obtained by the enquiry are not convincing, as the number of funds to which they refer is too small, being only six in all. They are reproduced here merely for reference purposes : (1) Still-births : in 1924, 12 out of 1,039 births ; in 1925, 13 out of 1,048 births ; in 1926, 32 out of 1,190 births ; namely, 1.15, 1.24 and 2.77 per cent respectively. This apparently unfavourable movement extended to the country as a whole. (2) Child mortality : (a) from 0 to 1 year, 6.64 per cent in 1924, 7.34 per cent in 1925 and 6.21 per cent in 1926 ; (b) from 1 year to the age-limit, 0.43, 0.47 and 0.48 per cent.

Appendix.

WORK OF THE VISITING NURSES ATTACHED TO BELGIAN  
COMPENSATION FUNDS.

COMPENSATION FUND OF THE LIÉGE DISTRICT.

October 1926 to September 1927.

Families visited . . . . .	6,125
Visits . . . . .	16,366
Visits on the occasion of a birth . . . . .	1,884
Mothers attending infant-welfare centres . . . . .	906
Medical attention and consultations . . . . .	1,227
Hospital treatment . . . . .	108
Operations . . . . .	79
Assistance to tuberculous patients . . . . .	85
Treatment given to workers in their homes . . . . .	370
Children sent to schools, homes, institutions . . . . .	43
Work in institutions and administrations . . . . .	666
Work in factories . . . . .	287
Children sent to camps . . . . .	295

ANTWERP ASSOCIATION FOR THE DISTRIBUTION OF FAMILY ALLOWANCES.

October 1926 to September 1927.

Families visited . . . . .	1,900
Special consultations . . . . .	39
Children sent to camps . . . . .	15
Dispensaries . . . . .	16
Employment found . . . . .	12
Children sent to various institutions . . . . .	4

CHARLEROI DISTRICT AND LOWER SAMBRE FAMILY ALLOWANCES COMPENSATION FUND

November 1926 to September 1927.

Families visited . . . . .	3,366
Communes visited . . . . .	26
Visits . . . . .	6,210
Various consultations . . . . .	30
Other work . . . . .	100
Children sent to various institutions . . . . .	13

BRABANT FAMILY ALLOWANCES COMPENSATION FUND.

October 1926 to September 1927.

Visits . . . . .	14,497
Newborn babies brought to infant-welfare centres . . . . .	175
Free confinements . . . . .	20
Free operations . . . . .	68
Special consultations . . . . .	370
Treatment and supervision of sick persons . . . . .	431
Detection of tuberculous cases . . . . .	106
Sent to the sanatorium . . . . .	21
Children sent to various camps . . . . .	245
Employment found . . . . .	14
Special assistance . . . . .	48

TOURNAISIS FAMILY ALLOWANCES COMPENSATION FUND.

October 1926 to September 1927.

(a) *Tournai Section:*

Families visited . . . . .	549
Visits . . . . .	1,783
Communes visited . . . . .	40

(b) *Lessines Section:*

Families visited . . . . .	277
Visits . . . . .	2,628
Communes visited . . . . .	13

**ANNEX 5.**

**REPORT TO THE COUNCIL ON THE WORK OF THE FOURTH SESSION  
OF THE CHILD WELFARE COMMITTEE  
(March, 1928).**

The Child Welfare Committee met on Monday, March 19th, 1928, at 11 a.m. with His Excellency M. REGNAULT (France) in the Chair.

The following attended the session :

*Delegates appointed by Governments :*

His Excellency M. REGNAULT (Chairman) . . . . .	<i>France.</i>
His Excellency Count CARTON DE WIART. . . . .	<i>Belgium.</i>
Mr. S. W. HARRIS . . . . .	<i>British Empire.</i>
Miss WALL (substitute delegate).	
Dr. Estrid HEIN . . . . .	<i>Denmark.</i>
M. BOURGOIS (substitute delegate). . . . .	<i>France.</i>
Mlle. CHAPTAL (assistant delegate).	
M <sup>o</sup> François MARTIN (technical expert).	
Dr. BÄUMER . . . . .	<i>Germany.</i>
Dr. MATZ (technical expert).	
His Excellency The Marquis PAULUCCI DI CALBOLI (Vice-President) . . . . .	<i>Italy.</i>
M. ITO . . . . .	<i>Japan.</i>
Madame ROMNICIANO (substitute delegate) . . . . .	<i>Roumania.</i>
Don Pedro SANGRO Y ROS DE OLANO	
Don Emilio M. MARTINEZ AMADOR (assistant delegate).	<i>Spain.</i>

*Assessors :*

M. Henri ROLLET. . . . .	International Child Welfare Association.
Dame Katharine FURSE . . . . .	International Organisations of Boy Scouts and Girl Guides.
Dr. HUMBERT. . . . .	League of Red Cross Societies.
Dr. POLLIGKEIT . . . . .	International Union of the "Save the Children" Fund.
Miss Eleanor RATHBONE . . . . .	Women's International Organisations.
His Excellency M. Jorge VALDÉS-MENDEVILLE	Pan-American Child Welfare Congress.
Miss Charlotte WHITTON, M.A. . . . .	Social Service Council of Canada and Canadian Council of Child Welfare.
Mr. Bascom JOHNSON.	

*Liaison Officers :*

Mr. G. A. JOHNSTON. . . . .	International Labour Office.
Professor Léon BERNARD . . . . .	League of Nations Health Organisation.

*Secretary :*

Dame Rachel E. CROWDY . . . . .	Chief of the Opium Traffic and Social Questions Section.
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Miss Grace Abbott, Senator Stanislas Posner and Dr. Paulina Luisi, delegates of the United States, Poland and Uruguay respectively, were unable to attend the session owing to ill-health.

The CHAIRMAN announced that M. Valdes-Valdes, who had resigned, had been replaced by H. E. M. Jorge Valdés-Mendeville, Chilian Minister, as the delegate of the Pan-American Child Welfare Congress. Dr. Polligkeit, of Frankfort, had been appointed by the International Union of the "Save the Children" Fund, to replace Miss Jebb, absent owing to ill-health. Miss Lathrop, representing the American National Conference for Social Work, and Mlle. Burniaux, delegate of the International Federation of Trade Unions at Amsterdam, were unable for the same reason to attend the session. Mr. Johnston and Dr. Bernard acted respectively as liaison officers with the International Labour Office and the Health Organisation of the League of Nations.

## SESSION OF THE JOINT COMMITTEE.

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A Joint Committee was held of the Traffic in Women and Children Committee and the Child Welfare Committee to examine the two following questions :

- (1) The legal age of marriage ;
- (2) The use of the gift of \$5,000 which was made in 1925 by the American Social Hygiene Association to the Child Welfare Committee to extend its field of study in regard to social hygiene.

As the Joint Committee was unable to reach a decision on this subject, it was referred to the Child Welfare Committee, which subsequently passed the resolution reproduced under the heading " Employment of Funds ".

### LEGAL AGE OF MARRIAGE.

The Committee recognised that it was desirable that the legal age of marriage should be high enough to provide full safeguards both as regards the well-being of the married persons themselves and that of the children of the marriage. It considered, however, that no single age-limit could be made applicable to all countries.

The Committee appointed a Sub-Committee to draft a resolution on this point. Various amendments were submitted, and the draft was adopted in the following form :

" The Advisory Commission for the Protection and Welfare of Children and Young People,

" Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent and having noted their observations upon the resolution adopted in 1927 ;

" Considering that, with regard to the age of consent, there is nothing to add to this resolution ;

" And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers :

" Recommends that Governments should examine, in the light of these considerations, the question of the ages of marriage fixed in their respective laws. "

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## SESSION OF THE CHILD WELFARE COMMITTEE.

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### CINEMATOGRAPH.

#### A. *International Educational Cinematographic Institute.*

A scheme for the establishment at Rome of an International Educational Cinematographic Institute was submitted to the Committee by the Council of the League, and the Committee decided to examine its Statutes.

The Committee feels bound to point out that, at its first meeting in 1925, and at all subsequent meetings, it studied the various aspects of the problems connected with the cinema in its relation to children.

The establishment of the Institute, due to the generous initiative of the Italian Government, introduces into this study a new and valuable element.

According to its Statutes, the objects of the Institute are " to encourage the production, distribution and exchange between the various countries of educational films concerning instruction, art, industry, agriculture, commerce, health, social education, etc., by any means which the Governing Body may consider necessary. "

At the request of the Council of the League, the Committee considered the draft Statutes and submits the following suggestions :

*Article 3.*—This article lays down that the Institute will work under the direction of the Council of the League of Nations, which will take due note of the opinions expressed by the International Committee on Intellectual Co-operation.

As the Child Welfare Committee has for some years past been studying some of the problems which the Institute is to solve, it would seem desirable to make some reference in this article to the work of the Committee by adding the words "and of the Child Welfare Committee".

*Article 5.*—The article lays down that one member of the Committee will sit on the Governing Body of the Institute. The Committee would like to be represented more fully and ventures to recommend that the number of its delegates should be increased from one to three.

Suggestions were made that, in view of the close relationship between the aims of the Institute and the welfare of children, it was important that care should be taken to include women among the members of the Governing Body.

*Article 10.*—For reasons similar to those given in connection with Article 3, it was suggested that a reference to the Child Welfare Committee should be added to this article.

Moreover, in compliance with the invitation received, the Committee decided to nominate Don Pedro SANGRO Y ROS DE OLANO, to represent it on the Governing Body. If the number of delegates can be increased to three, it nominates as its two other members Dr. BÄUMER and Count CARTON DE WIART.

### B. *Progress of Work.*

At the Committee's third session, M. Martin was appointed as Rapporteur on the cinematograph question. This year he submitted a memorandum with full information regarding most of the problems raised in connection with the influence exerted by the cinematograph on children and young people.

After discussing various proposals, the Committee placed on record once again its general approval of the recommendations of 1926, which read as follows :

"(1) That, in each State, offices for control or preliminary censorship should be established whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films ; the views of educationists and parents should, as far as possible, be represented in these offices.

"(2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

"(3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

"(4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films. "

The Committee then adopted a resolution on the proposal of Count Carton de Wiart, worded as follows :

"That attention should be drawn in the various countries to the advisability, from the point of view of the moral and physical protection of the young, of showing films in diffused light and in daylight. "

The Rapporteur referred to certain disasters, in which children had lost their lives, occurring in cinematograph theatres in which celluloid films were being used. He stated that non-inflammable films existed which offered every guarantee of safety, and proceeded to conduct an experiment in the presence of the Committee in support of this statement.

Several proposals were submitted, including those of Don Pedro Sangro y Ros de Olanq and Dr. Humbert, requesting that an enquiry should be conducted into the influence of the cinematograph on the morality and criminality of children and adolescents ; but the Committee considered that, before undertaking fresh work, it should wait until the Rome Institute had finally laid down its programme.

The Committee would then be in a position to determine how it could best co-operate with the Institute ; it therefore decided to include this question of the cinema on the agenda of its next session.

### RECREATION.

After listening to the statements of the three rapporteurs and the delegate of the International Labour Office, the Committee, summing up their suggestions, held that they should continue their enquiry into the subject as a whole ; later it would perhaps be desirable to examine the question of the mental and physical effects of recreation on children and young people.

The Committee, through its Chairman, thanked the rapporteurs for their work and invited the Secretariat to convey to the private organisations which had replied to the rapporteurs' questionnaire its thanks for their kind co-operation.

#### JUVENILE COURTS.

The CHAIRMAN called upon Professor van der Aa, Secretary-General of the International Prison Commission, to take part in the discussion.

After paying full tribute to the Prison Commission's report, various members of the Committee expressed the hope that the enquiry would be extended to include the question of the auxiliary services of Juvenile Courts, particularly to the social action which can be undertaken to reform delinquent children and improve their home environment. It would also be desirable to ascertain in the various countries how juvenile delinquents of foreign nationality are dealt with.

The Committee adopted the following resolution :

“ The Child Welfare Committee has examined the report of the enquiry about Juvenile Courts made by the International Prison Commission, and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has drawn up.

“ The Committee decided to appoint three rapporteurs to submit proposals, after consulting the International Prison Commission regarding the form in which an enquiry into the different auxiliary services of Juvenile Courts could be pursued. ”

The three rapporteurs chosen were Dr. BÄUMER, Miss LATHROP and M. ROLLET. °

#### LEGAL SUB-COMMITTEE.

The Legal Sub-Committee has examined the official replies and other documents communicated to it since its last meeting. It hopes that the delegates of Germany, Spain and Italy will be good enough to make representations to their respective Governments, which have not yet replied to the questionnaire concerning the draft Convention on Relief and Repatriation and the draft Convention on the Execution of Judgments relating to Maintenance.

The Sub-Committee then discussed the state of its work and decided that its future proceedings should be taken in the following order :

(1) Final drafting of a preliminary draft convention for the repatriation of minors who have escaped from the authority of their parents or guardians. In preparing this draft, account will have to be taken of the objections raised by the Canadian assessor in regard to a general convention, and also of the importance attached by several Governments to the speedy conclusion of separate agreements on the subject.

(2) Proposal for a preliminary draft convention on the relief of minors of foreign nationality. This draft would be in the nature of a model to facilitate subsequent work on the question.

(3) Final drafting of a preliminary draft convention on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support who have deserted them and gone abroad.

The Sub-Committee would like its next session to be held either at Geneva, or preferably Paris, at the end of June or the beginning of July of this year.

#### ILLEGITIMATE CHILDREN.

The Committee decides to maintain this question on its agenda and asks the Council to communicate the Secretariat's report (document C. P. E. 141 and Annex) to the Governments which have replied to questionnaire C.L. 79. 1927. IV. These Governments should be invited to communicate their observations on this document and any changes which may have occurred in their respective legislation since their replies were communicated.

The Secretariat will supplement this report by any information it may be able to obtain concerning the laws of various countries ; it will get into touch with charitable organisations and submit a new report to the Committee before the 1929 session.

#### BLIND CHILDREN.

The CHAIRMAN invited Mr. L. W. Carris, Director of the American Association for the Prevention of Blindness, to take part in the discussion. Mr. Carris laid before the Committee a scheme for the creation of an international organisation to deal with this subject and expressed

the hope that, if the proposal materialised, there would be close co-operation between the new organisation and the Child Welfare Committee.

Various members of the Committee, in particular Dr. Hein, pointed out the desirability of establishing a central bureau for the collection of all documentation concerning blind children or children threatened with blindness.

The Committee then considered the documents sent to the Secretariat by various Governments and private organisations concerning blind children. It instructed the Secretariat to point out to the delegates of Governments which have not yet sent any information on the question that it was of the utmost importance to obtain their replies. Dr. HEIN was appointed Rapporteur.

It was suggested that the question of the education of deaf and dumb children should also be studied ; the Committee held that it would be preferable to postpone consideration of this question until a later session.

#### PROTECTION OF LIFE AND HEALTH IN EARLY INFANCY.

Dr. BERNARD, Rapporteur, informed the Committee of the progress of the enquiry conducted by the Conference of Experts in Infant Hygiene on the causes of mortality in infant mortality.

Miss RATHBONE hoped that this enquiry would be extended to include the effects of premature marriage of infant mortality and the mother's health, particularly in countries in which the age of marriage is very low.

The Committee requests the Secretariat to forward Miss Rathbone's proposals to the Health Organisation.

Mlle. CHAPTAL then read two memoranda, one on the results obtained by anti-tuberculosis inoculation, and the other on the boarding-out of infants with the object of removing them from a tuberculosis-infected environment.

The Committee thanked Dr. Bernard and Mlle. Chaptal for their communications.

#### UTILISATION OF FUNDS.

The Committee discussed at considerable length the manner in which the sum of \$5,000 granted to it in 1925 by the American Social Hygiene Association could best be employed.

Mr. BASCOM JOHNSON called attention to the letter of the General Director of the American Social Hygiene Association, dated March 3rd, 1928 (document C. P. E. 155) and stated that, in view of the fact that the Child Welfare Committee had as yet reached no decision on the matter, he was authorised by the American Social Hygiene Association to amplify the proposal contained in that letter as follows :

It is proposed that a study should be made in a selected list of countries of the extent to which, and the methods by which, biological education is now being used to interpret to youth the influence of racial functions on human conduct.

A discussion followed as to the desirability of conducting this enquiry. As the Committee was unable to reach an agreement on this subject, the matter was dropped. Other proposals for enquiries were submitted to the Committee. They were referred to a Sub-Committee for preparation of a final draft which was subsequently adopted :

“ The Child Welfare Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger.

“ The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid, not only to institutions of treatment, but also to all the services which can be rendered to the child in its own home<sup>1</sup>. ”

The Committee realises that this is a large problem which must take a long time to investigate thoroughly, but it thinks that with the money at its disposal a preliminary study might be undertaken on the basis of which a more extensive enquiry might be made.

The Committee therefore recommends the following procedure :

(1) That seven or eight countries should be selected for a preliminary study and that the Governments of these countries should be invited to afford facilities for the purpose.

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<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field and to the auxiliary services of the Juvenile Courts.

(2) That this study should be made by a competent person to be nominated by the Chairman of the Child Welfare Committee in agreement with the Secretary and subject to the approval of the Council. The person appointed should gather together and correlate information furnished by the Governments and should consult not only the official bodies but also the voluntary organisations and any person who may be able to furnish useful information.

(3) The object of the study should be to ascertain to what extent provision is being made for children who need protection against moral and social dangers owing to their surroundings and what results are being obtained by the various methods employed.

(4) That, on the results of this preliminary study, the lines of any further enquiries should be determined.

The scope of the enquiry foreshadowed in the above resolution being so wide, it will be necessary strictly to limit the preliminary study to a precise and definite portion of the enquiry.

#### EXAMINATION OF THE BUDGET.

The SECRETARY submitted a draft budget. It was amended by the Committee and adopted in the following form :

	1929	1928
	Swiss francs	
Sessions of the Sub-Committees. . . . .	8,000	14,000
Work of Experts . . . . .	10,000	16,000
Printing and documentation . . . . .	13,000	13,000
Cables, telegrams, etc. . . . .	500	1,000
Unforeseen expenditure. . . . .	500	1,000

#### ALCOHOLISM.

At its third session, the Committee appointed two rapporteurs on alcoholism, Dr. Humbert and Senator Posner. As the latter was unable to come to Geneva, Dr. HUMBERT explained the main lines of the documentation collected. He pointed out the dangers of alcoholic consumption to the development of the child.

The Committee expressed the opinion that the Governments should shortly renew their enquiries into the effects of alcoholism on the physical and mental development of children, with reference to the measures taken in various countries to restrict the consumption of alcoholic beverages by young people. Later on, the problems of poverty, abandonment and crime due directly or indirectly to alcoholism might also be studied as well as the protection of children against ill-treatment by persons addicted to alcohol.

#### FAMILY ALLOWANCES.

Having heard the delegate of the International Labour Office and considered the note drawn up by the International Federation of Christian Trade Unions, the Committee expressed its conviction that the investigations carried on by the International Labour Office have very greatly helped to interest the various countries in the system of family allowances.

It thanked the International Labour Office and the International Federation of Christian Trade Unions for the information they had collected on the working of compensation funds and expressed the desire that the organisation of family allowances and the influence which they exercise on the welfare of children be studied at a subsequent session of the Committee.

#### FEEBLE-MINDED CHILDREN.

The Committee recognised the great importance of an exhaustive study of psychological methods applied to abnormal or feeble-minded children. The question was so wide, however, that the Committee preferred not to add it to its programme before disposing of some of the subjects already figuring thereon.

It invited the International Association for the Protection of Children to get into touch with Dr. Simon in order to obtain a scientific definition and classification of feeble-minded children with a view to subsequent investigations.



## RESOLUTIONS.

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### I.

The Advisory Commission for the Protection and Welfare of Children and Young People, Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent and having noted their observations upon the resolution adopted in 1927 ;

Considering that with regard to the age of consent there is nothing to add to this resolution ;

And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers ;

Recommends that Governments should examine, in the light of these considerations, the question of the ages of marriage fixed in their respective laws.

### II.

#### RESOLUTIONS OF 1926.

“ (1) That, in each State, offices for control or preliminary censorship should be established whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films ; the views of educationists and parents should, as far as possible, be represented in these offices.

“ (2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

“ (3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

“ (4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films. ”

\* \* \*

That attention should be drawn in the various countries to the advisability, from the point of view of the moral and physical protection of the young, of showing films in diffused light and in daylight. .

### III.

The Child Welfare Committee has examined the report of the enquiry about Juvenile Courts made by the International Prison Commission, and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has drawn up.

The Committee decided to appoint three rapporteurs to submit proposals, after consulting the International Prison Commission regarding the form in which an enquiry into the different auxiliary services of Juvenile Courts could be pursued.

### IV.

The Child Welfare Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger.

The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be

thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid not only to institution of treatment but also to all the services which can be rendered to the child in its own home<sup>1</sup>.

(1) That seven or eight countries should be selected for a preliminary study and that the Governments of these countries should be invited to afford facilities for the purpose.

(2) That this study should be made by a competent person to be nominated by the Chairman of the Child Welfare Committee in agreement with the Secretary and subject to the approval of the Council. The person appointed should gather together and correlate information furnished by the Governments and should consult not only the official bodies but also the voluntary organisations and any person who may be able to furnish useful information.

(3) The object of the study should be to ascertain to what extent provision is being made for children who need protection against moral and social dangers owing to their surroundings and what results are being obtained by the various methods employed.

(4) That on the results of this preliminary study the lines of any further enquiries should be determined.

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*President :*

*(Signed)* REGNAULT.

*Secretary :*

*(Signed)* Rachel E. CROWDY.

*Vice-President :*

*(Signed)* PAULUCCI DI CALBOLI.

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<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field and to the auxiliary services of the Juvenile Courts.

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Geneva, June 1928.

LEAGUE OF NATIONS

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CHILD WELFARE

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**I. RAPPORTEUR'S REPORT ADOPTED BY THE COUNCIL  
ON JUNE 4th, 1928.**

**II. REPORT OF THE CHILD WELFARE COMMITTEE  
TO THE COUNCIL.**

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**I. REPORT BY THE CANADIAN REPRESENTATIVE.**

At its fourth session, the Child Welfare Committee endeavoured, in compliance with the wish expressed by the Council in June 1926 and 1927, to concentrate on a small number of important questions of international concern.

Together with the Traffic in Women and Children Committee, it formed a Joint Committee to pursue its enquiry into the legal age of marriage and passed a resolution calling the attention of Governments to this point.

The Child Welfare Committee then studied the draft Statutes of the International Educational Cinematographic Institute which the Italian Government proposes to establish at Rome under the direction of the League, and made certain suggestions with the object of securing recognition for its work on the cinematograph and obtaining fuller representation on the Governing Body of the Institute. It also examined an interesting summary of its previous enquiries into the effects of the cinematograph on questions of child welfare. The Committee repeated the recommendations it had adopted in 1926, which are reprinted in its 1928 report, and approved a resolution drawing the attention of Governments to the advisability of showing films in diffused light and in daylight.

The Committee decided that the enquiries into recreation, the status of illegitimate children, and the education of blind children, should be pursued, and that these questions should be placed on the agenda of its next session.

The problems raised by alcoholism, the organisation of family allowances and the influence they exercise on the welfare of children are to be studied at a subsequent session.

After examining the report drawn up by the International Prison Commission on the organisation and operation of juvenile courts, the Committee expressed a desire that the investigation should be continued. With this object, it appointed three Rapporteurs to submit proposals, after consulting the International Prison Commission, regarding the form in which an enquiry into the different auxiliary services of juvenile courts could be pursued.

It also made arrangements to obtain a scientific definition and classification of feeble-minded children with a view to subsequent investigations.

The Committee listened to a statement on the progress of the enquiry conducted by the Conference of Experts on Infant Hygiene into the causes of mortality in early infancy and the results obtained from anti-tuberculosis inoculation. It took note of the order in which its Legal Sub-Committee had decided to conduct its future work.

Lastly, the Committee discussed the manner in which the sum of \$5,000 placed at its disposal in 1925 by the American Social Hygiene Association could best be employed, and adopted the following resolution :

“ The Child Welfare Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad or who is exposed to moral and social danger.

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“ The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of those particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid, not only to institutions of treatment, but also to all the services which can be rendered to the child in its own home.”

The Committee decided, subject to the approval of the Council, to hold its next session on April 12th, 1929.

I have the honour to propose the following resolution, designed to carry the Committee's recommendations into effect :

“ The Council, having examined the report on the fourth session of the Child Welfare Committee, approves it, subject to further consideration of the Committee's suggestions regarding the draft Statutes of the International Educational Cinematographic Institute. The Council may think it better not to give a decision until the International Committee on Intellectual Co-operation and the International Labour Office, to which the draft statutes have also been communicated, have made their observations.

“ The Council requests the Secretary-General to forward the Child Welfare Committee's report to the various Governments, calling special attention to the resolutions on the legal age of marriage and on the cinematograph, respectively.”

## II. REPORT ON THE WORK OF THE FOURTH SESSION OF THE CHILD WELFARE COMMITTEE.

(March, 1928.)

The Child Welfare Committee met on Monday, March 19th, 1928, at 11 a.m. with His Excellency M. REGNAULT (France) in the Chair.

The following attended the session :

### *Delegates appointed by Governments :*

His Excellency M. REGNAULT (Chairman) . . . . .	France.
His Excellency Count CARTON DE WIART. . . . .	Belgium.
Mr. S. W. HARRIS . . . . .	British Empire.
Miss WALL (substitute delegate).	
Dr. Estrid HEIN . . . . .	Denmark.
M. BOURGOIS (substitute delegate). . . . .	France.
Mlle CHAPTAL (assistant delegate).	
M. François MARTIN (technical expert).	
Dr. BÄUMER . . . . .	Germany.
Dr. MATZ (technical expert).	
His Excellency The Marquis PAULUCCI DI CALBOLI (Vice-Chairman) . . . . .	Italy.
M. ITO . . . . .	Japan.
Mme ROMNICIANO (substitute delegate) . . . . .	Roumania.
Don Pedro SANGRO Y ROS DE OLANO . . . . .	Spain.
Don Emilio M. MARTINEZ AMADOR (assistant delegate).	

### *Assessors :*

M. Henri ROLLET. . . . .	International Child Welfare Association.
Dame Katharine FURSE . . . . .	International Organisations of Boy Scouts and Girl Guides.
Dr. HUMBERT. . . . .	League of Red Cross Societies.

Dr. POLLIGKEIT . . . . .	International Union of the "Save the Children" Fund.
Miss Eleanor RATHBONE . . . . .	Women's International Organisations.
His Excellency M. Jorge VALDÉS-MENDEVILLE	Pan-American Child Welfare Congress.
Miss Charlotte WHITTÓN, M.A. . . . .	Social Service Council of Canada and Canadian Council of Child Welfare.
Mr. Bascom JOHNSON.	

*Liaison Officers :*

Mr. G. A. JOHNSTON. . . . .	International Labour Office.
Professor Léon BERNARD . . . . .	League of Nations Health Organisation.

*Secretary :*

Dame Rachel E. CROWDY . . . . .	Chief of the Opium Traffic and Social Questions Section.
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Miss Grace Abbott, Senator Stanislas Posner and Dr. Paulina Luisi, delegates of the United States, Poland and Uruguay respectively, were unable to attend the session owing to ill-health.

The CHAIRMAN announced that M. Valdes-Valdes, who had resigned, had been replaced by H. E. M. Jorge Valdés-Mendeville, Chilean Minister, as the delegate of the Pan-American Child Welfare Congress. Dr. Polligkeit, of Frankfort, had been appointed by the International Union of the "Save the Children" Fund, to replace Miss Jebb, absent owing to ill-health. Miss Lathrop, representing the American National Conference for Social Work, and Mlle Burniaux, delegate of the International Federation of Trade Unions at Amsterdam, were unable for the same reason to attend the session. Mr. Johnston and Dr. Bernard acted respectively as liaison officers with the International Labour Office and the Health Organisation of the League of Nations.

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SESSION OF THE JOINT COMMITTEE.

A Joint Committee was held of the Traffic in Women and Children Committee and the Child Welfare Committee to examine the two following questions :

- (1) The legal age of marriage ;
- (2) The use of the gift of \$5,000 which was made in 1925 by the American Social Hygiene Association to the Child Welfare Committee to extend its field of study in regard to social hygiene.

As the Joint Committee was unable to reach a decision on this subject, it was referred to the Child Welfare Committee, which subsequently passed the resolution reproduced under the heading "Employment of Funds".

LEGAL AGE OF MARRIAGE.

The Committee recognised that it was desirable that the legal age of marriage should be high enough to provide full safeguards both as regards the well-being of the married persons themselves and that of the children of the marriage. It considered, however, that no single age-limit could be made applicable to all countries.

The Committee appointed a Sub-Committee to draft a resolution on this point. Various amendments were submitted, and the draft was adopted in the following form :

"The Advisory Commission for the Protection and Welfare of Children and Young People,

"Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent and having noted their observations upon the resolution adopted in 1927 ;

"Considering that, with regard to the age of consent, there is nothing to add to this resolution ;

"And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers :

"Recommends that Governments should examine, in the light of these considerations, the question of the ages of marriage fixed in their respective laws."

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SESSION OF THE CHILD WELFARE COMMITTEE.

CINEMATOGRAPH.

A. *International Educational Cinematographic Institute.*

A scheme for the establishment at Rome of an International Educational Cinematographic Institute was submitted to the Committee by the Council of the League, and the Committee decided to examine its Statutes.

The Committee feels bound to point out that, at its first meeting in 1925, and at all subsequent meetings, it studied the various aspects of the problems connected with the cinema in its relation to children.

The establishment of the Institute, due to the generous initiative of the Italian Government, introduces into this study a new and valuable element.

According to its Statutes, the objects of the Institute are "to encourage the production, distribution and exchange between the various countries of educational films concerning instruction, art, industry, agriculture, commerce, health, social education, etc., by any means which the Governing Body may consider necessary."

At the request of the Council of the League, the Committee considered the draft Statutes and submits the following suggestions :

*Article 3.*—This article lays down that the Institute will work under the direction of the Council of the League of Nations, which will take due note of the opinions expressed by the International Committee on Intellectual Co-operation.

As the Child Welfare Committee has for some years past been studying some of the problems which the Institute is to solve, it would seem desirable to make some reference in this article to the work of the Committee by adding the word "and of the Child Welfare Committee".

*Article 5.*—The article lays down that one member of the Committee will sit on the Governing Body of the Institute. The Committee would like to be represented more fully and ventures to recommend that the number of its delegates should be increased from one to three.

Suggestions were made that, in view of the close relationship between the aims of the Institute and the welfare of children, it was important that care should be taken to include women among the members of the Governing Body.

*Article 10.*—For reasons similar to those given in connection with Article 3, it was suggested that a reference to the Child Welfare Committee should be added to this article.

Moreover, in compliance with the invitation received, the Committee decided to nominate Don Pedro SANGRO Y ROS DE OLANO to represent it on the Governing Body. If the number of delegates can be increased to three, it nominates as its two other members Dr. BÄUMER and Count CARTON DE WIART.

B. *Progress of Work.*

At the Committee's third session, M. Martin was appointed as Rapporteur on the cinematograph question. This year he submitted a memorandum with full information regarding most of the problems raised in connection with the influence exerted by the cinematograph on children and young people.

After discussing various proposals, the Committee placed on record once again its general approval of the recommendations of 1926, which read as follows :

"(1) That, in each State, offices for control or preliminary censorship should be established whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films ; the views of educationists and parents should, as far as possible, be represented in these offices.

"(2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

"(3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

"(4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films."

The Committee then adopted a resolution on the proposal of Count Carton de Wiart, worded as follows :

“ That attention should be drawn in the various countries to the advisability, from the point of view of the moral and physical protection of the young, of showing films in diffused light and in daylight. ”

The Rapporteur referred to certain disasters, in which children had lost their lives, occurring in cinematograph theatres in which celluloid films were being used. He stated that non-inflammable films existed which offered every guarantee of safety, and proceeded to conduct an experiment in the presence of the Committee in support of this statement.

Several proposals were submitted, including those of Don Pedro Sangro y Ros de Olano and Dr. Humbert, requesting that an enquiry should be conducted into the influence of the cinematograph on the morality and criminality of children and adolescents ; but the Committee considered that, before undertaking fresh work, it should wait until the Rome Institute had finally laid down its programme.

The Committee would then be in a position to determine how it could best co-operate with the Institute ; it therefore decided to include this question of the cinema on the agenda of its next session.

#### RECREATION.

After listening to the statements of the three Rapporteurs and the delegate of the International Labour Office, the Committee, summing up their suggestions, held that they should continue their enquiry into the subject as a whole ; later it would perhaps be desirable to examine the question of the mental and physical effects of recreation on children and young people.

The Committee, through its Chairman, thanked the Rapporteurs for their work and invited the Secretariat to convey to the private organisations which had replied to the Rapporteurs' questionnaire its thanks for their kind co-operation.

#### JUVENILE COURTS.

The CHAIRMAN called upon Professor van der Aa, Secretary-General of the International Prison Commission, to take part in the discussion.

After paying full tribute to the Prison Commission's report, various members of the Committee expressed the hope that the enquiry would be extended to include the question of the auxiliary services of Juvenile Courts, particularly to the social action which can be undertaken to reform delinquent children and improve their home environment. It would also be desirable to ascertain in the various countries how juvenile delinquents of foreign nationality are dealt with.

The Committee adopted the following resolution :

“ The Child Welfare Committee has examined the report of the enquiry about Juvenile Courts made by the International Prison Commission, and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has drawn up.

“ The Committee decided to appoint three rapporteurs to submit proposals, after consulting the International Prison Commission regarding the form in which an enquiry into the different auxiliary services of Juvenile Courts could be pursued. ”

The three Rapporteurs chosen were Dr. BÄUMER, Miss LATHROP and M. ROLLET.

#### LEGAL SUB-COMMITTEE.

The Legal Sub-Committee has examined the official replies and other documents communicated to it since its last meeting. It hopes that the delegates of Germany, Spain and Italy will be good enough to make representations to their respective Governments, which have not yet replied to the questionnaire concerning the draft Convention on Relief and Repatriation and the draft Convention on the Execution of Judgments relating to Maintenance.

The Sub-Committee then discussed the state of its work and decided that its future proceedings should be taken in the following order :

(1) Final drafting of a preliminary draft convention for the repatriation of minors who have escaped from the authority of their parents or guardians. In preparing this draft, account will have to be taken of the objections raised by the Canadian assessor in regard to a general convention, and also of the importance attached by several Governments to the speedy conclusion of separate agreements on the subject.

(2) Proposal for a preliminary draft convention on the relief of minors of foreign nationality. This draft would be in the nature of a model to facilitate subsequent work on the question.

(3) Final drafting of a preliminary draft convention on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support who have deserted them and gone abroad.

The Sub-Committee would like its next session to be held either at Geneva, or preferably Paris, at the end of June or the beginning of July of this year.

#### ILLEGITIMATE CHILDREN.

The Committee decides to maintain this question on its agenda and asks the Council to communicate the Secretariat's report (document C.P.E.141 and Annex) to the Governments which have replied to questionnaire C.L.79.1927.IV. These Governments should be invited to communicate their observations on this document and any changes which may have occurred in their respective legislation since their replies were communicated.

The Secretariat will supplement this report by any information it may be able to obtain concerning the laws of various countries ; it will get into touch with charitable organisations and submit a new report to the Committee before the 1929 session.

#### BLIND CHILDREN.

The CHAIRMAN invited Mr. L. W. Carris, Director of the American Association for the Prevention of Blindness, to take part in the discussion. Mr. Carris laid before the Committee a scheme for the creation of an international organisation to deal with this subject and expressed the hope that, if the proposal materialised, there would be close co-operation between the new organisation and the Child Welfare Committee.

Various members of the Committee, in particular Dr. Hein, pointed out the desirability of establishing a central bureau for the collection of all documentation concerning blind children or children threatened with blindness.

The Committee then considered the documents sent to the Secretariat by various Governments and private organisations concerning blind children. It instructed the Secretariat to point out to the delegates of Governments which have not yet sent any information on the question that it was of the utmost importance to obtain their replies. Dr. HEIN was appointed Rapporteur.

It was suggested that the question of the education of deaf and dumb children should also be studied ; the Committee held that it would be preferable to postpone consideration of this question until a later session.

#### PROTECTION OF LIFE AND HEALTH IN EARLY INFANCY.

Dr. BERNARD, Rapporteur, informed the Committee of the progress of the enquiry conducted by the Conference of Experts in Infant Hygiene on the causes of mortality in infant mortality.

Miss RATHBONE hoped that this enquiry would be extended to include the effects of premature marriage of infant mortality and the mother's health, particularly in countries in which the age of marriage is very low.

The Committee requests the Secretariat to forward Miss Rathbone's proposals to the Health Organisation.

Mlle CHAPTAL then read two memoranda, one on the results obtained by anti-tuberculosis inoculation, and the other on the boarding-out of infants with the object of removing them from a tuberculosis-infected environment.

The Committee thanked Dr. Bernard and Mlle Chaptal for their communications.

#### UTILISATION OF FUNDS.

The Committee discussed at considerable length the manner in which the sum of \$5,000 granted to it in 1925 by the American Social Hygiene Association could best be employed.

Mr. Bascom JOHNSON called attention to the letter of the General Director of the American Social Hygiene Association, dated March 3rd, 1928 (document C.P.E.155), and stated that, in view of the fact that the Child Welfare Committee had as yet reached no decision on the matter, he was authorised by the American Social Hygiene Association to amplify the proposal contained in that letter as follows :

It is proposed that a study should be made in a selected list of countries of the extent to which, and the methods by which, biological education is now being used to interpret to youth the influence of racial functions on human conduct.

