

## Social Questions

1932. Nos. 1-8 . . . . . H. 9-88

1933. Nos. 1-6 . . . . . H. 39-137

1934. Nos. 1-9 . . . . . H. 138-181

1935. Nos. 1-5 . . . . . H. 182-240

---

LEAGUE OF NATIONS

---

*League of Nations Publications*

IV. SOCIAL

1932

1-8

TABLE OF CONTENTS.

---

*League of Nations Publications.*

IV. SOCIAL.

*Pages*

Ser.L.o.N.P.

1932.IV.1. ✓	Child Welfare — Eighth Session, April 9th, 1932 — Official Guardianship of Illegitimate Children.	<u>9-16</u>
1932.IV.2. ✓	Traffic in Women and Children — Summary of Annual Reports for 1930 prepared by the Secretariat.	<u>17-32</u>
1932.IV.3. ✓	Traffic in Women and Children Committee — Report on the Work of the Eleventh Session (Geneva, April 4th to 9th, 1932).	<u>33-38</u>
1932.IV.4. ✓	Child Welfare Committee — Report on the Work of the Eighth Session (Geneva, April 9th to 15th, 1932.)	<u>39-46</u>
1932.IV.5. ✓	Traffic in Women and Children Committee — Eleventh Session (April 4th to 9th, 1932) — Amendments to the Conventions of 1910 and 1921: Elimination of Age-Limit — Report of the Secretariat. <i>Secretary.</i>	<u>47-51</u>
1932.IV.6. ✓	Traffic in Women and Children Committee — Central Authorities.	<u>52-61</u>
1932.IV.7. ✓	Traffic in Women and Children — Obscene Publications — Summary of Annual Reports for 1931 prepared by the Secretariat.	<u>62-88</u>
1932.IV.8. ✓	Commission of Enquiry into Traffic in Women and Children in the East — Report to the Council.	<i>(See ) Separate)</i>

---

LEAGUE OF NATIONS

---

*League of Nations Publications*

IV. SOCIAL

1933

1-6



TABLE OF CONTENTS.

---

*League of Nations Publications.*

IV. SOCIAL.

		<i>Page</i>
Ser.L.o.N.P.		
✓ 1933.IV.1.	Advisory Commission for the Protection and Welfare of Children and Young People — Report on the Work of the Commission in 1933.	<u>87-11</u>
✓ 1933.IV.2.	Child Welfare Committee — Disclosure of Illegitimacy in Official Documents.	<u>106-10</u>
✓ 1933.IV.3.	Traffic in Women and Children — Draft Protocol for the Suppression of Traffic in Women of Full Age.	<u>110-113</u>
✓ 1933.IV.4.	Do. — Draft Protocol for the Suppression of Traffic in Women of Full Age.	<u>114-115</u>
✓ 1933.IV.5.	Diplomatic Conference concerning the Suppression of Traffic in Women of Full Age (Geneva, October 9th to 11th, 1933). International Convention for the Suppression of the Traffic in Women of Full Age.	<u>116-12</u>
✓ 1933.IV.6.	Records of the Diplomatic Conference concerning the Suppression of Traffic in Women of Full Age (Geneva, October 9th to 11th, 1933).	<u>122-13</u>

---

LEAGUE OF NATIONS

---

*League of Nations Publications*

IV. SOCIAL

1934

1-9

TABLE OF CONTENTS.

*League of Nations Publications.*

IV. SOCIAL.

*Pages*

Ser.L.o.N.P.		
X ✓ 1934.IV.1.	Child Welfare Committee — Institutions for Erring and Delinquent Minors.	
✓ 1934.IV.2.	Traffic in Women and Children Committee — Summary of Annual Reports for 1932-33, prepared by the Secretariat.	<u>138-155</u>
✓ 1934.IV.3.	Commission of Enquiry into Traffic in Women and Children in the East — Summary of the Report to the Council.	
✓ 1934.IV.4.	Advisory Commission for the Protection and Welfare of Children and Young People — Digest of the Comments by Private Organisations on the Report of the League of Nations Commission of Enquiry.	
✓ 1934.IV.5.	Advisory Commission for the Protection and Welfare of Children and Young People — Report on the Work of the Commission in 1934.	<u>156-171</u>
✓ 1934.IV.6.	Committee of Experts on Assistance to Indigent Foreigners and the Execution of Maintenance Obligations abroad — Report to the Council on the Work of the Session (December 4th to 9th, 1933).	<u>172-175</u>
✓ 1934.IV.7.	Committee on Traffic in Women and Children — Abolition of Licensed Houses	
✓ 1934.IV.8.	Child Welfare Committee — Enquiry into the Question of Children in Moral and Social Danger (Report of Mlle. Chaptal) ( <i>Bound separately</i> ).	
✓ 1934.IV.9.	Penal and Penitentiary Questions — Report of the Secretary-General to the Assembly.	<u>176-181</u>

X sent to Mr. Sharangahani for Review.

LEAGUE OF NATIONS

---

*League of Nations Publications*

IV. SOCIAL

1935

1-5

TABLE OF CONTENTS.

---

*League of Nations Publications.*

IV. SOCIAL.

*Page*

Ser. L.o.N. P.

1935.IV.1.	Traffic in Women and Children Committee — Summary of Annual Reports for 1933-34, prepared by the Secretariat.	182-
1935.IV.2.	Advisory Commission for the Protection and Welfare of Children and Young People — Report on the Work of the Commission in 1935.	204-
1935.IV.3.	Position of Women of Russian Origin in the Far East.	226-
1935.IV.4.	Penal and Penitentiary Questions. Report submitted by the Secretary-General to the Assembly.	234-
1935.IV.5.	Organisation of Juvenile Courts and the Results attained hitherto.	

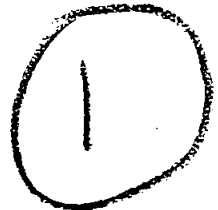
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Geneva, February 22nd, 1932.

**LEAGUE OF NATIONS**

**CHILD WELFARE COMMITTEE**

**Eighth Session, April 9th, 1932.**



**OFFICIAL GUARDIANSHIP OF ILLEGITIMATE  
CHILDREN**

**INTRODUCTION.**

The Child Welfare Committee, at its seventh session, decided "to place the question of illegitimate children in the forefront of the agenda of its next session, and steps will accordingly be taken to collect the fullest possible information on the organisation and working of the system of official guardianship".

In accordance with these instructions, the Secretariat took from document C.P.E.141 (1), which contains a statement of the position of illegitimate children in several countries, the list of countries which state that they have a special system of official guardianship to which illegitimate children, by the mere fact of their illegitimacy, are subject. These countries number seven: Austria, Finland, Germany, Portugal, Sweden, Switzerland, and the United States of America, so far as concerns Minnesota.

These countries have been requested to supply information on which the discussions of the Committee might be based. Replies have been received from all, with the exception of the United States as regards Minnesota.

The information received shows that, in Portugal, there is no system of guardianship specifically applicable to illegitimate children, the existing regulations applying to various classes of children in need of care and protection, without distinction between legitimate and illegitimate children. Information regarding Portugal is therefore not included in the present report.

*Nature of Guardianship.*

(Collective or Individual Guardianship.)

The information received shows that, in Austria, Finland, Germany and Switzerland, the official guardianship is collective in character — that is to say, the official guardian is concerned with more than one ward. Nevertheless, in Germany, where it is possible for guardianship to be transferred to a private guardian, a movement is on foot, particularly among voluntary relief societies, for a return to the system of individual guardianship organised on special lines.

In Sweden, during the years immediately following the introduction of the law, the *gardiens* (custodians) were unpaid and had charge of one child only; but the method by which professional *gardiens* are put in charge of several children is now regarded as preferable.

*Exercise of Guardianship.*

(Guardianship exercised either by a Public or Private Body, or by an Individual.)

In Germany, a department of the public administration (Office for the Protection of Young People — *Jugendamt*) is entrusted with official guardianship and takes full responsibility for it; this office may, however, delegate its powers to certain of its members or its officials.

In Austria, the essential characteristic of general guardianship is that the care of a certain number of children is entrusted to a public administrative body (Office for the Protection of Young People) or to a child welfare association. The guardian is always an association or group of public law standing (country, commune, or office for the protection of young people of the country or the commune).

In Switzerland, the Civil Code, which came into force in 1912, lays down (Article 311) the principle of the official guardianship of illegitimate children, but under the Constitution of the Confederation the cantons alone have the right to enact legislation concerning the procedure and organisation of the authorities by whom the law is to be carried out. The great diversity in the methods by which Article 311 of the Civil Code is applied makes it impossible for details to be given in the present introductory statement.