A discussion followed as to the desirability of conducting this enquiry. As the Committee was unable to reach an agreement on this subject, the matter was dropped. Other proposals for enquiries were submitted to the Committee. They were referred to a Sub-Committee for preparation of a final draft which was subsequently adopted :

" The Child Welfare Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association



and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger.

“ The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid, not only to institutions of treatment, but also to all the services which can be rendered to the child in its own home <sup>1</sup>. ”

The Committee realises that this is a large problem which must take a long time to investigate thoroughly, but it thinks that with the money at its disposal a preliminary study might be undertaken on the basis of which a more extensive enquiry might be made.

The Committee therefore recommends the following procedure :

(1) That seven or eight countries should be selected for a preliminary study and that the Governments of these countries should be invited to afford facilities for the purpose.

(2) That this study should be made by a competent person to be nominated by the Chairman of the Child Welfare Committee in agreement with the Secretary and subject to the approval of the Council. The person appointed should gather together and correlate information furnished by the Governments and should consult not only the official bodies but also the voluntary organisations and any person who may be able to furnish useful information.

(3) The object of the study should be to ascertain to what extent provision is being made for children who need protection against moral and social dangers owing to their surroundings and what results are being obtained by the various methods employed.

(4) That, on the results of this preliminary study, the lines of any further enquiries should be determined.

The scope of the enquiry foreshadowed in the above resolution being so wide, it will be necessary strictly to limit the preliminary study to a precise and definite portion of the enquiry.

#### EXAMINATION OF THE BUDGET.

The SECRETARY submitted a draft budget. It was amended by the Committee and adopted in the following form :

	1929	1928
	Swiss francs	
Sessions of the Sub-Committees . . . . .	8,000	14,000
Work of Experts . . . . .	10,000	16,000
Printing and documentation . . . . .	13,000	13,000
Cables, telegrams, etc. . . . .	500	1,000
Unforeseen expenditure . . . . .	500	1,000

#### ALCOHOLISM.

At its third session, the Committee appointed two Rapporteurs on alcoholism, Dr. Humbert and Senator Posner. As the latter was unable to come to Geneva, Dr. HUMBERT explained the main lines of the documentation collected. He pointed out the dangers of alcoholic consumption to the development of the child.

The Committee expressed the opinion that the Governments should shortly renew their enquiries into the effects of alcoholism on the physical and mental development of children, with reference to the measures taken in various countries to restrict the consumption of alcoholic beverages by young people. Later on, the problems of poverty, abandonment and crime due directly or indirectly to alcoholism might also be studied as well as the protection of children against ill-treatment by persons addicted to alcohol.

#### FAMILY ALLOWANCES.

Having heard the delegate of the International Labour Office and considered the note drawn up by the International Federation of Christian Trade Unions, the Committee expressed

<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field and to the auxiliary services of the Juvenile Courts.

its conviction that the investigations carried on by the International Labour Office have very greatly helped to interest the various countries in the system of family allowances.

It thanked the International Labour Office and the International Federation of Christian Trade Unions for the information they had collected on the working of compensation funds and expressed the desire that the organisation of family allowances and the influence which they exercise on the welfare of children be studied at a subsequent session of the Committee.

#### FEEBLE-MINDED CHILDREN.

The Committee recognised the great importance of an exhaustive study of psychological methods applied to abnormal or feeble-minded children. The question was so wide, however, that the Committee preferred not to add it to its programme before disposing of some of the subjects already figuring thereon.

It invited the International Association for the Protection of Children to get into touch with Dr. Simon in order to obtain a scientific definition and classification of feeble-minded children with a view to subsequent investigations.

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#### RESOLUTIONS.

##### I.

The Advisory Commission for the Protection and Welfare of Children and Young People, Having noted the replies to the questions sent out at its request to the various Governments regarding the legal age of marriage and the legal age of consent and having noted their observations upon the resolution adopted in 1927 ;

Considering that with regard to the age of consent there is nothing to add to this resolution ;

And considering that the fixing of the age of marriage has an important bearing on the physical and moral welfare of persons of both sexes, and that the fixing of an age which is too low may lead to serious dangers ;

Recommends that Governments should examine, in the light of these considerations, the question of the ages of marriage fixed in their respective laws.

##### II.

#### RESOLUTIONS OF 1926.

“(1) That, in each State, offices for control or preliminary censorship should be established whose decisions would be enforced by fixed penalties, with a view to preventing the exhibition of demoralising films ; the views of educationists and parents should, as far as possible, be represented in these offices.

“(2) That all possible means should be employed to encourage the exhibition and the international exchange of films calculated to promote the intellectual, moral and physical education of children and young people.

“(3) That an international understanding should be entered into by the various national offices with a view to communicating to each other the decisions adopted and the penalties imposed in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films.

“(4) That each State should prescribe the necessary measures of hygiene and security in connection with the ventilation, the cubic capacity, the exits and emergency exits of cinema theatres, and should take steps as soon as possible to prohibit the exhibition of inflammable films. ”

\* \* \*

That attention should be drawn in the various countries to the advisability, from the point of view of the moral and physical protection of the young, of showing films in diffused light and in daylight.

##### III.

The Child Welfare Committee has examined the report of the enquiry about Juvenile Courts made by the International Prison Commission, and it desires to express its appreciation of the preliminary work done by the Commission and of the valuable report which it has drawn up.

The Committee decided to appoint three Rapporteurs to submit proposals, after consulting the International Prison Commission regarding the form in which an enquiry into the different auxiliary services of Juvenile Courts could be pursued.

#### IV.

The Child Welfare Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association and, after examining several proposals, it has decided that the money can be most usefully employed in studying the problem of the child whose environment is bad, or who is exposed to moral and social danger.

The Committee recognises that great progress has been made in promoting the welfare of children by legislative and administrative measures of the Governments and by voluntary effort, but it believes that further information is required to show how far the measures taken are adequate for the protection of these particular children who are handicapped by the surroundings in which they grow up. It would be of great value if further light could be thrown on this question so as to show what is being done in different countries by Government action or by voluntary effort. Attention must be paid not only to the institution of treatment but also to all the services which can be rendered to the child in its own home<sup>1</sup>.

(1) That seven or eight countries should be selected for a preliminary study and that the Governments of these countries should be invited to afford facilities for the purpose.

(2) That this study should be made by a competent person to be nominated by the Chairman of the Child Welfare Committee in agreement with the Secretary and subject to the approval of the Council. The person appointed should gather together and correlate information furnished by the Governments and should consult not only the official bodies but also the voluntary organisations and any person who may be able to furnish useful information.

(3) The object of the study should be to ascertain to what extent provision is being made for children who need protection against moral and social dangers owing to their surroundings and what results are being obtained by the various methods employed.

(4) That on the results of this preliminary study the lines of any further enquiries should be determined.

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*Chairman :*

*(Signed)* REGNAULT.

*Secretary :*

*(Signed)* Rachel E. CROWDY.

*Vice-Chairman :*

*(Signed)* PAULUCCI DI CALBOLI.

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<sup>1</sup> Attention was drawn by the delegates of some countries to the work of visiting nurses and other social workers in this field and to the auxiliary services of the Juvenile Courts.

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LEAGUE OF NATIONS

Geneva, July 11th, 1928.

**TRAFFIC IN WOMEN AND CHILDREN**

**I. RAPPORTEUR'S REPORT ADOPTED BY THE COUNCIL  
ON JUNE 5th, 1928**

**II. REPORT TO THE COUNCIL OF THE TRAFFIC IN WOMEN  
AND CHILDREN COMMITTEE**

**I. REPORT BY THE BRITISH REPRESENTATIVE**

The Traffic in Women Committee held its seventh session in Geneva from March 12th to March 17th last. Useful progress appears to have been made and many questions were discussed of which the following were the more important:

**REPORT OF THE EXPERTS ON THE TRAFFIC IN WOMEN AND CHILDREN.**

The Committee examined Part II of the Report made by these Experts and paid a tribute to the valuable work accomplished by the investigators. The Committee proposes that Governments and voluntary organisations should be invited to send to the League such additional information as they may have on the subject of the enquiry. I think the Council should approve this proposal.

The question of continuing the enquiry was also discussed. Two alternative proposals were made: (a) that the investigation should be extended to the Far East and (b) that fuller enquiries should be made in Europe and America, especially in those countries which have abolished licensed houses. The Committee was unanimous in thinking that the enquiry should be continued if the necessary funds are forthcoming, and proposes to put the subject on the agenda of its next session, when the nature and scope of the further enquiries could be carefully considered.

I feel sure that the Council will share the Committee's opinion of the value of the enquiry which has thrown much light on this terrible social evil and must contribute to its suppression.

As regards the question of further investigation, we must await the report of the Committee as to the scope and nature of the enquiry which it would recommend before taking any decision in the matter.

**LICENSED HOUSES.**

At the last ordinary session of the Assembly, a resolution was passed inviting the Traffic in Women Committee to consider the desirability of recommending all Governments to abolish the system of licensed houses. The Committee accordingly examined this question and, though some difference of opinion was expressed as to such a policy being immediately practicable, it unanimously passed a resolution expressing the hope that all those countries which still retain the licensed house system would investigate the question as soon as possible in the light of the report made by the Body of Experts and of the other information collected by the League of Nations. It is proposed that, in order to facilitate the consideration of this question by different countries, the Secretariat should study the laws and regulations in force in those countries where the system has been abolished. As it is clearly desirable that the League should place at the disposal of its members any information which may help them to deal with this difficult problem, I think this proposal should be approved.

PERSONS LIVING ON THE EARNINGS OF PROSTITUTION.

One of the main facts which emerged from the report of the Experts was that, if effective steps were taken to punish those persons who live on the earnings of prostitutes, the traffic in women would be practically brought to an end. The Committee therefore proposes that the Secretariat should make a concise study of the laws and penalties relating to the *souteneur*, i.e., the person who lives either wholly or in part upon the immoral earnings of a woman. This proposal should, I think, be approved.

Among other matters dealt with by the Traffic in Women Committee at its last session were the protection of young women artistes, the employment of women police, and the legal age of marriage, but the decisions reached do not appear to call for special comment.

The Committee should hold its next meeting on April 19th, 1929.

I propose that the Council should adopt the following resolution :

“ The Council takes note of the report of the Traffic in Women and Children Committee on the work of its seventh session and approves the resolutions contained therein ”.

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II. REPORT OF THE SEVENTH SESSION OF THE TRAFFIC  
IN WOMEN AND CHILDREN COMMITTEE

*Adopted by the Committee on March 17th, 1928.*

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The Traffic in Women and Children Committee sat at Geneva from March 12th to 17th, 1928. The following members were present :

*Members appointed by Governments.*

His Excellency M. REGNAULT (Chairman)	France.
His Excellency Count CARTON DE WIART	Belgium.
M. MAUS (Technical Expert)	
Mr. S. W. HARRIS	British Empire.
Miss WALL (Substitute Delegate)	
Dr. Estrid HEIN	Denmark.
M. BOURGOIS (Substitute Delegate)	France.
M. LE LUC (Substitute Delegate)	
Frau Dr. G. BÄUMER	Germany.
Frau Dr. MATZ (Assistant Delegate)	
His Excellency the Marquis PAULUCCI DI CALBOLI (Vice-Chairman)	Italy.
M. MOLOSSI (Technical Expert)	
M. N. ITO	Japan.
Madame ROMNICIANO (Substitute Delegate)	Roumania.
Don Pedro SANGRO Y ROS DE OLANO	Spain.
Don Emilio M. MARTINEZ AMADOR (Assistant Delegate)	

*Appointed by the International Labour Office.*

M. VARLEZ  
M. FERENCZI

*Assessors appointed by Voluntary Associations.*

Mr. F. A. R. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mme. AVRIL DE SAINTE-CROIX	Women's International Organisations.
Baroness DE MONTENACH	Association catholique internationale des Œuvres de protection de la jeune fille.
Mme. CURCHOD-SECRETAN	Fédération internationale des Amies de la jeune fille.
Mr. S. COHEN	Jewish Association for the Protection of Girls and Women.

Secretary : Dame Rachel CROWDY, Chief of the Opium Traffic and Social Questions Section.

The Chairman, in his opening remarks, drew the attention of members to the number and importance of the questions on the agenda and asked them to make their remarks as brief as possible so that the work could be finished within the prescribed time.

He announced that the representatives of the United States of America, Uruguay and Poland, Miss Grace Abbott, Dr. Paulina Luisi and Senator Posner, had been unable, for reasons of health, to attend the session. M. Maus (Belgium) and M. Molossi (Italy) had been appointed as technical advisers, and M. Le Luc (France) had been appointed assistant delegate to the Traffic in Women and Children Committee. M. Sato, representative of Japan, being unable to attend the meetings, had delegated his functions to M. Ito. M. Comnène, representative of Roumania, had been replaced by Mme. Romneciano. Mr. Bascom Johnson, Director of the Investigations of the Special Body of Experts on Traffic in Women and Children, was invited to take part in the discussions of the Committee.

### 1. SECRETARY'S REPORT ON PROGRESS.

After the Committee had adopted the agenda, the Secretary read her report, which was then discussed.

The attention of the Committee was drawn to the fact that a large number of Governments had not yet acceded to the international conventions and agreements on the subject of the traffic in women and children, and accordingly the strength of the movement was considerably weakened.

The Committee decided to ask the Council to send a further letter to those Governments which had not signed or ratified the conventions.

The Danish delegate stated that a new draft penal code had been submitted to the Danish Parliament, and as soon as this had been adopted the ratification of the 1910 and 1921 Conventions would take place.

### 2. MATERIAL AND MORAL PROTECTION OF MUSIC-HALL AND SIMILAR ARTISTES TOURING ABROAD.

In accordance with the request of the Committee made last year, M. Varlez, of the International Labour Office, presented a report on this question. In the course of this report he pointed out that the number of young women artistes touring abroad probably did not exceed two or three thousand in number and consequently represented only a microscopic part of the whole field of women's employment. It would be impossible, therefore, for the International Labour Office to isolate this particular occupation in its examination of economic and other questions as applied to industry.

The Committee felt that, while the number of persons concerned was relatively small, they were specially exposed to moral danger owing to the conditions under which they were often employed, and that the best course would be to deal with the matter as a special problem. It was accordingly decided that the first step was to consult Governments on certain points connected with the conditions of employment of these young women artistes and a questionnaire was drafted for the purpose (see Appendix I).

It was also decided that the International Labour Office should be invited to consult some of the principal professional organisations, and the following resolution was adopted :

“ The Committee, considering that the artistes' professional organisations can give most useful information on the subject of the protection of young women artistes, asks the International Labour Office if it will be so good as to approach some of the principal organisations and ask them to furnish any observations they may have upon the subjects dealt with in the questionnaire, and report upon their replies to the Committee. ”

### 3. SUMMARY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1926.

The Committee examined the annual reports from Governments and decided that, in order to avoid any misunderstanding, an explanatory note should henceforward be appended to the questionnaire.

It was also decided that a list of countries which have not yet replied to some or all of the questions asked should be published with the summary of annual reports.

### 4. REPORTS OF VOLUNTARY ORGANISATIONS.

Mme. Avril de Sainte-Croix, Mme. Curchod-Secrétan, Mme. de Montenach, Mr. Cohen and Mr. Sempkins submitted their annual reports to the Committee on behalf of the organisations which they represent.

Among the principal recommendations made by these organisations, the following should be mentioned :

That the question of the desirability of an international convention to settle the question of voluntary or obligatory repatriation of prostitutes should be placed on the agenda of the next session of the Committee.

That consideration should be given at the next session to the question of an international convention on child adoption with a view to safeguarding the children concerned.

That the Committee should study the question of the biological education of the adolescent.

That the expert enquiry into the traffic in women and children should be extended to the Far Eastern countries.

That women should be more extensively represented on all committees which are more particularly concerned with the social and moral interests of women.

A plea was made by voluntary organisations that League publications would be distributed to them free in future.

The Chairman, on behalf of the Committee, thanked the representatives of the voluntary organisations for their highly interesting reports and statements. He observed that these organisations showed themselves once more to be zealous and devoted helpers of the Committee.

#### 5. EMPLOYMENT OF WOMEN IN POLICE FORCES.

This question was not on the agenda, but, in view of the presence at Geneva of Mlle. Erkens, Woman Police Inspector at Hamburg, the Chairman asked the Committee to allow the German delegate to make a communication concerning the development of women police work in her country.

The main points in this statement were as follows :

The creation of the women police force in Germany was the outcome of the experiment made in Cologne. The women are mainly engaged in preventive and protective work, particularly in regard to minors and women ; in criminal matters they acted as investigators. Their training lasted four or five years.

The Committee, having listened to the statement, decided to place the question of women police on the agenda of the next session.

#### 6. ASSISTANCE TO WOMEN LEAVING PRISON.

The Spanish representative reminded the Committee that his delegation had asked that this question should be placed on the agenda ; but, owing to unforeseen circumstances, he had been unable to submit a report, and he desired that the question should be held over until the next session.

The Belgian representative asked that, in the discussion at the next session, a very clear distinction should be drawn between measures affecting minors and measures affecting adults.

The question was adjourned to the next session.

#### 7. REPORT OF THE SPECIAL BODY OF EXPERTS : PART II.

The members of the Committee examined and discussed at several meetings Part II of the Report of the Special Body of Experts and the questions raised therein.

Certain delegates expressed the opinion that the enquiry might have been more thorough in some of the countries visited. A tribute was paid, however, to the important work done by the investigators, as illustrated by their copious documentation.

As the result of this discussion, the Committee unanimously adopted the following resolution :

“ The Committee, having examined Part II of the Experts' report, and having heard the comments to which this report gave rise, requests the Council to ask the Governments and voluntary organisations to forward to the Secretariat any documentation in their possession which may add to the information already available on the question with which the enquiry is concerned. The Committee once again expresses its warm thanks to the Experts. ”

#### 8. CONTINUATION OF THE EXPERTS' ENQUIRY.

(Question submitted to the Committee by the Council at its Meeting on December 5th, 1927.)

Regarding the continuation of the enquiry, a full discussion took place in the Committee. Various proposals were made regarding the selection of new countries to which the enquiry should be extended and the means of doing so. Several delegates recommended the Eastern countries, while others inclined towards a fuller investigation in the West, and particularly in abolitionist countries. The Committee took no decision on these various proposals, but unanimously called for the continuation and extension of the enquiry.

The Committee's attention was drawn to the fact that, if an investigation was to be conducted in the East, public opinion would have to be educated in order to ensure success and to secure the necessary co-operation of the authorities and the public.

At the close of this discussion, the Committee unanimously adopted the following resolution :

“ The Committee recommends that the enquiries made by the Special Body of Experts should be continued and extended and hopes that the necessary funds will be forthcoming.

“ The nature and scope of the further enquiries will need careful consideration, and the Committee proposes to put this subject on the agenda of its next session in the belief that it will then be possible to make a definite recommendation.

“ In the meantime, the Committee invites its members, the Secretariat and the voluntary organisations represented on it to take such steps as may be possible to prepare the way for the further enquiries. ”

#### 9. EXAMINATION OF THE RESOLUTION ADOPTED BY THE ASSEMBLY OF THE LEAGUE OF NATIONS AT ITS EIGHTH ORDINARY SESSION WITH REGARD TO THE SYSTEM OF LICENSED HOUSES.

The Committee took note of the Assembly resolution requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

Certain delegates and all the assessors agreed with the conclusion of the Special Body of Experts on the subject of licensed houses. Other delegates, without expressing any definite view on this question, were of the opinion that in countries where the system has long been in existence it is important that the public should recognise the necessity of bringing it to an end. They therefore urged the necessity of putting their Governments in possession beforehand of information as to the legislative and administrative measures taken by countries in which the system had been abolished.

The Committee thereafter unanimously adopted the following resolution :

“ The Traffic in Women and Children Committee has had before it the resolution adopted at the eighth ordinary session of the Assembly of the League of Nations requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

“ This system in its relation to international traffic in women has received the anxious attention of the Committee on several previous occasions. The Committee realises that further light has been thrown on the whole subject by the prolonged enquiries made by the Special Body of Experts, and by the conclusions set forth in Part I of their report.

“ Having regard to the seriousness of the evil arising from the traffic, the Committee earnestly hopes that the Governments of all those countries which still retain the licensed house system will investigate the question as soon as possible in the light of the report made by the Body of Experts and the other information collected by the League of Nations.

“ In order to facilitate this investigation, the Committee asks the Secretariat to make a study of the laws and regulations in force in those countries where the system has been abolished. ”

#### 10. ACTION TO BE TAKEN AGAINST PERSONS LIVING ON THE EARNINGS OF PROSTITUTES.

The discussion showed that it was necessary to adopt stricter measures against the *souteneurs* in order to put a stop to their operations, which are among the main causes of the traffic in women. Several members and assessors of the Committee gave details of the relevant legislation in force in their countries. After some discussion as to the nature of the penalties to be inflicted on these traffickers, the Committee unanimously adopted the following resolution :

“ The Committee, taking note of the large volume of work which would be necessary in order to make a collection of the laws on procuration and trafficking, and of the expense which would be entailed, requests the Secretariat to make a concise study of the laws and penalties relating to the *souteneur* — the person who lives either wholly or in part upon the immoral earnings of a woman. The Committee suggests that this study might be based upon the laws available in Part II of the Experts' report and upon information furnished by Governments represented on the Committee. ”



#### 11. DESIRABILITY OF ABOLISHING THE AGE-LIMIT IN CONVENTIONS.

The Committee discussed the desirability of abolishing the age-limit in the Conventions of 1910 and 1921.

In spite of the fact that the Committee had heard the arguments put forward from various quarters, its attention was drawn to the drawback of proposing such a modification in the text of the Convention lest the ratification of the Convention by certain Governments should be further delayed.

The Committee adopted the following resolution :

“ The Committee, having considered the question of the abolition of the age-limit in the Conventions of 1910 and 1921, requests Mr. Cohen, assessor for the Jewish Association for the Protection of Girls and Women, to submit a report on this question at the next session. ”

#### 12. LEGAL AGE OF MARRIAGE.

The proposal on this subject had to be considered from two aspects : (1) its influence on the traffic, and (2) the legal questions to which it gives rise.

It was decided that the second point should be discussed at a joint meeting of the Traffic in Women and Children Committee and the Child Welfare Committee, and the Committee decided to send forward to this meeting the following motion for its consideration :

“ The Committee, having studied the Experts' report and the replies from Governments, notes that the fixing of the age of consent and the age of marriage at too early an age is apt to encourage the traffic and to promote the corruption of the young. The Committee, without going into the legal details involved, recommends that the appropriate legislative action should be studied by the Child Welfare Committee. ”

#### 13. EXAMINATION OF THE REPLIES FROM GOVERNMENTS ON THE SUBJECT OF THE SUPPRESSION OF OBSCENE PUBLICATIONS.

Several members explained to the Committee the legislation of their countries on the subject of obscene publications ; they emphasised the fact that such publications undoubtedly contributed to the growth of the traffic. The opinion was expressed that a more careful consideration should be given to the subject at the Committee's next session, when the desirability of asking Governments to send in at regular intervals reports on the legislation for the time being in force and on the results obtained could be considered.

The Secretary stated that, of the forty-three countries which had signed the Convention, only twenty-two countries had ratified and five had since acceded thereto.

The French delegate said that the draft law for the ratification of the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications had been voted by the Senate.

A discussion took place on Article 16 of the Convention of 1923, under which, at the end of every five years, the Council will consider the expediency of holding another Conference. As the period in question would shortly come to a close, and the Council would have to reach a decision at its June session, it would seem desirable that the Committee should express its opinion on the point.

After some discussion, the following resolution was unanimously adopted :

“ The attention of the Traffic in Women and Children Committee has been called to Article 16 of the International Convention of 1923 on the subject of the suppression of obscene publications. The article is as follows :

“ *Article 16.* — Upon a request for a revision of the present Convention by five of the signatory or adherent parties to the Convention, the Council of the League of Nations shall call a conference for that purpose. In any event, the Council will consider the desirability of calling a conference at the end of each period of five years. ’

“ As the question of the desirability of calling a further conference may come before the Council this year, the Committee desires to suggest to the Council that the time has not yet come for such a step. The Committee proposes to place this question on its agenda for next session and to consider the best means of giving effect to the intentions of the framers of the Convention. ”

#### 14. THE BUDGET.

The Committee decided to adopt the budget presented by the Secretary.

In order not to increase the item of 15,000 francs for printing, the Committee decided that, at its future meetings, a rather fuller report to the Council should take the place of the printed Minutes.

Except when dealing with legal documents, the Secretariat should in the interests of economy, wherever possible, summarise information rather than circulate replies in full. When the information given is likely to be lengthy, the Governments and associations might be invited to supply a short summary.

## RESOLUTIONS.

I. The Committee, considering that the artistes' professional organisations can give most useful information on the subject of the protection of young women artistes, asks the International Labour Office if it will be so good as to approach some of the principal organisations and ask them to furnish any observations they may have upon the subjects dealt with in the questionnaire, and report upon their replies to the Committee.

II. The Committee, having examined Part II of the Experts' report, and having heard the comments to which this report gave rise, requests the Council to ask the Governments and voluntary organisations to forward to the Secretariat any documentation in their possession which may add to the information already available on the question with which the enquiry is concerned. The Committee once again expresses its warm thanks to the Experts.

III. The Committee recommends that the enquiries made by the Special Body of Experts should be continued and extended and hopes that the necessary funds will be forthcoming.

The nature and scope of the further enquiries will need careful consideration, and the Committee proposes to put this subject on the agenda of its next session in the belief that it will then be possible to make a definite recommendation.

In the meantime, the Committee invites its members, the Secretariat and the voluntary organisations represented on it to take such steps as may be possible to prepare the way for the further enquiries.

IV. The Traffic in Women and Children Committee has had before it the resolution adopted at the eighth ordinary session of the Assembly of the League of Nations requesting it to examine as soon as possible the question of the desirability of recommending to all Governments the abolition of the system of licensed houses.

This system in its relation to international traffic in women has received the anxious attention of the Committee on several previous occasions. The Committee realises that further light has been thrown on the whole subject by the prolonged enquiries made by the Special Body of Experts, and by the conclusions set forth in Part I of their report.

Having regard to the seriousness of the evil arising from the traffic, the Committee earnestly hopes that the Governments of all those countries which still retain the licensed house system will investigate the question as soon as possible in the light of the report made by the Body of Experts and the other information collected by the League of Nations.

In order to facilitate this investigation, the Committee asks the Secretariat to make a study of the laws and regulations in force in those countries where the system has been abolished.

V. The Committee, taking note of the large volume of work which would be necessary in order to make a collection of the laws on procuration and trafficking, and of the expense which would be entailed, requests the Secretariat to make a concise study of the laws and penalties relating to the *souleneur* — the person who lives either wholly or in part upon the immoral earnings of a woman. The Committee suggests that this study might be based upon the laws available in Part II of the Experts' report and upon information furnished by Governments represented on the Committee.

VI. The Committee, having considered the question of the abolition of the age-limit in the Conventions of 1910 and 1921, requests Mr. Cohen, assessor for the Jewish Association for the Protection of Girls and Women, to submit a report on this question at the next session.

VII. The Committee, having studied the Experts' report and the replies from Governments, notes that the fixing of the age of consent and the age of marriage at too early an age is apt to encourage the traffic and to promote the corruption of the young. The Committee, without going into the legal details involved, recommends that the appropriate legislative action should be studied by the Child Welfare Committee.

VIII. The attention of the Traffic in Women and Children Committee has been called to Article 16 of the International Convention of 1923 on the subject of the suppression of obscene publications. The article is as follows :

“ *Article 16.* — Upon a request for a revision of the present Convention by five of the signatory or adherent parties to the Convention, the Council of the League of Nations shall call a conference for that purpose. In any event, the Council will consider the desirability of calling a conference at the end of each period of five years. ”

As the question of the desirability of calling a further conference may come before the Council this year, the Committee desires to suggest to the Council that the time has not yet come for such a step. The Committee proposes to place this question on its agenda for next session and to consider the best means of giving effect to the intentions of the framers of the Conventions. ”

(Signed) REGNAULT,  
President.

(Signed) Rachel E. CROWDY,  
Secretary.

(Signed) PAULUCCI DI CALBOLI,  
Vice-President.

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### Appendix I

#### EMPLOYMENT OF WOMEN ABROAD. — REPORT BY THE SUB-COMMITTEE.

##### QUESTIONNAIRE CONCERNING THE PROTECTION OF YOUNG FEMALE ARTISTES TOURING ABROAD IN MUSIC-HALLS AND SIMILAR PLACES OF AMUSEMENT.

(Adopted by the Committee at its Meeting on March 15th, 1928.)

1. Are young artistes employed in music-halls or similar places of entertainment subject to any special control (laws, orders or regulations) apart from the protection provided by labour legislation (legal protection, labour contracts, employment contracts, etc.) ?

If so, up to what age are they protected ? Is any distinction drawn between nationals and aliens in the special regulations ?

2. Are any steps taken to supervise the contracts entered into by artistes, either officially or by professional associations ?

Are standard contracts in use providing protection for young artistes ?

3. Is any official control exercised over music-halls, café-concerts, and other similar places of amusement ?

Is the programme subjected to censorship with the object of protecting the morals of young artistes ?

Are there any regulations in force prohibiting artistes from mixing with the audience in order to make collections or to carry on retail trade ?

4. Are any other measures of protection or assistance taken by voluntary effort or otherwise for the welfare of young artistes (problem of accommodation, etc.) ?

5. Does your country take any special steps, and if so what, for the protection of its young nationals who undertake engagements in foreign music-halls and similar places of entertainment (issue of passports, supervision and protection by Consuls abroad) ?

Is any special supervision exercised over young artistes engaged by private agents (impresarios and others) who professionally find employment for these artistes abroad ?

6. Are young artistes subjected to any special protective measures on delivery of the entrance visas into your country ?

Have Consuls abroad received instructions to examine with particular care applications for visas made by young artistes or persons accompanying them ?

7. Is any new legislation in contemplation in your country ?

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Appendix II.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC  
IN WOMEN AND CHILDREN.

(Geneva, September 30, 1921.)

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
ALBANIA	ALBANIA (October 13, 1924)	
AUSTRIA	AUSTRIA (August 9, 1922)	
BELGIUM	BELGIUM (June 15, 1922)	
BRAZIL		
BRITISH EMPIRE	BRITISH EMPIRE (June 28, 1922)	Bahamas, Trinidad, Kenya, Nyasaland, Ceylon, Hong-Kong, Straits Settlements, Gibraltar, Malta, Cyprus, Southern Rhodesia, Barbados, Grenada, St. Lucia, St. Vincent, Seychelles, Northern Rhodesia, British Honduras (September 18, 1922)
		British Guiana, Fiji (October 24, 1922)
		Leeward Islands, Jamaica, Mauritius (March 7, 1924)
		Falkland Islands (May 8, 1924)
		Gold Coast Colony (July 3, 1924)
		Iraq (May 15, 1925)
		Sierra Leone <sup>1</sup> (November 16, 1927)
CANADA	CANADA (June 28, 1922)	
AUSTRALIA	AUSTRALIA (June 28, 1922)	
UNION OF SOUTH AFRICA	UNION OF SOUTH AFRICA (June 28, 1922)	
NEW ZEALAND	NEW ZEALAND (June 28, 1922)	
INDIA	INDIA (June 28, 1922)	
—	—	BULGARIA (April 29, 1925)
CHILE		
CHINA	CHINA (February 24, 1926)	
COLOMBIA		
COSTA RICA		
CUBA	CUBA (May 7, 1923)	
CZECHOSLOVAKIA	CZECHOSLOVAKIA (September 29, 1923)	
—	—	DENMARK <sup>2</sup> (March 12, 1923)
ESTONIA		
—	—	FINLAND (August 16, 1926)
—	—	FRANCE (January 19, 1926, ratification)(March 1, 1926). (This adhesion does not include French Colonies and Protectorates, nor the Mandated Territories.)
GERMANY	GERMANY (July 8, 1924)	
GREECE	GREECE (April 9, 1923)	
HUNGARY	HUNGARY (April 25, 1925)	
ITALY	ITALY (June 30, 1924)	Italian Colonies (July 27, 1922)

<sup>1</sup> This accession applies only to the Colony of Sierra Leone and not to the Protectorate as well.

<sup>2</sup> Subject to ratification.

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
JAPAN <sup>1</sup>	JAPAN (December 15, 1925)	
LATVIA	LATVIA (February 12, 1924)	
LITHUANIA		
THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao)	THE NETHERLANDS (Septem- ber 19, 1923) (including Netherlands Indies, Suri- nam and Curaçao)	
NORWAY	NORWAY (August 16, 1922)	
—	—	PANAMA <sup>2</sup> (September 6, 1922)
PERSIA	—	PERU (September 15, 1924) ( <i>ad referendum</i> )
—	—	
POLAND AND FREE CITY OF DANZIG	POLAND AND FREE CITY OF DANZIG (October 8, 1924)	
PORTUGAL	PORTUGAL (December 1, 1923)	
ROUMANIA	ROUMANIA (September 5, 1923)	
SIAM	SIAM (July 13, 1922)	
—	—	SPAIN (May 12, 1924). (This adhesion does not include the Spanish possessions in Africa nor the territories of the Spanish Protectorate in Morocco.)
SWEDEN	SWEDEN (June 9, 1925)	
SWITZERLAND	SWITZERLAND (January 20, 1926)	
—	—	URUGUAY (October 21, 1924).

Annex III.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE CIRCULATION  
OF AND TRAFFIC IN OBSCENE PUBLICATIONS.

(Geneva, September 12, 1923.)

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
ALBANIA	ALBANIA (October 13, 1924)	
AUSTRIA	AUSTRIA (January 12, 1925)	
BELGIUM	BELGIUM (July 31, 1926)	
BRAZIL		
BRITISH EMPIRE	GREAT BRITAIN AND NORTH- ERN IRELAND (December 11, 1925)	CANADA (May 23, 1924) NEWFOUNDLAND (December 31, 1925)
UNION OF SOUTH AFRICA, including South - West Africa (Mandate)	UNION OF SOUTH AFRICA, including South - West Africa (Mandate, December 11, 1925)	SOUTHERN RHODESIA (De- cember 31, 1925)
NEW ZEALAND (including the mandated territory of Western Samoa)	NEW ZEALAND, including the mandated territory of Western Samoa (December 11, 1925)	Nigeria, Seychelles, British Honduras, Ceylon, Kenya, Mauritius, British Solomon Islands Protectorate, Gil- bert and Ellice Islands Colony, Fiji, Uganda, Trini- dad, Zanzibar, the Tangan- yika Territory, Leeward Islands, Windward Islands, Gambia, Nyasaland, Straits Settlements, Federated Malay States, Brunei, Johore, Kedah, Kelantan,

<sup>1</sup> The signature by Japan does not include Chosen, Taiwan and the Leased Territory of Kwantung.

<sup>2</sup> Subject to ratification.

<i>Signatures</i>	<i>Ratifications</i>	<i>Adhesions</i>
BRITISH EMPIRE ( <i>contd.</i> )		Trengganu, Sierra Leone, Northern Rhodesia, Barbados, Gold Coast, Cyprus, Gibraltar, Malta, Somaliland, Basutoland, Bechuanaland, Swaziland and Hong-Kong (November 3, 1926), Bermuda, Bahamas, Falkland Islands, St. Helena, Palestine, Trans-Jordan (May 23, 1927), Jamaica (August 22, 1927)
INDIA	INDIA (December 11, 1925)	
IRISH FREE STATE		
BULGARIA	BULGARIA (July 1, 1924)	
CHINA	CHINA (February 24, 1926)	
COLOMBIA		
COSTA RICA		
CUBA		
CZECHOSLOVAKIA	CZECHOSLOVAKIA (April 11, 1927)	
FREE CITY OF DANZIG	FREE CITY OF DANZIG (March 31, 1926)	
DENMARK		
—	—	EGYPT (October 29, 1924)
FINLAND	FINLAND (June 29, 1925)	
FRANCE		
GERMANY	GERMANY (May 11, 1925)	
GREECE		
HAITI		
HONDURAS		
HUNGARY		
ITALY	ITALY (July 8, 1924)	
JAPAN		
LATVIA	LATVIA (October 7, 1925)	
LITHUANIA		
LUXEMBURG	LUXEMBURG <sup>1</sup> (August 10, 1927)	
—	—	SAN MARINO (April 21, 1926)
MONACO	MONACO (May 11, 1925)	
THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao)	THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao) (September 13, 1927)	
PANAMA		
PERSIA		
—	—	PERU (September 15, 1924) ( <i>ad referendum</i> )
POLAND	POLAND (March 8, 1927)	
PORTUGAL	PORTUGAL (October 4, 1927)	
ROUMANIA	ROUMANIA (June 7, 1926)	
SALVADOR		
KINGDOM OF THE SERBS, CROATS AND SLOVENES		
SIAM	SIAM (July 28, 1924)	
SPAIN	SPAIN (December 19, 1924)	
SWITZERLAND	SWITZERLAND (January 20, 1926)	
TURKEY		
URUGUAY		

<sup>1</sup> Subject to the reservation that, in applying the provisions relating to penalties in the Convention, the Luxemburg authorities will respect the final paragraph of Article 24 of the Constitution of the Grand-Duchy, which lays down that the publisher, printer or bookseller may not be prosecuted if the author is known and is a national of Luxemburg and domiciled in the Grand-Duchy.

LEAGUE OF NATIONS

Geneva, September 13th, 1928.

**CHILD WELFARE**

**REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY.**

The Fifth Committee having taken note of the report of the Child Welfare Committee on the work of its fourth session, expresses to that Committee their appreciation of the work it has accomplished.

The Child Welfare Committee resumed its enquiry into the effects of the cinematograph on children and confirmed the recommendations it had adopted in 1926 and recommended that the attention of every country should be drawn to the advisability, from the point of view of the moral and physical welfare of the young, of showing films in diffused light and in daylight.

The Council of the League asked the Secretary-General to call the attention of the Governments to these recommendations when forwarding to them the report of the Child Welfare Committee on its fourth session.

In the course of its discussions, the Fifth Committee decided to ask the Child Welfare Committee to consider at its next session the possibility of establishing supervision over posters and other forms of publicity for cinematograph performances.

The Committee, to whom the Council had referred a scheme for setting up an International Educational Cinematographic Institute at Rome, examined the draft statutes submitted to it.

When discussing the report of the Child Welfare Committee, the Fifth Committee evinced particular interest in the enquiry into the relation of the cinematograph to child welfare. In view of the influence exerted by the film on the development of the young, several delegates considered that women should be represented on the Governing Body of the International Educational Cinematographic Institute, and that care should be taken to secure representation for the views of Asiatic countries on that body.

The examination of the report on the enquiry into juvenile courts conducted by the International Prison Commission was placed on the agenda of the fourth session of the Child Welfare Committee, and the Committee eventually appointed three Rapporteurs to submit proposals, after consulting the International Prison Commission, regarding the form in which an enquiry into the different auxiliary services of juvenile courts could be pursued.

The Committee also decided to keep the question of illegitimate children on its agenda and requested the Secretariat to complete its report on the legislation on that subject in the different countries. It also considered various other questions, such as blind children, recreation, family allowances, alcoholism and feeble-minded children, with a view to subsequent investigations or studies.

The Child Welfare Committee formed from among its members a Legal Sub-Committee, which, at the fourth session, arranged the order of its future work. The questions entrusted to this Sub-Committee seem most important and the Fifth Committee wishes to place on record its hope that the Legal Sub-Committee may diligently go forward with the work allotted to it.

Lastly, the Committee considered the best way of using the gift of \$5,000 so generously offered in 1925 by the American Social Hygiene Association and decided that the money could be most usefully employed in studying the problem of the child whose environment is bad or who is exposed to moral and social danger, having regard mainly to the possibilities of preventive action.

It decided to conduct a preliminary enquiry in seven or eight countries.

Together with the Committee of the Traffic in Women and Children, it formed a Joint Committee to enquire into the legal age of marriage ; the Joint Committee's recommendation on this question was forwarded to the various Governments after receiving the approval of the Council.

The Fifth Committee wishes to place on record the fact that the Child Welfare Committee has commendably endeavoured to narrow its field of action and concentrate on a small number of important questions, and is of the opinion that it should be definitely encouraged to persevere in this direction.

In closing this report, the Fifth Committee proposes the following resolutions to the Assembly :

“ The Assembly notes the report submitted by the Child Welfare Committee, thanks it for the work it has accomplished and requests it to go forward along the lines described in the report on its fourth session.

“ The Assembly, remembering that, at its first meeting in 1925, and at all its later meetings, the Child Welfare Committee has made a study of the various factors involved in the question of the cinematograph in relation to children, is glad to see that at least one member of the Committee will be represented on the Governing Body of the International Educational Cinematographic Institute. It requests the Child Welfare Committee to keep in close touch with the Institute.

“ The Assembly attaches particular importance to the work of the Child Welfare Committee's Legal Sub-Committee on the drawing-up of :

“ (1) A preliminary draft convention for the repatriation of minors who have escaped from the authority of their parents or guardians ;

“ (2) A preliminary draft convention on the relief of minors of foreign nationality. This draft would be in the nature of a model to facilitate subsequent work on the question for application between interested countries.

“ (3) A preliminary draft convention on the execution of judgments relating to maintenance payable on behalf of children by persons responsible for their support who have deserted them and gone abroad.

“ The Assembly invites the Child Welfare Committee diligently to pursue its efforts in this direction. ”

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LEAGUE OF NATIONS

Geneva, December 10th, 1928.

ADVISORY COMMISSION FOR THE PROTECTION  
AND WELFARE OF CHILDREN AND YOUNG PEOPLE

CHILD WELFARE COMMITTEE.

The Age of Marriage and the Age of Consent

INTRODUCTION.

THE SUBJECT CONSIDERED GENERALLY.

THE AGE OF MARRIAGE.

THE AGE OF CONSENT.

THE AGE OF MARRIAGE AND OF CONSENT CONSIDERED IN RELATION TO THE MORAL PROTECTION OF THE YOUNG.

*Appendix:*

EXTRACTS FROM THE LAW OR FROM OFFICIAL REPLIES ON THE AGE OF MARRIAGE AND THE AGE OF CONSENT.

INTRODUCTION.

At the fourth session of the Advisory Committee on Traffic in Women and Protection of Children, held at Geneva in May 1925, a report containing a programme of work was drawn up, which was subsequently adopted by the Council.

The second item on the programme of work in the report was as follows:

*" A compilation of the law relating to the age of consent and to the age of marriage. By the term ' age of consent ' is meant the age under which consent of the victim is not considered an extenuation of an offence against morality. This information is required in connection with a study proposed by the delegate of Uruguay to ascertain to what extent the age fixed for consent and for marriage may affect the question of the moral protection of children and young persons. "*

In accordance with this resolution, enquiries as to the age of marriage and the age of consent were addressed to fifty-seven States. A provisional report was drawn up (C.P.E.36(1)), based on twenty-six replies received, and was considered by the Child Welfare Committee at its second session, in March 1926, when the following resolution was passed:

*" The Committee, having considered the provisional report on the age of consent and of marriage, requests the Council to instruct the Secretariat to invite those countries which have not replied to do so, and those countries which have supplied incomplete data to give the additional information required, in order that the Committee may be enabled to complete the study which it is making on the subject. "*

At the fortieth session of the Council, the report of the Child Welfare Committee was considered and the following resolution was passed with regard to the age of marriage and consent:

*" The Council instructs the Secretary-General to ask those Governments which have not supplied information on the subject of the age of consent and of marriage to consider the possibility of doing so. "*

The resolution of the Council did not sanction the obtaining of additional information from countries which had furnished incomplete data.

Replies have now been received from forty-six States. Guatemala and Peru have written stating that the information required will be forwarded, but the full reply has not yet come to hand. The Argentine and Canada have sent information as regards the age of marriage only and

not as regards the age of consent, and these replies have not therefore been used for this comparative study. There remains the information supplied by forty-two States, which has been analysed for the purposes of this report. These States are as follows:

Australia	Greece	Poland
Austria	Haiti	Roumania
Belgium	Hungary	Salvador
China	Iceland	Kingdom of the Serbs, Croats and Slovenes
Cuba	India	Siam
Czechoslovakia	Irish Free State	South Africa
Danzig	Italy	Spain
Denmark	Japan	Sweden
Dominican Republic	Latvia	Switzerland
Egypt	Luxemburg	Turkey
Estonia	Monaco	United States of America
Finland	Netherlands	Uruguay
France	New Zealand	Venezuela
Germany	Norway	
Great Britain		

There have been great differences of interpretation of the enquiry in the replies received. Some States have submitted in full the articles of the Civil Code relevant to marriage and the articles of the Penal Code relevant to offences against decency and morals. Other States have replied very briefly, giving only the age of marriage and the age of consent for an indecent offence against a girl. It is unsafe to assume of any State that, where there is an absence of information, this implies an absence of legislation.

In the absence of full information, it may be that, in the case of some countries, the age of marriage has been classified as a minimum age not subject to exception, although in fact it is the minimum age subject to dispensation in exceptional cases; and it may be that the age of consent has been classified as the age of absolute protection although it is in fact subject to special provisos. In the majority of cases, however, sufficient information was supplied for a correct classification to be made.

## THE SUBJECT CONSIDERED GENERALLY.

Any attempt to compare the age of marriage with the age of consent involves taking into account a very large amount of legislation, and involves also much qualification and explanation of each statement. In order to present the facts in a manner in which they can clearly and usefully be compared, and in order to keep the study within reasonable dimensions, it has been found necessary to make a selection from the material submitted and to limit the subject of the age of consent to the consideration of cases of indecent offences against a boy or girl.

A summary of the replies received from forty-two States has been made out in the form of two tables (Table A and Table B) which sets out separately, and yet side by side, the substance of the legislation of the different countries on the two subjects.

*Table A* is in two main divisions. The first division relates to the age of marriage. The information received shows that the age of marriage can be considered under three headings: a minimum age not subject to exception; a minimum age under which, in exceptional cases, marriage may take place by dispensation; and an age, generally the age of majority, under which the consent of a third party is necessary.

The second half of *Table A* deals with the age of consent as regards an indecent offence against a boy or girl. The age of consent is often subject to modification in certain circumstances, and for this reason three main divisions of the age of consent have been given: the age of consent subject to no exception; the age of consent subject to special provisos or defences; the age of consent in cases of special relationship between the offender and the victim of the offence.

*Table B* compares the minimum age of marriage with the age of consent subject to no exception. The table classifies the countries according to the age in force as regards the age of marriage and the age of consent, both in respect of men and of women.

To prevent overloading the tables with written matter, extracts from the legislation or from the official replies on which the data in the tables are based have been placed alphabetically in the Appendix under the name of each country.

## THE AGE OF MARRIAGE.

Legislation restricting the age of marriage is effected according to the replies received in three ways:

- (a) By fixing a minimum age not subject to exception;
- (b) By fixing a minimum age under which marriage may take place by dispensation;

(c) By laying down an age, generally the age of majority, under which the consent of a third party to the marriage is required.

Some countries use all three methods of legislation on the age of marriage, others use only one method, and others, again, use a combination of any two methods.

(a) *Minimum Age not subject to Exception.* — In many cases, as might be expected, the minimum age of marriage not subject to exception is very low, and it is probable that it bears little relation even to the lowest age at which marriage actually takes place in the country. In twenty-six out of the forty-two replies analysed, a minimum age of marriage not subject to exception is laid down: Australia (Queensland, South Australia, Tasmania, Victoria, Western Australia), Austria, China, Cuba, Czechoslovakia, Danzig (men), Egypt, Estonia, Germany (men), Great Britain, Greece, Hungary, Irish Free State, Italy, Latvia, New Zealand, Poland, Roumania (Bukovina), Salvador, Kingdom of the Serbs, Croats and Slovenes (except territory of Voivodine), Siam, South Africa, Spain, Turkey, Uruguay, Venezuela.

(b) *Minimum Age under which Marriage may take place by Dispensation.* — In this case, the minimum age of marriage is higher than in countries where the minimum age is subject to no exception, and it probably bears a closer relation to the lowest ages at which a certain number of marriages actually take place. The granting of dispensation is generally vested in a high officer of the State, and is only exercised in exceptional cases and for urgent reasons. The most common reason for dispensation is probably that in which the girl is about to become a mother and in which marriage will enable the child to be born legitimate. According to the replies received, the exercising of dispensation is variously carried out by the King or by Royal Decree, by the Supreme Court, the President, the competent legal authority or by the Church. The countries which restrict the age of marriage by laying down a minimum age and by permitting marriage under that age by dispensation are as follows: Belgium, Czechoslovakia (Ruthenia and Slovakia), Danzig (women), Denmark, Dominican Republic, Finland, France, Germany (women), Haiti, Hungary, Iceland, Italy, Japan, Luxemburg, Monaco, Netherlands, Norway, Poland (except territory formerly Austrian), Roumania (Old Provinces, Bessarabia, Transylvania), Kingdom of the Serbs, Croats and Slovenes (Voivodine), Sweden, Switzerland.

(c) *Age under which the Consent of a Third Party is necessary.* — A provision such as this is to be found in addition to the minimum age of marriage in nearly every legislation submitted. The third party whose consent is required generally consists of the parents or guardians, but sometimes the Court is appointed *ad hoc*. The results which follow a marriage entered into without the consent of the third party vary. In a few cases the absence of such consent nullifies the marriage, in most cases the marriage is only voidable, and in some the absence of the consent required has no effect upon the validity of the marriage.

*The Age of Marriage for Men and for Women.* — The legislation submitted on the age of marriage shows that it is the general rule to have a higher minimum age of marriage for men than for women. There are, however, a few countries in which the minimum age subject to no exception is *the same* for both men and women, *i.e.*, Austria 14 years, China 16 years, Czechoslovakia (14 years in Bohemia, Moravia, Silesia, 12 years in Slovakia and Sub-Carpathian Russia), Hungary 12 years, Poland (14 in territory formerly Austrian and 7 in territory formerly Prussian), Roumania (14 in Bukovina), Kingdom of the Serbs, Croats and Slovenes (14 in Croatia and Slovenia, 16 in Bosnia and Herzegovina), Turkey 15. The highest figure where the age is the same for both sexes is therefore 16 in China and in Bosnia and Herzegovina, and the lowest age is 7 in Poland (territory formerly Prussian).

As regards countries in which the age of marriage for men and women is different and which have a minimum age of marriage not subject to exception, the highest age for men is the age of majority in Danzig and Germany, the lowest age is 12 (Hungary), except for India and Siam, where the minimum is undefined. With regard to women, this group of countries shows the highest minimum age not subject to exception as 16 (China, Egypt, Estonia, Latvia) and the lowest 12 (Cuba, Great Britain, Greece, Hungary, Irish Free State, Italy, New Zealand, South Africa, Uruguay and Venezuela), except that in Siam the minimum age is undefined.

As regards countries which have a minimum age subject to exception or dispensation, the highest age for men is the age of majority (Denmark, Finland, Iceland, Sweden), the lowest age is 17 (Japan). With regard to women, this group of countries shows the highest age to be 18 (Denmark, Iceland, Norway, Sweden) and the lowest 15 (Belgium, Dominican Republic, France, Haiti, Japan, Luxemburg, Monaco).

## THE AGE OF CONSENT.

By the age of consent, most countries have understood the age under which consent of a boy or girl to an indecent act is not recognised as a defence to the charge. Other countries have, however, given the age of consent for offences such as seduction, abduction, procuration and corruption of minors. In the case of these offences, the age of consent varies for each offence, and is generally higher than the age of consent to an indecent act. The correlation of information on

several different offences subject to many qualifications introduces so many factors that useful comparative study is almost impossible, and therefore the age of consent as regards these offences has not been taken into consideration.

The penalties for offences against morals vary greatly, both in kind and in severity, from country to country, and, as they are not material to the comparative study of the age of marriage and of consent, they have been omitted.

In the case of juvenile delinquents who are younger or of much the same age as the person offended against, there is often special legislation in their favour. These cases are, however, of a somewhat exceptional nature and as only a few countries have submitted information on them, they have not been considered with respect to the age of consent.

In many countries, the age of consent is not absolute but is subject to qualifications, especially where it is an age above 15 years. The official replies in such cases state that the age of consent is 15, 16 or 17, and support this fact by extracts from the penal code, which show that there is some limitation imposed on the universal application to all cases of this age of consent. It has therefore seemed advisable to classify the age of consent under three divisions:

- (a) The age of consent subject to no exception;
- (b) The age of consent subject to special provisos or defences;
- (c) The age of consent in cases of special relationship.

(a) *The Age of Consent subject to no Exception* may be considered as an age of absolute protection, under which there is no provision in the legislation for a defence on the grounds of consent, limitation of time or previous immoral conduct on the part of the complainant. This age of absolute protection is at its highest at 16 for both sexes (as regards men in Belgium, Great Britain, Norway; as regards women in Belgium, Great Britain, Iceland, Irish Free State, Netherlands (European territory), Norway). It is at its lowest for men at 11 in the Dominican Republic, and as regards women at 10 in Estonia.

(b) *The Age of Consent subject to Special Provisos and Defences.* — As already stated, many countries have adopted a comparatively high age of consent, but it is not an age of absolute protection, because there are limitations upon its application.

These restrictions often take the form of limiting the period during which the action can be brought, or of permitting proceedings to be taken only on the initiative of the parents or guardians. There are also, in this same connection, special defences open to the offender, the most common defence being that he had reasonable cause to believe that the victim was over the age of consent. This defence is sometimes limited to young men under 21. Lastly, there is often a low age of absolute protection but a much higher age in force in respect of a child who was, previous to the offence, of good moral character, which is variously defined as being of good reputation, virtuous, innocent, chaste and not a prostitute or frequenter of prostitutes.

Subject to any one of these provisos or defences, the age of consent may be placed high, and it reaches the age of majority in Greece, the Netherlands, Salvador and Venezuela. It is at its lowest at 14 in Czechoslovakia (Slovakia and Sub-Carpathian Russia), Estonia, Hungary, the Kingdom of the Serbs, Croats and Slovenes (Voivodine).

(c) *The Age of Consent in Cases of Special Relationship.* — The age of consent is often raised by one or two years above that which is the general rule where the offender occupies a special relationship to or is in authority over the boy or girl against whom the offence has been committed. This relationship may exist between people in the same house (visitors or servants and the young members of the family of either sex), or between those in authority (foster-parents, guardians, teachers, masters, doctors, clergy, etc.) and young persons who are in their custody or care or under their instruction. It may also exist as regards the staff of an institution and inmates under their care. In countries in which the age of consent itself is not raised in cases of special relationship, there are often more severe penalties in force for an offence committed by a person in a position of authority.

#### THE AGE OF MARRIAGE AND OF CONSENT CONSIDERED IN RELATION TO THE MORAL PROTECTION OF THE YOUNG.

The comparative study of the law relating to the age of consent and of marriage has, as already stated, been carried out in the form of comparative tables and the relevant extracts from laws have been placed in the appendix. The second part of the work in connection with this enquiry is stated to be "a study . . . to ascertain to what extent the age fixed for consent and for marriage may affect the question of the moral protection of children and young persons". No State has submitted any definite opinion, nor has it given any data other than legislation to

show how far moral protection can be carried in the matter of fixing an age of consent and of marriage.

It is generally held that the considerations which influence legislation on the age of marriage differ from those influencing legislation on the age of consent and, according to the replies received, the subjects are usually dealt with in quite different codes — the marriage age under the civil code and the age of consent under the penal code. It is clear, however, that both forms of legislation have points of resemblance as regards the protection of young persons. First, legislation fixing the age of marriage and legislation fixing the age of consent both aim at protecting young persons against their own imprudence. Secondly, in both cases, the legislation effects protection by fixing a limit of age under which young persons are legally considered to be immature or irresponsible. Thirdly, in both cases the giving of consent by a young person under the specified age does not carry with it the ordinary consequences of consent. As regards marriage, the consent of parties under age may make the marriage void or voidable. As regards the age of consent, the law declines to accept the defence that the young person gave his or her consent, and thereby waives the general rule *volenti non fit injuria*.

It would appear that, on account of the serious responsibilities involved in marriage, the majority of countries take the view that the minimum age of marriage should be higher than the age of consent. A rough classification gives the following results, excluding countries having more than one form of legislation, and whether or not the minimum age of marriage is subject to exception:

(a) The minimum age of marriage is higher than the age of consent in twenty-three countries: Belgium (men), China, Danzig, Denmark, Dominican Republic, Egypt, Estonia, Finland, France, Germany, Haiti (men), Iceland, Italy (men), Japan, Latvia, Luxemburg, Monaco, (men), Netherlands (men), Norway, Roumania (except Bukovina), Salvador, Spain (except as regards women and civil marriages), Sweden.

(b) The minimum age of marriage is lower than the age of consent in eight countries: Belgium (women), Great Britain, Greece, India, Irish Free State, Siam, South Africa, Venezuela.

(c) The minimum age of marriage is the same as the age of consent in ten countries: Austria, Cuba, Haiti (women), Italy (women), Monaco (women), New Zealand (women), Spain (women in civil marriages); Roumania (Bukovina), Turkey, Uruguay (women).

As regards the protection of young persons, the essential point is not whether the minimum age of marriage be higher or lower than the age of consent, but rather that both ages should conform respectively to the standards required by enlightened public opinion. Without adopting any definite standard for purposes of comparison, it is clear from the comparative table that existing legislation on the age of marriage and of consent can be classified as regards its adequacy into four categories:

- (a) Cases in which the age of marriage and age of consent are both reasonable;
- (b) Cases in which the age of marriage and the age of consent are both low;
- (c) Cases in which the age of marriage is reasonable but the age of consent is low;
- (d) Cases in which the age of marriage is low but the age of consent is reasonable.

While there can be no doubt that legislation on the age of marriage and on the age of consent does afford protection to young people, the comparative table illustrates the wide range of views which exist in different countries as to the age up to which the protection of young people can effectively be carried in the matter of fixing an age of marriage and an age of consent.

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TABLE A

TABLE COMPARING THE AGE OF MARRIAGE WITH THE AGE OF CONSENT

A COUNTRY	LEGAL AGE OF MARRIAGE				AGE OF CONSENT AS REGARDS AN INDECENT OFFENCE *			
	B Minimum age not subject to exception	C Minimum age subject to exception	D Age under which consent of parent, guardian, judicial authority or other third party is required	E Remarks	F Age, subject to no exception	G Age, subject to special provisos or defences	H Age in cases of special relationship	I Remarks
1. AUSTRALIA				a The minimum age is not determinable under the law of New South Wales.	M. undefined			
New South Wales			M. 21 <sup>a</sup> W. 21 <sup>a</sup>		W. 14	W. 16	W. 17	
Queensland	M. 14 W. 12		M. 21 W. 21		M. 14 W. 12	W. 17		
South Australia	M. 14 W. 12		M. 21 W. 21		M. 16 W. 16	W. 17	M. 18 <sup>a</sup> W. 18	<sup>a</sup> The age is 18 where the defendant is a guardian or teacher of the boy or girl.
Tasmania	M. 14 W. 12		M. 21 W. 21		W. 16	W. 18		
Victoria	M. 14 W. 12		M. 21 W. 21		M. 16 W. 16	W. 18 <sup>a</sup>		<sup>a</sup> Where offender is over 21 and the girl unmarried and was previously chaste.
Western Australia	M. 14 W. 12		M. 21 W. 21			W. 16	W. 17 <sup>a</sup>	<sup>a</sup> The age is 17 for indecent assault by a guardian, employer, teacher or schoolmaster.
2. AUSTRIA	M. 14 W. 14		M. 21 W. 21		M. 14 W. 14			
3. BELGIUM		M. 18 <sup>a</sup> W. 15 <sup>a</sup>		<sup>a</sup> The Crown may grant dispensation to marry under these ages.	M. 16 W. 16		M. 21 <sup>a</sup> W. 21 <sup>a</sup>	<sup>a</sup> The age is 21 if the accused is an ascendant and if the minor has not been emancipated by marriage.
4. CHINA	M. 16 <sup>a</sup> W. 16 <sup>a</sup>			<sup>a</sup> "Under the laws at present in force." November 11th, 1925.	W. 12			
5. CUBA	M. 14 W. 12		M. 21 W. 21	A marriage contracted by children who have not reached the age of puberty shall be, <i>ipso facto</i> , confirmed without the necessity of any special declaration, provided they have lived together for one day after reaching the legal age of puberty without lodging any appeal against the validity of the marriage, or if the girl has conceived before the legal age of puberty or before proceedings have been instituted.	W. 12		W. 20 <sup>a</sup> and more <sup>b</sup>	<sup>a</sup> The age is 20 when the offence is committed by a public official, priest, domestic servant, guardian, teacher or other person in any way responsible for the education or protection of the victim. <sup>b</sup> There is no limit where the offence is committed by a brother or an ascendant of the victim.

6. CZECHOSLOVAKIA**	M. 14 W. 14		M. 21 W. 21	<sup>a</sup> The Prefect of the Department may grant exemption to marry under these ages.	M. <sup>a</sup> child <sup>b</sup> W. 14			<sup>a</sup> The age of consent is 14 for an <i>innocent</i> girl. No age of absolute protection has been given. <sup>b</sup> The official reply does not state up to what age the victim is considered a child.
(1) Bohemia, Moravia, Silesia								
(2) Slovakia and Sub-Carpathian Russia	M. 12 W. 12	M. 18 <sup>a</sup> W. 16 <sup>a</sup>	M. 21 W. 21				W. 14 <sup>a</sup>	
7. DANZIG	M. at majority <sup>b</sup> W. 16 <sup>a</sup>		M. at majority <sup>b</sup> W. at majority <sup>b</sup>	<sup>a</sup> The general rule may be set aside for women. <sup>b</sup> The age of majority is usually 21 but may be exceptionally at 18.	M. 14 W. 14		M. 21 <sup>b</sup> W. 21 <sup>b</sup>	<sup>a</sup> The age is 16 for seducing a <i>virgin</i> girl. <sup>b</sup> Minors are protected to the age of majority in respect of an offence by their guardians, adoptive or foster parents, ministers of religion, teachers or tutors.
8. DENMARK		M. 21 <sup>a</sup> W. 18 <sup>a</sup>		<sup>a</sup> Dispensation by Royal Decree may be granted in special circumstances, generally to men of 19 or 20 and to women of 16.	W. 12		W. 16 <sup>a</sup>	<sup>a</sup> Proceedings for offences on girls between 12 and 16 will only be taken at the instance of parents or guardians.
9. DOMINICAN REPUBLIC		M. 18 <sup>a</sup> W. 15 <sup>a</sup>	M. 21 W. 21	<sup>a</sup> A judge of first instance may grant dispensation from the age limit for valid reasons.	M. 11 W. 11		M. 21 <sup>a</sup> W. 21 <sup>a</sup>	<sup>a</sup> The age is the age of majority in the case of an offence by an ascendant on a minor not emancipated by marriage.
10. EGYPT	M. 18 <sup>a</sup> W. 16 <sup>a</sup>			<sup>a</sup> A contract of marriage will not be recognised or sanctioned by law if concluded under these ages.	M. 14 W. 14			
11. ESTONIA	M. 18 W. 16				W. 10		W. 14 <sup>a</sup>	<sup>a</sup> The age is 14 if girl is a <i>virgin</i> . — Sexual relations with a girl between 10 and 14 who consents and who is not a virgin does not constitute a crime.
12. FINLAND		M. 21 <sup>a</sup> W. 17 <sup>a</sup>		<sup>a</sup> In unspecified cases dispensation may be given by the Supreme Court. Young men in settled circumstances may marry at 18. The marriage law is in process of being revised.	M. 15 W. 15		M. 17 <sup>a</sup> W. 17 <sup>a</sup>	<sup>a</sup> The age is 17 in respect of <i>innocent</i> children.
13. FRANCE		M. 18 <sup>a</sup> W. 15 <sup>a</sup>	M. 21 W. 21	<sup>a</sup> The Government may for serious reasons grant exemption to marry under these ages.	M. 13 W. 13		M. 21 <sup>a</sup> W. 21 <sup>a</sup>	<sup>a</sup> The age is 21 where the offence is committed by an ascendant on his descendant who is not emancipated by marriage.
14. GERMANY	M. at majority W. 16 <sup>a</sup>			<sup>a</sup> Exceptions to the general rule may be allowed in the case of women, but men must have attained their majority, which is usually at 21, but may be at 18.	M. 14 W. 14		M. 21 <sup>b</sup> W. 21 <sup>b</sup>	<sup>a</sup> The age is 16 if the girl is a <i>virgin</i> ; proceedings are taken only at instance of parents or guardians. <sup>b</sup> The age is the age of majority where the offence is committed by a clergyman, teacher or tutor on a pupil or ward.
15. GREAT BRITAIN	M. 14 <sup>a</sup> W. 12		M. 21 W. 21	<sup>a</sup> These are the ages at which consent can be given to marriage. Marriages under these ages are voidable.	M. 16 W. 16			

\* The age of consent is the age under which the consent of the victim does not constitute a defence to a charge of carnal knowledge of a girl or of an indecent assault against a boy or girl.  
\*\* New draft civil and penal codes are in the Secretariat files and can be examined there if desired.  
M. — Man. W. — Woman.

TABLE A (continued)

## TABLE COMPARING THE AGE OF MARRIAGE WITH THE AGE OF CONSENT

A COUNTRY	LEGAL AGE OF MARRIAGE				AGE OF CONSENT AS REGARDS AN INDECENT OFFENCE *			
	B Minimum age not subject to exception	C Minimum age subject to exception	D Age under which consent of parent, guardian, judicial authority or other third party is required	E Remarks	F Age, subject to no exception	G Age, subject to special provisos or defences	H Age in cases of special relationship	I Remarks
16. GREECE	M. 14 W. 12		M. 21 W. 21		M. 15 W. 15	W. 21 <sup>a</sup>	M. 21 <sup>b</sup> W. 21 <sup>b</sup>	<sup>a</sup> The age is 21 in respect of an <i>innocent</i> girl. <sup>b</sup> The age is the age of majority where the offence is committed by persons in certain positions of authority.
17. HAITI		M. 18 <sup>a</sup> W. 15 <sup>a</sup>		<sup>a</sup> The President may grant exemption to marry under these ages.	M. 15 <sup>a</sup> W. 15 <sup>a</sup>			<sup>a</sup> The official reply refers to the offence of rape or an offence against decency <i>with violence</i> .
18. HUNGARY	M. 12 W. 12	M. 18 <sup>a</sup> W. 16 <sup>a</sup>	M. at majority W. at majority	<sup>a</sup> The Minister of Justice may grant dispensations.	M. 12 W. 12	W. 14 <sup>a</sup>		<sup>a</sup> This is the age in respect of a <i>virtuous</i> young girl. No age of absolute protection is given.
19. ICELAND		M. 21 <sup>a</sup> W. 18 <sup>a</sup>	M. 21 W. 21	<sup>a</sup> The Minister for Iceland may grant special authorisation to marry under these ages but only does so in exceptional cases where the man is under 20 and the woman under 17.		W. 16 <sup>a</sup>		<sup>a</sup> Proceedings only take place at the instance of the parents or guardians.
20. INDIA	<p>A. Age at which marriage may lawfully be contracted:</p> <p>M. 16 { In cases governed by Sec. 60 of the Indian Christian Marriage Act, 1872. W. 13 { M. 18 { In cases governed by Sec. 2 of the Special Marriage Act, 1872. W. 14 {</p> <p>M. Undefined } In cases not covered by the application of the above-mentioned Acts. W. Undefined }</p> <p>B. Age at which marriage may lawfully be consummated:</p> <p>M. Undefined } A man may not have intercourse with his wife, even with her consent, if she is under 13. W. 13 }</p>			The statutory and personal law of India permits of marriage being <i>contracted</i> at any age, except where the provisions of the two Marriage Acts apply. The Penal Code, however, makes the consummation of the marriage with a wife under 13 unlawful, by including such conduct in the statutory definition of the offence of rape. The husband's age is unrestricted as regards the consummation of marriage.	W. 14 <sup>a</sup> (or 13 if the girl is married)		<sup>a</sup> Sexual intercourse with a woman under 14, or between a husband and wife where the wife is under 13, constitutes the offence of rape, even where there is consent. The official reply states that certain acts preliminary to offences against morals are punishable when committed on persons under stated ages. These ages are not specified.	
21. IRISH FREE STATE	M. 14 W. 12		M. 21 W. 21		W. 16			



22. ITALY	M. 14 W. 12	M. 18 <sup>a</sup> W. 15 <sup>a</sup>	M. 25 W. 21	<sup>a</sup> Legal authority must be obtained to marry under these ages.	M. 12 W. 12		M. 15 <sup>a</sup> W. 15 <sup>a</sup>	<sup>a</sup> The age is 15 where the offender is an ascendant, guardian or tutor of the victim.
23. JAPAN		M. 17 <sup>a</sup> W. 15 <sup>a</sup>	M. 30 W. 25	<sup>a</sup> Subject to regulations, a marriage may be annulled if contracted under these ages.	W. 13		M. 13	
24. LATVIA	M. 18 W. 16				M. 14 W. 14	M. 16 <sup>a</sup> W. 16 <sup>a</sup>	W. 21 <sup>b</sup>	<sup>a</sup> The age is 16 if the offence was committed "in abuse of innocence". <sup>b</sup> The age is 21 if the offender has the girl in his custody, charge or care.
25. LUXEMBURG		M. 18 <sup>a</sup> W. 15 <sup>a</sup>		<sup>a</sup> The Grand Duke may accord dispensation to marry under these ages for serious reasons.	M. 14 W. 14			
26. MONACO		M. 18 <sup>a</sup> W. 15 <sup>a</sup>		<sup>a</sup> The Prince may grant dispensations in respect of age if there are serious reasons for doing so.	M. 15 W. 15		M. 21 <sup>a</sup> W. 21 <sup>a</sup>	<sup>a</sup> The age is 21 if the offence is committed by an ascendant on a minor not emancipated by marriage.
27. NETHERLANDS (1) European Territory		M. 18 <sup>a</sup> W. 16 <sup>a</sup>		<sup>a</sup> The stipulation as to age may be waived if there are urgent reasons for so doing.	W. 16	W. 21 <sup>a</sup>	W. — <sup>b</sup>	<sup>a</sup> It is an offence to seduce a girl under 21 who is of <i>good character</i> . <sup>b</sup> There is a higher age (undefined) of protection also where a special relationship exists between the offender and the victim. <sup>c</sup> The age of consent is 14 in Surinam. <sup>d</sup> The age of consent is 15 in Curaçao.
	(2) Surinam and Curaçao	M. 18 <sup>a</sup> W. 15 <sup>a</sup>			W. 15 <sup>c</sup> or 16 <sup>d</sup>			
28. NEW ZEALAND	M. 14 W. 12		M. 21 W. 21		W. 12	W. 16 <sup>a</sup>		<sup>a</sup> Special provisions are made in regard to offences against girls between 12 and 16 with reference to the age of the offender and his reasonable belief that the girl was 16 or over, etc.
29. NORWAY		M. 20 <sup>a</sup> W. 18 <sup>a</sup>	M. 21 W. 21	<sup>a</sup> The competent magistrate may permit marriages under these ages.	M. 16 W. 16		M. 18 <sup>a</sup> W. 18 <sup>a</sup>	<sup>a</sup> The age is 18 where the victim is under the authority or care of the offender.
30. POLAND (1) As regards territory formerly Russian <sup>a</sup>	M. 14 W. 12	M. 18 W. 16	M. 21 W. 21	<sup>a</sup> There are several forms of legislation in force to meet different cases.	M. 16 W. 14	W. 16 <sup>a</sup>	W. 16 <sup>a</sup>	<sup>a</sup> The age is 16 if the girl is inexperienced or if the offender took advantage of his position.  <sup>b</sup> The age is 16 in respect of an innocent girl. Proceedings are only taken on complaint of parents or guardian.
	(2) As regards territory formerly Austrian	M. 14 W. 14	M. 21 W. 21		M. 14 W. 14			
	(3) As regards territory formerly Prussian <sup>a</sup>	M. 7 W. 7	M. 21 W. 16		M. 14 W. 14	W. 16 <sup>b</sup>		

<sup>a</sup> See page 7.

TABLE A (continued)

## TABLE COMPARING THE AGE OF MARRIAGE WITH THE AGE OF CONSENT

A COUNTRY	LEGAL AGE OF MARRIAGE				AGE OF CONSENT AS REGARDS AN INDECENT OFFENCE *			
	B Minimum age not subject to exception	C Minimum age subject to exception	D Age under which consent of parent, guardian, judicial authority or other third party is required	E Remarks	F Age, subject to no exception	G Age, subject to special provisos or defences	H Age in cases of special relationship	I Remarks
31. ROUMANIA		M. 18 <sup>a</sup> W. 15 <sup>a</sup>		<sup>a</sup> Dispensations may be granted by the King. <sup>b</sup> In exceptional cases the local religious authority may grant dispensation to marry under these ages in Bessarabia, and the Minister of Justice may do so in Transylvania.	M. 14 W. 14			<sup>a</sup> The age is 21 years where the offence has been committed by persons belonging to the family or to the household.
(1) Old Provinces		M. 18 <sup>a</sup> W. 16 <sup>a</sup>			M. 14 W. 14			
(2) Bessarabia	M. 14 W. 14				M. 14 W. 14		M. 21 <sup>a</sup> W. 21 <sup>a</sup>	
(3) Bukovina		M. 18 <sup>a</sup> W. 16 <sup>a</sup>						
(4) Transylvania								
32. SALVADOR	M. 16 W. 14				W. 12	W. 21 <sup>a</sup>		<sup>a</sup> It is the offence of rape to violate a <i>virgin</i> under 21.
33. SERBS, CROATS AND SLOVENES (KINGDOM OF)				<sup>a</sup> The competent ecclesiastic authority may grant leave to marry under this age. <sup>b</sup> Dispensation to marry under these ages may be granted by the Minister of Justice.  Legislation is to be unified and the age of marriage and of consent will be fixed according to the penal codes of other countries and according to local requirements.				<sup>a</sup> Proceedings are only taken upon private complaint except where the offender is a tutor or guardian or where the victim is in a school or infirmary (hospital).  <sup>b</sup> These ages have been taken from the age in force in Austria.
(1) Territory formerly Serbian	M. 15 W. 13	M. 17 <sup>a</sup> W. 15 <sup>a</sup>			W. 13			
(2) Territory of Voivodine		M. 18 <sup>a</sup> W. 16 <sup>b</sup>				W. 14 <sup>a</sup>	W. 14 <sup>a</sup>	
(3) Croatia and Slovenia	M. 14 W. 14		M. 21 W. 21		M. ? 14 <sup>b</sup> W. ? 14 <sup>b</sup>			
(4) Bosnia and Herzegovina	M. 16 W. 16			M. 13 <sup>a</sup> W. 13				

34. SIAM	M. 1 W. 1 puberty <sup>a</sup>		M. 17 <sup>b</sup> W. 15	<sup>a</sup> The age is not fixed by law but is governed by custom. <sup>b</sup> Minors who marry become <i>sui juris</i> after these ages.	M. 12 W. 12 <sup>o</sup>			
35. SOUTH AFRICA	W. 12					W. 16 <sup>a</sup>		<sup>a</sup> It is a defence to this offence if it can be proved to the Court that the girl is a prostitute or that the offender is under 16.
36. SPAIN	M. 16 <sup>a</sup> W. 14 <sup>a</sup> M. 14 <sup>b</sup> W. 12 <sup>b</sup>			<sup>a</sup> Marriageable ages under canon law. <sup>b</sup> Marriageable ages under civil law.	W. 12		W. 23 <sup>a</sup>	<sup>a</sup> The age of the victim is 23 in respect of an offence committed by persons in a position of authority.
37. SWEDEN		M. 21 <sup>a</sup> W. 18 <sup>a</sup>	M. 21 W. 21	<sup>a</sup> The King may grant dispensations to marry under these ages.	W. 15			
38. SWITZERLAND †		M. 20 <sup>a</sup> W. 18 <sup>a</sup>	M. 21 <sup>b</sup> W. 21 <sup>b</sup>	<sup>a</sup> The Government of the Canton of domicile may declare, if parents or guardians consent, that a man of 18 and woman of 17 are capable of contracting marriage. <sup>b</sup> The consent of parents or guardians is required.	M. { Puberty in 5 Cantons <sup>a</sup> 12 in 4 Cantons 14 in 9 Cantons W. { 15 in 2 Cantons 16 in 1 Canton			<sup>a</sup> The names of the Cantons are set out in the official report in Appendix II.
39. TURKEY	M. 15 W. 15		M. 18 W. 18		M. 15 W. 15			

<sup>o</sup> See page 7.