In Finland, an "official guardian", who is paid by the commune, acts as guardian for every illegitimate child permanently resident in the commune.

In Sweden, the duties of *gardien*, whether exercised in the case of one child and unpaid, or several children and paid, are always carried out by an individual and not by an official or private body.

#### *Territorial Competence of Official Guardianship Bodies.*

In Germany and Finland, official guardianship is organised on the basis of the commune.

In most of the Austrian provinces, a professional guardian is appointed for each judicial district whose area of jurisdiction corresponds to that of the district tribunal. Nevertheless, for reasons of economy, professional guardianship bodies have recently been set up covering a larger area. In the towns, the municipal offices for the protection of young people are responsible for the general guardianship of illegitimate children who have no legal guardian and were born in the territory in question.

In Switzerland, professional guardianship is organised on a cantonal, district or municipal basis.

In Sweden, the "*gardien*" system is administered on a communal basis.

#### *Persons entitled to Official Guardianship.*

All illegitimate children are entitled to official guardianship in Germany, Austria, Finland and Switzerland, and the same applies in the case of the "*gardien*" system in Sweden. In Germany and Austria, however, guardianship may be transferred to a private guardian, when such appears to be to the interests of the child. In Switzerland, the guardianship authority is entitled to place the child under the paternal power of its father or mother as soon as the official guardian has completed his duties as curator, in accordance with Article 311 of the Civil Code.

#### *Duration of Official Guardianship or of the "Gardien" System.*

In Germany and Austria, guardianship of the illegitimate child begins at birth; as guardianship lasts, in principle, up to the attainment of majority, the official guardianship extends for the same period. It should be mentioned that, in Germany, if the illegitimate child is entrusted to a private guardian, he remains under the administrative supervision of the Office for the Protection of Young People until he has reached the age of fourteen years.

In Finland, the authority of the guardian, which begins even before the birth of the child, covers the whole period during which he is entitled to an allowance — that is to say, up to the age of seventeen, or even later in special cases.

In Sweden, the *gardien's* duties begin before the birth of the child and continue until the age of eighteen; in certain defined cases, these duties may cease at an earlier age.

(*Note.* — In certain countries, the regulations in force are modified in cases where the illegitimate child is a charge on the public relief authorities.)

#### *Duties of Official Guardianship Organs.*

The aim of official guardianship, whatever its form, is to defend in every way the moral and material interests of the minor, even as against the mother — should such action be necessary.

In Germany, the paternal power over the illegitimate minor is shared between the mother and the guardian (who may be a private individual or an official guardian); the mother has the right and the obligation to look after everything concerning the bodily welfare of the child, and in such matters the duties of the guardian are confined to advice and supervision. But the guardian has entire responsibility for the property and the legal representation of the child. In the case of disagreement between the mother and the guardian on a matter concerning both the bodily welfare and the property of the child, the matter is decided by the guardianship court.

In Austria, general guardianship is provided in the absence of any qualified person prepared to undertake the duties of guardian, or where the nomination of a guardian is essential for the adequate safeguarding of the rights and interests of necessitous wards. Guardianship conferred in this manner may be confined to certain rights and obligations of the guardian. Matters of detail are settled by administrative orders. General guardianship applies particularly to illegitimate children.

In Finland, the guardianship of the illegitimate child is exercised by the mother, and the duties of the official guardian are those of a curator, except that his powers are considerably wider than those generally given to a curator. If, in the opinion of the court, the mother is incapable of exercising guardianship, the general rule is for the court to appoint the official guardian to carry out these duties; such an appointment cannot be refused.

In Switzerland, the powers of the official guardianship bodies vary from canton to canton.

In Sweden, a *gardien* is appointed for every child born out of wedlock; this *gardien* co-operates with the mother, who is the legally recognised guardian of the child. If, however, the welfare of the child requires it, the *gardien* can take action even against the mother. The *gardien* must endeavour to discover the name of the father, to declare the name of the mother — who is not entitled to remain unknown — and to provide for the welfare of the child with all the means at his disposal.

### Germany.<sup>1</sup>

*Organisation.* — The administrative guardianship of illegitimate children instituted by the law of the Reich of July 9th, 1922, for the protection of children and young people, in force since April 1st, 1924, is the final achievement of a reform movement which had been developing for several decades for the better protection of illegitimate children. The steps taken were, successively: supervision of children placed in the families of strangers in return for payment, and there cared for and brought up (wards); the replacement of private guardianship by professional guardianship, leading up to collective guardianship.

Finally, a demand was made by a child welfare congress, organised in Berlin in 1918 by the principal German associations, that a law of the Reich should be immediately promulgated by the legislative body, instituting compulsory Offices for the Protection of Young People to undertake this duty as a public obligation (protection of every kind for necessitous children, orphans, wards, illegitimate children, and children in the care of public relief authorities).

Preliminary work on this law was begun in 1919, and in June 1922 the law of the Reich for the protection of children and young people was unanimously adopted. This law, apart from certain restrictions due to the financial difficulties of the public relief authorities, came into force on the date originally fixed, April 1st, 1924.

The law sets up a complete network of Offices for the Protection of Young People, acting in the name and on behalf of the community, whose duty it is to assist every child who does not receive from his family the education to which he is entitled. This principle, which is definitely stated in the preamble to the law, makes it clear that while, in the view of the law, the physical, moral and social education of the child continues to be the primary and natural duty of the parents, the State regards itself as bound to assume responsibility for the education of the child when his family is not able to do so itself, or when it neglects its duties in this respect, and when, further, the work of voluntary organisations is not adequate for the purpose.

The State relief which the Offices for the Protection of Young People are bound to provide is, however, more modestly defined in the law; relief is granted only to certain classes of children which, owing to their general situation, are known from experience to require State protection and public relief in every case. Chief among these classes is that of illegitimate children. Thus Article 3 of the law, when referring to "co-operation in guardianship", lays it down that it is the duty of the Offices for the Protection of Young People to undertake the administrative guardianship of illegitimate minors, and, in the same article, entrusts them with the protection of wards.

In the original text of the law, the Offices for the Protection of Young People were also entrusted with the relief of necessitous minors, so that all the duties of the relief and protection of illegitimate minors came within their functions. A new regulation regarding public relief to necessitous persons (Decree of February 14th, 1924, on public relief), issued before the coming into force of the law, removed from the Offices for the Protection of Young People the duties just referred to. In actual fact, the confusion which exists in the majority of the constituent States of the Reich as to the respective duties of the communes, and of the unions of communes, which are entrusted with public relief and the protection of children, has given rise to certain practical difficulties, which have, however, not proved insurmountable.

Article 8 of the law stipulates that Offices for the Protection of Young People shall be set up throughout the Reich, as organs of the communes and unions of communes, and that their territorial jurisdiction shall be determined by the supreme administrative authority of the various States. In principle, the Offices for the Protection of Young People are regarded as autonomous public bodies belonging to the communes and unions of communes. It is provided by Article 10 of the Law on the Protection of Children and Young People (1922) and Article 8 of the Law for giving Effect thereto, with a view to simplifying the administration, that the duties of the Offices for the Protection of Young People may be entrusted to any other appropriate department, which should, in principle, be a branch of the municipal administration. This is in practice the case on a large scale. The Offices for the Protection of Young People have, in particular, been combined with the existing institutions entrusted with the general duties of public relief.

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<sup>1</sup> This information has been taken from a report furnished by Professor Polligkeit, General Secretary of the Deutscher Verein für Öffentliche und Private Fürsorge (Frankfort-on-Main).



The offices should in principle also have been organised on local lines by the communes or unions of communes by which they were set up. In the interests of uniformity, however, certain imperative regulations have been laid down in the law.

The chief regulation of this nature is one which lays it down that the Office for the Protection of Young People should be an officially recognised public body, managed by a responsible committee whose membership is definitely specified in Article 9 of the law. This administrative and managing committee must include, on the consultative side, not only the chief magistrates of the commune or of the union of communes, but also "men and women of tried experience of all classes of society, particularly representatives of those associations for the protection of youth within the area of the office".

The object of this legislation was to provide that the managing body of the Office for the Protection of Young People should be so composed as to provide for close co-operation between public and private relief, while at the same time centralising the efforts of all those engaged in the protection and relief of children and young people. Persons representing private associations on the office are selected from a list of names submitted by the associations. In order that they may exercise a sufficient influence over the work of the office without, however, placing the officials of the commune in a minority on the committee, the law of the Reich provides that the representatives of private relief associations should have a right to at least two-fifths of the seats on the committee.