† The age of consent to indecent assault in the proposed Swiss Penal Code is 16 for both sexes. There is a higher age of protection in certain other offences.

TABLE A (concluded)

## TABLE COMPARING THE AGE OF MARRIAGE WITH THE AGE OF CONSENT

COUNTRY	THE LEGAL AGE OF MARRIAGE		THE AGE OF CONSENT	
	Matrimonial Age	Remarks	Age under which consent of the girl is no defence to the offence of carnal knowledge	Remarks
40. UNITED STATES OF AMERICA	13 States <sup>1</sup> M. 18 W. 16	<sup>1</sup> Arizona <sup>a</sup> , Delaware <sup>b</sup> , California <sup>c</sup> , Illinois <sup>a</sup> , Indiana, Michigan, Montana, Nebraska, Nevada, Ohio, Porto Rico, West Virginia, Wyoming.	24 States <sup>1</sup> W. 16	<sup>1</sup> Alabama, Arkansas, Connecticut, District of Columbia, Illinois <sup>a</sup> , Indiana, Maine, Maryland, Massachusetts <sup>a</sup> , Michigan, Missouri <sup>a</sup> , New Hampshire, New Jersey, New Mexico, Ohio, Oklahoma <sup>a</sup> , Oregon <sup>a</sup> , Pennsylvania, Rhode Island <sup>a</sup> , South Carolina, Vermont, Virginia, West Virginia, Territory under exclusive jurisdiction of U.S.A.
	10 States <sup>2</sup> M. 21 W. 18	<sup>2</sup> Alaska, Colorado <sup>b</sup> , Maine <sup>b</sup> , Maryland <sup>b</sup> , Mississippi <sup>b</sup> , Missouri <sup>b</sup> , New Jersey <sup>b</sup> , Panama Canal Zone <sup>b</sup> , Vermont <sup>b</sup> , Washington <sup>b</sup> .	18 States <sup>2</sup> W. 18	<sup>2</sup> Arizona, California, Colorado, Delaware, Idaho, Kansas, Kentucky, Louisiana, Minnesota, Montana, Nevada, New York, North Dakota, South Dakota, Utah, Washington, Wisconsin, Wyoming.
	8 States & Philippine Islands <sup>3</sup> M. 14 W. 12	<sup>3</sup> Florida <sup>d</sup> , Iowa <sup>e</sup> , Kentucky, Louisiana, Massachusetts, Pennsylvania <sup>d</sup> , Philippine Islands, Tennessee, Virginia.	3 States <sup>3</sup> W. 15	<sup>3</sup> Hawaii, Texas <sup>a</sup> , Nebraska.
	7 States <sup>4</sup> M. 18 W. 15	<sup>4</sup> Minnesota, New Mexico <sup>d</sup> , North Dakota <sup>a</sup> , Oklahoma, Oregon, South Dakota, Wisconsin.	3 States <sup>4</sup> W. 12	<sup>4</sup> North Carolina <sup>b</sup> , Mississippi <sup>a</sup> , Tennessee <sup>c</sup> .
	5 States <sup>5</sup> M. 17 W. 14	<sup>5</sup> Alabama, Arkansas <sup>a</sup> , Georgia <sup>f</sup> , Hawaii, Indian Territory.	2 States <sup>5</sup> W. 14	<sup>5</sup> Georgia, Porto Rico.
	4 States <sup>6</sup> M. 16 W. 14	<sup>6</sup> District of Columbia <sup>a</sup> , North Carolina <sup>g</sup> , Texas, Utah.	Florida W. 10 <sup>a</sup>	
	2 States <sup>7</sup> M. 18 W. 18	<sup>7</sup> Idaho <sup>b</sup> , New York <sup>a</sup> .		<i>Notes.</i>
	2 States <sup>8</sup> M. 21 W. 21	<sup>8</sup> Connecticut <sup>h</sup> , Rhode Island <sup>b</sup> .		<sup>a</sup> The age is 18 if girl was previously chaste. <sup>b</sup> The age is 16 if girl was previously chaste. <sup>c</sup> The age is 21 if girl was previously chaste. It is a defence between 14 and 21 to prove previous unchastity, or it is a defence between 12 and 14 to prove girl was, before the offence, a bawd, lewd, or kept female.
	Kansas M. 15 W. 12	<i>Notes.</i>		<i>General Note.</i>
	New Hampshire M. 14 W. 13	<sup>a</sup> Parental consent necessary for men under 21 and women under 18.		The method of legislating for offences against boys is very varied among the different States, and it has not been possible to correlate the information supplied. Full information on these offences, and also on abduction and on other offences against morality, are to be found in the publication <i>Laws relating to Sex Offences against Children</i> issued by the Children's Bureau of the U.S. Department of Labour.
	South Carolina M. 18 W. 14	<sup>b</sup> Marriages may take place younger with consent of parents or guardians. <sup>c</sup> Marriages at this age only with consent of parents, otherwise the age limits are 21 for men and 18 for women. <sup>d</sup> Parental consent necessary for men and women under 21. <sup>e</sup> By Statute the age limit is for men 16 and for women 14, but the common law rule (14 and 12 respectively) is not repealed. <sup>f</sup> Parental consent necessary for marriage of women under 18. <sup>g</sup> Parental consent necessary for minors under 18. <sup>h</sup> Parental consent necessary for minors and the consent of select man of the town if either party is under 16.		It should be observed that in many States the age of consent for a girl is lower where the offender is himself under a specified age or where he is younger than the girl.

A COUNTRY	LEGAL AGE OF MARRIAGE				AGE OF CONSENT AS REGARDS AN INDECENT OFFENCE *			
	B Minimum age not subject to exception	C Minimum age subject to exception	D Age under which consent of parent, guardian, judicial authority or other third party is required	E Remarks	F Age, subject to no exception	G Age, subject to special provisos or defences	H Age in cases of special relationship	I Remarks
41. URUGUAY	M. 14 W. 12		M. 25 W. 23		W. 12			
42. VENEZUELA	M. 14 W. 12		M. 21 W. 18		M. 15 W. 15	W. 21 <sup>a</sup>		<sup>a</sup> The age is 21 where a vir- tuous woman has been seduced under promise of marriage.

\* See page 7.

TABLE B

TABLE COMPARING THE MINIMUM AGE OF MARRIAGE WITH THE AGE OF CONSENT SUBJECT TO NO EXCEPTION<sup>1</sup>

AGE	MEN			WOMEN		
	AGE OF MARRIAGE		AGE OF CONSENT	AGE OF MARRIAGE		AGE OF CONSENT
	Minimum age subject to no exception	Minimum age subject to exception or to dispensation		Minimum age subject to no exception	Minimum age subject to exception or to dispensation	
Majority	Danzig, Germany.	Denmark, Finland, Iceland, Sweden.				
20		Norway.				
19						
18	Egypt, Estonia, Latvia.	Belgium, Dominican Republic, France, Haiti, Luxemburg, Monaco, Netherlands.			Denmark, Iceland, Norway, Sweden.	
17		Japan.			Finland.	
16	China, Spain (ecclesiastical marriage), Salvador.		Belgium, Great Britain, Norway.	China, Egypt, Estonia, Latvia.	Danzig, Germany, Netherlands (European Territory).	Belgium, Great Britain, Iceland, Irish Free State, Netherlands (European territory), Norway.
15	Turkey.		Finland, Greece, Haiti, Monaco, Turkey.	Turkey.	Belgium, Dominican Republic, France, Haiti, Japan, Luxemburg, Monaco.	Finland, Greece, Haiti, Monaco, Sweden, Turkey, Venezuela.

<sup>1</sup> Federal Governments and countries having more than one form of legislation have been omitted from this table.

TABLE B (concluded)

TABLE COMPARING THE MINIMUM AGE OF MARRIAGE WITH THE AGE OF CONSENT SUBJECT TO NO EXCEPTION <sup>1</sup>

AGE	MEN			WOMEN		
	AGE OF MARRIAGE		AGE OF CONSENT	AGE OF MARRIAGE		AGE OF CONSENT
	Minimum age subject to no exception	Minimum age subject to exception or to dispensation		Minimum age subject to no exception	Minimum age subject to exception or to dispensation	
14	Austria, Cuba, Spain (civil marriage), Great Britain, Greece, Irish Free State, Italy, New Zealand, Uruguay, Venezuela.		Austria, Danzig, Egypt, Germany, Latvia, Luxemburg.	Austria, Spain (ecclesiastical marriage), Spain (civil marriage), Salvador		Austria, Danzig, Egypt, Germany, India, Latvia, Luxemburg.
13			France, Japan.	* India (in respect of the consummation of marriage).		France, Japan.
12	Hungary.		Hungary, Italy, Siam.	Cuba, Great Britain, Greece, Hungary, Irish Free State, Italy, New Zealand, South Africa, Uruguay, Venezuela.		China, Cuba, Denmark, Hungary, Italy, New Zealand, Salvador, Siam, Spain, Uruguay.
11			Dominican Republic.			Dominican Republic.
10						Estonia.
Undefined	Siam, India.			Siam, India (see * above).		

<sup>1</sup> Federal Governments and countries having more than one form of legislation have been omitted from this table.

## APPENDIX

### EXTRACTS FROM THE LAW OR FROM OFFICIAL REPLIES ON THE AGE OF MARRIAGE AND THE AGE OF CONSENT.

#### AUSTRALIA

##### 1. NEW SOUTH WALES.

###### AGE OF MARRIAGE.

The minimum age of marriage is not determinable. The fact that the age is not determinable is due to the present state of the New South Wales law governing the matter and the State Crown Law Authorities, the Registrar-General's Department and others concerned are unable to give a definite ruling.

Consent of a third party is required for marriage under 21 years of age.

###### AGE OF CONSENT.

###### *Crimes (Amendment) Act 1924.*

*Section 71.* — Whosoever unlawfully and carnally knows any girl of or above the age of 10 years, and under the age of 16 years, shall be liable to penal servitude . . .

*Section 72.* — Whosoever attempts unlawfully and carnally to know any girl above the age of 10 years, and under the age of 16 years, or assaults any such girl with intent carnally to know her, shall be liable to penal servitude . . .

*Section 73.* — Whosoever, being a schoolmaster or other teacher, or a father, or stepfather, unlawfully and carnally knows any girl of or above the age of 10 years, and under the age of 17 years, being his pupil, or daughter, or stepdaughter shall be liable to penal servitude. . .

*Section 74.* — Whosoever, being a schoolmaster or other teacher, or a father, or stepfather, by any means attempts unlawfully and carnally to know any girl of or above the age of 10 years, and under the age of 17 years, being his pupil, or daughter, or stepdaughter, or assaults any such girl with intent carnally to know her, shall be liable to penal servitude . . .

*Section 77.* — The consent of the woman, girl, pupil, daughter, or stepdaughter shall be no defence to any charge under Sections 71, 72, 73, or 74 of this Act, or, if the female be under the age of 16 years, to any charge under Section 76 of this Act:

Provided that it shall be a sufficient defence to any charge which renders a person liable to be found guilty of an offence under Sections 71 or 72 of this Act, or if the female be under the age of 16 years, to any charge under Section 76 of this Act, if it be made to appear to the court or jury before whom the charge is brought:

- (a) That the girl was over the age of 14 years at the time of the alleged offence; and
- (b) That she consented to the commission of the offence; and
- (c) either:
  - (i) That she was at the said time a common prostitute or an associate of common prostitutes; or
  - (ii) That the person so charged had at the said time reasonable cause to believe and did in fact believe that she was of or above the age of 16 years.

*Section 78.* — No prosecution in respect of any offence under Sections 71, 72, or 76 of this Act shall, if the girl in question was at the time of the alleged offence over the age of 14 years and under the age of 16 years, be commenced after the expiration of twelve months from the time of the alleged offence.

###### *Crimes Act 1900.*

*Section 81.* — Whosoever commits an indecent assault upon a male person of whatever age, with or without the consent of such person, shall be liable to penal servitude. . .

##### 2. QUEENSLAND.

###### AGE OF MARRIAGE.

All persons under the age of 21 years must obtain the consent of their parents (if in the State) to their marriage (Queensland Registrar-General).

The legal age of marriage is 14 for a male and 12 for a female.

###### AGE OF CONSENT.

###### *Criminal Code Act 1899.*

*Section 210.* — Any person who unlawfully and indecently deals with a boy under the age of 14 years is guilty of a crime . . .

The term "deal with" includes doing any act which, if done without consent, would constitute an assault as herein-after defined.

*Section 215.* — Any person who has or attempts to have unlawful carnal knowledge of a girl under the age of 17<sup>1</sup> years . . . is guilty of a misdemeanour . . .

It is a defence to a charge . . . in this Section to prove that the accused person believed, on reasonable grounds, that the girl was of or above the age of 17<sup>1</sup> years.

A prosecution for either of the offences firstly defined in this Section must be begun within six<sup>1</sup> months after the offence is committed.

A person cannot be convicted of any of the offences defined in this Section upon the uncorroborated testimony of one witness . . .

*Section 216.* — Any person who unlawfully and indecently deals with a girl under the age of 17<sup>1</sup> years is guilty of a misdemeanour . . .

It is a defence to a charge of the offence defined in this Section to prove that the accused person believed, on reasonable grounds, that the girl was of or above the age of 17<sup>1</sup> years . . .

<sup>1</sup> Amended by Section 2 of The Criminal Code Amendment Act of 1913 (No. 2). (A copy of this Amendment Act has not been submitted.)



The term "deal with" includes doing any act which, if done without consent, would constitute an assault as hereinafter defined.

### 3. SOUTH AUSTRALIA.

#### AGE OF MARRIAGE.

No Act of Parliament regulates this. State Registrar-General follows established custom in England of regarding 14 for male and 12 for female as the age at which marriages may be solemnised.

#### *The Marriage Act 1867.*

*Section 25.* — If either party to any intended marriage, not being a widower or a widow, shall be under the age of 21 years, no certificate authorising such marriage shall be issued, nor shall any licence for such marriage be granted without the production to the Registrar-General, District Registrar, officiating minister, or officiating registrar, as the case may be, of the written consent of the parent or guardian of the said minor, to the said marriage: Provided that if the applicant for such certificate or licence shall . . . show that such parent or guardian is not resident in the said province, or shall assign other satisfactory grounds for not having obtained such written consent, the same may . . . be dispensed with; and thereupon such certificate or licence may be issued as if such parties were both of full age.

#### AGE OF CONSENT.

#### *The Children's Protection Act 1899.*

*Section 3.* — The age of consent is hereby raised from 16 years to 17 years, so that, except when the accused is under the age 17 years, consent shall be no defence in any case relating to a child under 17 years of age in which it would not before the passing of this Act have been a defence in a case relating to a child under 16 years of age: Provided always that in cases of alleged offences where the female is between the ages of 16 and 17 years consent of such female shall be a defence if the defendant had reasonable ground for believing that the female was of or above the age of 17 years.

#### *The Criminal Law Consolidation Act 1876.*

*Section 9.* — No child under the age of 16 years shall be deemed capable of consenting to any indecent assault, and no person under the age of 18 years shall be deemed capable of consenting to any indecent assault committed by the guardian, teacher, or schoolmaster of such person.

*Section 11.* — Any person who, being the guardian, teacher, or schoolmaster of any female under the age of 18 years, unlawfully and carnally knows, or attempts to have unlawful and carnal knowledge of such female, shall be guilty of a misdemeanour . . .

### 4. TASMANIA.

#### AGE OF MARRIAGE.

The legal age of marriage is 14 for a male and 12 for a female. Consent of parents, etc., is required for marriages under 21.

#### AGE OF CONSENT.

#### *Criminal Code Act 1924.*

*Section 124.* — (1) Any person who has unlawful carnal knowledge of a girl under the age of 18 years is guilty of a crime.

Charge: Defilement of a girl under 18 years of age.

(2) In any case in which the accused person is under the age of 21 years, it is a defence to a charge under this Section to prove that he in fact believed on reasonable grounds that the girl was over the age of 18 years.

(3) In any case in which the accused person is under the age of 21 years, and the girl is over the age of 16 years, the consent of the girl shall be a defence to a charge under this Section.

(4) In any case in which the accused person is under the age of 15 years and the girl is over the age of 12 years, the consent of the girl shall be a defence to any such charge.

(5) In any case in which the accused person is under the age of 16 years, and the girl is of the same age or older than such person, her consent shall be a defence to any such charge.

(6) Except as hereinbefore provided, the consent of the girl shall in no case be a defence to any such charge.

### VICTORIA.

#### AGE OF MARRIAGE.

#### *Marriage Act 1915.*

*Section 40.* — Every consent to the marriage of any person who is under the age of 21 years shall be in such form as may be prescribed in rules and regulations made pursuant to this Part or to the like effect.

#### AGE OF CONSENT.

#### *Crimes Act 1915.*

*Section 44.* — (1) Whosoever unlawfully and carnally knows any girl of or above the age of 16 and under the age of 18 years shall be guilty of felony and shall be liable to imprisonment for a term . . . ; but if he is a schoolmaster or teacher, and such girl his pupil, he shall be liable to imprisonment for a [longer] term . . .

(2) Whosoever attempts to have unlawful carnal knowledge of any girl of or above the age of 16 and under the age of 18 years, or assaults any such girl with intent unlawfully and carnally to know her, shall be guilty of a misdemeanour, and shall be liable, to imprisonment for a term . . . ; but if he is a schoolmaster, or teacher and such girl his pupil, he shall be liable to imprisonment for a [longer] term . . .

*Section 45.* — It shall be no defence to a charge for unlawfully and carnally knowing, or for attempting or for assaulting with intent unlawfully and carnally to know any girl under the age of 16 years, that such carnal knowledge or attempt to have carnal knowledge or assault with intent was attempted or was made with the consent of such girl unless such girl is older than or of the same age as the defendant.

*Section 46.* — (1) If any person of or above the age of 21 years unlawfully and carnally knows any unmarried female of or above the age of 16 and under the age of 18 years, he shall be guilty of an indictable offence . . .

(2) It shall be no defence to any charge, presentment, indictment or information for an offence under this Section that such carnal knowledge was with the consent of such female.

(3) In this Section the expression "female" does not include a female who with her consent has previously had intercourse with a male person.

*Section 47.* — No prosecution for an offence against a girl of or above 12 years of age under the provisions of Section 44 or against a female of or above 16 years of age under Section 46 shall be commenced more than twelve months after its commission.

*Crimes (Acts of Indecency) Act 1919.*

*Section 4.* — It shall be no defence to a charge for an indecent assault on a male person under the age of 16 that such assault was made with the consent of such male person.

6. WESTERN AUSTRALIA.

AGE OF MARRIAGE.

The legal age of marriage is 14 for a male and 12 for a female.  
Consent of parents, etc., is required for marriages under 21.

AGE OF CONSENT.

*Criminal Code Amendment Act 1918.*

*Section 7.* — (1) Section 188 of the Code is hereby repealed, and the following Sections inserted in lieu thereof:

187. (1) Any person who has or attempts to have unlawful carnal knowledge of a girl under the age of 16 years is guilty of a crime...

Provided that if the offender's age does not exceed 21 years he is guilty of a misdemeanour...

(2) It is a defence to a charge of either of the offences defined in this Section to prove that the accused person believed, on reasonable grounds, that the girl was of or above the age of 16.

(3) A prosecution under this Section for the offence of having unlawful carnal knowledge must be begun within six months and for the offence of attempting to have unlawful carnal knowledge within three months, after the offence has been committed.

(4) A person cannot be convicted of either of the offences defined in this Section upon the uncorroborated testimony of one witness.

*Section 8.* — Section 189 of the Code is hereby repealed, and the following Section is hereby inserted in lieu thereof:

189. (1) Any person who unlawfully and indecently deals with a girl or woman:

(i) Who is under the age of 16 years; or

(ii) Who is under the age of 17 years, and of whom the accused person is a guardian, employer, teacher or schoolmaster,

is guilty of a crime, and is liable to imprisonment...

(3) If a person accused of the offence of unlawfully and indecently dealing with a girl under the age of 16 years proves that the act committed was done with the consent of the girl, that she was in fact of or over the age of 13 years, and that he believed at the time on reasonable grounds that her age was greater than stated in the indictment, he shall be in the same position as if her age had in fact been such as he so believed it to be.

AUSTRIA

AGE OF MARRIAGE.

*Civil Code.*

*Article 21.* — (As worded in Article 1 of the Law of February 6th, 1919, State Legal Gazette No. 96): Persons who, by reason of being under the legal age... shall be placed under the special protection of the law... include children who have not completed their seventh year; boys and girls under marriageable age who have not completed their fourteenth year, and minors who have not completed their twenty-first year...

*Article 48.* — ...Children under marriageable age shall be considered incapable of contracting a valid marriage.

*Article 49.* — Minors... shall... be disqualified from contracting a legal marriage without the consent of their legitimate father. Should the father be deceased or incapable of acting on their behalf, the marriage of such persons shall only be valid if, in addition to a declaration from their regular guardian or trustee, they have also obtained the consent of the legal authorities.

*Article 50.* — Minors who are illegitimate children can only contract a valid marriage if, in addition to a declaration from their guardian, they also obtain the consent of the legal authorities.

AGE OF CONSENT.

*Penal Code.*

*Article 127.* — Attempt at extra-conjugal sexual intercourse with a female who... has not yet completed her fourteenth year shall be regarded as rape and be punishable under Article 126.

*Article 128.* — Any person who for the purpose of satisfying his lust shall have committed improper actions on the person of a boy or girl under 14 years... in a manner other than that referred to in Article 127, and should such act not constitute the crime dealt with in Article 129b, shall be guilty of the crime of indecent assault and shall be punished... and in the case of exceptionally aggravating circumstances this sentence may be raised.

BELGIUM.

AGE OF MARRIAGE.

*Civil Code.*

*Article 144.* — Males who have not reached the age of 18, and females who have not reached the age of 15, cannot contract marriage.

*Article 145.* — For urgent reasons, however, the Crown has power to grant dispensations in regard to the age-limit.

*Royal Decree.*

January 5th, 1864. — Royal Decree regulating the method of issuing dispensations relating to marriage (*Moniteur*, January 10th, 1864).

*Article 1.* — Dispensations allowing marriage before the age of 18 in the case of males or 15 in the case of females, and dispensations allowing marriage within the prohibited degrees between brother-in-law and sister-in-law when marriage has been dissolved by the natural death of one of the parties, or between uncle and niece or aunt and nephew, shall be granted by Us for urgent reasons, on the report of our Minister of Justice.

*Article 2.* — Dispensations from the second publication of banns of marriage shall be granted in our name for urgent reasons, which must be notified to our Minister of Justice, by our procurators (*procureurs*) of the courts of first instance in whose jurisdiction the grantees propose to celebrate their marriage.

*Article 3.* — Our Minister of Justice shall send the grantees the dispensations granted by Us, and our procurators at the courts of first instance shall send them the dispensations granted by them in our name, such dispensations being kept attached to the marriage certificate.

AGE OF CONSENT.

*Penal Code.*

*Article 372* (Law of May 15th, 1912, Article 48). — Any indecent act unaccompanied by violence or threats committed on the person or by the aid of the person of a child of either sex under 16 years of age shall be punishable by confinement with hard labour (*réclusion*).

An indecent act unaccompanied by violence or threats committed by any ascendant on the person or by the aid of the person of a minor, whether the latter has reached the age of 16 or not, if he or she is not emancipated by marriage, shall be punishable by penal servitude (*travaux forcés*)...

*Article 375* (Law of May 15th, 1912, Article 50). — The sole fact of carnal connection with a child under 14 years of age shall be taken to constitute rape with violence. In such cases the punishment shall be penal servitude (*travaux forcés*)...

CHINA

AGE OF MARRIAGE.

Under the laws at present in force, the legal age at which marriage can be contracted is 16 years for both sexes (Official reply dated November 11th, 1925).

AGE OF CONSENT.

As regards attenuating or aggravating circumstances in respect of age, paragraph 2 of Article 285 of the Provisional Criminal Code of the Chinese Republic lays down that a sexual offence with a girl under 12 years of age is always regarded as having been committed without her consent, and is therefore punishable with the first or second category of banishment. The fact that the criminal has previously obtained the consent of his victim may not be invoked as a ground for reducing the sentence.

CUBA.

AGE OF MARRIAGE.

*Civil Code, Part IV, Chapter I.*

*Section 1. — The Nature of Marriage.*

*Article 45.* — The following are forbidden to contract marriage:

1. Persons under twenty-one years of age, unless they have obtained permission.

*Chapter III.*

*Section 1. — The Capacity of the Contracting Parties.*

*Article 83.* — Marriage cannot be contracted by:

- (1) Males who have not completed their fourteenth year and females who have not completed their twelfth year.

Nevertheless, a marriage contracted by children who have not reached the age of puberty shall be, *ipso facto*, confirmed without the necessity of any special declaration, provided they have lived together for one day after reaching the legal age of puberty without lodging any appeal against the validity of the marriage, or if the girl has conceived before the legal age of puberty or before proceedings have been instituted.

AGE OF CONSENT.

*Penal Code, Part IX. — Offences against Morals.*

*Chapter II.*

*Article 453.* — The rape of a woman shall be punished with a term of penal servitude . . .

*Paragraph 3.* When she is under 12 years of age, even if none of the circumstances mentioned in the two preceding paragraphs were present.

*Chapter IV. — Defilement and Corruption of Minors.*

*Article 459.* — The defilement of a girl over 12 and under 20 by a public official, priest, domestic servant, guardian, teacher or other person in any way 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 defiles his sister or relative in the descending line, even if she is over 20.

The defilement by guile of a female over 12 and under 20 by any other person shall be punished with the maximum term of imprisonment.

*Article 462.* — Anyone who habitually or by abuse of authority or of confidence causes or facilitates the prostitution or corruption of minors to satisfy the desires of others shall be punished with imprisonment in the first or second degree, and, in the case of a public servant, shall be temporarily relieved of all his functions.

*Chapter X. — Abduction.*

*Article 465.* — The abduction of a girl less than 20 and more than 12 years of age, if carried out with her consent, shall be punished with imprisonment in the first or second degree.

## CZECHOSLOVAKIA.

### AGE OF MARRIAGE.

According to Article 48 of the Civil Code of 1811, which is in force in Bohemia, Moravia and Silesia, persons under 14 years of age cannot contract matrimony.

The consent of the father, or, failing the father, of the legal representative, and the Court responsible for supervising the guardianship are, however, required in the case of persons who have not attained their majority (*i.e.*, persons under 21 years of age).

This is not the case in Slovakia or in Sub-Carpathian Russia. The age-limit for persons who wish to marry is reduced to 12 (Articles 6 and 127a of Law XXXI of 1894). Article 7 of this law, however, forbids marriage before the nubile age has been reached, that is to say, 18 in the case of the man and 16 in the case of the woman.

Special exemptions from these provisions may be granted by the Prefect (Zupan, that is to say, the Head of the Administration of the Department) (Article 26 of the Law No. 320 of May 22nd, 1919, Article 11 of Law No. 113 of April 14th, 1924).

Minors cannot contract matrimony without the consent of their legal representative. When such representative is neither the father nor the mother, minors under 20 must, in addition, obtain the consent of the officially "authorised" father or mother, or failing any "authorised" father or mother, the consent of the Court responsible for the guardianship of the minor.

### AGE OF CONSENT.

#### *Penal Code.*

In general, children under 10 years of age (in Slovakia and Sub-Carpathian Russia, 12 years of age) are held in penal law to be *incapax doli*.

Articles par. 127a, 126 of the Penal Code of May 27th, 1852/117: Sexual relations with a girl under 14 years of age regarded as rape (Notzucht—nasilne smilstvo), and are punishable... If the health of the victim is seriously impaired or the victim's life endangered, the penalty is increased...

Article 128. — Any person misconducting himself with a child of either sex for the purpose of satisfying his passions, but without *consummatio*, is guilty of indecent assault (zprzneni — Schändung), and must be sentenced to a term of imprisonment with hard labour... Should there be any aggravating circumstances, sentence may be increased...

Under Articles 236 and 237 of Law V of 1878 in force in Slovakia and Sub-Carpathian Russia, sexual intercourse with an innocent girl under 14 years of age shall be regarded in these territories as indecent assault...

N.B. — There is a new Civil Code under consideration for the whole of Czechoslovakia, and also a new draft Penal Code. The provisions of these draft codes relevant to the age of marriage and age of consent can be consulted at the Secretariat.

## DANZIG.

### AGE OF MARRIAGE.

#### *Civil Code.*

Article 1303. — A male may not contract matrimony before coming of age or a female before completing her sixteenth year.

This regulation may be waived in the case of females.

Article 2. — Minors shall attain their majority on reaching the age of 21.

Article 3. — A minor who has attained the age of 18 may be declared by the Court for the protection of minors to have reached his or her majority.

On coming of age, declaration being made, a minor shall be deemed to have attained the legal status of an adult.

Article 1304. — Persons who are not fully capable of conducting their own affairs must obtain the consent of their legal representative before contracting matrimony.

Should the legal representative be the guardian of the minor, and should he refuse consent, the Court for the protection of minors may, on the application of the ward, give its consent instead. It shall do so if the marriage is in the interests of the ward.

Article 1305. — A legitimate child must, if under the age of 21, obtain the consent of the father to the marriage; an illegitimate child must, if under the aforesaid age, obtain the consent of the mother. The mother's consent shall be given in place of the father's if the latter has died or has forfeited his parental rights under Article 1701. A child declared legitimate shall not require the mother's consent even if the father is dead.

In case of the death of the father or mother, the position is the same as if the father or mother were permanently incapacitated from declaring the status of the child or if his or her address were permanently unknown.

### AGE OF CONSENT.

Article 176, No. 3. — Any person who is guilty of immoral conduct towards persons under 14 years of age or who induces such persons to practice or tolerate such conduct shall be liable to penal servitude...

Article 182. — Any person who seduces a virgin girl of less than 16 years of age shall be liable to imprisonment...

Article 174. — The following persons shall be liable to penal servitude for not more than five years:

Guardians who are guilty of immoral conduct towards their wards, adoptive or foster-parents towards their children and ministers of religion, teachers or tutors towards their scholars or pupils, being minors...

## DENMARK.

### AGE OF MARRIAGE.

Under Article 6 of the Law of June 30th, 1922, concerning the contracting and dissolution of marriage, a man under 21 years of age and a woman under 18 years of age may not contract marriage. Special dispensation may, however, be granted by Royal Decree; such dispensation is generally granted to men who have completed their nineteenth or twentieth year, and to women who have completed their sixteenth year. In other cases, dispensation is only granted when special circumstances warrant such action.

### AGE OF CONSENT.

#### *Penal Law of 1866.*

Article 166. — Any person who abuses his position to seduce his foster-child or ward or any female placed in his charge for purposes of tuition or education shall be liable to penal servitude... If the parties marry, however, the punishment is remitted.

*Article 173.* — Any person who has improper relations with a female child under 12 years of age shall be liable to penal servitude...

*Article 174.* — Any person who seduces a female child between the ages of 12 and 16 years shall be liable to ordinary imprisonment..., or if there are aggravating circumstances, to penal servitude... Proceedings will only be taken, however, at the instance of the parents or guardian of the victim.

*Article 176.* — If an offender under Articles 173 and 174 is guilty only of improper conduct, but not of carnal relations, the punishment shall be correspondingly less.

## DOMINICAN REPUBLIC.

### AGE OF MARRIAGE.

In accordance with Law 68 of the National Congress, dated November 19th, 1924, which modifies Part V, Chapter I, of our Civil Code, the legal age of marriage is 18 for a male and 15 for a female; "but the judge of the first instance may, if he thinks valid reasons exist, grant a dispensation from the age-limit".

Persons over 21 years of age in possession of their legal rights may contract matrimony freely without the consent of their parents; but persons under 21 years of age require the consent of their parents, of their surviving parent, of their grandparents or of the family council, as the case may be.

The provisions relating to legitimate children are applicable to illegitimate children recognised by their parents; in the case of illegitimate children not recognised, if they are under 21 years of age, they must obtain the consent of an *ad hoc* guardian appointed by the mayor-magistrate of the place in which they reside.

### AGE OF CONSENT.

#### *Penal Code, Part II, Chapter I, Section IV.*

*Article 331.* — Outrages against decency, unaccompanied by violence, or the attempt of such outrage committed against a child of either sex under 11 years of age shall be punished by penal servitude. The same penalty shall be applicable to a relative in the ascending line committing an outrage against a minor even above 11 years of age, provided such minor is not emancipated by marriage.

*Article 333.* — The fact that the persons committing the above offences are relatives in the ascending line, guardians, teachers, tutors or paid servants of the person against whom the offence is committed; or the fact that they are helped by other persons in committing the offence; or the fact that they are public officials or employees or ministers of religion is considered as an aggravating circumstance and the penalties vary according to cases between the maximum term of hard labour and penal servitude.

*Article 355.* — Any person who, without the use of violence, renders pregnant a girl under age hitherto reputed of good moral character shall be liable to the penalties mentioned. . . .

## EGYPT.

### AGE OF MARRIAGE.

*Article 2* of Law No. 56 of 1923. — A second paragraph is added to Article 366 of the Law (No. 31 of 1910) as follows:

"A contract of marriage or the recognition of a marriage claimed to have been concluded before the coming into force of the present law may be sanctioned if, at the time of marriage, the woman was 16 years old and her husband 18."

### AGE OF CONSENT.

#### *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 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.

## ESTONIA.

### AGE OF MARRIAGE.

*Article 2.* — Marriage Law (*Moniteur d'Etat*, No. 138/22). — The minimum age at which marriage is allowed in Estonia is 18 for men and 16 for women.

### AGE OF CONSENT.

In virtue of existing laws, sexual relations with girls under 10 are strictly forbidden, nor shall the consent of the girl in any degree reduce the punishment of the offender. Sexual relations with a girl between 10 and 14 who is still *virgo intacta* are forbidden, and the consent of the victim in no wise diminishes the punishment of the offender, since it is presumed that the accused, even when the girl's consent has been obtained, has taken wrongful advantage of her innocence and ignorance. If, however, the girl was no longer *virgo intacta* and had given her voluntary consent to sexual relations, such act is not regarded as criminal.

## FINLAND.

### AGE OF MARRIAGE.

The legal age of marriage according to Finnish law is 21 for a man (age of attaining majority) and 17 for a woman. The law, however, in certain unspecified cases, allows age dispensations to be granted by a decision of the Supreme Court. Furthermore, a Decree of December 8th, 1756, which is still applied, allows young men in settled circumstances, *i.e.*, who support themselves by means of some salaried occupation or by the exercise of a trade, to marry as soon as they are 18. (It should be pointed out that the legislative power is in course of reorganising the Finnish matrimonial system, which is out of date.)

AGE OF CONSENT.

*Penal Code (Text as amended on February 5th, 1926).*

*Chapter XX.*

*Article 6.* — Anyone who has engaged in sexual intercourse with his or her adoptive child, ward or other person to whose education or instruction he or she is responsible, or shall have committed other indecent acts with such person, shall be punished with confinement . . .

The same penalty shall apply to anyone employed in a public institution or establishment who shall have engaged in sexual intercourse with a person admitted to such institution or establishment to be guarded or detained there, or who has committed other indecent acts with such person.

*Article 7.* — Anyone who has engaged in sexual intercourse or has committed other indecent acts with a child under 15 years of age shall be punished by confinement . . .

If the offence has been committed with a person over 15 but under 17 years of age who has not led an immoral life, the penalty shall be confinement or imprisonment for a period not exceeding two years or a fine.

Attempts to commit these offences shall also be punishable.

*Article 14 a.* — Proceedings cannot be taken in the cases referred to in Articles 7 . . . if the person against whom the offence has been committed was over 15 years of age at the time or was over 17 years of age when the accusation was made.

FRANCE.

AGE OF MARRIAGE.

*Civil Code.*

*Article 144.* — Marriage may not be contracted by a male under 18 or a female under 15.

*Article 145 (modification).* — The 1804 edition has: The Government may, however, grant age dispensations if there are serious reasons.

*Article 148 (as modified by the Law of June 21st, 1907).* — A son or daughter, not having completed twenty-one years of age, may not contract marriage without the consent of both father and mother; if the parents disagree, the father's consent shall be sufficient.

*Article 151 (as amended or replaced by the Laws of June 20th, 1896; June 21st, 1907; August 9th, 1919, and April 28th, 1922).* — Children between the ages of 21 and 25 inclusive are required to obtain the consent of their parents or of whichever is still living. Failing this consent, the person concerned shall notify the projected marriage, in the form laid down in Article 154, to the parent or parents whose consent has not been obtained. Fifteen clear days after such notification the marriage may be proceeded with. The present article shall not apply to persons contracting a second or subsequent marriage.

AGE OF CONSENT.

Under *Article 331* of the Penal Code, offences against morality can only occur *without violence* in two cases: (1) if the victim was a child of less than 13 years; (2) if the offence was committed by an ascendant on the person of his descendant, the latter being a minor of less than 21 years and not emancipated by marriage.

GERMANY.

AGE OF MARRIAGE.

*Civil Code.*

Under *Article 1303*, a female may not contract marriage before the age of 16; exceptions to this rule may, however, be allowed. A male may contract marriage when he comes of age.

AGE OF CONSENT.

*Penal Code.*

Under *Article 176, paragraph 3*, any person committing offences against morality with or inducing such persons to commit or suffer such offences, shall be liable to imprisonment . . .

Under *Article 182*, any person seducing a virgin under 16 years of age shall be liable to imprisonment for a period not exceeding one year. Prosecution shall only be undertaken at the request of the parents or guardian of the person seduced.

Under *Article 174, paragraph 1*, clergy, teachers and tutors who commit acts of indecency with their pupils or wards under age shall be liable to imprisonment . . .

A person ceases to be a minor on the conclusion of the twenty-first year, but in certain special circumstances a minor may be declared of age on the conclusion of the eighteenth year.

GREAT BRITAIN

AGE OF MARRIAGE.

Consent is a necessary element of marriage under English law, and the age at which consent can be given is 14 for a male person and 12 for a female.

A marriage under that age is voidable by either party on attaining the age of consent.

The consent of the parents or parent or guardian is ordinarily required for the marriage of any person under 21, but such a marriage without consent is not invalid.

AGE OF CONSENT.

1. Indecent assault on a child under 16 is an offence even though the child consents to the assault.
2. Unlawful carnal knowledge of a girl under 16 is a misdemeanour. . . ; if she is under 13, the offence is a felony . . .
3. No charge of rape can be sustained against a person under 14 years of age.

GREECE.

AGE OF MARRIAGE.

With regard to the first of these two questions, Greece does not yet possess a Civil Code, and the provisions of Roman and Byzantine law on the matter are still in force. Thus, a marriage concluded before the age of puberty (14 for boys and

12 for girls) is invalid unless it has continued up to the time when the parties reach the age of puberty, in which case it has the effect of a valid marriage.

The father's consent is necessary for the contraction of a valid marriage by minors. Majority is reached at the age of 21. If no request for the annulment of a marriage contracted by a minor without his father's consent is submitted up to the date when the minor attains his majority, the marriage is regarded as valid and produces its full effects.

Should the father refuse his consent without any reason such consent may be asked from and granted by the court.

#### AGE OF CONSENT.

##### *Penal Code: C. Seduction of a Minor.*

*Article 274.* — Anyone who, apart from the cases provided for in the preceding article (rape), is guilty of seducing a person under 15 shall be liable to the same penalties as the person who commits rape . . .

*Article 275.* — Should a stepmother or nurse, guardian or teacher, custodian or concierge of a public building or in particular a person in charge of religious teaching or in holy orders be guilty of the act in question in respect of their spiritual children or the pupils or wards for whom they are responsible, the nature of their office and their relation to the victim shall be regarded as an aggravating circumstance in estimating and applying the penalty.

*Article 279a.* — Anyone over 18 who abuses the confidence of a girl under age or profits by her inexperience to indulge in sexual intercourse with her shall, provided she is a girl of good character, be punished by imprisonment . . . Nevertheless, the act shall not be punishable if it is followed by marriage with the victim.

### HAITI.

#### AGE OF MARRIAGE.

##### *Civil Code: Extract from Law No. 6 on Marriage.*

*Article 133.* — A man must be 18 and a woman 15 before they may contract a lawful marriage.

Nevertheless, the President of Haiti may grant exemption from this clause if there are important reasons for doing so (Civil Code 150, 170, 1184).

#### AGE OF CONSENT.

##### *Civil Code: Extract from Law No. 4 on Crimes and Offences and their Punishment.*

*Article 270.* — Anyone committing or using violence in committing or attempting to commit rape, or any other offence against decency upon individuals of either sex, shall be punished by solitary confinement (Civil Code 311, Penal Code 18, 20, 21, 23, 31).

*Article 280.* — If the offence has been committed upon the person of a child under 15, the guilty person shall be sentenced to a specific term of penal servitude (Penal Code 7-30, 18, 19, 21, 31, 281, 283).

*Article 281.* — The penalty shall be penal servitude for life if the persons found guilty are included among those who have authority over the person upon whom they have committed the offence, if they are the teachers or paid servants of such person, if they are public officials or clergymen or if the guilty person, of whatever degree; had been aided in his offence by one or more persons (Penal Code 7-20, 17, 18, 23, 31, 282, 283).

If the victim dies as a result of the act, the guilty person shall be sentenced to death.

### HUNGARY

#### AGE OF MARRIAGE.

1894: XXXI.

*Section 6.* — A person who is an incapable (Section 127) cannot contract a marriage 1.

*Section 7.* — A person who is of undeveloped age cannot contract a marriage. A person of the male sex reaches the developed age on the completion of his eighteenth year and a person of the female sex at the end of her sixteenth year. The Minister of Justice may grant dispensations.

*Section 8.* — A minor cannot contract a marriage without the consent of his legal representative.

If the legal representative of a minor under 20 years of age is not the competent (*berechtigt*) father or mother, the consent of the father or mother is also necessary for his marriage, or, if no parents are living, the consent of the guardianship authority. Such consent is not necessary if the grandfather of the minor is his legal representative.

If the legal representative or the father or the mother refuse to grant their consent, the consent of the guardianship authority shall be sufficient for the purpose.

*Section 9.* — The father is competent to give the necessary consent, or, if the father is not living or the child is illegitimate, the mother . . .

The guardianship authority shall decide whether the parents are prevented from giving the necessary consent.

*Section 10.* — The guardianship authority shall not take a decision without hearing the minor and shall have regard solely to his interests.

1877: XX.

*Section 1.* — A person attains his majority when he has completed his twenty-fourth year.

In the case of persons of the female sex the provisions of Law No. XXIII of 1874 shall remain in force.

#### AGE OF CONSENT.

##### *Penal Code.*

*Article 236.* — A man having sexual relations with a virtuous young girl under 14 years of age shall be guilty of the crime of indecent assault.

*Article 238.* — Prosecutions for the offences named in the above articles cannot, in general, be set on foot save on an accusation brought by the party injured, but once an accusation has been brought it cannot be withdrawn.

##### *Extract from Official Communication of May 2nd, 1928.*

The Hungarian Penal Code fixes the limit of general penal protection at twelve years; according to the case-law regularly applied by the Courts, persons under this age are *incapax doli*, so that their consent to an offence against decency of which they are the victims can in no case exculpate the perpetrator. Such acts must in every case be regarded as acts of violence and described as rape (paragraph 232 of the Penal Code) or as offences against decency (paragraph 233).

1 *Section 127.* — For the purposes of the present Law, the expression "incapables" shall be taken to mean persons under 12 years of age.

## ICELAND.

### AGE OF MARRIAGE.

Ad 1. — Under Iceland's Law No. 39 of 1921, males under 21 and females under 18 may not marry without special authorisation from the Iceland Ministry. In the case of young persons under 21 who desire to contract marriage, the consent of the parents is necessary.

In cases in which the husband or the wife are not of the minimum age required, the Ministry only grants permission in exceptional cases to males under 20 and females under 17. Young men between the ages of 20 and 21 and girls between 17 and 18 experience no difficulty in obtaining permission when sufficient reasons are adduced in support of their request and when there is no doubt as to their physical and intellectual maturity; in this case the consent of parents or guardians is also necessary.

### AGE OF CONSENT.

*Penal Code for Iceland, June 25th, 1869.*

*Paragraph 175.* — Any person seducing a girl between the ages of 12 and 16 shall be punishable with ordinary imprisonment . . . or, should there be aggravating circumstances, hard labour . . . Proceedings shall only be taken, however, at the request of the parents or guardian.

## INDIA.

### AGE OF MARRIAGE.

It is necessary to distinguish:

- (a) The age at which marriage may lawfully be contracted; and,
- (b) The age at which it may lawfully be consummated.

(a) It is only in the following cases that the law in force in British India imposes any restrictions on the age at which a marriage may be contracted:

1. Under Section 60 of the Indian Christian Marriage Act, 1872, the age of a native Christian seeking to be married must exceed 16 years in the case of the man and 13 years in the case of the woman.

2. Under Section 2 of the Special Marriage Act, 1872—an Act which provides the only means of legal marriage between parties neither of whom profess any of the recognised religions of India and an optional means of marriage between parties both of whom profess the Hindu, Buddhist, Sikh or Jaina religion — parties marrying under the Act must have attained the age of 18 years in the case of the man and 14 years in the case of the woman.

Save to the extent of application of one or other of these provisions, the statutory and personal law in force in British India permits of a man or woman contracting marriage at any age.

(b) Marriage cannot legally be consummated until the wife has attained the age of 13 years. This position, which is of universal application throughout British India, results from the inclusion in the definition of the offence of rape in Section 375 of the Indian Penal Code, as amended by the Indian Penal Code Amendment Act, 1925, of sexual intercourse by a man with his own wife whether with or without her consent, if the wife is under 13 years of age. The law does not impose any requirement in respect of the age of the husband and a husband of any age is free to consummate his marriage.

### AGE OF CONSENT.

(a) Under Section 375 of the Indian Penal Code, sexual intercourse is rape whether the woman is or is not a consenting party if the woman has not attained the age of 14, or, where married to the offender, of 13 years. Where the woman is married to the offender, the law differentiates between the maximum punishment awardable according as she is over or under 12 years of age. If she is under 12 years, the husband is punishable with the ordinary punishment for rape, *i.e.*, transportation for life or imprisonment of either description for ten years, to which fine may be added. If she is over 12 but under 13 years, the husband is punishable only with imprisonment of either description for ten years, to which fine may be added. If she is over 12 but under 13 years, the husband is punishable only with imprisonment of either description for a period not exceeding two years or with fine or with both.

(b) Section 361 read with Section 366 of the Indian Penal Code and Sections 366 A, 366 B, 372 and 373 of that Code punish certain acts which are, or may be, preliminary to offences against morality when the acts are done to persons under a stated age, the acts as such not being punishable when done to persons above that age.

## IRISH FREE STATE.

### AGE OF MARRIAGE.

There has been no change in the law in regard to the age of marriage and consent since the establishment of the Saorstát. The minimum age at which marriage is legal is 14 years for males and 12 years for females. It is necessary to obtain the consent of the parents or guardians where the contracting parties or either of them are under the age of 21, but in the absence of such consent the marriages, though voidable, are not void.

### AGE OF CONSENT.

The age of consent is 16 years and where the girl is under the age of 13 years the crime is punishable as a felony.

## ITALY.

### AGE OF MARRIAGE.

*Civil Code.*

Article 55 provides that a male person may not contract marriage before he is 18 and a female before she is 15. Nevertheless, the Attorney-General of the Court of Appeal in the district in which one or other of the parties resides may grant exemption to a male of 14 and a female of 12 (Article 1 of the Royal Decree, Law of December 28th, 1919, No. 2561, to be read in connection with Article 68 of the Civil Code).

Articles 63 and 64. — Independently of the age-limit mentioned above, it is further necessary in order to contract marriage that men under 25 and women under 21 should obtain the consent of the father and mother, or, failing parents, of the grandparents.



AGE OF CONSENT.

*Penal Code.*

*Article 331.* — As regards offences against morals, carnal connection with a person of either sex is considered as rape (*violenza carnale*) when that person at the time of the act was under 12 or, if the offender is a relative in the ascendant line or the guardian or tutor of such person, under 15.

JAPAN.

AGE OF MARRIAGE.

*Civil Code.*

*Article 3.* — Persons shall attain their majority when they have completed their twentieth year.

*Article 765.* — Marriage may not be contracted by a man until he has completed his seventeenth year or by a woman until she has completed her fifteenth year.

*Article 772.* — In order that marriage may be contracted, the consent of the father and mother of each of the parties is necessary. This rule does not, however, apply if the man has completed his thirtieth year or the woman her twenty-fifth year.

If one of the parents is unknown or is deceased or has left his family or is incapable of expressing his opinion, the consent of the other parent shall suffice.

If the two parents are unknown or deceased or have left their family or are incapable of expressing their opinion, the minor must obtain the consent of his guardian and of the family council.

*Article 773.* — If a child's step-father or step-mother or the wife of a father who has legitimised his natural child does not consent to the marriage of the child, the said child may contract marriage if he obtains the consent of the family council.

AGE OF CONSENT.

*Penal Code.*

*Article 176.* — Any person who commits an act of indecency by the aid of violence or threats upon a person of either sex aged 13 years or more shall be liable to imprisonment . . . This shall also apply to any person who (under any circumstances) commits such an act on a person of either sex aged less than 13 years.

*Article 177.* — Any person who has sexual intercourse by the aid of violence or threats with a woman aged 13 years or more shall be guilty of rape and shall be liable to a term of imprisonment. This shall also apply to any person who (under any circumstances) has sexual intercourse with a woman aged less than 13 years.

*Article 179.* — In the cases dealt with in the two preceding articles an attempt to commit the offence is punishable.

*Article 780.* — An application for the annulment of a marriage contracted in violation of the provisions of Articles 765-771 may be addressed to the court by one of the parties, by the head of the family, by the parents of either of the parties or by the Imperial Prosecutor. The right of the Imperial Prosecutor lapses on the death of one of the parties. An application for the annulment of a marriage contracted in violation of the provisions of Articles 766-768 may also be made by the husband or wife or by the previous husband or wife of the party concerned.

*Article 781.* — No application for the annulment of a marriage contracted in violation of the provisions of Article 765 may be made after the husband or wife, having married before the legal age, has attained the said age.

Any person who has contracted marriage before the prescribed age may himself apply for its annulment within a period of three months from the date at which he attains the said age unless he has recognised the validity of the marriage after having attained such age.

LATVIA.

AGE OF MARRIAGE.

*Marriage Law.*

*Article 2.* — It is forbidden for men to marry under 18 years of age or for women under 16.

AGE OF CONSENT.

*Penal Code.*

*Chapter 27.*

*Article 513.* — Any person who commits an indecent act: (1) with children under 14 years of age; (2) with minors between 14 and 16 years of age, without their consent, or with their consent but in abuse of their innocence, shall be punished by internment in a house of correction . . . by imprisonment.

*Article 517.* — Any person who seduces a girl between 14 and 21 years of age in his custody, charge or care shall be punished by imprisonment.

*Article 520.* — Any person who has sexual intercourse with minors between 14 and 16 years of age without their consent, or with their consent but in abuse of their innocence . . . shall be punished by internment in a house of correction . . . Attempts to commit this offence are punishable.

LUXEMBURG.

AGE OF MARRIAGE.

*Civil Code.*

Under Article 144 of the Civil Code, "no male under 18 years of age or female under 15 years of age may contract marriage". Nevertheless, under Article 145, the Grand Duke may grant dispensation for serious reasons.

AGE OF CONSENT.

*Penal Code.*

In laying down penalties for sexual offences, the Luxemburg Penal Code does not differentiate between male and female victims.

In these offences, the absence of consent and the youth of the victim constitute aggravating circumstances.

An indecent assault on a child under 14 years of age is punished with imprisonment.

## MONACO.

### AGE OF MARRIAGE.

#### *Civil Code.*

*Article 116.* — Males under 18 and females under 15 years of age may not contract marriage.

*Article 117.* — The Prince, however, has the right to grant dispensations in respect of age if there are serious reasons for so doing.

### AGE OF CONSENT.

#### *Penal Code.*

*Article 327.* — Any indecent act committed or attempted without violence on the person of an infant of either sex under the age of 15 years shall be punishable by confinement (*réclusion*). Any ascendant who commits an indecent act on the person of a minor, even if the latter is more than 15 years of age, shall be liable to the same punishment unless the minor is emancipated by marriage.

## NETHERLANDS.

### AGE OF MARRIAGE.

*Article 86 of the Civil Code* (as regards the European territory of the Kingdom of the Netherlands) lays down that the age-limit for marriage is 18 in the case of males and 16 for females. In Surinam and Curaçao the ages are 18 and 15 respectively. The stipulation as to age may be waived, however, if there are urgent reasons for such a step.

### AGE OF CONSENT.

#### *Penal Code.*

*Article 245.* — Sexual intercourse with a female between the ages of 12 and 16, except where the parties are married, is punishable by imprisonment . . .

*Article 248 c.* — Above the age of 16, sexual intercourse does not constitute an offence if the victim consents, except in the case of a minor<sup>1</sup> of good character who is seduced.

*Articles 247-248.* — Immoral conduct of any kind with a girl of less than 16 years is prohibited.

*Article 249.* — Above that age, immoral conduct is only punishable when a special relationship exists between the offender and the victims, as, for example, in the case of parents or guardians and their children or wards, teachers and pupils, masters and employees, doctors or persons in charge of hospitals or similar institutions and persons admitted to them.

Similar provisions exist in the penal codes of Surinam and Curaçao, except that the age below which sexual intercourse is prohibited unless the parties are married is 14 in Surinam and 15 in Curaçao, instead of 16 as in Europe.

## NEW ZEALAND.

### AGE OF MARRIAGE.

The legal age of marriage in New Zealand is the same as in England, viz., a girl may marry at 12 years of age and a boy at 14.

There are no statutes bearing upon the point in New Zealand beyond the provision in the Marriage Act that, if either party of a marriage is under 21 years of age, they must obtain the consent of their parents or guardians if in New Zealand. There is also a provision that, if the consent of the parent or guardian is unreasonably withheld, a Judge of the Supreme Court may grant the necessary permission.

### AGE OF CONSENT.

#### *Crimes Act.*

Regarding the carnal knowledge of girls, the law of New Zealand is as follows:

(a) *Section 214b.* — If the girl is over 10 and under 12 and consents, the offender is liable to . . . imprisonment and to be flogged once, twice, or thrice whether he believed her to be of or over that age or not.

(b) *Section 218.* — If a girl is over 12 and under 16 years and consents, the offender is liable to . . . imprisonment, unless the girl is of the same age or older than the offender. Provided that it shall be a sufficient defence to any charge under the section in question if it is made to appear to the jury that accused was under the age of 21 years at the time of the commission of the offence and had reasonable cause to believe that the girl was of or over the age of 16 years. No prosecution for an offence under this section may be commenced more than nine months after the commission of the offence.

## NORWAY.

### AGE OF MARRIAGE.

A man under 20 and a woman under 18 cannot contract marriage without the permission of the competent magistrate. No person under 21 can contract marriage without the permission of his or her parents or guardian.

### AGE OF CONSENT.

#### *Penal Code.*

*Article 196.* — Any person who has immoral relations with a child under 16 years of age shall be liable to imprisonment. . .

*Article 197.* — Any person who has immoral relations with a person under 18 years of age who is under his authority or care shall be liable to imprisonment for a term not exceeding six months. Misapprehension as to the victim's age shall not be admitted as an excuse.

*N.B.* — In a certain number of provisions concerning offences against morals, the age of the victim is considered in fixing the penalty, a more severe penalty being imposed when the crime has been committed against a minor.

<sup>1</sup> *I.e.*, less than 21 years of age.

## POLAND.

### AGE OF MARRIAGE.

The legal age for marriage is as follows in Poland:

#### I. In former Russian territory.

##### A. Former Kingdom of Poland at the Congress of Vienna:

(a) No male under 18 or female under 16 may contract marriage (Law of 1836 on Marriage, Article 6: *impedimentum impediens*).

(b) Persons under 21 may not marry without the consent of their father, mother or guardian (*idem*, Article 15).

(c) A male under 14 or female under 12 may not contract marriage (*idem*, Article 8; *impedimentum dirimens*). Absence of consent constitutes *impedimentum impediens*.

*Remark.* — For non-Catholics, similar rules are contained in Articles 99, 125, 129, 130 and 180 of the 1836 Law of Marriage.

B. Territory which formed part of the former Russian Empire proper. — The civil law in force is Part I, Vol. X, of the Statute Book of the former Russian Empire. According to Articles 3 and 63 of the above-mentioned volume, no male under 18 or female under 16 may contract marriage.

#### II. In former Austrian territory.

(a) Persons under 14 may not contract marriage (§§48 and 21 of the Austrian Civil Code: *impedimentum dirimens*).

(b) Minors (*i.e.*, persons under 21) may not contract marriage without the consent of their father, guardian or the Court which exercises wardship (*idem* §§49 and 50). Absence of such consent constitutes *impedimentum dirimens*.

*Remark.* — In the former Hungarian communes of Spisz and Orawa, under a Ministerial Decree dated September 14th, 1922 (§ 4b, *Journal of Laws*, No. 90, 1922, item 833) the provisions of the Hungarian Law of 1894 apply if the marriage is contracted under Hungarian Law, while those of the Austrian Civil Code of 1811 apply if it is contracted under Austrian Law.

#### III. Former Prussian territory:

(a) No male under 21 or female under 16 may contract marriage (§1303 of the Civil Law: *impedimentum impediens*).

(b) Minors may not contract marriage without the consent of their representative at law; legitimate children under 21 years may not marry without the consent of their father, and illegitimate children without the consent of their mother. Absence of such consent in the former case constitutes *impedimentum dirimens privatum*, and in the second case *impedimentum impediens* (*idem*, §§1304, 1305, 1331).

(c) Persons under 7 years of age cannot contract a valid marriage (*idem*, §§ 1325, 104: *impedimentum dirimens*).

### AGE OF CONSENT.

#### I. In former Russian territory.

Articles 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526 (1), 592 (9) of the Russian Penal Code of 1903 (which is in force in the territories of the former Kingdom of Poland at the Congress of Vienna and also in the territories which formed part of the former Russian Empire proper) lay down rules in regard to age as constituting an important circumstance in offences against public morals. The following are the articles in question or extracts from them:

*Article 513.* — Any person committing an indecent assault on: (a) A child under 14, (b) Minors between the ages of 14 and 16, without their consent, or with their consent but abusing their inexperience, shall be punished with penal servitude.

*Article 520.* — Any person having sexual intercourse with a girl between the ages of 14 and 16, without her consent, or with her consent but abusing her inexperience, shall be punished with penal servitude.

Attempts to commit this offence shall also be punishable.

*Article 521.* — Any person having sexual intercourse with a girl between the ages of 14 and 16 who has not abused her inexperience but has taken advantage of her defenceless condition, shall be punished with imprisonment.

#### II. In former Austrian territory:

Articles 126, 127, 128, 132 (IV), 133 of the Austrian Penal Code of 1851 contain provisions in regard to age as constituting an important circumstance in offences against public morals.

*Article 128.* — Any person who, in order to satisfy his carnal desires, attempts in any manner (other than that referred to in Article 127) to commit indecent assault on a boy or girl under 14 is guilty (provided the act does not constitute a crime within the meaning of Article 129b, *i.e.*, indecent conduct with a person of the same sex) of the offence of rape, and shall be punishable with hard labour.

*Remark.* — The same provisions of the Austrian Penal Code are in force in the Hungarian communes of Spisz and Orawa.

#### III. In former Prussian territory:

Articles 173, 174, 176, 178, 181, 182, and 184 a of the Penal Code of 1873, or parts of the same, lay down rules in regard to age as constituting an important circumstance in offences against public morals.

*Article 176.* — Any person guilty of committing an indecent assault on children under 14, or encouraging them to commit such offences or allow themselves to be treated in a lascivious manner, shall be punishable with hard labour. Should there be extenuating circumstances, the sentence may be one of imprisonment.

*Article 182.* — Any person seducing a virgin under 16 for the purpose of sexual intercourse shall be punished with imprisonment. Proceedings are only to be undertaken at the request of the parents or guardian of the person seduced.

## ROUMANIA.

### I. OLD PROVINCES.

#### AGE OF MARRIAGE.

##### Civil Code

*Article 127.* — No male person may contract marriage before attaining the age of 18 years, and no female person before attaining the age of 15 years.

*Article 128.* — Dispensations may be granted only by the King for serious reasons.

#### AGE OF CONSENT.

##### Penal Code.

*Article 263.* — Any person committing or attempting to commit an indecent act without violence against a child of either sex under the age of 14 years shall be liable to imprisonment. . .

## II. BESSARABIA.

### AGE OF MARRIAGE.

Under Article 3 of the Russian Civil Code, which is still in force, males may marry when they are over 18 and females when they are over 16.

In certain exceptional cases, the local religious authorities may accord dispensations for not more than six months.

### AGE OF CONSENT.

The penal legislation of the old Kingdom also applies to Bessarabia.

## III. BUKOVINA.

### AGE OF MARRIAGE.

Paragraph 48 of the Austrian Civil Code, which is still in force, allows persons of either sex to marry from 14 years of age onwards. No provision is made for dispensation.

### AGE OF CONSENT.

In conformity with Article 128 of the former Austrian Penal Code, any assault on a child under 14, of either sex, is punishable with hard labour...

According to Paragraph 504 of the Penal Code, assaults on minors between the ages of 14 and 21, or their seduction by members of the family or domestic staff, is punishable with imprisonment.

## IV. TRANSYLVANIA.

### AGE OF MARRIAGE.

The conditions regarding age are the same as in Bessarabia, but it is the Ministry of Justice which has the right to accord dispensations.

### AGE OF CONSENT.

In conformity with Article 236 of the Penal Code, if an assault is committed on a child under 14, the penalty is... hard labour.

## SALVADOR.

### AGE OF MARRIAGE.

#### *Civil Code.*

*Article 102.* — The following are absolutely unqualified to contract matrimony: (1) males who have not reached 16 years of age; females who have not reached 14 years of age...

The above are therefore the legal ages of marriage, and once they have been reached the law cannot prohibit matrimony on this ground.

### AGE OF CONSENT.

The ages taken into account by the Penal Code are 12 and 21 years respectively for the offences of violation and rape.

As regards the first, the offender is liable to a penalty of... imprisonment, and the offence is constituted by having sexual relations with a person under 12 years of age, even with that person's consent, and unaccompanied by the use of force, intimidation or deception, and even when the minor is in full possession of her reason and faculties.

A penalty of... imprisonment is also imposed for any indecent abuse of a female under 12 years of age committed in similar circumstances, *i.e.*, without the use of force, intimidation, etc.

Rape consists of violating a virgin less than 21 years of age but over 12 years of age (under this age the offence would constitute violation), or over 21 years of age if she is the sister or a descendant of the offender.

## KINGDOM OF THE SERBS, CROATS AND SLOVENES<sup>1</sup>.

### 1. TERRITORY OF THE OLD KINGDOM OF SERBIA.

#### AGE OF MARRIAGE.

##### *Civil Code, Paragraph 69b.*

The age for a valid contract of marriage is 17 in the case of a male and 15 in the case of a female, unless the competent ecclesiastical authorities grant a dispensation. Marriage is absolutely null and void if the male be under 15 or the female under 13. In this case, no dispensation, even that of the ecclesiastical authorities, is possible.

#### AGE OF CONSENT.

According to the penal legislation in force in the old Kingdom of Serbia, the consent of the person with whom indecent acts are committed may be regarded as an extenuating circumstance if the person in question is over 13.

##### *Penal Code, Par. 191, 1, 2 and 3, Par. I and II.*

(i) Any person committing, with violence or by means of threats, acts of indecency with a female or male person, or acting as go-between for the commission of such acts;

(ii) Any person committing acts of indecency with another person not in full possession of his faculties or responsible for his acts, whether such a state has been brought about by the devices of the offender or not;

(iii) Any person committing acts of indecency with a child under 13, even with the latter's consent, shall be punishable with hard labour.

### 2. TERRITORY OF VOIVODINE<sup>2</sup>.

#### AGE OF MARRIAGE.

##### *Hungarian Law of 1894, Par. 731.*

The age at which a male may marry is 18 and that at which a female may marry 16, unless special dispensation is granted by the Ministry of Justice.

<sup>1</sup> As the penal and civil legislation has not yet been unified in the Kingdom of the Serbs, Croats and Slovenes, the former laws are still in force in ex-Austro-Hungarian territory. Consequently, five legislations are at present in force in the Kingdom, namely, the Serbian, Austrian, Hungarian, Montenegrin — which differs only slightly from Serbian legislation — and finally the legislation of Bosnia and Herzegovina.

<sup>2</sup> The territory of the Banat, the Batchka and Baranya.

*Note:* The criminal legislation will shortly be unified and the question of the age of consent and the age of marriage will be settled according to the provisions of the penal codes of other countries and to local needs.

AGE OF CONSENT.

*Hungarian Penal Code (in force in this territory.)*

Any person seducing a girl under 14 years of age is punishable with imprisonment. Proceedings, however, may only be taken against the offender if complaint is laid by a private person. When once the complaint has been laid, it cannot be withdrawn. An exception is made in the case of persons under the control of tutors and guardians and persons who are in educational or medical institutions. In such cases, public proceedings are taken against the offender.

3. TERRITORY OF CROATIA AND SLOVENIA.

AGE OF MARRIAGE.

See the Austrian reply.

AGE OF CONSENT.

*Penal Law of May 27th, 1852, Paragraph 126.*

The fact of having sexual intercourse with a female against the latter's will is regarded as seduction and punished under the terms of Paragraph 126.

4. BOSNIA AND HERZEGOVINA.

AGE OF MARRIAGE.

To be able to contract marriage, a person must be 16 years of age.

AGE OF CONSENT.

Acts of indecency committed with a person under 13, even with that person's consent, shall be regarded, according to circumstances, as abduction (Paragraph 174 of the Penal Code) or assault as defined in the same paragraph.

SIAM.

AGE OF MARRIAGE.

The legal age of marriage is not fixed by Siamese law. The question is governed by custom, and it is generally admitted that puberty is the criterion.

However, according to the part of the Civil and Commercial Code which came into force on January 1st, 1926, concerning Capacity (Section 20) minors who marry become *sui juris* only after the completion of 15 years in the case of a female and 17 years in the case of a male.

AGE OF CONSENT.

The age of consent is fixed at 12 years by the present Penal Code.

*Section 241.* — Whoever instigates any minor under 12 years of age to have sexual intercourse or to commit immoral practices with any other person, or procures any minor under 12 years of age for the purpose of sexual intercourse or immoral practices with any other person, shall be punished with imprisonment. . .

*Section 244.* — Whoever has sexual intercourse with any girl under 12 years of age, with or without her consent, shall be punished with imprisonment. . .

*Section 245.* — Whoever commits any indecent act on any child under the age of 12 years shall be punished with imprisonment. . .

The punishments prescribed by Sections 244 and 245 are increased by one-third whenever the offence is committed:

- (1) By a parent on his child or grandchild;
- (2) By a teacher on a pupil entrusted to his care;
- (3) By an official on a person placed under his care.

SOUTH AFRICA.

AGE OF MARRIAGE.

Twelve years of age.

AGE OF CONSENT.

The common law of the Union conclusively presumes that a female under the age of 12 is unable to give her consent to the act of sexual connection, attempted connection or indecency. Any such act, therefore, whether consent has been given or not, is the crime of rape, assault with intent to commit rape, or indecent assault respectively, and is punishable with the penalties prescribed generally by the law for those crimes. Once it is proved that the victim is under the age of 12, no evidence as to consent can affect the nature of the crime. Sexual crimes committed in respect of females under 12 are in practice severely punished. . .

The above is the common law, but in order to protect females between the ages of 12 and 16 who may have consented, the Legislature has, by the Girls' and Mentally Defective Women's Act No. 3 of 1916, provided as follows:

1. Every male person who has unlawful carnal connection with a girl under the age of 16 years or who commits with a girl under that age immoral or indecent acts or who solicits or entices a girl under that age to the commission of such acts shall be guilty of an offence. . .

If upon the trial of any person for the crime of rape or assault with intent to commit rape or for an offence under sub-section (1) of this section insufficient evidence is adduced *aliunde* as to whether or not the complainant is under the age when her consent would be a lawful defence to the act charged against the accused, the court or jury may decide the question of the complainant's age from her appearance.

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 before whom the charge is brought that the girl at the time of the commission of the offence charged was a prostitute, or that the person so charged was at the said time under the age of 16 years.

SPAIN.

AGE OF MARRIAGE.

*Civil Code.*

*Marriage Reforms.*

*Article 42.* — The law recognises two forms of marriage: marriage under canon law, which must be contracted by all who profess the Catholic faith; and civil marriage, which shall be celebrated in the manner determined by the present Code.

*Marriage under Canon Law.*

*Article 75.* — The conditions, form and ceremonies for the celebration of marriage under canon law are governed by the rules of the Catholic Church, and of the Holy Council of Trent, accepted as laws of the realm.

*Article 76.* — Marriage under canon law shall have full civil effect as regards the person and property of husband and wife and their descendants.

*Article 1067 of Canon Law.*

Males under 16 and females under 14 cannot validly contract matrimony.

Before this Code was introduced, the age-limit was only 14 for males and 12 for females; this Code therefore postpones for two years in each case the age at which marriage can be validly contracted.

*Civil Marriage.*

*Article 83.* — Marriage may not be contracted by males under 14 years of age and females under 12 years of age.

Nevertheless, a marriage contracted by persons below these ages shall be confirmed *ipso facto*, and without necessity of an express declaration, if for one day after reaching the legal age of marriage they live together without making a legal appeal against the validity of the marriage, or if the female has conceived before the legal age of marriage, or before the appeal was entered.

AGE OF CONSENT.

*Penal Code.*

*Article 453.* — Rape consists of having carnal knowledge of a female in any of the following cases . . . (3) if she is under 12 years of age . . .

*Article 458.* — Indecency with a girl over 12 and under 23 years of age committed by a public official, minister of religion, domestic servant, guardian, teacher, or person responsible in any way for the education or guardianship of the girl, shall be punished by imprisonment . . .

SWEDEN.

AGE OF MARRIAGE.

*Marriage Law.*

*Articles 1 and 2 (Chapter 2).* — The legal minimum age for marriage is 18 years in the case of women and 21 years in that of men. Dispensations may be granted by the King. This notwithstanding, persons under 21 years of age who have not been married may not contract a marriage without their parents' consent.

AGE OF CONSENT.

*Penal Law.*

*Article 7 (Chapter 18).* — Any person having intimate relations with a female minor under 12 years of age shall be punished . . .

*Article 8.* — In the case of intimate relations with a girl over 12 but under 15 years of age, the penalty shall be penal servitude . . .

SWITZERLAND.

AGE OF MARRIAGE.

*Civil Code.*

*Article 96.* — Men may not marry before having completed their twentieth year, women before having completed their eighteenth year.

Nevertheless, in exceptional cases and for good and sufficient reason, the Government of the Canton in which those concerned are domiciled shall be entitled to declare a woman who has completed her seventeenth year or a man who has completed his eighteenth year capable of contracting marriage, should the parents or guardians consent.

*Article 98.* — Persons under age cannot marry without the consent of their father and mother or of their guardian.

The consent of the father or of the mother shall be sufficient when only one of them exercises the parental power at the moment when the bans of the marriage are published.

AGE OF CONSENT.

*Sexual Offences (Summary prepared by Federal Public Prosecution Department).*

The varied nature of the Cantonal penal provisions which deal with children is most surprising: Cantonal legislation is particularly varied in respect of the age of absolute protection.

The Penal Codes of the Cantons fix the age of absolute protection as follows:

*Puberty:* Grisons (133); Aargau (10); Appenzell Rhodes Exterior (96); Appenzell Rhodes Interior (143); Schwyz (90); this last Act with a limit of 14 years.

*Completion of the twelfth year:* Ticino (255a); Vaud (200); Valais (204); Fribourg (195).

*Completion of fourteenth year:* Neuchâtel (268); Glaris (76); Zug (93); Solothurn (96.2); Schaffhausen (177); Obwald (69); Basle (91.3); Thurgau (105); St. Gall (186).

*Completion of fifteenth year:* Lucerne (186); Geneva (278, Law of 1892).

*Completion of sixteenth year:* Berne (165).

Certain Cantons, however, make penal proceedings dependent on a charge being brought by the legal representatives of the minor.

Most Cantonal Codes contain penal provisions directed against improper acts committed on minors; the penalties, however, vary.

TURKEY.

AGE OF MARRIAGE.

*Civil Code.*

In conformity with Article 11 of the Turkish Civil Code, which came into force on October 4th, 1926, persons attain their majority at 18. Consequently, persons who have attained this age and are in possession of their faculties may contract marriage without obtaining the consent of their representative at law. A female of 17 may, however, contract marriage with the consent of her parents or guardians. Males and females of 15 may, as an exceptional measure and for urgent reasons, contract marriage with the permission of the judge (Article 88).

AGE OF CONSENT.

*Penal Code.*

The age of consent as regards rape or other acts which constitute an offence against public morals is 15 for persons of both sexes. The consent of persons under this age is not to be taken into account.

*Article 417.* — The commission of the above-mentioned acts by parents, relatives, guardians, tutors, schoolmasters, servants or other persons responsible for the education, protection and supervision of the victim or by a person who has any authority or influence over the latter constitutes an aggravation of the offence and entails an increase in the sentence up to 50 per cent.

*Articles 423, 424.* — Proceedings against a person who has seduced a virgin of 15 or over with promises of marriage can only be instituted on the complaint of the latter. Should the person marry the victim, no penalty can be imposed.

THE UNITED STATES OF AMERICA.

AGE OF MARRIAGE.

*Alabama.* — The marriage age-limit for males is 17 years and for females 14 years.

*Alaska.* — The marriage age-limit for males is 21 years and for females 18 years.

*Arizona.* — The marriage age-limit for males is 18 years and for females 16 years. Parental consent required in writing for males under 21 and females under 18.

*Arkansas.* — The marriage age-limit for males is 17 years and for females 14 years, and marriages below such ages are void. Parental consent is required for males under 21 and females under 18.