In accordance with the legislation of the Reich and with the enacting laws passed by the constituent States (according to FRIEDEBERG-POLLIGKEIT's commentaries on the Law of the Reich for the Protection of Children and Young People) Offices for the Protection of Young People have been set up throughout Germany since the coming into effect of the law. They are under the direct authority of the urban and rural *Kreise*, or similar administrative districts. As only communes or unions of communes of a fair extent and with a certain number of inhabitants are believed to be capable, financially and administratively, of performing the duties prescribed by the law, no provision has been made to confer on every commune the functions of an Office for the Protection of Young People. Such offices are, in principle, set up only in communes of at least 10,000 inhabitants and in unions of communes (rural *Kreise*, *Bezirksämter*, *Oberämter*, etc.). These offices are everywhere municipal institutions. With certain exceptions, the functions of Offices for the Protection of Young People are regarded as belonging to the autonomous administration, with the result that the communes and unions of communes, in so far as they are entrusted with the functions of Offices for the Protection of Young People, exercise complete autonomy within the framework of the provisions laid down by the law, and are only subject to general supervision on the part of the State.

Article 11 of the Law for the Protection of Children and Young People provides that the Office for the Protection of Young People (*i.e.*, the Committee) may entrust the care of certain matters or groups of matters to special committees or associations for the protection of youth, or to individual persons. The office, however, retains full responsibility for the manner in which the work is performed. So far as concerns administrative guardianship, the committee of the office, while remaining responsible for this guardianship, may entrust its execution to certain of its members or officials. In such cases, the members and officials are entitled to act as legal representatives of the ward.

As guardianship frequently involves the necessity for a rapid decision on individual matters, the practice has spread of entrusting the duties of administrative guardianship to the officials of the Office for the Protection of Young People, and the system has given good results. In these circumstances, the decision on matters of fact lies with the official entrusted with the exercise of administrative guardianship, and the co-operation of the committee of the office is restricted to general supervision. As the nomination of this official lies with the committee of the office, provision can be made for the appointment of suitably qualified persons. In principle, the choice falls upon a high official or upon an intermediary official of the municipal administration.

The original intention was that officials of the Office for the Protection of Young People should be compelled to undergo definite technical training; but the law itself goes no further than a simple recommendation. Nevertheless, arrangements have been made, partly by the offices themselves and partly by means of courses and lectures on general subjects, to provide for the training of men and women employed in the offices. The success of these offices depends very largely upon extreme care in the appointment of qualified officials, and on the excellence of their training in social matters.

As has been mentioned above, the protection of illegitimate children, which is entrusted by the law to the Offices for the Protection of Young People, includes legal administrative guardianship (Articles 32 to 46) and the protection of wards (Articles 19 to 32).

Legal administrative guardianship of illegitimate minors is only one of the existing forms of guardianship. Private guardianship is also provided for by Articles 1773 *et seq.* of the Civil Code; moreover, the Law on Child Welfare has instituted guardianship by directors of institutions and associations (Article 47), administrative judicially conferred guardianship by the Office for the Protection of Young People (Article 41) and the legal guardianship by the curator appointed before the birth of the illegitimate child (Article 38).

Under Article 35, paragraph 1, of the law, the Office for the Protection of Young People at the place where the illegitimate child is born becomes legally its administrative guardian from the date of birth. This is the outstanding innovation introduced by the Law for the Protection of Children and Young People. Without there being any necessity specially to appoint the Office for the Protection of Young People as the guardian, and even without that

office having immediate knowledge of the birth of the illegitimate child, it is fully entitled to guardianship under the law.

*Duration of Legal Administrative Guardianship.* — Legal administrative guardianship begins with the birth of the child. As the guardianship of the illegitimate child continues in principle until he comes of age, the administrative guardianship is fixed for the same period.

*Duties and Powers of Administrative Guardianship.* — The rights and obligations of the administrative guardian are in principle the same as those of the private guardian under the Civil Code. He therefore possesses, conjointly with the mother, the right and duty to look after the person of the child, and it is his exclusive duty to administer the property of the minor and to represent him in law. The mother retains the right and obligation to look after the child personally and to bring him up. It is for her to choose the residence and religious belief of the child. The administrative guardian, being entrusted conjointly with the care of the child's person, acts as an adviser and must give advice to the mother and must help and supervise her. On the other hand, the administrative guardian alone is entrusted with the administration of the child's property; in the first place, he must enforce the child's right to maintenance as against persons bound to give such maintenance — in particular, the father. Partly with a view to relieving the Offices for the Protection of Young People, but principally in the interests of the child, the law provides (Article 44) that guardianship may be transferred by the administrative guardian to a private guardian if this appears to be in the interests of the child. In case administrative guardianship is withdrawn, an institution or association may be appointed guardian (Article 47). The intention of the authors of the law was to restrict the legal administrative guardianship of illegitimate children to cases where such a form of guardianship is necessary and where it is particularly appropriate and preferable to other forms. Legal administrative guardianship has the advantage that the illegitimate child possesses from his birth a guardian who is provided with all the knowledge, experience and necessary means for protecting him, and who can effectively intervene in any circumstances which may be specially dangerous for his existence and development.

The means of action of the existing legal administrative guardianship of illegitimate children are increased by the fact that the Office for the Protection of Young People is at the same time entrusted with all measures of public relief to children. The protection of the mother before and after the birth of her child (Article 4, paragraph 1, of the law) is also one of the optional functions of the office, but it usually undertakes such protection. The office must therefore advise the unmarried mother during pregnancy. In particular, it must see that the mother is properly placed in a maternity home for her confinement and that legal provisions for the protection of employed women before and after confinement (International Convention of Washington) are observed and that the mother receives the maternity allowances due to her (payments during the last few weeks of pregnancy, confinement expenses, payments during the first few weeks after confinement, nursing premium). The Office for the Protection of Young People can, by upholding the claims of the mother and child, also obtain from the father, even before the birth of the child (Article 1716 of the Civil Code), payments to cover the confinement expenses and the maintenance expenses during the first six weeks after confinement, together with the sums required for maintaining the child during the first three months.

The Office for the Protection of Young People is advised of the birth of an illegitimate child by the Registrar of the place where the birth is recorded. If the office has not previously been in touch with the mother of the child, it interviews her as soon as possible in order to establish her personal status and ascertain the name and address of the father of the child. One of the first duties of the office is to find accommodation for the mother and the child in cases where the mother has been confined in a maternity home and where there is a question as to whether she can retain the child in order to nurse it.

Moreover, the Office for the Protection of Young People, in its capacity as administrative guardian, tries to find the father, endeavours to obtain his voluntary acknowledgment of paternity and his undertaking to maintain the child; in case of refusal, it brings a judicial action to establish paternity and to enforce the obligation to provide maintenance. There are relatively few cases in which the father cannot be designated by the mother. Local statistics show that the proportion is only from 10 to 15 per cent.

If the person designated by the mother as the father of the child refuses to acknowledge paternity voluntarily, the administrative guardian summons him before the ordinary courts.

When the administrative guardian possesses an executive order against the father of an illegitimate child on account of his voluntary acknowledgment of the obligation to provide maintenance, or of a legal decision compelling him to do so, the guardian endeavours to compel the father to make regular payments, if necessary by compulsory execution. In this respect also, the Offices for the Protection of Young People have proved their usefulness; their long experience enables them to discover a father who tries to escape, and he is compelled to pay.

Actions for maintenance brought on behalf of the illegitimate child are appreciably facilitated by the fact that the Offices for the Protection of Young People are legally bound to grant each other mutual assistance. The offices represent each other in the courts, make enquiries and furnish information. Under this system, a father who endeavours to evade his obligation to provide maintenance by changing his employment or residence continues to be prosecuted. In order to enforce the right to maintenance as against fathers living outside

Germany, Professor Klumker, of Frankfort-on-Main, in 1906 created an organisation entitled *Archiv deutscher Berufsvormünder*, to which most of the Offices for the Protection of Young People belong. This organisation, which aims in general at the development of professional guardianship and the reform of the protection of illegitimate children, possesses a special legal department which supplies the members with information on difficult questions of private international law and international procedure, and undertakes negotiations and prosecutions abroad for the members.

According to German law, the unmarried mother is also obliged to provide maintenance, but only after the father. The maternal parents (grandparents) are under the same obligation. In cases, therefore, where the father of an illegitimate child cannot be prosecuted for the payment of maintenance allowances, the administrative guardian must take action against the mother or her parents. As in most cases, illegitimate children live with the mother (the average for Germany is 66 per cent) or with the maternal grandparents, maintenance is usually provided by them in kind.

In addition, it is the administrative guardian's duty, in order to provide for the subsistence of the illegitimate child, to uphold any rights accruing to the child from social insurance. German legislation regarding social insurance (health insurance, invalidity insurance, accident insurance, unemployment insurance) increasingly confers on the illegitimate child the right to insurance benefits when the father or mother is insured.

Similarly, it is provided in the new legislation on officials' salaries that a father who has acknowledged paternity of the illegitimate child or whose paternity has been established by a court of law may, on application, receive the special addition to his salary for his illegitimate child.

If no action has been or can usefully be taken on behalf of the illegitimate child against the father, the mother or the mother's family, the child is regarded as necessitous under the legislation relating to public assistance, and the Office for the Protection of Young People, in its capacity as administrative guardian, must take the necessary steps so that the competent child welfare organisation may provide the child with public assistance.

Under the present *de jure* position, it is for some other authority than the Office for the Protection of Young People to grant public assistance to the child. Nevertheless, as the Office for the Protection of Young People is usually combined with the relief office in charge of public assistance, the relations between these two institutions are facilitated.

While it is important to provide for the maintenance of the illegitimate child in order that it may be properly cared for and brought up and while this is the principal duty of the administrative guardian, the latter must also direct and supervise the entire education of the child. In this respect, he co-operates with the mother who, as stated above, does not possess the paternal power, but is primarily entrusted by law with the care of the child's person. So long as the mother retains the child, the guardian's duty is merely to see that the child receives suitable care and education and to advise the mother, but in case of need he must also insist that the child should be removed, if he considers this step to be necessary.

The Office for the Protection of Young People, being the administrative guardian, is entitled and obliged to supervise illegitimate children entrusted to their mother, so long as these children are placed under the guardianship of the office. But even when an illegitimate child is entrusted, not to an administrative guardian, but to a private guardian, the Office for the Protection of Young People exercises regular supervision over the child in the home of the mother until he has attained the age of fourteen. In certain cases, the illegitimate child may be freed from this supervision.

In order that supervision may be exercised over the care and education given to illegitimate children who are not brought up in the home of the mother, the Law for the Protection of Children and Young People (Articles 19 to 31) lays down special provisions subjecting the authorisation to accept a ward to a favourable opinion on the part of the Office for the Protection of Young People and placing these children under the constant supervision of that office. The expression "wards" is applied to children under fourteen years of age entrusted to strangers — that is to say, not living with their parents — whether they are looked after free of charge or not. An illegitimate child is therefore regarded as a ward even when he lives with his maternal grandparents or with his father. It is for the mother, who is entrusted with the care of the child's person, to select in the first place the residence of the child. Nevertheless, the administrative guardian has the right to intervene in this choice, since he also is entrusted with the care of the child's person and, being personally the administrator of its property, he must fix the maintenance expenses to be met from the allowance paid by the father.

In order to safeguard the child's religious interests when choosing the place of residence, Article 33, paragraph 3, of the Law for the Protection of Children and Young People provides that the Office for the Protection of Young People — *i.e.*, the administrative guardian — must, when placing the child, take into consideration the religious or philosophical convictions of the ward or of his family.

Since the Law for the Protection of Children and Young People came into force, it has been noted, contrary to the experience of previous years, that the accommodation found is tending more and more to acquire a character of permanency; an examination of the general average for the Reich showed that, at the end of March 1930, out of 700,000 wards placed in the homes of private persons, 90 per cent of these homes were permanent. The considerable decrease in the mortality rate of young illegitimate children recorded in recent years is probably due to the stabilisation and permanent character of the accommodation found. The following

figures clearly show the proportion of the mortality of illegitimate children to total mortality (*cf.*, RENTROP "Die unehelichen Kinder", Carl Heymanns Verlag, Berlin, 1931).

Total infantile mortality : 1921 : 10.4 ; 1922 : 10.7 ; 1923 : 9.4 ; 1924 : 8.3 ; 1925 : 7.04 ; 1926 : 7.07 ; 1927 : 6.7.

Mortality of illegitimate infants : 1921 : 24.4 ; 1922 : 22.3 ; 1923 : 22.1 ; 1924 : 17.5 ; 1925 : 14 ; 1926 : 15 ; 1927 : 10.

A further factor which helps to provide illegitimate administrative wards with suitable care and education is that the Office for the Protection of Young People is also entrusted with various measures of assistance and education for children and young people of all ages.

In order as far as possible to provide suitable education for illegitimate children and to enable them to find a home, the Offices for the Protection of Young People endeavour to profit by the provisions of the Civil Code regarding legitimation, adoption and the right to a surname. About 25 per cent of the illegitimate children are legitimated by the subsequent marriage of the parents.

The Offices for the Protection of Young People also deal with adoption, but the number of children adopted is very small.

According to the German statistics, about 600,000 illegitimate children were under the administrative guardianship of the Offices for the Protection of Young People at the end of March 1930. The total number of illegitimate minors in Germany is estimated at a million, but there are no exact statistics on this subject. The difference between the total number of illegitimate children and that of administrative wards is explained by the fact that illegitimate children have been placed under administrative guardianship only since the Law for the Protection of Children and Young People came into force, and that only a part of the former wards have become administrative wards through the Office for the Protection of Young People being appointed their guardian. A more important factor, however, is that administrative guardianship (there are no statistics on this subject for the Reich) has partly been converted into private guardianship or that of associations. Under Article 44 of the Law for the Protection of Children and Young People, the Office for the Protection of Young People must apply for the nomination of a private person as guardian, if it considers such nomination to be in accordance with the ward's interests. As regards the transfer of administrative guardianship to private persons, no uniform rule has yet been established in practice.

According to the statements of some Offices for the Protection of Young People, when the father of an illegitimate child has been found and a right to maintenance has been provided for and a lodging selected, the position of the child is still not yet sufficiently secure for a private person, possibly the unmarried mother herself, to be in a position to exercise guardianship. It should be borne in mind that, as regards maintenance allowances, and, in particular, the education of the child, certain difficulties may subsequently arise which a private guardian who is not specially qualified may be unable to overcome. Experience shows that these difficulties frequently arise at the school age, and in particular when a trade has to be selected and at the age of puberty. This opinion is found to be quite justified, when it is considered that the Offices for the Protection of Young People are authorities entrusted with the education of these children and are responsible for the future of the youths who are exposed to certain dangers during their education.

On the other hand, in view of the great number of administrative guardianships allotted to a single organisation, it cannot be denied that the latter, in supervising and exercising the necessary influence over the education of the administrative wards, experience difficulties such as are met with by all collective undertakings of this kind, and that the personal element in the relations between the office and the ward is thus endangered. The organs of private assistance incline to the view that the disadvantages of private guardianship should be overcome by special organisation (*cf.*, Dr. EISERHARDT "Handbuch für den Einzelvormund", published by the Deutscher Verband für Einzelvormundschaft, Frankfurt-on-Main, Stiftstrasse, 30). The Associations for the Protection of Young People propose to the Guardianship Court persons selected from among their co-workers who are capable of undertaking private guardianship and, in order to help the latter in the administration of the guardianship, they provide them with the advice and assistance of the Association in legal and educational questions. This form of guardianship, which is particularly practised by welfare associations of a religious character, has proved useful and is tending to develop. Moreover, it sometimes happens, especially at the present time when the communes are overburdened with work, that the Offices for the Protection of Young People apply for the transfer of guardianship to a private guardian, even when such a transfer is not advisable. A decision on this point is within the powers of the guardianship court, which under its general mandate is bound to safeguard the interests of the wards.

If the illegitimate child's domicile is transferred permanently to the district of another Office for the Protection of Young People, the office entrusted with the guardianship may apply for the transfer of guardianship to the office of the new domicile. The intention of the authors of the law was to entrust guardianship as far as possible to the nearest Office for the Protection of Young People, which is thus in the best position to exercise constant supervision over the ward.