*California.* — The marriage age-limit for males is 21 years and for females 18 years. But a marriage may be contracted between a male 18 years of age and a female 16 years of age upon written consent of parent or guardian.

*Colorado.* — The marriage age-limit for males is 21 years and for females 18 years. The solemnisation of a marriage of a person under these ages is criminal, unless with the consent of parents, if they are in the State.

*Connecticut.* — The marriage age-limit for males is 21 years and for females 21 years. No licence shall be issued if either party is a minor until a parent or person in control has assented. There is no statutory provision establishing an absolute minimum age, but if either party applying for licence is under 16 it is necessary to have the consent of a "selectman" of the town endorsed upon the licence.

• *Delaware.* — The marriage age-limit for males is 18 years and for females 16 years, unless with the consent of parent or guardian, or marriage is confirmed after reaching that age.

*District of Columbia.* — The marriage age-limit for males is 21 years and for females 18 years. Under these ages licences to marry are not to be issued without the consent of a parent or guardian. Marriageable age for males is 16 and for females 14. Marriages below these ages are void from the time their nullity is declared by court.

*Florida.* — The marriage age-limit for males is 21 years and for females 21 years. These are the ages below which the consent of the parent or person in control is required. Otherwise common-law ages control, 14 for males and 12 for females.

*Georgia.* — The marriage age-limit for males is 17 years and for females 14 years. Parental consent is required for marriage of females under 18.

*Hawaii.* — The marriage age-limit for males is 17 years and for females 14 years.

*Idaho.* — The marriage age-limit for males is 18 years and for females 18 years. Marriages under 18 without parental consent may be annulled at the suit of the parent at any time before such minor has reached the prescribed age or at the suit of the minor within four years after arriving at such age, unless the marriage has been recognised since.

*Illinois.* — The marriage age-limit for males is 18 years and for females 16 years. Parental consent is required for the marriage of males under 21 and females under 18.

*Indian Territory.* — The marriage age-limit for males is 17 and for females 14 years.

*Indiana.* — The marriage age-limit for males is 18 years and for females 16 years.

*Iowa.* — The marriage age-limit for males is 16 years and for females 14 years. This statute does not repeal the common-law rule fixing the age of marriage consent at 14 for males and 12 for females. The statute is merely cumulative.

*Kansas.* — The marriage age-limit for males is 15 years and for females 12 years.

*Kentucky.* — The marriage age-limit for males is 14 years and for females 12 years.

*Louisiana.* — The marriage age-limit for males is 14 years and for females 12 years.

*Maine.* — The marriage age-limit for males is 21 years and for females 18 years. Under these ages certificates are forbidden to be issued without the consent of parent or guardian.

*Massachusetts.* — The marriage age-limit for males is 14 years and for females 12 years. The consent of the parent or guardian is required for the marriage of a male under 21 years and of a female under 18 years.

*Maryland.* — The marriage age-limit for males is 21 years and for females 18 years. Under these ages certificates cannot be issued without consent of parent or guardian.

*Michigan.* — The marriage age-limit for males is 18 years and for females 16 years.

*Minnesota.* — The marriage age-limit for males is 18 years and for females 15 years.

*Mississippi.* — The marriage age-limit for males is 21 years and for females 18 years. These are the ages under which a licence is forbidden without the consent of parent or guardian.

*Missouri.* — The marriage age-limit for males is 21 years and for females 18 years. These are the ages under which the consent of parent or guardian is required.

*Montana.* — The marriage age-limit for males is 18 years and for females 16 years.

*Nebraska.* — The marriage age-limit for males is 18 years and for females 16 years.

*Nevada.* — The marriage age-limit for males is 18 years and for females 16 years. Such marriages may be confirmed by arriving at the prescribed age.

*New Hampshire.* — The marriage age-limit for males is 14 years and for females 13 years.

*New Jersey.* — The marriage age-limit for males is 21 years and for females 18 years. These are the ages below which the consent of a parent or guardian is required.

*New Mexico.* — The marriage age-limit for males is 18 years and for females 15 years. Parental consent is required for all marriages occurring under 21 years of age.

*New York.* — The marriage age-limit for males is 18 years and for females 18 years. Parental consent is required for the marriage of males under 21 and of females under 18.

*North Carolina.* — The marriage age-limit for males is 16 years and for females 14 years. However, consent of guardian or parent is necessary to all marriages of minors under the age of 18.

*North Dakota.* — The marriage age-limit for males is 18 years and for females 15 years. Parental consent is required for males under 21 and females under 18.

*Ohio.* — The marriage age-limit for males is 18 years and for females 16 years.

*Oklahoma.* — The marriage age-limit for males is 18 years and for females 15 years.

*Oregon.* — The marriage age-limit for males is 18 years and for females 15 years.

*Panama Canal Zone.* — Males 21 and females 18 may freely contract marriage. Under this age they must have consent of parents or guardians.

*Pennsylvania.* — The marriage age-limit for males is 21 years and for females 21 years. These are the ages under which consent of parent or guardian is required. The common-law age, 14 for males and 12 for females, presumably applies, but there is no other statutory provision.

*Philippine Islands.* — The marriage age-limit for males is 14 years and for females 12 years.

*Porto Rico.* — The marriage age-limit for males is 18 years and for females 16 years.

THE UNITED STATES OF AMERICA (continued)

*Rhode Island.* — The marriage age-limit for males is 21 years and for females 21 years. These are the ages below which the consent of parent or guardian is required.

*South Carolina.* — There is no provision as to age-limit, but no licence to males under 18 or females under 14 may be issued.

*South Dakota.* — The marriage age-limit for males is 18 years and for females 15 years.

*Tennessee.* — The marriage age-limit for males is 14 years and for females 12 years.

*Texas.* — The marriage age-limit for males is 16 years and for females 14 years.

*Utah.* — The marriage age-limit for males is 16 years and for females 14 years.

*Vermont.* — The marriage age-limit for males is 21 years and for females 18 years. These are the ages under which consent of parent or guardian is required.

*Virginia.* — The marriage age-limit for males is 14 years and for females 12 years.

*Washington.* — The marriage age-limit for males is 21 years and for females 18 years. These are the ages at which marriage may be contracted, but apparently with the consent of parent or guardian marriage may be contracted earlier.

*West Virginia.* — The marriage age-limit for males is 18 years and for females 16 years.

*Wisconsin.* — The marriage age-limit for males is 18 years and for females 15 years.

*Wyoming.* — The marriage age-limit for males is 18 years and for females 16 years.

The foregoing information has been obtained from a publication entitled *A Treatise on the Law of Marriage and Divorce*, by Frank H. Keezer, and, while believed to be accurate, responsibility for its accuracy cannot be assumed.

AGE OF CONSENT.

The Secretary of State takes pleasure in transmitting herewith a publication issued by the Children's Bureau of the United States Department of Labour entitled *Laws relating to Sex Offences against Children* <sup>1</sup>.

URUGUAY.

AGE OF MARRIAGE.

*Civil Code.*

*Article 91.* — Marriage is prohibited . . . if the persons concerned have not reached the age required by the laws of the Republic, namely, 14 years in the case of males and 12 in the case of females.

*Article 106.* — Males under the age of 25 years and females under the age of 23 may not marry without the explicit consent of their legitimate father or, if they have no legitimate father, without that of their legitimate mother, or, failing both the above, without that of the legitimate ascendant or ascendants in the nearest degree. In the latter case, if the voting is equally divided, the marriage shall be allowed.

*Article 107.* — If there is no legitimate father, mother or ascendant, any person, male or female, under the age of 21 years must obtain the explicit consent of his or her guardian or trustee.

*Article 109.* — Natural children who have been recognised and who have not attained the specified age of 25 or 23 years as the case may be, as laid down in Article 106, must obtain the consent of the father or mother who has legally recognised them; if both father and mother have recognised them, and if both are alive, the consent of the father must be obtained. For the purposes of this and the previous articles, the father or mother shall be deemed to be non-existent if they have been deprived of their paternal authority, but not if it has merely been restricted, unless any special decision was given to the contrary.

*Article 110.* — If the person or persons called upon to consent to a marriage refuse to do so, an appeal shall lie to the President of the proper Court of Appeal to declare such refusal unjustified.

AGE OF CONSENT.

*Penal Code.*

*Part VIII. — Section I.*

*Article 276.* — Rape shall be deemed to be committed when sexual intercourse takes place under the following circumstances, even if the sexual act is not consummated:

1. If force or threats are employed;
2. If the woman is deprived of her reason or consciousness by whatever means;
3. If she is under 12 years of age.

*Article 279.* — The punishments specified . . . shall be increased by two degrees if the offence was committed in abuse of authority or of confidence or of family or domestic relations.

VENEZUELA.

AGE OF MARRIAGE.

*Civil Code (1922).*

*Article 69.* — Males may not lawfully contract matrimony before reaching the age of 14 or females before the age of 12.

*Article 82.* — Males who have not reached the age of 21 years and females who have not reached the age of 18 years may not contract matrimony without the consent of their parents.

Before reaching the age referred to, a man or woman must, in order to contract matrimony, obtain the consent of the person or persons in whose charge he or she is placed.

AGE OF CONSENT.

*Penal Code (1919).*

*Chapter VIII.*

The "carnal act" is a punishable offence when the victim is a person under 15 years of age. Indecent conduct with such persons is also punishable. The "carnal act" is also punishable in cases where the woman is under 21 years of age, is known to have been virtuous and was seduced by a promise of matrimony.

Abduction is regarded as an offence irrespective of the age of the victim, but the fact that the victim is a minor is an aggravating circumstance. Seduction is in itself a punishable offence, but here again the fact that the victim is a minor constitutes an aggravating circumstance.

<sup>1</sup> A copy of this publication can be consulted at the Secretariat.



Geneva, December 10th, 1928.

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE PROTECTION  
AND WELFARE OF CHILDREN AND YOUNG PEOPLE

CHILD WELFARE COMMITTEE

THE CINEMA

After studying the information received in reply to circular letter C.L.74.IV, of July 10th, 1925, the Child Welfare Committee, at its third session, held at Geneva in May 1927, adopted the following resolution and questionnaire:

" The Child Welfare Committee has considered the resolution of the Assembly asking it to continue its enquiry into the cinema in relation to child welfare, and requests the Council to ask the Governments to furnish information on the lines of the questionnaire which it has drawn up.

" 1. Could any arrangements usefully be made for the exchange of information between different countries in regard to films which are good or bad for children and young people ?

" 2. Can any facilities be given for the better international circulation of films which are specially suitable for children and young people, either for instruction or amusement ? "

It was further arranged that, in sending the questionnaire to the Governments, a copy of the existing report on the cinema in relation to child welfare (document C.P.E.40(1)) should be enclosed and the Governments should be asked whether they could add any information to that already given on the subject.

This resolution and questionnaire were approved by the Council at its session in June 1927, and the Secretary-General was requested to give effect thereto, which was done on July 7th, 1927, by circular letter C.L.81.IV.

REPLY TO 1927 QUESTIONNAIRE.

Only sixteen countries have so far replied to the questionnaire drawn up by the Child Welfare Committee at its third session. These are Belgium, Brazil, Canada, Czechoslovakia, Denmark and Iceland, the Free City of Danzig, Estonia, Japan, Latvia, Monaco, Norway, Poland, Siam, Sweden, Turkey and the Union of South Africa.

In reply to Point 1 of the questionnaire, the Governments are mainly in favour of the principle of an exchange between the supervisory authorities in the various countries of lists of films which each of them considers suitable for children and young people.

The Government of the Turkish Republic has communicated the suggestion of the Minister of Education that a permanent bureau should be established, under the supervision of the Child Welfare Committee at Geneva, for the purpose of keeping the Ministers of Education in the participating States regularly informed of the appearance of films considered to be suitable for, or harmful to, children and young people.

Sweden, on the other hand, is doubtful as to the value of such exchanges, as the supervision exercised in Sweden is generally much stricter than elsewhere. Moreover, any considerable divergencies of views and opinions in the matter would, to a large extent, discount the advantages to be derived by the various countries from international agreements to prevent the circulation and exhibition of demoralising films.

As regards Point 2 of the questionnaire, several countries which do not produce films state that they cannot express any opinion upon the technical and commercial aspects of the question. The suggestions received from other countries mainly refer to the possibility of obtaining Customs facilities, reductions in duties and transport tariffs.

The Governments' replies are published in Appendix I.

#### ADDITIONAL INFORMATION TO DOCUMENT C.P.E. 40 (I).

Some additional information has been received from Governments which had already replied to the Secretary-General's circular letter of July 10th, 1925, concerning the measures in force in their countries for the control of films exhibited to children; and other Governments which had not hitherto complied with the Secretary-General's request have now sent the desired information. A complete summary of the data furnished by the forty-eight Governments mentioned below is attached to the present report (Appendix II).

Argentine Republic	Great Britain	Netherlands Colonies:
Australia	British Colonies:	Curaçao
Austria	Federated Malay States	East Indies
Belgium	Greece	Surinam
Brazil	Hungary	New Zealand
Canada	India	Nicaragua
China	Irish Free State	Norway
Cuba	Italy	Peru
Czechoslovakia	Japan	Poland
Danzig, Free City of	Japanese Colonies:	Roumania
Denmark	Formosa	Salvador
Ecuador	Kwantung	Siam
Egypt	Sakhalin	Spain
Estonia	Latvia	Sweden
Finland	Luxemburg	Switzerland
France	Monaco	Turkey
French Protectorates:	Netherlands	Union of South Africa
Morocco		United States of America
Tunis		Uruguay
Germany		Venezuela

#### ADMISSION OF MINORS TO CINEMATOGRAF PERFORMANCES.

It should be noted that special regulations for the admission of minors and the selection of films to be shown to them have been issued by thirty-three Governments out of the forty-eight given in the list.

In most cases the prohibition applies to only one class of film, and is evidently framed to safeguard the mental and moral well-being of children. It appears that, in the countries which have gone furthest in the matter of such regulations, the age-limit for the admission of minors to all cinematograph performances has been fixed at 18.

In some countries, young children are absolutely prohibited from attending cinematograph performances, mainly on grounds of health. Of the six countries which, to our knowledge, have introduced this measure of complete prohibition, four fix the age-limit at 6, namely, the Free City of Danzig, Germany, Nicaragua and Peru. Hungary has fixed this limit at 5 years and the Republic of Salvador at 3 years.

The legislative provisions of certain countries stipulate that the measures for the control of the admission of minors to cinematograph performances shall not apply when the minor is accompanied by his parents or one of them, his guardian, or some other responsible adult person. Such is, for instance, the case in Canada (in the provinces of Alberta, British Columbia, New Brunswick, Nova Scotia, Ontario, Quebec and Saskatchewan), in Japan, in Spain with reference to evening performances, in Sweden as regards the admission of minors to children's performances finishing after a certain hour, and in certain Swiss cantons.

Measures have been adopted in Belgium, Hungary, Italy, the Grand Duchy of Luxemburg, the Netherlands and Uruguay making it compulsory for cinemas to display a conspicuous notice outside their premises stating whether minors are admitted to the performance or not.

#### CONTROL OF FILMS.

The general regulations fixing the standards adopted for the approval of films suitable for exhibition to minors may be either negative or positive. The following are usually prohibited:

films likely to be morally or intellectually injurious to minors or to over-excite their imagination; scenes of seduction and debauchery, and sex or crime films. The following are generally recommended: films of an instructive and educative character, showing works of art, travels, historical scenes, national customs, scientific phenomena and experiments, agricultural work, industrial establishments and processes, etc.

The Netherlands appears to be the only country which, by a provision in the Law of May 14th, 1926, on the Campaign against the Moral and Social Dangers of Cinematograph Performances, has subdivided films suitable for exhibition to minors. This subdivision is as follows:

- (a) Films for exhibition to children under 14 years of age;
- (b) Films (including those in (a) above) for minors from 14 to 18.

Instructive films or films reproducing ordinary public events are not subject to any censorship or control in certain countries, such as Belgium, Danzig, Germany, the Netherlands, Norway, and Sweden, although police permission is required in some countries. Instructive and educational films are also exempt from any restrictions in certain cases. It likewise appears from the communications received that, in certain countries where there are no special regulations concerning the admission of children to cinematographic performances, the general system of censorship of the films or of the cinematographic performances as a whole provides for certain measures to ensure that no films shall be shown in public likely to be detrimental to the mentality or morals of minors. Appendix II mentions seven such cases.

#### CONTROL OF PUBLICITY IN REGARD TO FILMS.

We may mention in passing that a few countries have included provisions of the control of posters and advertisements of films in measures for the protection of children from the demoralising effect of certain cinematograph performances. Such is the case in Germany, in the Free City of Danzig, in the State of Victoria (Australia), in Canada, in the province of Saskatchewan, in Ireland, in the Grand Duchy of Luxemburg, in the Netherlands and in Peru. We shall not, however, lay any stress on this aspect of the question, which has already been regulated by the International Convention of 1923 for the Suppression of the Circulation of and Traffic in Obscene Publications. We would recall the fact that this Convention has been ratified by twenty-two countries and signed by forty-three, and that six Governments and forty-three British colonies have acceded to it.

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Appendix I.

GOVERNMENT REPLIES TO QUESTIONNAIRE.

BELGIUM.

MINISTRY FOR JUSTICE:

*Supervisory Commission for Cinematographic Films.*

Brussels, August 20th, 1928.

[*Translation.*]

I have the honour to inform you that in my opinion it would be very difficult to arrive at any arrangement such as that contemplated by Question 1.

The chief difficulty lies in the large number of films in circulation. For instance, between January 1st, 1921, and December 31st, 1927, 12,900 films were submitted in Belgium to an organisation specially appointed to decide which films may safely be seen by children under sixteen; 3,124 films were judged to be harmful to young people, and 6,718 were passed for cinematograph performances to which children are admitted. In addition to these films, regarding which the Cinema Film Control Commission was called upon to pass a decision, there is a fairly large number of others which were not submitted to the Commission, as the proprietors were well aware that there was no chance of their being accepted.

If the number of films is so great in a small country like Belgium, what must it be for the whole world, even admitting that the same films are to be found in many countries ?

Upon what principles could films be classified as good or bad for children and young people ?

In a report submitted on July 3rd, 1922, to the Congress held by the International Association for the Protection of Children, I already pointed out the obstacles in the way of the adoption of an international agreement for preserving children and young people from the dangers of demoralising films. " Such an agreement could not be arrived at without meeting with serious obstacles, for the differences between the morals and manners in the various countries and the divergent opinions held as to what restrictions may be imposed upon personal liberty, are important factors which would often make the adoption of identical measures by all States extremely difficult; it is only by studying them with an open mind and recognising the weight to be legitimately attached to them that we could succeed in finding solutions acceptable to all or to the majority of countries. "

These considerations equally apply to the solution sought for the two further questions now before the Child Welfare Committee.

Who shall say whether a film is good or bad ?

In countries where there is an organisation established by the Government for the purpose of making such a selection solely from the point of view of child welfare, the matter would be comparatively easy, but who could make it in the other countries, which are in the majority ?

Assuming that such a classification could satisfactorily be made, what would be the practical result ? Would each country adopt the decision arrived at in other countries ? This would be an impossibility in Belgium, since there is a law (dated September 1st, 1920) to the effect that children under 16 may only see films which have been passed by a special commission appointed by the Government; any other decision regarding any given film is therefore considered as non-existent. There are other countries whose laws in regard to this matter are similar to ours.

From these considerations I conclude that the aim in view cannot be realised, at any rate in the present state of affairs. It appears to me that, in the first instance, efforts should be made to induce all civilised countries to adopt legislation — which should be as uniform as possible — for the protection of children and young people. In no country should children below a fixed age be allowed to witness cinematograph performances which have not been approved by an organisation whose judgment could be fully relied upon.

All that it would seem possible to achieve at present would be the establishment in each country of an unofficial body which should, by every means, endeavour to discover films specially suitable for the instruction and amusement of children and young people; this body would give judicious publicity to such films and, possibly, through an agent, lend them out on hire and popularise them in the various countries. When presented under such auspices these films would no doubt be accepted in countries which possess an official supervisory organisation.

On behalf of the Commission:

(Signed) GOMBAULT,

*The President.*

BRAZIL.

EXTRACT FROM A LETTER FROM THE MINISTRY OF FOREIGN AFFAIRS.

[*Translation.*]

Rio de Janeiro, October 7th, 1927.

The Brazilian Government is of opinion that an arrangement might usefully be made for the exchange of information between different countries in regard to films which are considered to be good or bad for children and young people.

The Brazilian Government likewise considers that an international information service might usefully be established for the protection of children from cinematograph films likely to have a harmful effect on them and that manufacturers might even be urged to refrain from circulating such films. On the other hand, encouragement might be given to the production of films which are specially suitable for children and young people, either for instruction or amusement.

(Signed) Octavio MANGABEIRA.

CANADA.

Province of Quebec.

Quebec, September 3rd, 1927.

Upon the wider question submitted, involving the exchange of information between countries and better international circulation of films suitable for children, same is one which would be within the special purview of our Federal Government at Ottawa.

(Signed) N. PERODEAU,  
Lieutenant-Governor.

Manitoba.

EXTRACT FROM A REPORT OF THE BOARD OF CENSORS.

Winnipeg, 1927.

*With reference to Paragraph 1:*

The most practical method of circulating information regarding films suitable, and otherwise, for young people appears to be:

(a) A universal system of classifying and stamping films under the two afore-mentioned heads, with reports sent detailing such classification to all censor boards or commissions engaged in official examination of pictures.

(b) Bulletins containing the above information forwarded to interested organisations and societies by censors and commissioners.

(c) Special lists of films suitable for the family sent at frequent and regular intervals to the head office of the Child Welfare Commission in every country by censors and commissioners and relayed to all affiliated or similar organisations in all lands by officers of the said Child Welfare Commission.

\* \* \*

It may be said that Manitoba has circulated lists of films suitable for family entertainments for some nine years, any responsible organisation or individual being supplied with this information on request.

Last year, the Manitoba Board forwarded a lengthy list of family films to the head executive of the Child Welfare Commission at Ottawa; notice was given of all cuts made in films so listed, and, if films otherwise of a family standard contained a title or incident unsuitable for juveniles, a note was made to that effect.

Lists of the above type are useful in supplying special children's matinees under the auspices of some body of public welfare or for use in connection with schools. Such special entertainments are valuable in small places or local districts; they do not cover the ground in large cities.

These lists would be of more practical use in countries outside North America for the reason that from 70 to 95 per cent of the film entertainment of the world is supplied at present by the United States producers. In the United States and Canada, the public exhibition of films follows so quickly upon their release for commercial use and occurs so often in many places simultaneously that the lists mentioned would, in most cases, probably be put in circulation after the films had been many times shown.

As to the foreign lists, not more than six such pictures have come to Manitoba in any year since the war.

\* \* \*

*With reference to Paragraph 2.*

Possibly the best method of increasing the international circulation of films suitable for children would be:

(a) By a concerted movement to lower or remit fees and other taxation on such pictures while, at the same time, raising fees and taxation on sex and crime films (which constitute 50 per cent of the American output).

(b) By sending advance information of successful exhibitions of children's films to all public welfare organisations.

(c) By posting notices of such films in public schools and endeavouring to stimulate local patronage.

(d) By Government libraries of children's pictures distributed by Government bureaux at nominal cost.

(Signed) Tim A. D. BEVINGTON,  
V. S. PATRIARCHE,  
Manitoba Board of Censors.

Saskatchewan

Regina, August 11th, 1927.

In this Dominion at the present time the different Censor Boards of the provinces keep each other posted as to the character of films rejected by each province, as well as the reasons for so doing. It would appear quite feasible to have this information extended so as to include films suitable for exhibition to children and young people, which would in course of time provide each Board with a list of films suitable for the purpose in view. These lists might then be submitted for compilation to those actively engaged in this matter, and in such a way material could be obtained for exchange between different countries dealing with this problem.

With reference to the second question, I am advised that, owing to insufficient information as to existing restrictions pertaining to international circulation of films, no definite suggestion can be offered.

(Signed) H. W. NEWLANDS,  
Lieutenant-Governor.

## CZECHOSLOVAKIA.

PERMANENT DELEGATION.

Geneva, September 24th, 1928.

[Translation.]

In Czechoslovakia, the competent Ministries consider that an exchange of information between different countries concerning films which are good or bad for children and young people would be a matter of some difficulty, because conceptions as to the value of any given film for young people differ largely in the various countries, although their legal standards with regard to films suitable for young people are for the most part similar, or not very divergent. Moreover, the composition of the organs responsible for the censorship of films differs in each country. The Minister for the Interior has noted that many dramatic films dealing with erotic subjects — as do 90 per cent of dramatic films — are not forbidden for young people in some countries, while in Czechoslovakia, only films dealing with an ethical motive, conducive to the moral improvement of young people (filial love, sense of devotion between brothers and sisters, friendship, etc.), are allowed for children under 16, and then only if they contain no brutal or immoral scenes. Statistics show that in Czechoslovakia, during 1926, out of a total of 459 dramatic films, with a total length of 1,009,405 metres, submitted with a view to their being shown to children under 16, only 16 films, of 36,042 metres, were sanctioned; and during 1927, out of 485 films of the same kind, with a total measurement of 1,063,380 metres, only 23, measuring in all 50,742 metres, were sanctioned. This shows that the censorship of films is very strict in Czechoslovakia.

There is yet another obstacle to the exchange of information. In Czechoslovakia, as perhaps in the majority of countries, foreign, and particularly American, productions predominate. The titles of the various films are not the same in all countries, because the cinematographic agencies do not always submit films for censorship under their original titles, but choose fresh titles to suit the public taste, and to increase profits. It is a matter of common knowledge that the same American film is shown under different titles in Czechoslovakia, France and Germany. In such cases, the identity of the films would have to be verified by a comparison of the scenarios.

In Czechoslovakia, the Minister for the Interior keeps a register of all films censored, and publishes statistics concerning the cinema under a separate head in his *Official Journal*. These statistics first mention the films which the Ministry for the Interior, at the suggestion of the Advisory Censorship Committee, has marked as having an educational value; secondly, films which may be put on the screen for young people; and thirdly films which may be shown before adults. The Ministry for the Interior is thus in a position to communicate the decisions of the Censorship Committee under these three heads.

In view of the fact that films are to a certain extent topical, the delay involved by the exchange of information might detract from the value of the data. It would therefore appear desirable to limit the exchange to shorter periods, for instance, three months, to the best class of national film, and lastly, to educational films, and those reproducing fairy tales.

Finally, it is suggested that a wide exchange of films for young people might be carried out effectively through co-operation on the part of the Central Associations for Popular Education, which could circulate lists of films produced in their respective countries. In Czechoslovakia, the Mazaryk Institute for Popular Education at Prague publishes lists of films with a summary of their contents, for the use of the above-mentioned societies in the Republic.

(Signed) VEVERKA,  
Permanent Delegate.

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#### DANZIG.

*Reply from the Senate of the Free City of Danzig, received from the Polish Delegation accredited to the League of Nations on February 1st, 1928.*

The films exhibited in Danzig are obtained almost exclusively from other countries having a film censorship, but they are also subject to further censorship in Danzig. It is therefore hardly necessary for Danzig to take up any special position with regard to the two questions asked.

At the Police Directorate in Danzig there is a service for the examination of films mainly carried out by persons who have shown themselves to be specially qualified in respect of the education and training of the young.

All doubtful films are submitted to this service for examination. Adequate guarantees therefore now exist so far as the territory of the Free City of Danzig is concerned, particularly since there is no local production of films on a large scale in Danzig.

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#### DENMARK AND ICELAND.

[Translation.]

Danish Legation, Berne, November 2nd, 1927.

I am directed by my Government to communicate to you the following replies to the questionnaire.

*Ad 1.* In Denmark, all films are subject to approval by the Government censor of films before they are passed for public exhibition. The censor has the power to prohibit the admission of children under 16 to the performances of certain films. It will accordingly be possible to draw up lists of films considered to be bad for children and lists of films specially suitable for children and young people.

*Ad 2.* In accordance with the provisions of the Law of April 1st, 1922, concerning the public entertainment tax, etc., the authorities may waive payment of this tax or reduce it in the case of cinema performances given under the auspices of school authorities or by arrangement with them and which are of an educative, scientific or instructive nature.

The Prime Minister of Iceland, to whom you also forwarded a note on the above-mentioned date, has replied that neither question affects Iceland at present.

(Signed) A. OLDENBURG.

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#### ESTONIA.

Tallinn, August 20th, 1927.

[Translation.]

The additional questionnaire in connection with the enquiry into the cinema has been submitted to the competent Estonian authorities for consideration, and their observations on the matter may be summarised as follows:

1. Every State should agree to send the Child Welfare Committee a list of films produced in its territory, divided into two classes: (a) films suitable for children; and (b) films harmful to children. These lists should be published and circulated by the Committee from time to time.

2. Customs and transport facilities might be granted by the State for the conveyance of films (either by rail or post) and local authorities might reduce the rates charged for the production of such films. The support of the film manufacturers depends entirely upon their goodwill and the success of the films.

For the Minister, and by authorisation:

Director of Administrative Affairs.

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JAPAN.

Paris, March 5th, 1928.

[*Translation.*]

I am directed by my Government to inform you that, in its opinion, the following arrangements might usefully be made:

(1) Particulars of films which the censorship boards regard as good or bad for children and young people might be exchanged between the various countries, either through the League of Nations or by direct correspondence between the censorship boards.

(2) The League of Nations might be notified of films which the boards regard as specially suitable, and at the same time efforts might be made to facilitate their circulation in countries which desire them by organising a system similar to that of a circulating library.

(Signed) SATO,  
*Director of the Imperial Japanese  
League of Nations Office.*

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LATVIA.

[*Translation.*]

Riga, September 27th, 1927.

MINISTRY FOR FOREIGN AFFAIRS.

The Film Censorship Committee attached to the Ministry of Education, whom we have consulted in the matter, has informed us that the two questions in regard to which the enquiry has been undertaken are dealt with by the Permanent Cinematograph Committee founded at Basle pursuant to the decision of the First European Conference on the Educational Cinema. As the central Latvian institution for questions affecting the educational cinema, the Censorship Committee has appointed representatives to sit on the Basle Committee and is accordingly bound to co-operate with that institution in all matters relating to international co-operation in regard to the educational cinema. Although it has no suggestion to submit concerning the questions to which the enquiry refers, the Film Censorship Committee will nevertheless follow with interest the results of the enquiry undertaken by the Child Welfare Committee.

(Signed) G. ALBAT,  
*Secretary-General.*

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MONACO.

[*Translation.*]

Monaco, August 24th, 1927.

There are neither manufacturers nor importers of cinematograph films in the Principality, which is entirely dependent on France for films. The films shown at Monaco are censored by the French Censorship Board.

Moreover, to be of service, the replies to the questions asked should bear upon observations covering a large number of cinemas, and including evidence of the pernicious character of certain films or the results of a lax censorship. The Principality, however, has only four entertainment halls.

There are no regulations here governing the admission of minors to cinema performances

For the Director of the Public Security Police:

(Signed) DELEAU,  
*Commissioner of Police.*

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NORWAY.

[*Translation.*]

Oslo, January 17th, 1928.

MINISTRY FOR FOREIGN AFFAIRS.

I have the honour to inform you that an exchange of information between different countries in regard to the films in question does not appear to present any difficulties in the case of Norway. The State Board of Film Censors, which censors nearly all films intended for public exhibition in Norway, decides in each case whether a film is suitable for adults only or for children under 16 as well, and will consequently always be in a position to state whether films shown in Norway are good or bad for children and young people. This Board might, if necessary, be asked to furnish detailed information regarding such films to an International Information Bureau, should this be established under the auspices of the League of Nations.

The State Board of Censors might also keep a record of information received from foreign countries and from the above-mentioned Bureau, and could pass this on to cinematograph agencies and the proprietors of Norwegian cinemas.

(Signed) Ivar LYKKE.



POLAND.

[*Translation.*]

Geneva, September 5th, 1927.

POLISH DELEGATION ACCREDITED TO  
THE LEAGUE OF NATIONS.

The film-producing industry in Poland is not yet sufficiently represented in the international market; our action in the matter would therefore have to be confined, for the time being, to keeping a record of films of this kind produced abroad.

Such information should be forwarded to the Cinematograph Censorship attached to the Ministry of the Interior, to which a central office of films will be added shortly. The Ministry — or, later, the above-mentioned office — would pass on the information received regarding these films to the booking agencies, the cinematograph associations, the Ministry of Public Worship and Education, as well as to societies such as Urania, the Eugenic Society and others dealing with the question of the educational cinema, and providing cinema performances for young people.

(*Signed*) GWIAZDOSKI,

For the Delegate to the League of Nations.

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SIAM.

MINISTRY FOR FOREIGN AFFAIRS.

Bangkok, July 9th, 1928.

I have the honour to say that, as the law for the control of cinematograph films is still under consideration, it is not possible at the present juncture to furnish any proper reply to your circular letter No. 81, 1927, iv, dated July 7th, 1927.

For the Minister for Foreign Affairs:

(*Signed*) PHYA SRIVISAR.

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SWEDEN.

[*Translation.*]

Stockholm, September 20th, 1927.

MINISTRY FOR FOREIGN AFFAIRS.

In 1911, that is to say, sooner than in any other country, a Decree was promulgated in Sweden establishing the uniform control of films intended for public exhibition: the unauthorised exhibition of films not previously censored and approved was punished by the penalties laid down in the Decree. The main object of these provisions was to protect the interests of children. After prohibiting the exhibition of films "which might have a demoralising or unwholesome effect or pervert the sense of right and wrong", the Decree provided that "films which are calculated to excite harmfully the imagination of children or in any other way to have an injurious effect upon their mental development or health shall not be passed for performances to which children under 15 years of age are admitted."

An experience of sixteen years has shown the wisdom of these provisions, the nature of which is clearly more psychological than pedagogic, in the strict sense of the word. They have certainly protected a large number of children from the harmful effects of degrading or unsuitable films. The control of films is exercised by a central organisation, the State Cinematograph Bureau, at Stockholm, which is attached to the Ministry of Education and Public Worship, and consists of three censors and a deputy; in certain cases, two medical experts (psychiaters) may be called upon to give their opinion. At the present time, one of the censors and the deputy are schoolmasters.

When films are approved for public exhibition, a permit is issued stating whether they may be shown to children or not. It is the duty of the local police authorities to see that banned films (or those not intended for children) are not exhibited (or are not shown to children). They must check the wording on the permit and satisfy themselves that it applies to the film shown. This is done by comparing the number on the permit with the number on the film, which should correspond with it. A notice is required to be displayed at the entrance of all cinema theatres stating whether children are admitted to the performance or not. As a general rule, children unaccompanied by an adult are not admitted to performances finishing after 8 p.m.

The Swedish Decree concerning cinema exhibitions aroused a great deal of interest in the other Scandinavian countries, which have organised State film control on similar lines. It should be noted, however, that at first the policy adopted by Norway differed from that of Sweden in one respect: the Norwegian measures originally specified no age-limit for children, but admitted them to the performance of all officially approved films. This system, which in theory finds many supporters in scholastic circles, soon proved inapplicable in practice, owing to the fact that, out of consideration for the children, several films of real merit were prohibited for adults because they were unsuitable for young people; on the other hand, the desire to safeguard the legitimate interests of adults led to the approval for children of many films which they ought not to have seen. The Swedish system has accordingly now been in force in Norway for some years past, but the age-limit for the admission of children is fixed at 16, as in Denmark and Finland.

The conditions under which film control is exercised in Sweden, more especially from the point of view we are now considering, are such as to make it probable that a regular information service concerning films to which children are refused admission in foreign countries would be of little value for the protection of children in Sweden, where supervision is generally much stricter than elsewhere. The statistics for the last fiscal year show that only 23 per cent of the total number of films examined (not including films representing scenery or current events, to which children are usually admitted) were passed for exhibition to children. In the case of Sweden, therefore, the proposed exchange of "information in regard to films which are good or bad for children and young people" could be most usefully effected by a system under which the State Cinematograph Bureau would reply separately to each request for information from abroad and would ask other countries for such particulars as it might require. There has been a semi-official exchange of this kind between the Scandinavian supervisory authorities for some years past. We are of opinion that, although excellent in itself, the idea of an "international understanding between the various national bodies with a view to communicating to each other the decisions adopted in their respective countries, and that such understanding should eventually be extended by means of international agreements to prevent the circulation and use of demoralising films", would not prove of any great advantage in practice, partly for the above-mentioned reasons and partly on account of the considerable divergencies in the views held on the matter, which to a certain extent appear to justify the assertion that morality is essentially a question of geographical position.

It is obvious that everything should be done by the public authorities to encourage the exhibition of films of an instructive and educative nature. The question is now being examined at the instance of the Riksdag. The only measures hitherto adopted by the State in Sweden have taken the form of extensive credits granted during the past few years to encourage the use of the cinema in the schools and for certain other instructive and educational purposes. The exhibition of educational films has also been popularised owing particularly to the action of a private undertaking. An international catalogue of educational films would be of great utility. The question has recently been discussed at international congresses by film specialists and schoolmasters, and there is reason to hope that Governments will support the scheme. It is equally important that films for educational purposes should be exempted from Customs duties by means of an international agreement. This measure would no doubt give considerable encouragement to the use and circulation of the films in question.

As regards fire prevention, ventilation, etc., in cinemas, very stringent measures are enforced by the Swedish authorities, and it is not too much to say that in this respect, as in others, Swedish cinemas take a high place. Owing partly to the strict regulations for its prevention, there has never been any serious outbreak of fire in these establishments, although non-inflammable films have not yet come into general use.

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## TURKEY.

[*Translation.*]

Angora, August 25th, 1927.

MINISTRY FOR FOREIGN AFFAIRS.

The Government of the Turkish Republic, which is keenly interested in all efforts to raise the moral and intellectual level of children and young people, at once submitted the matter to the competent Department, and I have the honour to communicate to you for your information the views expressed by the Ministry of Education:

"As there are no film-producing companies of any importance in our country, nor any films of international interest, it is impossible for us to express any definite opinion upon the technical and commercial aspects of the problem.