*Conclusions.* — There is reason to believe that the legal administrative guardianship of illegitimate wards, as instituted by the Law for the Protection of Children and Young People,

constitutes a considerable improvement in the protection of illegitimate children. The law doubtless contains various defects which are due to the circumstances under which it was initiated. A reform is required in particular in the provisions of the Civil Code relating to illegitimate children. But if the position of illegitimate children is considered as it existed before the Law for the Protection of Children and Young People was put into force, legal administrative guardianship may be regarded as constituting definite progress, the effects of which would be still greater if the unfavourable circumstances of our time did not prevent us from taking better advantage of the law, and if the defects in the provisions of the Civil Code regarding illegitimate children did not in many cases make their protection illusory. The campaign in favour of professional guardianship has had an undoubted success by drawing the attention of public opinion to the critical situation of illegitimate children, and by giving rise in the most varied domains of public and private law to proposals and schemes of reform with a view to granting to illegitimate children the same conditions of development in social life as legitimate children. Nevertheless, the adoption of legal administrative guardianship must not be regarded as the crowning work of reform in the protection of illegitimate children, although it forms an important step in this sphere.

#### Austria.<sup>1</sup>

As it is often very difficult to find, particularly for illegitimate children, guardians qualified to look after their interests, it was thought advisable to introduce professional guardianship. The first regulations on the subject appeared in a Supplementary Law of 1914, amplifying certain provisions of the Civil Code, and in a Decree of the Minister of Justice dated June 24th, 1916. There are two main forms of professional guardianship :

1. *Administrative guardianship*<sup>2</sup>, which applies to certain categories of minors in houses of correction, penitentiaries or public or private educational institutions for neglected children, whose statutes have been approved by the State. This form of guardianship also applies to wards brought up in families under the supervision of the head of an institution.

2. *General Guardianship*. — Article 208 of the Civil Code provides that : “ When there is no qualified person prepared to act as a guardian or when it is necessary to appoint a guardian to safeguard effectively the rights and interests of necessitous wards, guardianship may be invested in a suitable organ of the public administration or a child welfare association. Such guardianship may be limited to certain rights and obligations on the part of the guardian. Detailed provisions will be promulgated in the form of administrative orders.

“ The Court may remove the guardian so appointed if the interests of the ward so require.”

General guardianship is applied mainly to illegitimate children, and its essential feature consists in the fact that an *organ of public administration* (Office for the Protection of Young People) or a *child welfare association* is made responsible for the guardianship of a specified group of children. The guardian is thus always an association or a body of public law standing (province, commune, or provincial or communal Office for the Protection of Young People). The duties of guardianship are carried out by a specific employee or official who is known as the general guardian, but it is fully understood that the guardian is not the official or employee, but the office or association which appointed him.

The wards are always specific *groups* of minors to be defined when the general guardianship authority is instituted — *e.g.*, all illegitimate children within the jurisdiction of such body (the guardianship court may also in specific cases make the general guardian responsible for the children — *e.g.*, orphans, of legitimate birth for whom no qualified guardian has been found or legitimate children whose father has been deprived of the paternal power).

*Organisation of General Guardianship*. — There are two forms of general guardianship :

(a) *Collective Guardianship or Voluntary General Guardianship*. — An Office for the Protection of Young People or association declares its readiness to undertake the guardianship of a specified group of children (illegitimate children of a certain religious denomination, etc.) should no qualified guardian be found. The guardianship court then appoints the organisation in question as guardian in each particular case.

(b) *Legal Guardianship or Judicially-conferred Guardianship*. — This form of guardianship only applies to illegitimate children and is mainly exercised by the Offices for the Protection of Young People (of the provinces or communes). The procedure is as follows : On application being made, the President of the competent court, by a judgment delivered in agreement with the local government authorities, confers once and for all the guardianship of a specified group of children — *e.g.*, illegitimate children — on an Office for the Protection of Young People, or, particularly where no such office exists, on an association.

<sup>1</sup> Taken from a report supplied by the Zentralstelle für Kinderschutz und Jugendfürsorge, Vienna.

<sup>2</sup> This form of guardianship does not specifically apply to illegitimate children. It has therefore been thought better not to give any details of its organisation.

*Duration of Guardianship.* — In districts where it has been adopted for all illegitimate children, general guardianship is exercised as of full right from the birth of the child, and only ends on his attaining his civil majority, that is, at the age of twenty-one.

On the birth of the child, the general guardian may, without having to wait for his appointment by a court, take the necessary steps on behalf of the newborn child — *e.g.*, to ensure his maintenance. Such a system has obviously distinct advantages, as the child's interests are immediately put in the hands of a competent and experienced guardian.

*Offices or Associations exercising General-conferred Guardianship.* — In Austria, there are Offices for the Protection of Young People in almost all self-governing communes and towns of any size. The Vienna Municipal Office (*Zentrale Magistratsabteilung*) has eleven district sub-offices.

The Offices for the Protection of Young People found in all the provinces except Tyrol and Vorarlberg have their head offices in the capital of the province in question. The various provincial organisations of professional guardianship are under these head offices. Most of the provinces have a professional guardian for each judicial area whose jurisdiction coincides with that of the district court. Recently, however, for reasons of economy, the territorial competence of professional guardianship authorities has, particularly in Lower Austria, been expanded to cover a wider area (equivalent to the political division *Bezirkshauptmannschaft*).

The municipal offices act as general guardians for illegitimate city-born children who have no legal guardian; the provincial professional guardianship authorities are responsible for the same categories of children throughout their areas.

In the Tyrol, general guardianship is exercised by the local *Barmherzigkeit* association (*Tyroler Karitasverband*), except in the urban area of Innsbruck, where the responsibility for such work is assumed by the municipal office.

In the province of Salzburg, the Office for the Protection of Young People acts as general guardian in seven judicial areas, while in the other areas the same duties are carried out by the *Barmherzigkeit* association (*Karitasverband*) of the Province of Salzburg.

*Statistics.* — In 1930, the *Vienna Municipal Office for the Protection of Young People* had charge of 25,844 wards. The sums recovered as maintenance amounted to 1,955,636 schillings, as compared with 1,866,960 schillings, for 25,283 wards in 1929.

In 1930, the total number of wards in charge of the *Lower Austria Offices for the Protection of Young People* (provincial professional guardians) was 53,113, of whom 6,798 were illegitimate children. In 5,355 cases, the authorities succeeded in obtaining the voluntary acknowledgment of paternity. In 816 cases, affiliation proceedings were taken. Guardianship courts were asked to decide officially the amount of maintenance payable, no voluntary contribution having been made, in the case of 5,121 fathers, 712 mothers and 70 grandparents, the sums thus recovered amounting to 3,219,772 schillings.

The *Graz Municipal Office for the Protection of Young People* states that at the beginning of 1930 it had charge of 2,908 wards. During the year, a further 736 were taken charge of, 614 being illegitimate children, making a total of 3,644. The Office succeeded in getting the parties' voluntary acknowledgment of paternity in the case of 614, and payment of maintenance in the case of 374, illegitimate children. In 140 cases, the Office instituted affiliation proceedings. Contributions for maintenance amounted to 269,746 schillings as compared with 236,750 schillings in 1929, orders having to be served in 4,578 as compared with 3,256 cases in 1929, a further proof of the effect of the economic situation on general guardianship work.

*Extension of the Powers of Professional Guardians.* — The Federal Law of July 13th, 1928 (*Bundesgesetzblatt* No. 194) authorised the *extension of the powers of professional guardians*. On application being made, the President of the Court of Appeal (*Oberlandesgericht*) may authorise the extension of the powers of professional guardianship organs which, after being set up, offer the necessary guarantees of compliance with statutory requirements. The object of conferring these additional powers is to simplify and expedite the procedure. The following are the advantages of this extension of powers :

(1) A professional guardianship organ whose powers are thus extended does not require the Court's authorisation (*a*) to take affiliation proceedings and to recover maintenance contributions or to compound for the amount of the father's payments; (*b*) to accept a declaration from the mother's husband who is willing to give his name to the child in accordance with Article 165 of the Civil Code.

(2) Declarations concerning the acknowledgment of paternity and the payment of maintenance, when made before a provincial or municipal organisation of professional guardianship whose powers have been extended, have, if confirmed by such body, the same validity as if they had been made in court. Agreements for the payment of maintenance have, in particular, the same validity, as a compromise arrived at in court.

(3) A professional guardianship organ with extended powers may issue the necessary certificate enabling wards under its care to benefit by free legal assistance. Hitherto, the



St. Pölten Municipal Office for the Protection of Young People, whose powers have been extended, has been the only body to take advantage of these powers.

*Conclusions.* — The institution and organisation of general guardianship have given excellent results. Such guardianship, in particular, forms a systematic and effective safeguard for the interests of wards by ensuring that the child will be supported by his father. It should be pointed out that the general guardian endeavours, first of all, to secure voluntary acknowledgment of paternity (acknowledgment without legal proceedings) and the voluntary payment of maintenance. Only when no voluntary arrangement can be made does the guardian take the matter to court. In other cases, the general guardian is also obliged, in accordance with the law on maintenance, to take proceedings against the recalcitrant parent. Notwithstanding the serious economic crisis of recent years, the amounts recovered by way of maintenance have steadily increased concurrently with the growth of general guardianship. The result is, in most cases, to diminish considerably the burdens that the communal public relief authorities would otherwise have to bear for the maintenance of wards. The large number of voluntary acknowledgments of paternity shows that, in the great majority of cases, professional guardians succeed, through their knowledge of the law and powers of persuasion, in inducing the fathers of illegitimate children to contribute voluntarily to their maintenance. It is true that the reports of general guardianship bodies show an increase in the number of affiliation proceedings taken during recent years; but this is due to the larger number and great activity of those bodies.

The fact that in many cases the mother has also been served with an order shows that professional guardianship authorities compel mothers also to do their duty towards their children. The reproach occasionally made that these bodies relieve unmarried mothers of an undue proportion of their obligations is thus unjustified.

#### Finland.<sup>1</sup>

In Finland, official guardianship is at present regulated by the Law on Illegitimate Children of July 27th, 1922, partially amended by the Law of December 9th, 1927.

Under the Law of July 27th, 1922, each commune has to appoint an "official guardian" for illegitimate children, together with a deputy and, if necessary, assistants; all these officials are paid by the commune (Article 14 of the Law).

*Term of Office.* — The official guardian's term of office commences prior to the birth of the child, the expectant mother being bound to supply him with all information essential for protecting the child's rights (Article 17 of the Law of July 27th, 1922).

The guardian's authority continues so long as the child is entitled to claim maintenance — *i.e.*, up to seventeen years of age, or even later if the child is still unable at that time to earn his living, or if his school or vocational education entails further payment of maintenance.

*Duties and Powers of the Guardian.* — The official guardian acts as the curator of all illegitimate children permanently domiciled in the commune (Article 15).

Guardianship is exercised by the mother unless the court considers her unfit for such a responsibility (Article 3).

In the latter case, or where the mother dies during the child's minority, the court appoints another guardian, usually the official guardian for illegitimate children, who may not decline the position. The court may, however, if it is better for the child, appoint as guardian another person who is prepared to accept the responsibility and is qualified for the task. The father (or, to be more exact, the party responsible for maintenance) is thus not the child's guardian *de jure* even though he has acknowledged him; but the court may appoint him guardian if it so desires.

In Finnish law, the powers of the official guardian are much wider than those of a curator. In actual fact, they closely resemble the powers of a guardian and exceed the rights of the mother, even where the latter exercises guardianship over her child. For example, Article 16 of the Law of July 27th, 1922, states that an official guardian has power, independently of the mother, to take proceedings for determining the child's rights to maintenance. If the guardian considers that a mother is not taking sufficient care of her child, he may be empowered by the Child Welfare Committee or the guardianship court to remove the child from his mother and put him elsewhere, even where the mother is not sufficiently incompetent to justify withdrawal of the right of guardianship. The guardian also recovers the maintenance payable by the father, and by the mother if the child is separated from the latter, and administers the periodical allowance for maintenance if a lump sum has been paid. If the child's welfare demands it, the guardian may refuse to allow the mother and father, even where the latter has acknowledged paternity, to see the child.

<sup>1</sup> Information supplied to the Secretariat by M. R. G. Kallia, official guardian of illegitimate children at Helsinki.

In a word, the powers of the official guardian and the mother are so evenly balanced that differences may arise. As, however, the official guardian is responsible for administering the child's estate and his powers are extended if the mother neglects the child, the inconvenience is of hardly any consequence.

*Illegitimate Children maintained by the Public Relief Authorities.* — A large number of illegitimate children have to be maintained out of public funds where the parents are necessitous or the father's identity cannot be established. Such children are boarded out in homes or private families. According to Articles 60 and 14 of the Law of June 1st, 1922, on Public Relief, minors who are a charge on public funds are put under the guardianship of the Public Relief Committee or Child Welfare Committee until they attain their majority (end of their twenty-first year). It should be observed that, if parents refund to the public relief authorities all or part of the cost of maintenance, such contributions are collected by the Public Relief Committee or, in exceptional cases, by the official guardian for illegitimate children.

*Official Guardianship in Helsinki.* — In Helsinki, the official guardianship of illegitimate children is based not only on the two above-mentioned laws but also on a number of more detailed municipal regulations.

The official guardian's department forms a special section of the Bureau of the Municipal Child Welfare Committee (consisting of trustworthy persons appointed by the municipal council).

The following are the duties of the guardian and his staff : To interrogate the mother and the person indicated as the father of the child ; to arrange for payment of maintenance ; to take the legal proceedings necessary to decide who is responsible for paying maintenance when the putative father refuses to be responsible, or to assist the mother in court if she herself has instituted proceedings ; to secure evidence ; to ascertain the domicile of persons responsible for maintenance payments ; to recover the payments due or take the steps necessary to obtain payments ; to supervise the attention given to children either at the mother's home or elsewhere ; to give advice on this subject and to show every possible interest in the child's welfare, both as regards his physical condition and his education, vocational training and means of livelihood.

*Technical Arrangements.* — The official guardian has always been a qualified lawyer. He is at the head of the department and deals personally with all court cases. In his absence, the duties are carried out by his deputy. The guardian is personally responsible for the administration of the property of children directly under his guardianship.

Two women inspectors are responsible for the supervision and attention required by children. One, a visiting nurse, attends to the children up to three years of age. The other, who has been trained as a teacher, looks after children between three and seventeen years of age. They are assisted by eight house visitors (social workers). The two women inspectors draw up for submission to the Child Welfare Committee proposals regarding the grants guaranteed by the public relief authorities to necessitous children boarded out with foster parents.

The department has also a technical staff for correspondence, card-indexing and the recovery and payment of maintenance, including the steps to be taken for attaching or stopping wages.

The Illegitimate Children Department works in close touch with the general department of the Bureau of the Child Welfare Committee, which deals with questions relating to children's homes, training hostels, the boarding-out of abnormal or delicate children, etc.

*Authority to which the Official Guardian is responsible.* — The guardian is responsible to the Child Welfare Committee, which decides on questions of grants, and the removal of children from their mother or from the family with which they have been placed, should such action seem called for owing to neglect or other reasons.

*Collaboration with the Official Guardians of Other Districts.* — The regulations provide that the official guardian must give all necessary assistance to his colleagues in other districts. This means considerable extra work, but, on the other hand, ensures that he will be similarly assisted by those colleagues in cases where parties responsible for the payment of maintenance live outside Helsinki.

*Features of the Organisation of Official Guardianship.* — In Helsinki, guardianship and the public supervision of illegitimate children are strictly centralised. The official guardian is the curator, or even the guardian in the strict sense of the term, of all illegitimate children residing in the city. Although there are as many as 3,200 such children in a population of about 250,000, the right of decision in all questions affecting their welfare is vested in a single individual, wherever such right is not held by the mother, the court, the Child Welfare Committee or the guardianship court.



Sweden.<sup>1</sup>

Article 13 of the Law of June 14th, 1927, stipulates that :

“ As provided hereinafter, a *gardien* shall be appointed for each child born out of wedlock to advise and assist the mother and thus safeguard the child's rights and interests. It shall be the *gardien's* special duty to see that steps are taken without delay to establish the child's paternity and to ensure his maintenance, to lend assistance in regard to the recovery and custody of the maintenance allowance and, if necessary, to apply for the appointment of a guardian for the child.”

*Organisation.* — *Gardiens* are appointed by Child Welfare Committees, which are communal bodies consisting of persons who, by virtue of their duties or for other reasons, take a special interest in the protection of children. These committees consist of at least five members: a representative of the Public Relief Committee of the commune, a minister in the service of the parish church, a man or woman teacher, and at least two other persons, men or women, known for their devotion to, and interest in, child and youth welfare work, and, in most communes, a doctor. One at least of the members of the Committee must be a woman. Each commune must have a Child Welfare Committee; small communes may, however, be relieved of this obligation. In such cases the Public Relief Committee, to which a minister and teacher have been added, acts as a Child Welfare Committee.

The *gardien* is appointed by the Child Welfare Committee of the commune in which the mother is registered. This committee must therefore be immediately notified if the mother does not reside there. On receipt of the declaration the Committee proceeds to appoint a *gardien*, who may be either a man or a woman. If no such declaration has been made, the *gardien* is nominated as soon as the Committee has been informed of the birth of the illegitimate child.