"We should like, however, to make the following recommendation and suggestion in reply to the two points mentioned in the questions asked:

"It is highly desirable that a permanent bureau should be established, and placed under the supervision of the Child Welfare Committee at Geneva, for the purpose of keeping the Ministries of Education of the participating States regularly informed of the appearance of films considered to be suitable for, or harmful to, children and young people.

“As soon as this information is received, the various States would take the necessary steps to prohibit the exhibition in their territory of any film which was banned and to recommend, through the medium of the Press or by some other suitable means, any good film approved by the Committee.

“States should also grant all possible facilities to the importers of such films in order to make them popular.”

(Signed) D. RUSCHDY.

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## UNION OF SOUTH AFRICA.

### Cape Province

Pretoria, December 6th, 1927.

The Board, which consists at present of seven members, four of whom are men, is of opinion that arrangements as indicated in Section 1 and facilities as indicated in Section 2 of the questionnaire are highly desirable, and hopes that measures may be taken to give practical effect thereto.

- It should be borne in mind that films shown in the Cape Province are to a very large extent imported from overseas, and that the importation is altogether in private hands.

### Orange Free State

Bloemfontein, December 6th, 1927.

The control of bioscopes and the inspection and prohibition of bioscope films is a matter which has been delegated to Provincial Councils by virtue of Subsection XII of Section 85 of the South Africa Act, 1909. Under this legislative authority, each province has its own legislation in regard to the censorship of bioscope films and exercises its powers according to the circumstances which are present in each particular province. The natural position is, then, that the maritime provinces, namely, the Cape and Natal, are necessarily required to exercise a more particular censorship of films than the inland provinces, namely, the Orange Free State and Transvaal, which censorship is exercised at the ports of entry.

Now, as regards the Cape Province, it is understood that the bulk of films introduced into this country enter that province through Cape Town, where a paid Central Censorship Board is established. It follows that, where such an individual inspection of films takes place, the Board concerned is in a far better position (naturally assuming that records are kept of both films passed and films prohibited from exhibition) to furnish the information contemplated in the first paragraph of the questionnaire, than would be the case in a province where only a general inspection is made and where, naturally, the local Boards rely upon and are guided by the particular censorship exercised by the Central Board at the port of entry.

It is feared that this province is not in a position to advise in regard to the second paragraph of the questionnaire, inasmuch as the powers conferred upon it are confined to censorship only and do not extend to matters such as the circulation of films. I may, however, here state the procedure obtaining at present.

The Cape and Transvaal Provinces, where Central Censorship Boards have been established, at present notify this province whenever the exhibition of any picture is prohibited on the ground of indecency, offensive to religious convictions, etc. Seeing, however, that pictures which may be harmless for exhibition to adults may be very harmful when exhibited to children, it would seem that the Child Welfare Committee might go very near towards attaining its object by requesting these Central Boards to notify particularly the other provinces if the exhibition of any picture is deemed harmful to children. Such an indication given to this province would, I think, as a rule be followed, and, should the proprietor attempt to exhibit such a picture here, it will still be subject to the censorship of the local Board, which will no doubt be guided by the opinion of the Central Board.

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Transvaal

Pretoria, December 22nd, 1927.

The Administrator of Transvaal suggests that perhaps control can best be effected by the countries of origin, which would be in a position to communicate information through the Council of the League of Nations to all Governments.

(Signed) W. H. FARRELL,  
Assistant Secretary for External Affairs.

CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES.

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
				ARGENTINE REP.
AUSTRALIA		Victoria 16 years		
AUSTRIA		16 years		
BELGIUM		16 years		
BRAZIL		Age not stated		
CANADA			<p>Alberta.— The school age-limit, but only for performances during school hours.</p> <p>British Columbia: 14 years (subject to exceptions).</p> <p>New Brunswick.— 12 to 16 years during school hours.</p> <p>Nova Scotia.— 10 to 16 years for performances at night or during school hours.</p> <p>Ontario.— 15 years (subject to exceptions).</p> <p>Quebec.— 16 years (subject to exceptions).</p> <p>Saskatchewan: 14 years.</p>	CANADA: Manitoba; Prince Edward Island.
CUBA		14 years for all performances after 8.30 p.m., except on Sundays and holidays.		
CZECHO-SLOVAKIA		16 years		
				CHINA
DANZIG (FREE CITY)	6 years	16 and 12 years for young people's performances after 7 p.m.		

CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES (continued).

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
DENMARK		16 years		
ECUADOR		14 years		
				EGYPT
				ESTONIA
FINLAND		16 years		
				FRANCE
				FRENCH PRO- TECTORATES: Morocco; Tunis.
GERMANY	6 years	18 years		
				GREAT BRITAIN
				BRITISH COLO- NIES: Federated Malay States.
GREECE		10 years, except in the case of special displays for children or schools.	11 to 15 years, except in the case of special displays for children or schools.	
HUNGARY	5 years	18 years		
INDIA		Age not stated		
IRISH FREE STATE		Age not stated		
ITALY		15 years		
JAPAN			14 years (only in certain departments).	
				JAPANESE COLO- NIES: Formosa; Kwantung; Sakhalin.
LATVIA	6 years	16 years		
LUXEMBURG (GR. DUCHY)		17 years		

CONDITIONS OF ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES  
IN DIFFERENT COUNTRIES (*concluded*).

Countries in which admission is controlled by regulations	Age-limit for total prohibition	Age-limit for partial prohibition		Countries in which admission does not appear to be subject to regulation
		Even if the minor is accompanied by his parents or guardian or other responsible adult person	Only if the minor is unaccompanied by his parents or guardian or other responsible adult person	
				MONACO
				NEW ZEALAND
NETHERLANDS		18 years		
NETHERLANDS COLONIES:		Curaçao: 16 years East Indies: 17 years Surinam: age not stated		
NICARAGUA	6 years		13 years (the presence of a man- or maidservant in attendance is insufficient)	
NORWAY		16 years		
PERU	6 years	16 years		
POLAND		17 years		
ROUMANIA		Until the completion of secondary studies.		
SALVADOR	3 years	8 years (for evening performances only)		
				SIAM
SPAIN			10 years for evening performances.	
SWEDEN		15 years		
SWITZERLAND	This matter is in the hands of the cantonal authorities. In the majority of cantons, the age-limit is 16, but some cantons have gone further (Lucerne, Uri, Schwyz, Zug and Zurich) and have fixed the age-limit at 18.			
				TURKEY
UNION OF SOUTH AFRICA	Orange Free State Natal Transvaal	Age not stated		UNION OF SOUTH AFRICA: Cape Province
UNITED STATES OF AMERICA	There are practically no regulations in the United States of America controlling admission to cinematograph performances the main purpose of which is the protection of children, although the official censors in certain places state that, when reaching their decisions, they endeavour to take into account the effect of the cinema on children and young people.			
URUGUAY		14 years		
				VENEZUELA

Appendix II.

I. ADMISSION OF MINORS TO CINEMATOGRAPH PERFORMANCES.

A. COUNTRIES IN WHICH ADMISSION IS CONTROLLED BY REGULATIONS.

(a) *Partial Prohibition.*

**Australia.** — *Victoria* — Censorship of Films Act, 1926:

*Article 5.* — “ (1) After the expiration of one month from and after the coming into operation of this Act, no person shall exhibit any cinematograph picture in a theatre or cause the same to be so exhibited unless and until the film used for the purpose of exhibiting such picture has been approved by the censor. ”

*Article 8.* — “ (1) The censor may:

- “ (a) Approve a film unconditionally; or
- “ (b) Approve a film subject to such conditions as he imposes; or
- “ (c) Refuse approval.

“ (2) Without affecting the generality of paragraph (b) of subsection (1) of this section, the conditions referred to in the said paragraph may include conditions with respect to the age or (in the case of films relating to diseases or disorders peculiar to male persons only or to female persons only) sex of persons before whom any cinematograph picture from the film may not be exhibited. ”

*Article 9.* — “ (1) If the Minister has reason to believe that a picture from any registered film is not suitable for exhibition before a child under the age of 16 years, he may by writing under his hand direct such person or persons as he thinks fit to cause such film to be submitted to the censor for his approval. ”

**Austria.** — Decree of the Ministry of the Interior dated September 18th, 1912:

\* *Article 23.* — “ Children and persons under 16 may only be admitted to a performance if the programme has been passed for exhibition to children and minors in accordance with paragraph 2, Article 18<sup>1</sup>, and provided that it ends before 8 p.m. ”

**Belgium.** — Law of September 1st, 1920, prohibiting minors who have not turned 16 attending cinema exhibitions:

\* *Article 1.* — “ Minors of either sex who have not reached the age of 16 shall not be allowed to be present at any public cinema performance. ”

*Article 2.* — “ The prohibition contained in the preceding article shall not apply to cinema-halls where only those films are exhibited which shall have been licensed by a Commission the organisation and duties of which are to be laid down by a Royal Decree. ”

**Brazil.** — It may be inferred from a communication received from the Ministry of Foreign Affairs that, in the Federal (Rio de Janeiro) district at least, the admission of minors to film theatres is subject to regulations.

**Canada.** — Rules regulating theatres and cinematograph establishments are matters within the jurisdiction of each province.

*Alberta.* — The only restriction in force is that no child of school-age is allowed to attend moving-picture shows during school hours unless accompanied by parents or guardians.

*British Columbia.* — No person in charge of a moving-picture theatre and, in the case of a company or society, no manager or other person in charge of the establishment shall receive in any way or permit to attend at any show therein any child less than 14 years old unless such child is accompanied by an adult.

This section shall not, unless the Lieutenant-Governor in Council by regulation otherwise provides, apply to children received or permitted to attend such show between the hours of 3.30 o'clock and 6 o'clock in the afternoon on days upon which the public schools are open in the place where such moving-picture theatre is situated, or before 6 o'clock in the afternoon of any other day.

In case of any proceedings charging an offence against any of the provisions of this section, in the absence of other evidence to prove the age of a child, or by way of corroboration of other evidence, the justice of the peace, magistrate or judge before whom the charge is heard may infer the age from the appearance of the child. (Moving Pictures Act, 1914, Section II, as amended 1915.)

\* An asterisk indicates that the text following is a translation.

<sup>1</sup> The authorisation must mention whether the film in question may be shown to children or to minors (paragraph 2, Article 18).

*Nova Scotia.* — Children under the age of 10 years unaccompanied by an adult shall not be permitted to attend any theatre or place of amusement at which an admission fee is charged. Children apparently under the age of 16 years unaccompanied by an adult shall not be permitted to attend by night any theatre or place of amusement at which an admission fee is charged.

Children apparently under the age of 16 years shall not be permitted to attend during their school hours any theatres or places of amusement. (The Theatres, Cinematographs and Amusements Act, and Regulations thereunder, Consolidated 1922.)

*New Brunswick.* — Children apparently under the age of 12 years unaccompanied by a parent or responsible person shall not be permitted to attend any exhibition by a cinematograph, moving-picture machine or other similar apparatus at which exhibition an admission fee is charged, nor shall children apparently under the age of 16 years be permitted to attend such exhibition during school hours. (Act of Assembly passed and assented to on April 20th, 1927, amending Chapter 6 of the Act 16 George V (1926), The Theatres, Cinematographs and Amusement Act.)

*Ontario.* — A child under the age of 15 years unaccompanied by an adult shall not be permitted to attend any exhibition by cinematograph, moving-picture machine, or other similar apparatus for admission to which a fee is charged, except on Saturday of each week and on public and legal holidays, between the hours of 9 a.m. and 6 p.m., during which hours a matron to be remunerated by the exhibitor shall be engaged in each theatre, whose duty it shall be to supervise the conduct of such children and of adults toward them while in such theatre. (The Theatres and Cinematographs Act, Section 10.)

*Quebec.* — No person or persons in charge of a hall for moving pictures where shows are given by means of cinematograph and, in the case of a company or society, no manager or other person in charge of the establishment shall receive in any way at such shows any child less than 16 years old, unless such child is accompanied by his or her father, mother, tutor or teacher or by a guardian specially authorised by the father or mother. (Law on the Cinematograph, Revised Statutes of 1925, Chapter 174, Article 2.)

Notwithstanding the above provision, children less than 16 years old may attend exhibitions of moving pictures without being so accompanied when the advertisement of the exhibition announces a programme only of pictures authorised for children by the Board of Censors of moving pictures according to the provisions of Article 3713 (a), and of no other pictures. (Article 17 of the above-mentioned Law.)

*Saskatchewan.* — Children under the age of 14 years shall not, if unaccompanied by a parent or responsible person, be permitted to attend any exhibition by cinematograph, moving-picture machine or similar apparatus after the hour of 8 o'clock in the evening. (R.S.S. 1920, Chapter 181, Section 18, Theatres and Cinematograph Act.)

*Cuba.* — Regulations relating to the Organisation of the Committee of Cinematographic Censorship and its functions — March 17th, 1927:

*Art. 45:* "All children under 14 years of age are strictly forbidden to enter cinemas after 8.30 p.m., except on Sundays and holidays."

*Czechoslovakia.* — Extract from a communication from the Ministry of Foreign Affairs:

\* "Under the regulation promulgated by a Decree of the Ministry of the Interior dated October 18th, 1912 (No. 191 of the Collection of Decrees), and under the similar regulations promulgated in Slovakia and Sub-Carpathian Russia after the war, application for permission to give public cinematograph performances open to children and persons under 16 years of age may be refused by the Advisory Committee set up in the Ministry of the Interior to decide how far the films may have a prejudicial effect on young people from a moral and intellectual point of view."

*Danzig (Free City of).* — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 1.* — "Films which may be exhibited to children under 16 shall be subject to special authorisation . . ."

*Paragraph 2.* — "At the request of the Child Welfare Office of the commune or communal group, or on application from the school authorities, the commune or communal group, after consulting the representatives of the Child Welfare Organisation responsible for health and morals, may take other measures with regard to the admission of young people to cinema performances, and those responsible for these performances shall be required to conform thereto, subject to the right of appeal to the competent authority."

*Paragraph 4.* — "Children under 12 may not be admitted to performances after 7 p.m."

*Denmark.* — Extract from a report of September 18th, 1922, addressed to the Ministry of Justice by the Censors of Films:

\* "The Decree promulgated on July 5th, 1913, by the Minister of Justice empowers the censors to forbid the performance of certain films before children under the age of 16, but the method in which these powers are to be exercised is left to the discretion of the censors themselves."



**Ecuador.** — Decree No. 19, of February 15th, 1927:

\* *Article 5.* — “ Only films made for the purpose or those for which special permission has been given by the Censorship Commission may be shown to children. If these conditions are not fulfilled, admission to cinematographs is forbidden to children under 14. ”

**Finland.** — Extract from a letter from the Ministry of Foreign Affairs:

\* “ The State Commission for the examination of films may lay down that a certain film shall not be shown to children under 16 years of age; further, in accordance with the police regulations, such children shall not be admitted to entertainments which finish after 8 o'clock in the evening. ”

**Germany.** — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 3. Paragraph 1.* — “ Films to the performance of which young persons under 18 years of age are admitted require special permission . . . ”

*Paragraph 3.* — “ . . . On the proposal of the children's department of the commune or district or, in the absence of a children's department, on that of the school authorities, the commune or a communal association, after hearing the representatives of children's organisations, and without prejudice to any more stringent measures which may be laid down by the provincial laws, may take further measures in the interests of health and morality with regard to the admission of children, and the proprietors of cinemas shall be obliged to comply with these measures. The latter may, however, appeal against these measures to the competent authorities. ”

**Greece.** — Decree-law No. 38730, on Cinemas, September 1926.

• “ *Article 10.* — Minors of either sex shall not be allowed to enter public cinematograph theatres: (a) Up to and including 10 years of age, absolutely; (b) From 11 to 15 years of age, unless they are accompanied by the parent or guardian or by some adult person authorised by the parent or guardian.

“ The only exception to this rule shall be in the case of special displays for children or schools of films passed as suitable for families and children. ”

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III, paragraph 13:

\* “ Young persons under 18 years of age shall not be permitted to attend cinematographic displays the subject-matter or method of presentation of which or of any parts of which are likely prejudicially to affect the character of adolescents or their mental or moral development or unduly to excite their imagination. ”

Page 7, *Chapter III, paragraph 20.* — “ Young persons who have not completed their eighteenth year shall only be permitted to attend cinematographic displays the films in respect of which have been certified by the National Film Censorship Commission to be suitable for exhibition to the young. The age of the young persons shall be determined approximately. ”

**India.** — Extract from a copy of a letter from the Secretary to the Government of India, Legislative Department:

“ The law regulating cinematograph exhibitions in British India, which is contained in the Cinematograph Act, 1918, as amended by subsequent legislation, does not provide specifically for the exercise of supervision over the character of the pictures shown to children, but it requires films to be certified before exhibition by an authority constituted by the local government of the province concerned. ”

**Bombay.** — Films which are considered unsuitable for exhibition to juveniles are certified on the condition that their exhibition is restricted to adults.

**Burma.** — Steps are taken to exclude minors from admission to the exhibition of unsuitable films.

**Irish Free State.** — Memorandum on the subject of the cinema in relation to child welfare received through the Representative of the Irish Free State:

• “ Power is given by the Act of 1923 for the issue of two certificates:

“ (a) A general certificate in respect of a film fit for exhibition to any audience;

“ (b) A limited certificate in respect of a film for exhibition to adults only and not to children. ”<sup>1</sup>

<sup>1</sup> “ So far, the ‘adult only’ certificate has not been issued. An offer was made to the exhibitors that, if a theatre or theatres excluded children at all times and catered exclusively for adults, the issue of an adult certificate for such theatre or theatres would be considered. The offer was not availed of.

“ The issue of an adult certificate would necessitate:

“ (a) The display by the exhibitor of a notice prohibiting the admission of children and young people;

“ (b) Police supervision to ensure enforcement of the law.

“ It is considered that the issue of such notice by a theatre whose normal programme consists of films bearing a general certificate would serve to stimulate morbid curiosity and possibly excite the precocious to evade the law.

“ The Official Censor endeavours to pass only such films as are suitable for family entertainment. He does not censor with audiences of children in view, but the effect which a situation may have on the child mind is taken into account. ”

**Italy.** — Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare:

\* *Article 22.* — “The Cinematograph Censorship Commission shall decide what cinematograph performances are suitable for children and young persons of either sex. . . .”

Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

*Article 162.* — “The regulation governing admission, as enacted in Article 22, applies to children and young persons who have not attained the age of 15 years.

“For the purposes of Article 22, children and young persons shall be presumed to be under 15 if they are under 1 m. 50 in height, unless proof to the contrary is furnished.”

**Japan.** — Control exercised by the Ministry of the Interior:

“Each department is responsible for the supervision of morals in cinematograph establishments. A number of departments have adopted special regulations regarding the admission of children to cinematograph theatres and have fixed the conditions of admission as follows:

“1. Children under 14 not accompanied by their guardians or similar persons are not admitted.

“2. Children under 14 are not admitted after 9 at night, and children present at a cinematograph performance are warned ten minutes beforehand to leave the cinema at 9 o'clock.”

Control exercised by the Ministry of Education:

“Six departments out of 47 have imposed special regulations as to the conditions of admission to cinematograph theatres of children attending elementary and secondary schools; in other departments, however, this special supervision is left to the school authorities. Forty-three elementary schools out of about 25,000 and 51 secondary schools out of about 2,000 absolutely forbid their pupils to enter cinemas. Sixty elementary schools and 50 secondary schools forbid their pupils to visit cinemas but allow certain exceptions. The others have issued no special regulations on this subject.”

**Latvia.** — Extract from the Law on Cinematographs, promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 36, of February 15th, 1926:

\* *Article 9.* — “Children between 6 and 16 years of age may not be admitted to cinematograph displays except when the film to be exhibited has been passed by the Ministry of Public Instruction as suited to the moral development of the young.”

*Article 15.* — “Except for the musical accompaniment, stage performances are prohibited at film displays to which children are admitted.”

**Luxemburg (Grand Duchy of).** — Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

\* *Article 1.* — “No minor of either sex who has not reached the age of 17 shall be allowed to enter any cinema-hall or theatre.”

*Article 2.* — “The provisions of the preceding article shall not apply to cinema-halls or theatres which only exhibit such films as have been licensed by a commission the organisation and the duties of which shall be laid down by an administrative regulation.”

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances.

\* *Article 4.* — “(1) The Municipal Council may, by a Regulation and subject to Our approval, make the granting of the permit referred to in Article 1<sup>1</sup> subject to the conditions laid down in the Regulation.

“(2) The above-mentioned conditions shall not apply in the case of cinematograph performances to which only persons over 18 years of age are admitted, though the films to be shown and the posters may be supervised as usual.”

*Article 16.* — “(2) At public cinematograph performances where children not obviously over 14 years of age are admitted or are allowed to be present, the only films which may be shown are those the showing of which in the presence of children under 14 years of age has been approved by the Central Commission.

“(3) At public cinematograph performances to which children under 14 years of age are not admitted or are not allowed to be present, but where minors over 14 years of age but not

<sup>1</sup> *Article 1.* — “(1) No public cinematograph performance may be organised without a written permit from the mayor or aldermen.

“(2) Such permit shall not be required:

“(i) In the case of public cinematograph performances given in the educational establishments designated by Our Ministry of Education.

“(ii) In the case of public cinematograph performances at which the only films shown deal with scientific, industrial, agricultural or commercial subjects and which the Central Commission referred to in Article 15 has approved as such.”

obviously of 18 years of age are admitted or allowed to be present, only those films may be shown the showing of which to minors between 14 and 18 years of age has been approved by the Central Commission."

**Netherlands Colonies.** — *Netherlands East Indies.* — Film Ordinance, September 19th, 1925:

\* *Article 7.* — "(8) Whenever a film is approved, it may be decided at the same time, at the request of the manufacturer or importer, whether it is to be considered as unobjectionable for children below the age of 17."

*Article 10.* — "In the case of public film performances, the person exhibiting the film is forbidden to admit children whom he knows, or may reasonably be expected to know, to be below the age of 17, unless it appears from the certificate of approval of the film in question that its display is considered unobjectionable for children."

(The foregoing provisions only apply to public performances, that is to say, to performances held in a place usually accessible to the public, apart from the question whether the public has to pay for admission.)

*Curaçao.* — The admission of children under 16 to film performances is forbidden unless the films in question have been passed for children by a special Commission set up by the Governor.

*Surinam.* — The showing of films is forbidden unless permission has first been secured from the Attorney-General. The latter only gives his consent when the film has been passed by a special Commission set up for the purpose. This Commission examines the film from two points of view, and decides whether it should be shown: (a) to adults; (b) to children.

**Nicaragua.** — Regulations governing Theatres, Public Entertainments and Cinematographs, dated August 8th, 1927:

\* *Article 43.* — "For the purpose of enforcing the present law, film exhibitions are divided into two categories: exhibitions suitable for children and exhibitions for adults."

*Article 44.* — "Children above 6 years and below 13 years of age may only be admitted to such film exhibitions as are adjudged 'suitable for children' by the censorship authorities. In such cases, the children shall be accompanied by their parents or guardian; they shall in no case be admitted if accompanied only by a servant."

*Article 48. Paragraph 2.* — "Children below 13 years of age are absolutely prohibited from attending film exhibitions for adults . . ."

*Paragraph 3.* — "Cinematograph establishments may not sell to children below 13 years of age or to persons accompanying them any tickets for performances intended for adults . . ."

*Article 49. Paragraph 1.* — "Every cinematograph establishment is obliged to give at least two displays for children every month."

**Norway.** — Law No. 4, of July 25th, 1913, including supplementary Act of June 3rd, 1921 concerning the public exhibition of films:

\* *Article 9.* — "Children under the age of 16 shall not be admitted to cinema entertainments at which films are shown which the experts have only approved for exhibition to adults. Children under the age of 16 shall, moreover, not be admitted to entertainments which end later than 8 p.m. unless they are accompanied by their parents or guardians."

**Peru.** — Statutes of the Board of Censors of Cinematograph Films, July 31st, 1925:

\* *Article 32.* — "Minors under 16 may not be admitted to see cinematograph films passed for adults only."

**Poland.** — Extract from information supplied by the Ministry of the Interior:

\* Poland is one of the countries whose Governments protect children and young persons, as far as possible, against the demoralising influence of the cinema. The film censorship exercised by the Ministry of the Interior establishes a distinction between films which may be shown to children and young persons and films which may not. Minors below 17 years of age may not attend the display of such prohibited films. The admission of young persons attending school, even if they are over 17 years of age, is subject in all cases to the approval of the school authorities.

**Roumania.** — \* Up to the present, the admission of children to cinemas has only been controlled by departmental regulations issued by the Ministry of Education.

The prohibition to attend the performance of films other than those of an instructive and educative nature only applies to pupils of secondary schools<sup>1</sup>, that is, up to the age of about 18 or 19 years.

<sup>1</sup> The wearing of uniform on all occasions is compulsory for the children in the secondary schools, and the punishments, which are even visited on the parents, are very severe in cases of infraction of this order.

**Salvador.** — Regulations concerning theatres, cinemas, etc.:

\* *Article 25*, amended by the Decree of February 7th, 1924. — "Children under 8 may not be present at performances given at night. Questions as to age shall be determined by the police, the Censors and the medical officer of the theatre, cinema or circus."

**Spain.** — \* Royal Decrees regulating cinematographic performances and public entertainments dated November 27th, 1912, and December 31st, 1913, absolutely forbid children under 10 years of age, if unattended, to enter any closed premises where a public entertainment is given, whether it be a cinema entertainment or what is commonly known as a variety show.

The Decrees in question add that "purveyors of public amusement may nevertheless be allowed to give, during the day, entertainments exclusively devoted to cinema exhibitions intended for children".

**Sweden.** — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 3.* — "Minors who have not turned 15 shall not be allowed to be present at a cinema performance where films are exhibited other than those which, as hereinafter provided, shall have been judged suitable for minors; the same shall apply to the case of a minor who is not accompanied by a guardian as regards entertainments which end later than 8 p.m."

**Switzerland.** — Extract from the report of the Federal Council to the Federal Assembly on the petition for the revision of Article 31 of the Federal Constitution (May 20th, 1925), submitted to the Federal Council by Dr. Zimmerli and other signatories:

\* "The general practice in the majority of the cantons is to allow the admission of children to ordinary cinematographic performances, particularly if they are accompanied by their parents or guardians or by grown-up persons; but this indulgence applies only to children up to a certain age. On the other hand, such children are allowed to attend spectacles or performances for young people, which are organised in most cases by the school authorities, and which, in nearly all parts of the country, may not be exhibited unless they have been first seen and approved by the authorities.

"The age up to which children are prohibited from attending ordinary spectacles varies in different cantons. In Friburg, Thurgau and Lower Unterwald, the prohibition is enforced up to the end of the school-age. In Aargau, children of communal and district schools are refused admission to cinemas. The great majority of the cantons which favour this system (Basle-Town, Soleure, Vaud, Ticino, Neuchâtel, Valais, Glarus and St. Gall) fix the age-limit for admission to cinemas at 16. Some cantons, namely, Lucerne, Uri, Schwyz, Zug and Zurich, have gone even further and have an age-limit of 18."

**Union of South Africa.** — It may be gathered from the documents furnished by the Provincial Secretaries of Natal, of the Orange Free State and of the Transvaal that the admission of minors to cinematograph representations is not quite free in these provinces.

**United States of America.** — Extract from a letter from the Children's Bureau of the Labor Department:

"There are two or three Federal regulations which were not included in the statement sent last year, largely because they do not constitute a censorship which makes for a real control of the kind of films shown.

"They are: the Code of Laws of the United States of America, 1926: Title 10, Chapter 32, Uniform of Army. *Idem*, Title 18, Section 396, Criminal Code, Section 245, amended. *Idem*, Title 18, Section 405, Prize-fight films. *Idem*, Title 19, Section 122, paragraph 1453, Regulations relating to the importation of photographic and moving-picture films."

Extract of a summary of legislation relating to the supervision or censorship of motion pictures, forwarded by the Secretary of State of the United States of America:

"*Censorship or State Regulation: Special Laws applying to Children only.* — In practically no place in the United States are regulations with reference to moving pictures made or administered primarily with reference to children, although the authorised censors in some localities report that they try to bear in mind the effect of the pictures on the morals of children and young people in the decisions they make.

"A few cities prohibit the attendance of children under certain ages at moving-picture shows during school hours and unless accompanied by adults at other times. In Paterson, minors may not attend theatres unless accompanied by parents or guardian; in Birmingham, children under 12 must be accompanied by an adult; in Los Angeles, children under 14 must be accompanied by an adult after 9 p.m.; in Detroit, children under 16 may not attend between 8.30 a.m. and 3.30 p.m. except during vacation days, or after 8 p.m. unless accompanied by parent or guardian. It is probable that some other cities from which no information on this point was received have similar provisions. One city (Chicago) issues permits for certain pictures to be shown only to those of 21 years of age and over."

**Uruguay.** — Order making previous censorship compulsory, May 5th, 1922:

\* *Article 1.* — “ Persons organising public performances must obtain from the Child Welfare Commission authorisation to admit children under 14 years of age. ”

(b) *Complete Prohibition.*

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 3.* — “ Children under 6 may not be admitted to cinema performances. ”

**Germany.** — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 3. Paragraph 4.* — “ Children under 6 years may not be admitted to cinematographic performances. ”

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III:

\* *Paragraph 20.* — “ Children under 5 years of age shall not in any circumstances be permitted to attend public cinematographic displays, even if accompanied by adults. ”

**Nicaragua.** — Regulations governing Theatres, Public Entertainments and Cinematographs dated August 8th, 1927:

\* *Article 48.* — “ Children below 6 years of age are absolutely prohibited from attending public cinematographic displays . . . Cinematograph establishments may not sell tickets to children below 6 years of age or to persons accompanying them. ”

**Peru.** — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925:

\* *Article 33.* — “ Children under 6 shall on no account be allowed to enter cinematograph theatres. ”

**Salvador.** — Regulations concerning Theatres, Cinemas, etc.:

\* *Article 25* (amended by the Decree of February 7th, 1924). — “ Children under 3 shall not be admitted to public entertainments. ”

(c) *Measures taken to inform the Public of the Admission of Minors.*

In the following countries, the regulations require that notices should be conspicuously displayed outside buildings in which cinematographic representations are given, stating whether minors are or are not admitted.

**Australia.** — *Victoria.* — Censorship of Films Act, 1926:

*Article 8.* — “ (3) In any case where the censor approves a film subject to a condition that any cinematograph picture from the film is not to be exhibited before any child over the age of 6 years and under the age of 16 years:

“ (a) Every poster, programme, advertisement or written or printed matter in the nature of an advertisement (and whether in a newspaper or otherwise howsoever) with respect to such film, or the exhibition of any cinematograph picture from such film, shall contain a statement in the prescribed form to the effect that the approval of the censor has been given subject to that condition; and

“ (b) Prior to the screening of a cinematograph picture from any such film, the person exhibiting the picture shall cause a notice to the like effect as the said statement to be exhibited upon the screen upon which the picture is to be exhibited. ”

**Belgium.** — A Law of September 1st, 1920, prohibiting minors who have not reached the age of 16 attending cinema exhibitions:

\* *Article 2. Paragraph 2.* — “ Such exhibitions are to be advertised as entertainments intended for families and children. ”

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior, Chapter III:

\* *Paragraph 20.* — “ The proprietor of the cinema or his representative shall, when films are being exhibited which are considered unsuitable for young persons under 18 years of age, cause to be displayed in an easily visible place, and also near the box-office, a notice bearing the words: ‘ Young persons under 18 years of age are not admitted to this performance ’. This notice must also appear on all placards or other advertisements relating to the cinema performance in question. ”

Italy. — Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare:

\* *Article 22.* — “Where any film is not passed for exhibition to children, the management of the theatre must publish a notice to that effect on the posters of the film, and must see that the order is strictly observed.”

Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of par. ordin. of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

*Article 159.* — “Before granting the licences required, under Article 65 of the Public Safety Law, for the posting and distribution of printed or written advertisements for cinematograph performances, the competent authority shall satisfy itself that advertisements for performances from which children and young persons are to be excluded by the decision of the Censorship Commission clearly and plainly advertise that fact in the following terms: ‘Children under 15 years of age will not be admitted to this performance (Article 22 of Law No. 2277 of December 10th, 1925)’.”

Luxemburg (Grand Duchy of). — Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

\* *Article 2. Paragraph 2.* — “Such exhibitions shall be advertised as entertainments intended for families and children.”

Grand-Ducal Decree of June 16th, 1922, for the better enforcement of the Law of June 13th, 1922, providing for the supervision of public cinema-halls and entertainments:

*Article 7.* — “The advertising, referred to by the afore-mentioned Law, of every public entertainment intended for families or minors of 17 years of age shall consist of a notice, displayed at least twenty-four hours before the performance or entertainment shall take place, on the outer door of the building where the cinematograph entertainment or performance is to take place. This latter provision was amended by Grand-Ducal Decree of November 14th, 1925, modifying the Decree of June 16th, 1922, Article 9. The amended text reads: “. . . by a notice displayed before and during the performance on the outer door of the cinema”.

Netherlands. — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances:

\* *Article 17.* — “(1) It will be desirable to set up, in a conspicuous position at the entrance of the premises in which the performance is given, a notice indicating the age under which spectators cannot be admitted.

“(2) If a film, as shown, has not been approved by the Central Commission for showing to minors of 18 years of age, it may not be publicly announced as a film which such minors may witness.”

Peru. — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925:

\* *Article 34.* — “Every announcement must clearly state that the film has been passed by the Board of Censors; the announcement must also state whether the film is for adults only, mainly for children, or suitable for both adults and children.”

Sweden. — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 3. Paragraph 2.* — “It must be clearly stated on all notices whether the entertainment is intended for minors or not.”

Uruguay. — Decree for the Protection of Children, and provisions supplementary thereto dated November 18th, 1921:

\* *Article 3.* — “The posters of performances must show clearly whether the performance is or is not suitable for minors.”

B. COUNTRIES HAVING APPARENTLY NO REGULATIONS GOVERNING THE ADMISSION OF CHILDREN TO PUBLIC CINEMATOGRAPHIC DISPLAYS.

Argentina

Canada:

Manitoba Province

Prince Edward Island

China

Egypt

Estonia

France

French Protectorates:

Morocco

Tunis

Great Britain

British Colonies:

Federated Malay States

Japanese Colonies:

Formosa

Kwantung

Sakhalin

Monaco

New Zealand

Siam

Turkey

Union of South Africa:

Cape Province

Venezuela

## 2. CONTROL OF FILMS.

### A. STANDARDS ADOPTED IN VARIOUS COUNTRIES.

- In the following countries the official regulations for the control of films exhibited to minors require the fulfilment of certain conditions or, as the case may be, the avoidance of certain features.

**Austria.** — Extracts from the Decree of the Minister of the Interior dated September 18th, 1912:

\* *Article 17.* — “ Permission shall be refused if the performance is of a nature to constitute an offence, to disturb peace or public order or offend against the proprieties or public morals. “ If the performance of the film, although not coming under the first paragraph, might be morally or intellectually injurious to minors, permission shall be refused to show the film at performances to which children or persons under 16 are admitted. ”

**Brazil.** — Extract from a letter from the Ministry for Foreign Affairs:

\* “ The censorship regulations of the Federal (Rio de Janeiro) District provide that films shall be adjudged unsuitable for exhibition to children if the subject, or any scene, might shock their feelings or stimulate their impressionable minds to indecent interpretations. ”

• **Canada.** — Note from the Government of the Province of:

*Alberta:* “ The Censorship Board does not allow any scenes depicting white slavery, seduction, malpractices, gruesome or distressing scenes, hanging, lynching, electrocution, insanity, delirium, gross drunkenness, exhibition of notorious characters, drug habit, counterfeiting, brutal treatment of persons or animals, coarse vulgarities, objectionable titles. ”

*Saskatchewan.* — R. S. S., 1920, Chapter 181, Section 10:

“ All films and slides intended for exhibition by the province shall first be inspected by the censor or censors, and such censor or censors shall examine and pass upon their fitness for public exhibition with a view to preventing the display of scenes of an immoral or obscene nature or which indicate or suggest lewdness or indecency or which may offer evil suggestions to the minds of young people or children or which the censor or censors may consider injurious to the public morals or for any other reason opposed to the public welfare. ”

**Cuba.** — Regulations relating to the organisation of the Committee of Cinematographic Censorship and its functions, March 17th, 1927.

“ *Article 8.* — The Committee of Cinematographic Censorship possesses ample powers to carry out the following functions:

“ § A and B . . . .

“ § C: To prohibit the exhibition of films which it considers to be obscene, or which tend definitely and directly to encourage vice or to corrupt morals.

“ § D . . . .

“ § E: To suppress or modify any scene or title containing examples or theories harmful to public morals in general and the morals of children and young people in particular, and which show by graphic methods various means or evading the law, of committing offences against decency or against morals. ”

**Czechoslovakia.** — Note by the Czechoslovak Government:

\* “ Permission to give public cinematographic performances open to children and persons under 16 years of age may be refused if the films in question are likely to have a harmful effect on young people from a moral or intellectual point of view. ”

**Danzig, (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 3. Paragraph 1.* — “ In addition to the films prohibited under Article 1, paragraph 2<sup>1</sup>, it is forbidden to show at performances attended by young persons anything of a nature to harm the moral, intellectual or physical development of young persons, or to over-stimulate their imagination. ”

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<sup>1</sup> *Article 1. Paragraph 2.* — “ The exhibition of a film shall be permitted on application, but such permission may be refused if, on inspection of the film, its exhibition seems likely to endanger public safety or order, wound religious susceptibilities, exercise a depraving or corrupting influence, injure the good name of the Free City of Danzig, or prejudice it in its relations with foreign States. Permission may not be refused for the sole reason that the film has a certain political, social, religious, moral or philosophical tendency. ”

**Denmark.** — Extract from a report of September 18th, 1922, addressed to the Ministry of Justice by the censors of films:

\* “ Films dealing with historical, geographical, zoological and generally social subjects of the kind taught at school are rarely prohibited for children, even if they contain scenes which are somewhat gruesome. If, however, the subject is of a more specialised nature, turning upon degeneracy, chronic alcoholism, venereal diseases, immorality, etc., to such an extent that these subjects may be said to characterise the film though not to call for its prohibition, the film may as a rule be shown to adults only, apart from special mitigating circumstances.