The child's *gardien* does not in any way relieve the mother of her natural duties or take her place as the child's representative. He must, as far as possible, co-operate with the mother, who, in the eyes of the law, is the child's guardian. Cases may, however, occur in which the interests of the child may require the *gardien* to take his side, even against the mother. If the latter cannot look after the child, she may be deprived of her guardianship. The father, if qualified, is then usually appointed guardian, but he has no absolute title to the position. The Court may transfer legal authority over the child to the particular person whom it considers best fitted to look after the child's welfare.

As it is desirable that the *gardien* should be appointed before the child's birth, the law contains the following provision (Article 14) :

“ A woman who is about to become the mother of an illegitimate child must, three months before confinement is expected, notify a member of the Child Welfare Committee in the commune where she resides, or some other person appointed by the committee to receive such notifications. The latter must forthwith inform the committee. If the woman is registered in another commune, the committee must immediately notify the Child Welfare Committee of the latter commune.”

*Term of Office of the Gardien.* — The Law provides that a *gardien* shall assume office even before the birth of a child and retain his office until the child is eighteen years old; these duties may, however, terminate at an earlier age if they prove to be unnecessary because the child has been legitimated by the marriage of his parents, or because he has been adopted, or because, at the age of fifteen, he can earn his own living. The Child Welfare Committee may relieve a *gardien* of his functions and appoint another. This frequently occurs when the mother and child have changed their commune of domicile, and it is more convenient, in view of the distance, to appoint a *gardien* who resides in the same commune as the child. The committee relieving the *gardien* of his duties must then notify the committee of the other commune.

*Duties and Powers of the Gardien.* — The *gardien's* first duty is to take the necessary steps to discover the father of the child. This is extremely important, as the child is entitled to know his father's name. If there is reason to believe that the child was born after the parents were betrothed — in other words, was conceived during the period of betrothal — or if the parents became engaged after conception, the *gardien* must collect all possible information on this subject. As soon as the fact of birth is established, immediate steps must be taken to ensure the child's maintenance, as any delay might enable the father to enter into new relations or marry a woman other than the mother, which would make him less willing to acknowledge his duty towards the child. Paternity is also more easily established immediately — it should even be done before the child is born. The *gardien* must also definitely ascertain the mother's

<sup>1</sup> Information furnished by M. G. H. von Koch, Councillor of Chancellory, Inspector-General at the Ministry of Social Welfare, Stockholm.

name, in case there is any doubt as to the one she has given. The mother is no longer entitled as previously to remain unknown.

Another duty of the *gardien* is to approve the agreement between the parents regarding the amount of maintenance; in determining this matter, the circumstances of the two parents have to be taken into consideration. A wealthy father, for instance, may have to pay large contributions. Responsibility for maintenance ceases when the child reaches the age of sixteen, unless his special gifts or circumstances justify further education, in which case he may have to be maintained up to eighteen years of age. The agreement may also provide for the payment of a lump sum. The amount must then be approved by and paid to the Child Welfare Committee, which determines how it shall be invested.

Independently of the mother, the *gardien* may take proceedings on the child's behalf regarding paternity, maintenance and guardianship, or to secure a declaration that the child was born after betrothal.

The Laws of 1917 concerning the Attachment of Wages or Salaries, etc., and forbidding certain persons responsible for maintenance to leave the country, give the child's *gardien* powers which he did not previously possess over the party responsible. An attachment order enables prompt action to be taken in stopping wages and can be employed for all forms of family maintenance. The *gardien* can ask the summoning officer to act without requiring the mother's approval. Attachment is effected free of charge; the employer keeps back the amount and then sends it to the summoning officer. The sum stopped should not be so large as to leave the party without sufficient means for maintaining himself and his wife and children under age.

The clause forbidding emigration stipulates that anyone who is bound by a contract to maintain another person may be prevented from leaving the country unless he gives security for the discharge of his obligation.

A *gardien* must discharge his duties zealously and tactfully. He should be specially careful to keep the child ignorant of the circumstances which have made the appointment of a *gardien* necessary. He and the members of the Child Welfare Committee must act discreetly, not talk unnecessarily of their work, and keep their notes and documents locked up so as to prevent possible indiscretions.

*Gardiens* are under the supervision of the Child Welfare Committee, to which they must furnish very detailed reports.

*Conclusions.* — The duties of *gardiens* are varied and their responsibilities are considerable. If the law is to prove effective and give good results, the *gardien* must possess a combination of special qualities. When the law first came into force *gardiens* were voluntary and unpaid workers. Nowadays, the system of paid *gardiens* is preferred, the advantage being that such professional *gardiens* can devote all their time to their duties and acquire greater experience from the fact of their being responsible for more than one child. The number of *gardiens* will in future need to be increased; those who are at present discharging their duties are frequently overworked and cannot therefore devote the necessary time to each of the children in their charge.

#### Switzerland.<sup>1</sup>

The principle of the official guardianship of illegitimate children was laid down in the Civil Code, which came into force in 1912. Article 311 reads :

“ In all cases, as soon as the guardianship authority has had notice of the birth of an illegitimate child, or an unmarried mother has notified it of her pregnancy, the authority must appoint a curator to watch over the child's interests.

“ At the conclusion of the legal proceedings, or on the expiration of the period of limitation, the curator is replaced by a guardian, unless the authority responsible for guardianship deems it advisable to place the child under the paternal power of his mother or father.”

Under the Constitution of the Confederation, the cantons, which are States possessing certain sovereign powers, have the right to legislate on the procedure and organisation of the authorities that are to apply the law.

Official guardianship is mainly required for the protection of illegitimate children. Before the entry into force of the Civil Code, the cantons of French-speaking Switzerland were under the influence of the French Code, which prohibits proceedings to establish paternity. In German-speaking Switzerland, prior to 1912, under the old cantonal law, it was usually the mother who had the sole right to claim maintenance for herself and her child. In a great many cases, however, the father tried to take advantage of the inexperience and simplicity of the mother and to allow the presumptive period to expire without previously settling the question of maintenance, thus depriving her permanently of her claim. In other cases, the arrangements made by the father with the mother for the child's maintenance were ridiculously inadequate and were often legally indispensable. These circumstances convinced the legislative authorities of the necessity of depriving the mother of the sole right to decide the child's material future.

<sup>1</sup> Taken from a very full report on all the phases of official and professional guardianship in Switzerland supplied to the Secretariat by Dr. Alfred Silbernagel, Honorary President of the Basle Civil Court.

These circumstances induced the Federal legislative authorities, in compiling the new Swiss Penal Code, to give the child as well as the mother the right to claim maintenance.

In cantons or places where the conditions of life are simple and the number of illegitimate children is very small, curators can, if absolutely necessary, be found, without it being necessary to create new posts. This system is, however, inadequate in the large towns, or even in smaller towns which have a fluctuating industrial population and where fresh difficulties are always arising to hamper proceedings against recalcitrant fathers. Such proceedings entail, in addition to a certain practical experience, adequate knowledge not only of the law, but also of the interpretation given since 1912 by the numerous decrees of the Federal court and the cantonal courts of appeal to the rights of illegitimate children, as laid down in the Swiss Civil Code. Nor can the problem be solved by merely calling on lawyers for help, as men with practical experience cannot usually give much time to unpaid work.

*General Principles underlying the Organisation of Guardianship Authorities.* — In the larger towns, there has been an increasing realisation of the absolute necessity of concentrating child welfare work in cantonal or municipal departments and of appointing permanent paid officials, attached to or controlled by these departments, to act as official or professional guardians, and of giving them special training in the juridical and other problems concerning legal assistance to children, particularly illegitimate and necessitous children, and children boarded away from home or in moral danger. Where the organisation is satisfactory, as it usually is in the larger towns, guardianship work presents no difficulties, and its necessity is not contested by any person or political party.

The French-speaking cantons retained the *judicial organisation of the guardianship authority* as the authority of first instance (Fribourg and Vaud : justice of the peace — *i.e.*, justice of the peace assisted by assessors ; Geneva : guardianship chamber, consisting of the justices of the peace ; Neuchâtel : president of the district court assisted by assessors). These cantons have nominated as the authority responsible for supervision the departmental court of Fribourg, the *Chambre du Conseil* of the court of justice at Geneva, the cantonal court in the cantons of Neuchâtel and Vaud.