“ Decisive factors in the question of subject are the artistic performance of the chief parts and the degree of *intensity* with which they are played. If the methods used are calculated to inflame or stimulate the imagination of children, who, unlike adults, lack the steadying influence of experience, the question of prohibiting the film must be seriously considered. Moreover, although as a rule the artistic treatment of an ordinary subject may help it over certain difficulties, the same factor may, if the artistic quality is mainly used in the interest of sensationalism, actually become an additional reason for prohibiting the exhibition of the film to children.”

**Germany.** — Law on Cinema Performances dated May 12th, 1920:

\* *Article 1. Paragraph 2.* — “ Permission to show films shall be refused if an inspection of the film shows that its exhibition would be liable to endanger public order or security, to outrage religious feeling, to have a degrading or demoralising effect on the onlookers, or to diminish Germany's prestige or compromise her relations with foreign States. Permission should not be refused on account of its political, social, religious, ethical or philosophical tendencies as such. Permission may not be refused on grounds unconnected with the contents of the film.”

*Article 3. Paragraph 2.* — “ In addition to films excluded under Article 1, paragraph 2, no films may be shown before young persons if they are liable to have a detrimental effect on their moral, mental or physical development or unduly to excite their imagination.”<sup>1</sup>

**Greece.** — Extract from a communication from the Hellenic Legation at Berne, November 19th, 1928:

“ Films are censored by the Municipal Police Authorities, who are empowered to prohibit the exhibition of films (1) intended as propaganda against the State or its friendly relations with other countries; (2) likely to endanger public order and security; (3) dealing with subjects which are an offence against public morality, or in general are likely to have a bad influence on young people.”

**Hungary.** — Extract from the Regulations of the Royal Ministry of the Interior:

\* *Paragraph 13.* — “ Minors shall not be permitted to attend cinematograph displays the subject-matter or method of presentation of which or of any parts of which are likely prejudicially to affect the character of adolescents or their mental or moral development or unduly to excite their imagination.”

**Italy.** — Royal Decree No. 718, of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children:

\* *Article 157.* — “ The general restrictions laid down by Article 3 of the Regulations of September 24th, 1923, No. 3287, shall remain in force, and children and young persons of both sexes shall accordingly be excluded from all cinematograph performances having a love or crime interest, or likely, in the opinion of the Censorship Commission, in any way either to excite the passions of the young or to corrupt their morals by force of suggestion.

“ The following classes of films shall be regarded as particularly suitable for exhibition to children and young persons: Films reproducing works of art or representing towns, scenery, historical scenes and national customs; facts of national history, scientific phenomena and experiments; agricultural work or industrial establishments and processes, or depicting subjects and scenes tending to exalt the civic and religious virtues, the sacredness of the home, family affections, maternal love, the spirit of sacrifice, and acts of heroism, or calculated to stimulate gaiety, kindness, energy and courage.”

**Japan.** — Control exercised by the Ministry of Education:

\* “ The Minister of Education, fully recognising the beneficent influence which can be exercised by the cinematograph, has issued a Decree regarding the examination of lantern slides and cinematograph films by the Special Committee dealing with popular education. This Committee passes films submitted to it for approval which it regards as being of educational value, registers the title of the film and the name of the applicant and publishes them in the Official Journal to enable the authorities to encourage the display of good films and to recommend them to the public.”

<sup>1</sup> *Article 11. Paragraph 2* of the Law on Cinema Performances, May 12th, 1920. — “ In the inspection of films which are to be shown to young people, the opinion of young persons between 18 and 20 years of age appointed by the Children's Welfare Board should also be taken.”



**Latvia.** — Extract from the Law on Cinematographs promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 36, of February 15th, 1926:

\* *Article 8.* — “ Films must be submitted for preliminary censorship to the Ministry of Education, accompanied by an indication of the title, the captions in duplicate and particulars of the date and place at which the film will be screened before the censors. Films are prohibited if their exhibition might prove: (1) offensive to religious susceptibilities; (2) conducive to brutality or injurious to the spectators’ morals; (3) subversive to public order and security, or harmful to the prestige of the State and to its friendly relations to other countries. The suppression of certain portions of films may also be ordered, the cuts to be handed in to the Ministry of Education. ”

**Norway.** — Law No. 4, of July 25th, 1913, concerning the public exhibition of films, and supplementary Act of June 3rd, 1921:

\* *Article 8.* — “ The experts shall not approve films for presentation to minors if they are of opinion that the exhibition of the same would have a pernicious effect on the minds of the children or on their conception of right and wrong. ”

**Poland.** — Extract from information supplied by the Ministry of the Interior:

\* “ Films adjudged unfit for exhibition to children are:

- “ (1) Crime films;
- “ (2) Erotic films;
- “ (3) Films representing the bad side of life, more especially those disparaging family life (adultery, matrimonial quarrels, lack of respect for parents, etc.);
- “ (4) Generally speaking, all films which inculcate wrong precepts; in doubtful cases, the censorship authorities seek the advice of the teaching profession.

“ In the large towns, the social welfare organisations assist in supervising the enforcement of these rulings. It cannot, however, be definitely asserted that the problem has been finally solved. ”

**Roumania.** — Note by the Roumanian Government:

\* “ The Central Committee forbids the performance of films subversive of morals or public order. On the other hand, films of an educative or instructive character are recommended to school children. The latter are forbidden to attend performances of any other films. ”

**Salvador.** — Circular Letter to the Fourteen Governors of Political Departments (October 21st, 1925):

\* “ Only instructive and moral films may be shown at cinematograph performances given in the afternoons (at *matinées*), *i.e.*, the only performances which children are permitted to attend under the regulations. In no case may films be shown which are liable to implant evil sentiments in the minds of the young or encourage vicious propensities. ”

**Spain.** — Royal Decree of November 27th, 1912, and Royal Decree of December 31st, 1913, for the regulation of cinematographic representations and public entertainments:

\* “ In cinematograph representations intended exclusively for children and exhibited during the daytime, the films shall be of an instructive or educative character, such as reproductions of voyages, historical scenes, etc. ”

**Sweden.** — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 6.* — “ As regards exhibitions to which minors under 15 are admitted, no film likely to exercise a bad influence on the imagination of children or to prove detrimental to their mental development or to their health shall be passed for performance. ”

**Union of South Africa.** — *Orange Free State Province.* — Ordinance No. 3 of 1916 (assented to, July 19th, 1916), to provide for the inspection of pictures and to prohibit the exhibition of objectionable pictures:

5. — “ Objectionable pictures shall be deemed to be pictures representing:

“ (c) Scenes of debauchery, low habits of life or other scenes such as would injuriously affect the minds of young persons;

“ (d) Successful crime or violence such as would injuriously affect the minds of young persons. ”

**Uruguay.** — Decree concerning child welfare and supplementary provisions, dated November 18th, 1921:

\* *Article 1.* — “ Only films coming within the following categories may be exhibited at cinematograph performances to which children are admitted:

- “ (a) Popular scientific films;
- “ (b) Comic films;
- “ (c) News films;
- “ (d) Panoramic films;
- “ (e) Comedies suitable for children and, in a general way, films providing simple and harmless amusement.

“ Films of a character likely to injure the child’s development, as, for example, detective films, intensely dramatic films, films which have a painful effect on the child’s imagination, films which encourage feelings of hostility towards other countries, etc., are prohibited at such performances. ”

#### B. EXEMPTIONS FROM PRELIMINARY CONTROL.

It should be pointed out that, in some countries, films of certain specified categories may be exhibited at cinematographic performances to which minors are admitted without being previously submitted to any censorship. We may quote the following cases:

**Belgium.** — Royal Decree relating to the organisation and powers of the Cinema Film Control Commission, May 11th, 1922:

\* *Article 13.* — “ The Cinema Film Control Commission is entitled to license, without proceeding to see the films, and on simple compliance with the formalities hereafter mentioned, the exhibition of films at entertainments which are organised without any idea of making a profit thereby, and given solely from an instructive or educational point of view. ”

*Article 14.* — “ Instructive films and films exhibiting current events may be released without having been passed; they are not to be accompanied by any narrative nor need they be provided with the band specified by Article 10. ”

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925:

\* *Article 6.* — “ Provided that there is no reason for prohibition in accordance with Articles 1 and 3, the local police shall authorise, in virtue of its office, on its own responsibility and without demanding a decision from the censor’s office, films relating to current events and purely scenic films. ”

**Germany.** — Law on Cinema Performances, dated May 12th, 1920:

\* *Article 6.* — “ Films dealing with current events and films only representing scenery may be passed for exhibition in their districts by the local police authorities in so far as there is no reason for rejecting them on the grounds mentioned in Articles 1 and 3, and shall not be subject to examination by the Board of Censors. ”

**Netherlands.** — Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances:

\* *Article 16.* — “ (4) Notwithstanding the above provisions, the holders of permits may, in urgent cases and according to rules which will be laid down by the Central Commission, show films of topical interest even before such films have been submitted to the Commission. ”

**Norway.** — An Act, No. 4, of July 25th, 1913, concerning the public exhibition of films, including supplementary Act of June 3rd, 1921. The previous approval normally required by the Act is not required for the exhibition of such films:

\* *Article 6.* — “ . . . Reproducing ordinary public events, provided the films are shown within fourteen days immediately following the event and provided the police have given permission for the exhibition ”;

*Article 10.* — “ . . . Films in connection with education or lectures at educational establishments or in connection with education or lectures carried on by any person holding a position at an educational establishment. ”

**Peru.** — Statutes of the Board of Censors of Cinematograph Films, July 31st, 1925:

\* *Article 2b.* — “ Films imported by the Government or with Government permission for educational or scientific purposes need not be submitted to the Board of Censors. ”

Sweden. — Royal Decree of June 22nd, 1911, concerning cinema exhibitions:

\* *Article 4.* — “ An exception shall be made in the case of films the subject of which has nothing to do with the military strength of Sweden, or have not been taken from an aircraft (viz., captive balloons, or otherwise, dirigibles and aeroplanes) above Swedish territory, and which faithfully reproduce events which have recently happened, provided that such films are shown not later than ten days at the most after the events filmed took place. Nevertheless, the permission of the police authorities shall be required for such exhibitions. (Amended by the Royal Decree of April 15th, 1921.) This exception applies to the exhibition of this class of films at all cinematographic performances. ”

*Article 13.* — “ The provisions of the present Decree shall not apply to cases in which films which are not concerned with questions connected with the military strength of the country, and which have not been taken from an aircraft above Swedish territory, are exhibited after a speech or lecture in a school. Neither shall the provisions of the present Decree apply to any person who, on making application, has been dispensed by the King from the obligation to observe the provisions of the present Decree. ” (Amended by the Royal Decree of April 15th, 1921.)

C. MEASURES ADOPTED TO ALLOW THE PROTECTION OF CHILDREN BY THE CONTROL AUTHORITIES OF CERTAIN COUNTRIES WHERE THE ADMISSION OF MINORS TO CINEMATOGRAPH REPRESENTATIONS DOES NOT APPEAR TO BE SUBJECT TO REGULATION.

In addition to the measures referred to earlier in the report, attention should be drawn to the following.

There are certain countries in which there exist no special regulations concerning the admission of children to cinematographic performances; from communications received, however, it appears that the general system of censorship of the films or of the cinematographic performances as a whole provides for certain measures to ensure that no films shall be shown in public likely to be detrimental to the mentality or morals of minors.

**Argentine.** — Extract from a communication from the Ministry for Foreign Affairs:

\* “ The Board of Censors is also required to give an opinion on the films submitted to it, with a view to determining whether the 50 per cent rebate on municipal taxes may be granted, as provided for films which are of high educational value and may therefore with advantage be exhibited to children. ”

**Australia.** — In Tasmania, a Board of Censors for Films is in existence (Act of Parliament No. 49), which consists of the Director of Public Health, the *Secretary to the Education Department*, the Secretary to the Police Department, and *two lady citizens* appointed by the Government. All films must pass this Board as well as the Commonwealth Censor before they can be exhibited.

**Estonia.** — \* The Committee for the Censorship of Films is composed of five members, including *one representative of the Ministry of Education* and *one representative of the Schools Administration of the town of Tallinn*. The Committee is entitled to take decisions provided at least three of the members are present, including either the representative of the Ministry of Education or the representative of the Schools Administration.

**France.** — \* The first article of the Decree of July 25th, 1919, lays down that no cinematograph films, with the exception of topical films showing current facts or events, may be exhibited in public unless these films and their titles have been passed by *the Ministry of Education and of Fine Arts*.

**Great Britain.** — From a Home Office Memorandum: The legal foundation of the censorship of films in Great Britain is to be found in the Cinematograph Act, 1909. Although the primary object of this Act was to secure the safety of the audience from special risks, in particular that of fire, attaching to the cinema, means have been found for the exercise under the Act of a sufficiently effective control over the character of the films exhibited. The Act—which applies to exhibitions for which inflammable films are employed—provides, *inter alia*, that a cinematograph exhibition shall (save in a few exceptional cases) be given only in premises licensed for the purpose, and subject to regulations made by the Secretary of State (or in Scotland the Secretary for Scotland) for ensuring safety. Responsibility for the granting of licences—which may be refused, and are subject to annual renewal—lies in the hands of local licensing authorities, namely, County Councils (who may delegate their functions to other authorities, including Justices in Petty Sessions) or, in the Country Boroughs, Borough Councils. The licensing authorities have discretion to grant licences on such terms and conditions and under such restrictions as, subject to regulations of the Secretary of State, they may determine. By a series of decisions of the High Court it has become clearly established that the conditions which a licensing authority may attach to the grant of a licence can properly relate to matters other than the safety of the audience, provided

that they are reasonable and are administered by the authority in a judicial manner. Accordingly it is possible for each licensing authority to assume the functions of a censor, exercising, through the medium of conditions attached to its licences, control over the character of the films shown in premises licensed by it.

**Japan.** — \* It will be remembered that the making of rules for the good conduct of cinematographic representations and for the admission of school-children is a matter within the sphere of each province; however:

“ In virtue of a Ministerial Decree which came into force on July 1st, 1925, the Minister of the Interior is responsible for the censorship of films. In this Decree the Minister does not impose restrictions, with a view specially to the protection of children, in regard to the character of the films shown. However, a number of censorship measures are provided to safeguard spectators of tender years from the corrupting influence of certain pictures. Thus, the authorities refuse to pass, or only sanction subject to special conditions, any films which, for example, come under one of the following categories:

“ 1. Films likely to be harmful to the mental and moral development of the young and to their good education.

“ 2. Films likely to suggest unhealthy ideas to children or weaken the authority of teachers.

“ 3. Films representing, in an attractive light, scenes of cruelty or vice.

“ 4. Films demonstrating various criminal practices likely to suggest the idea of criminal acts, such as receiving of stolen goods, etc.”

**Japanese Colonies.** — \* (a) *Formosa.* — In the Island of Formosa the local authorities censor films before they are shown to the public. They only pass films which are not prejudicial to public order and national morals. They accordingly supervise the exhibition of films and prohibit performances when it is found that the films may exercise an evil influence on the minds and morals of children.

(b) *Kwantung.* — In Kwantung the supervision exercised over cinemas for the protection of children is based on a general regulation: “ Rules for Cinematograph Performances and Cinemas” (No. 57 of the Governor’s Decree promulgated on July 29th, 1922).

APPENDIX.— The note given below was sent to the school authorities on September 26th, 1923:

“ *Note on the Exhibition of Films.* — If films shown in schools are badly chosen or if a large number of scholars are confined for a considerable time in small and badly ventilated rooms, the result is equally harmful from the educational and the hygienic point of view.

“ The school authorities are requested to carry out scrupulously the following instructions:

“ 1. Films must be examined and those of a definitely educational character selected.

“ 2. If the film takes more than an hour to show, there must be an interval of ten minutes for recreation and during this interval all windows shall be opened and the rooms aired.

“ 3. To prevent overcrowding, the number present must be fixed beforehand according to the dimensions of the room.

“ 4. As far as possible, rooms must be ventilated even when films are being shown.

“ 5. Should it be impossible to open all the windows on account of the cold, every person present must leave the room during the interval for recreation; the room shall then be aired by opening all the windows, and the spectators will return ten minutes later.”

(c) *Sakhalin.* — There are no special regulations for the purpose of protecting children in connection with the control of cinemas in Sakhalin. The Chiefs of Police are, however, instructed to censor films before they are publicly shown, and, if necessary, to suppress them or make cuts in them or to authorise them while at the same time prescribing an age below which children may not be admitted.

**Morocco.** — \* Cinematograph censorship has been established in the French zone since 1916. At the end of that year, a special committee was set up at Casablanca, which, in accordance with the regulations, is responsible for condemning wholly or in part films of which certain scenes or the whole contents are “ likely to exercise a pernicious influence on the young or to be detrimental to public order and morality”.

**New Zealand.** — An Act to provide for the Censoring of Cinematograph Films, August 7th, 1916, No. 10, IV:

*Article 4.* — “ § 4. Such approval may be given generally, or may be given subject to a condition that the film shall be exhibited only to any specified class or classes of persons.

“ § 5. There shall be a right of appeal from every decision of a Censor under this Act to such person or persons, and in such manner and subject to such conditions, as may be prescribed by regulations under this Act.”

Extracts from communications from the Prime Minister's Office:

"Before any cinematograph film is exhibited in New Zealand, it must first be passed by a Censor appointed by the Government. If he considers it desirable, the Censor may attach a condition to his certificate of approval that the film shall not be exhibited to persons under a certain age."

This proviso has been administered by dividing approved films into two classes, viz (a) for universal exhibition, and (b) recommended more especially for adult audiences. By an agreement with the Film Exhibitors Association every newspaper advertisement relating to films approved under class (b) notifies the Censor's recommendation, and it is left to the good taste of parents and guardians as to whether children are taken to view such films.

The Board of Appeal consists of three members — one being appointed by the Minister of Internal Affairs, one representing the Film-Renters Association, and one selected from organisations interested in the welfare of women and children.

**Tunis.** — \* The Municipal Decree of May 8th, 1916, the only existing Act concerning the control of films exhibited in the cinema-halls of Tunis, prohibits the exhibition of pictures representing scenes of *brigandage or detective stories*.

**Union of South Africa.**— *Cape Province.*— Extract from a communication from the Department of Foreign Affairs:

"A Board of Film Censors has been appointed for the Cape Province, in terms of Ordinance No. 21 of 1917. The Administrator may, in terms of Section 3 (4) of this Ordinance, upon receipt of a report from the Board, *restrict the exhibition of any film to a specified class or classes of persons.*"

#### D. UNOFFICIAL CONTROL.

**Great Britain.** — From a Home Office Memorandum:

There has been in existence for many years an unofficial body, established and maintained by the cinematograph trade, known as the British Board of Film Censors. The submission of films to this body is voluntary and its decisions have in themselves no legal section, though, as will be shown later, they have been given such sanction by the action of the licensing authorities. Films submitted to the Board are viewed by experienced and highly qualified examiners on whose advice the Board may either reject a film altogether or may pass it for exhibition with or without alteration. In passing films it is the settled practice of the Board to classify them into two categories: a Universal or "U" Certificate is issued in respect of a film considered fit for exhibition to any audience, and a "Public" or "A" Certificate is issued for a film adjudged to be satisfactory for display to adults only and not to children. The Board, although maintained by the trade, has been able to preserve an entirely independent judgment, and its policy rarely fails to command the support of public opinion. As public opinion in England is sensitive in respect of the character of entertainments, it follows that the standard adopted by the Board is a high one. Independent testimony is afforded by the fact that few, if any, complaints have reached the Home Office in recent years. The Board publishes annual reports on its work.

In July 1923, the Home Office, after consultation with representative licensing authorities, recommended for universal adoption the following additional conditions:

1. No film—other than photographs of current events—which has not been passed for "universal" or "public" exhibition by the British Board of Film Censors shall be exhibited, without the express consent of the Council.

2. No film—other than photographs of current events—which has not been passed for universal exhibition by the British Board of Film Censors shall be exhibited in the premises without the express consent of the Council during the time that any child under, or appearing to be under, the age of 16 years is therein. Provided that this condition shall not apply in the case of any child who is accompanied by a parent or bona-fide adult guardian of such child.

The additional conditions of 1923 have since been adopted by a substantial number of licensing authorities; and even where independent authorities have preferred not expressly to adopt conditions in this form, it is common for them to conform in practice to the standard set by the Board. In this way the authority of the Board has been considerably strengthened and it has been possible to attain throughout the country an approximate uniformity based on the standard set by the Board.

*Note.* — It should be noted that this memorandum, so far as it relates to the functions of the licensing authorities, refers only to England and Wales.

**United States of America.** — Unofficial censorship: In the United States there are two bodies which unofficially censor cinematograph films, but neither makes any distinction between films which may be shown to children and films which are regarded as suitable only for adults.

1. *The National Board of Review.* — The National Board of Review was organised in 1909 by the People's Institute of New York City, under the name of the National Board of Censorship of Moving Pictures, to censor all pictures before being shown in New York City. Since that date, the name has been changed, and the board's activities have grown to include an unofficial censorship of approximately 98 per cent of all pictures made in the United States. The board is composed of some 250 voluntary reviewers chosen from among the civic and social organisations in and near

New York City. Five to 15 of these reviewers see each picture in the projection room of the producers and distributors before national distribution of the films. If the picture is satisfactory, the seal of the National Board and the statement " Passed and approved by the National Board of Review " is stamped on the films. The National Board withholds its approval if it thinks eliminations or changes are necessary.

2. *The Picture-Producing Companies.* — The Organisation of Motion-Picture Producers and Distributors—a voluntary association—was formed in 1922 with a membership of nine companies, and, in April 1925, had a membership of twenty-two companies, including the most important in the United States. Producers and distributors are opposed to legal censorship, and have undertaken, through this organisation, to prevent the production of offensive films. In a resolution adopted February 26th, 1924, they agreed " to prevent the prevalent type of play from becoming the prevalent type of picture; to exercise every possible care that only books or plays which are of the right type are used for screen presentation; to avoid picturisation of books or plays which can be produced only after such changes as to leave the producer subject to a charge of deception; to avoid using titles which are indicative of a kind of picture which could not be produced or by their suggestiveness seek to obtain attendance by deception—a thing equally reprehensible; and to prevent misleading, salacious or dishonest advertising ".

To make this effective, it was agreed that, when the scenarial department of a company was offered the picture rights of a book or play which did not meet these provisions, it should decline to picturise the book or play and would notify the National Office of its rejection. If the rejection were confirmed by this office, a statement thereof would be forwarded to the other members.

Of the success of this scheme, Mr. Will Hays, president, says: " During the year just passed, the plan . . . has resulted in more than 100 books and plays—including some of the ' best sellers ' and stage successes—being kept from the screen because our members believed them unsuitable for picturisation. There have not been more than half a dozen disputed instances. "

*Advance information as to pictures.* — Advance information as to the character of films has been one of the problems which parents have found difficult to solve. Under the laws of Maryland, New York and Virginia, the Boards of Censors are required to prepare lists of pictures suitable for children, to be available on request. The National Board of Review, through a National Committee for Better Films, has undertaken in this way to serve the whole country with information about all kinds of pictures. Its work includes the rating of pictures and the publication of bulletins giving synopses of pictures approved by it, classifying them as suitable for general audiences and family audiences, including boys and girls of high-school age; and for nature audiences. This Committee has branches and co-operating associations in many parts of the United States.

Lists of good pictures are also prepared by some local boards of censorship, and many committees of women's organisations and child-protective agencies have tried to disseminate information as to better pictures. Some of these committees report desire on the part of local exhibitors to co-operate in showing the better grade of pictures, but that this is rendered difficult because of the method of distributing known as block-booking, whereby an exhibitor accepts an entire block or blocks of pictures of a producer-distributor and does not make his own selection.

Reviews of important new productions are now regularly carried by the newspapers.

The National Picture Producers and Distributors are advocating special performances of specially chosen programmes for children, and, in this connection, have prepared a collection of 52 such programmes, including educational and historical films, dramas and comedies of a wholesome type, chosen for their attractiveness and value to youthful audiences.

LIST OF DOCUMENTS KEPT IN THE SECRETARIAT.

The following documents are kept in the archives of the Secretariat of the League of Nations and can be consulted there by the members and assessors of the Child Welfare Committee. (The documents marked ≠ exist in English and French; the others exist only in the original language.)

**Australia.** — Customs (Cinematograph Film) Regulations. Statutory Rules, 1926, No. 119.

**Victoria.** — Censorship of Films Act, 1926.

**Belgium.** — A Law to prohibit minors who have not reached the age of 16 attending cinema exhibitions. September 1st, 1920. ≠

A Royal Ordinance relating to the Organisation and Powers of the Cinema Film Control Commission, May 11th, 1922. ≠

**Canada.** — *British Columbia.* — An Act to regulate theatres and cinematographs (Moving Pictures Act), 1914.

Regulations governing the operation of moving-picture theatres.

*Manitoba.* — An Act to amend and consolidate the law respecting the regulation and taxation of public amusements (Amusements Act), 1913.

*New Brunswick.* — The Theatres, Cinematographs and Amusement Act of 1926. Regulations for moving-picture machines, 1912.

*Novia Scotia.* — The Theatres, Cinematographs and Amusement Act and Regulations thereunder (consolidated 1922).

*Ontario.* — An Act to regulate theatres and cinematographs (passed April 20th, 1912). An Act to amend the Theatres and Cinematographs Act (passed April 26th, 1918).

*Quebec.* — *Chapter 174:* An Act respecting exhibitions of moving pictures. ≠

*Saskatchewan.* — The Theatres and Cinematographs Act.

Censor Board Regulations and the Amusements Tax Act and Rules and Regulations thereunder (1916).

**Cuba.** — Regulations relating to the Organisation of the Committee of Cinematographic Censorship and its functions, March 17th, 1927.

**Danzig (Free City of).** — Law on the Cinematograph, December 1st, 1925<sup>1</sup>.

**Denmark.** — Law concerning the operation of cinematographic theatres, dated March 17th, 1922.

Proclamation concerning the censorship of cinematograph films throughout the country (Ministry of Justice, July 5th, 1913).

**Ecuador.** — Decree No. 19, of February 15th, 1927.

**Estonia.** — Compulsory Regulation No. 9, issued by the Ministry of the Interior, dated May 8th, 1925 (Official Journal, No. 77-78). ≠

**Finland.** — Law on the amendments in the Entertainments Surtax. Helsingfors, December 28th, 1926.

**France.** — Decree of July 25th, 1919, by the President of the Republic. ≠

**French Protectorate.** — *Tunis.* — Municipal Decree of May 8th, 1916. ≠

**Germany.** — Law on cinema performances, dated May 12th, 1920. ≠

Law, dated July 31st, 1925, modifying the Law on the employment of child labour in industrial enterprises, dated March 30th, 1903. ≠

**Great Britain.** — Cinematograph Act of 1909: regulations made thereunder by the Secretary of State for the Home Department.

**Greece.** — Decree-Law No. 38730 on Cinemas, September 1926.

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<sup>1</sup> This text exists in French and German.

Hungary. — Extract from Regulation No. 255,000/1924/B/N, of the Ministry of the Interior. ≠

Irish Free State.— An Act to provide for the official censoring of cinematograph pictures and for other matters connected therewith, July 16th, 1923.

An Act to provide for the control of pictorial advertisements of cinematograph pictures and, for that and other purposes, to amend the Censorship of Films Act (1923), June 27th, 1925.

Italy. — Regulations for the Government censorship of cinematographic films, with subsequent amendments. Royal Decrees Nos. 3287 (September 24th, 1923) and 1682 (September 18th, 1924). Law dated December 10th, 1925, No. 2277, on Maternity and Child Welfare. Royal Decree No. 718 of April 15th, 1926, sanctioning the regulations in execution of Law No. 2277, of December 10th, 1925, for the Protection and Assistance of Mothers and Children. ≠

Japan<sup>1</sup>. — Control exercised by the Ministry of the Interior: Extract from the regulations on the censorship of films:

1. Decree of the Ministry of the Interior, No. 10 (promulgated on May 26th, 1925).
2. Extract from the regulations regarding the control of theatrical and cinematograph performances in the Department of Tokushima.
3. Extract from the regulations of the Department of Ehime.
4. Extract from the regulations of the Department of Hiogo.
5. Extract from the Order of the Tokio Prefect of Police.

Control exercised by the Ministry of Education: Decree and regulations regarding the censorship of films and lantern slides by the Ministry of Education (promulgated on October 10th, 1912); By-laws regarding the admission to cinemas of pupils attending elementary and secondary schools:

1. Regulations in the Department of Miye.
2. Instructions issued by the Prefect of Gifu to under-prefects, mayors and chiefs of police.
3. Extract from the Regulations of the Department of Yamagata.
4. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Akita.
5. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Fukui.
6. Conditions of admission of pupils at the ordinary normal school to cinemas in the Department of Shimane.

Japanese Colonies. — *Formosa*. — Collection of regulations<sup>2</sup> regarding the censorship of cinematograph films:

1. Regulations for the censorship of cinematograph films (Decree No. 12 of the Department of Taihoku, promulgated in August 1925).
2. Order regarding the control of theatrical and cinematograph performances (transmitted in March 1916 to prefects by the Chief of the Formosa Police).
3. Order regarding the censorship of cinematograph films (transmitted in January 1918 to prefects by the Formosa Chief of Police).

Latvia. — Extract from the regulations on cinematographs, published in the *Valdibas Vestnesis*, No. 11, of January 14th, 1924.

Extract of the law on cinematographs, promulgated on February 15th, 1926, and published in the Official Journal, *Valdibas Vestnesis*, No. 1, of February 15th, 1926.

Luxemburg (Grand Duchy of). — Law of June 13th, 1922, providing for the supervision of public cinematograph halls and entertainments. ≠

Grand-Ducal Decree of June 16th, 1922. ≠

Grand-Ducal Decree of November 14th, 1925, amending the Decree of June 16th, 1922, giving effect to the Law of June 13th, 1922, concerning the supervision of public cinema-halls and entertainments.

Netherlands. — 1. Law of May 14th, 1926, concerning the Campaign against the Moral and Social Dangers of Cinematograph Performances. ≠

2. Law of December 24th, 1927 (*Law Gazette* No. 406) amending Article 30, third paragraph, of the Law of May 14th, 1926, mentioned above;

3. Royal Decree of December 22nd, 1927 (*Law Gazette* No. 400), fixing March 1st, 1928, as the date for the entry into force of the above-mentioned law on the supervision of cinematograph films;

<sup>1</sup> Documents relating to Japan exist only in French.

<sup>2</sup> These texts exist in French only.



4. Royal Decree of December 22nd, 1927 (*Law Gazette* No. 401), containing the ordinance giving effect to Article 15, second paragraph, of the Law of May 14th, 1926, on cinematograph films;

5. Royal Decree of December 22nd, 1927 (*Law Gazette* No. 402) promulgated in pursuance of Article 18 of the above-mentioned law;

6. Royal Decree of December 22nd, 1927 (*Law Gazette* No. 403) fixing the fee payable for the granting of a licence as stipulated in Article 8, and the duty payable for the supervision of films, as stipulated in Article 15, third paragraph, of the Law of May 14th, 1926.

7. Royal Decree of July 21st, 1928, supplementing the Decree on Cinematographs.

8. Royal Decree of July 21st, 1928, amending the Royal Decree of December 22nd, 1927 (*Law Gazette* No. 405), fixing the fee payable for the granting of a licence as stipulated in Article 8, and the duty payable for the supervision of films, as stipulated in Article 15, third paragraph, of the Cinematograph Law.

**Netherlands Colonies.** — *Netherlands East Indies.* — Film Ordinances (September 1925). *Official Law Gazette* of the Netherlands East Indies for 1925, Nos. 477 and 478.

Amendment to the Film Ordinance of 1925, *Official Law Gazette* of the Netherlands East Indies for 1926, No. 7.

**New Zealand.** — An Act to provide for the censoring of cinematographic films, August 7th, 1916.

Cinematograph Film Censorship Amendment Act, 1926.

Regulations dated September 11th, 1916.

Regulations dated June 13th, 1921.

Regulations dated November 1st, 1921.

Regulations dated May 13th, 1924

Child Welfare Act, 1925.

Child Welfare Amendment Act, 1927.

**Nicaragua.** — Regulations governing theatres, public entertainments and cinematographs dated August 8th, 1927.

**Norway.** — Act No. 4, of July 25th, 1913, concerning the public exhibition of films, including supplementary Act of June 3rd, 1921 (Sections 8 and 9). ≠

Royal Decree of September 12th, 1913 (completed by the Royal Decree of November 6th, 1920, and July 2nd, 1921), by which the Ministry of Justice and Police is authorised, pursuant to the Act of July 25th, 1913, to give dispensation from the provisions of Articles 1 and 6 of said Act and by which the Rules and Regulations for the State Film Control are established. ≠

**Peru.** — Statutes of the Board of Censors for Cinematograph Films, July 31st, 1925.

**Salvador.** — Circular letter to the fourteen Governors of Political Departments of October 21st, 1925. ≠

Regulations governing theatres, cinematographs, circuses and other public entertainments.

Decree of the Ministry of the Interior, published in the *Diario Oficial*, No. 33, of February 8th, 1924.

**Spain.** — A Royal Decree for the Regulation of Cinematographic Representation and Public Entertainments, November 27th, 1912. ≠

A Royal Decree dealing with the provisions set forth November 27th, 1912, relating to cinematograph exhibitions and public performances, December 31st, 1913. ≠

**Sweden.** — Royal Decree of June 22nd, 1911, concerning Cinema Exhibitions. ≠

A Royal Decree of June 22nd, 1911, amended on December 31st, 1913; on October 23rd, 1914; on November 9th, 1917; and on April 15th, 1921, concerning the Control of Cinema Films. ≠

**Union of South Africa.** — *Cape Colony.* — The Cape Ordinance No. 21 of 1917, entitled Cinema Films Ordinance, 1917, and the regulations framed thereunder<sup>1</sup>.

*Orange Free State.* — The Orange Free State Ordinance No. 3 of 1916, entitled Inspection of Pictures Ordinance 1916, and the regulations framed thereunder<sup>1</sup>.

*Transvaal.* — Ordinance No. 1 of 1920, entitled the Public Entertainments Ordinance 1920.

**United States of America.** — The Code of Laws of the United States of America, 1926, Title 10, Chapter 32. — Uniform of Army.

*Idem*, Title 18, Section 396, Criminal Code, Section 245 amended.

*Idem*, Title 18, Section 405, Prize-fight films.

*Idem*, Title 19, Section 122, paragraph 1453.

<sup>1</sup> This text exists in English and Dutch.

*Connecticut.* — Public Acts 1925, Chapter 177, p. 3946, H. B. No. 1079: "An Act providing for the imposition of a tax on films from which motion pictures are to be exhibited within the State", approved June 14th, 1925.

*Florida.* — "An Act to Regulate the Exhibition of Motion Pictures in the State of Florida, providing for the appointment of members of the National Board of Review, and providing penalties for the violation of this Act", approved June 14th, 1921.

*Kansas.* — Chapter 308, concerning "motion-picture films or reels, and the censoring of same for public exhibition", approved March 9th, 1917, published in *Official State Paper* of March 31st, 1917.

Law of 1925, Chapter 196, relating to the examination of films and advertisements.

House Bill No. 411.

An Act to amend Sections 51 to 103 of the Revised Statutes of Kansas for 1923 and repealing said original sections.

*Maryland.* — "Maryland State Board of Motion-Picture Censors", 1922 Act, Chapter 390, approved April 13th, 1922. Rules adopted by the Maryland State Board of Motion-Picture Censors in pursuance of Section 16 of the 1922 Act, Chapter 390.

*New York.* — "Motion Picture Commission of the State of New York", Chapter 715: "An Act to regulate the exhibition of motion pictures, creating a commission therefor, and making an appropriation therefor", became a law on May 14th, 1921, with the approval of the Governor; passed, three-fifths being present.

*Ohio.* — Laws regulating the censorship and exhibition of motion pictures in Ohio, as amended, effective August 27th, 1915.

*Pennsylvania.* — "Pennsylvania State Board of Censors (of Motion Pictures): Rules and Standards", No. 239: "An Act relating to motion-picture films, reels or stereopticon views of slides, providing a system of examination, approval and regulation thereof, and of the banners, posters and other like advertising matter used in connection therewith; creating the Board of Censors; and providing penalties for the violation of this Act."

*Virginia.* — "Virginia State Board of Censors: Censorship Law 1923"; Chapter 257: "An Act to regulate motion-picture films and reels; providing a system of examination, approval and regulation thereof, and of the banners, posters and other like advertising matter used in connection therewith; creating the board of censors; and providing penalties for the violation of this Act" approved March 15th, 1922 (as amended by Act of Assembly 1923, approved March 21st, 1923).

*Uruguay.* — Decree concerning child welfare, and supplementary provisions, November 18th, 1921. ≠

Order making previous censorship compulsory, May 5th, 1922. ≠

*Venezuela.* — Decree of the Federal District Government establishing the Board for the Preliminary Censorship of Cinematograph Films, published in *Municipal Gazette*, No. 3136, August 16th, 1924.

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