Two cantons, Grisons and Valais, have adopted a *semi-administrative, semi-judicial* system, while all the other cantons (the German-speaking cantons and Ticino) retain a purely *administrative* organisation for the guardianship and supervision authorities. In most of the German-speaking cantons, the cantonal government — that is, the Council of State — acts as the supervising and appeal authority.

In Switzerland, generally, the guardianship body is a communal authority (in German-speaking Switzerland, preferably the council of the commune). In the cantons of Fribourg, Neuchâtel, Vaud, Appenzell (Interior) and the Grisons, each district has its own guardianship authority. In Basle-City and Geneva there is only one guardianship authority for the whole canton. This difference in the organisation of guardianship authorities shows the impossibility of organising official guardianship on the same lines everywhere.

*Organisation of Official Guardianship in the Chief Cantons.*<sup>1</sup> — Generally speaking, the need for official guardians has been felt primarily in towns and industrial districts, where illegitimate children are more numerous than in country districts. Among the cantons with a rural population, it was mainly the canton of Basle-Country which realised the necessity for establishing an official guardianship over illegitimate and morally-neglected children and over certain other categories of children. The chief defect of the system in several of the German-speaking cantons is that guardianship is exercised by the communal council elected by the citizens of a commune — in many cases a small village. This council appoints and supervises the guardians and takes decisions as to restricting the paternal power. In such small communities it is naturally difficult to take independent decisions. This is recognised in the new Law on Official Guardianship adopted by the Basle-Country authorities in 1928 which provides that official guardians shall be appointed both for the canton and for the districts by the cantonal Council of State. Furthermore, two large charitable associations may themselves appoint official guardians for children under their care.

The official guardian is also responsible for children boarded with strangers ; the district prefect must report to the Government on this question. The cost of official guardianship is shared between the canton and the communes.

In Basle-City, the guardianship authority is also the official centre for all child welfare activities and works in co-operation with private bodies. The Government appoints the official in charge of guardianship work, four secretaries, and four deputies, one being a woman. Two of the secretaries deal with personal welfare questions and are *ex officio* official guardians. The deputies act as substitutes. The official in charge is chairman of the Guardianship Board, which consists of a doctor, a member of the teaching profession, a lawyer and a business man. One member and one deputy member of the Board must be women.

<sup>1</sup> Wherever official guardianship is referred to it should be understood that the official guardian also acts as official curator for illegitimate children.

The official guardian is *ipso facto*, first the curator, and later the guardian, of the illegitimate children, except where the senior official appoints another guardian or puts the children under the authority of their father or their mother.

In the Canton of Berne, if there is no suitable curator or guardian, the guardianship or curatorship, particularly of illegitimate children and children boarded outside their homes, may be entrusted by the commune to a permanent official guardian paid by it.

In Berne itself, the guardianship committees of the old Berne corporations act as guardians for the families of members of those corporations. In the case of other burgesses of Berne, this right is exercised by the Committee of Burgesses (not to be confused with the political communal authorities for the population). The Poor Law authorities have power, under the Law of 1897, to board out the children of families supported by them.

In the Canton of Fribourg, the justice of the peace may appoint an official guardian.

In the Canton of Geneva, the Official Committee for the Protection of Minors takes decisions regarding the children with whose care it has, in view of its functions, been entrusted by the Guardianship Chamber. To simplify its work, local committees are set up which also take charge of children boarded with strangers. A draft law of the Canton of Geneva provides for the appointment of a general guardian nominated by the Council of State subject to the control of the guardianship authority; he will be assisted by secretaries.

In the Canton and Town of Zurich, child welfare work is centralised in the same way as at Basle and Berne. The *Jugendamt* (Office for the Protection of Young People) was established in 1919; it does important work in safeguarding the interests of minors, not only under criminal but also under civil law. It forms the headquarters of all the institutions and all the private agencies working on behalf of the youth of the canton.

The cantonal *Jugendamt* co-operates, *inter alia*, in the organisation and activities of official guardianship.

There is an organised official guardianship, particularly in Zurich itself, which is also at the disposal of the other communes in the Zurich district for undertaking the curatorship of illegitimate children. There are official guardianship authorities also in the district of Horgen, at Winterthur, Oerlikon, Meilen and in the district of Affoltern. In two other districts, the work is confined to illegitimate children. In the other communes of the canton, the secretaries of the District Committees for the Protection of Young People are always willing to help in difficult cases. Women are represented on these committees. The Law of 1928 established a *Wohlfahrtsamt* (welfare office) for the city of Zurich comprising a central department together with an Office for the Protection of Young People (*Jugendamt*), a welfare office (*Fürsorgeamt*) and a guardianship authority. Department IIIb of the Office for the Protection of Young People deals with legal assistance to young people. The staff consists of officials and professional guardians (*Amtsvormünder*), assistants and a representative for legal proceedings. It represents wards before the courts of law. These guardians deal with the guardianship questions which are forwarded to them by the competent authorities.

*Additional Information.* — The Zurich Central Office for the Protection of Young People has kindly supplied the following information: The municipal council's report for 1930 shows that the nine permanent official guardians in Zurich interest themselves not only in the child, but also in the mother, particularly during her pregnancy, and do not merely safeguard the rights of the mother and child against the father. From the outset, they advise the expectant mother in all economic, legal, domestic and health questions. Later on, official guardians must also give serious consideration to the question whether a ward (not necessarily illegitimate) requires to be boarded out in a family or home. The decision, which is often a very difficult one, has very great bearing on the child's future. The official guardianship authority, which is always notified of illegitimate births by the registrar (it is often notified by the mother even before the birth of the child) has succeeded in establishing paternity amicably or by legal proceedings in 78 per cent of the cases. In 66 out of 290 cases, the fathers of illegitimate children had to be sued, 79 per cent of these cases being won in the courts by the lawyer who is the permanent legal representative of the official guardianship authority. The official guardians have frequently supplied foreign authorities with information, but, owing to the pressure of other work, they cannot take proceedings for them against fathers resident in Zurich. For visiting purposes, guardians have the assistance of eleven health visitors (*Fürsorgerinnen*), who help the young mothers through the difficulties which they have to experience, intervene on their behalf even with employers and relatives, and try to find, if possible, easy work for their charges.

In Berne the official guardians (Officials of the Office for the Protection of Young People) look after illegitimate children and, where necessary, act as guardians in other cases as well. They have also the help of the official health visitors. The economic crisis complicates very considerably the proceedings taken by official guardians against fathers.

The senior official guardian of Basle-City has furnished the following particulars: In Basle, a woman and two men act as official guardians. Two of these officials deal with cases relating to the establishment of paternity and with the settlement of questions of maintenance, a particularly difficult matter at the present time as the parties usually belong to the poorest class of society. When the debtors are resident abroad, proceedings are only successful in Germany and Austria, and that to a limited extent. The results actually achieved being mainly due to the help derived from the *Archiv deutscher Amtsvormünder*. In 1930, guardianship was set up in Basle for 154 illegitimate children, and there are altogether 277 such children under supervision.

In the same year also, 165 curatorship cases were settled, 64 of them out of court. In two cases, a lump sum was paid and 21 children were officially acknowledged by the father. Twenty out of thirty-two lawsuits were gained and five were settled by a compromise. Five children became legitimate through the marriage of the parents. When the question of maintenance has been settled, the official who was previously the curator becomes the guardian, except where the authority responsible for guardianship puts the child under the paternal power of the father or mother.

Official guardians have founded a Swiss association which has its present headquarters at Lucerne and uses as its organ the review of the *Pro Juventute* Foundation at Zurich. They co-operate very extensively with one another. Considering how often mothers and children, on the one hand, and fathers, on the other, are obliged to change their domicile in the same country, it is hardly conceivable that children could be properly protected if there were no official guardianship or offices for the protection of young people to give the guardians and authorities of the new place of residence the necessary information and help.

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Geneva, February 12th, 1932.

LEAGUE OF NATIONS

**TRAFFIC IN WOMEN AND CHILDREN**

**Summary of Annual Reports for 1930 prepared  
by the Secretariat.**

2

The Governments of the following States have communicated to the Secretariat their annual reports on traffic in women and children for the year 1930 :

Australia, Austria, Belgium, Cuba, Czechoslovakia, Denmark, Finland<sup>1</sup>, France, Germany<sup>2</sup>, Great Britain, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lithuania, Monaco, Netherlands, Poland, Siam, South Africa, Sweden, Switzerland, United States of America, Uruguay<sup>3</sup>, Yugoslavia.

Replies have also been received from Governments of the following colonies, possessions, protectorates and mandated territories :

*British Colonies, Possessions, Protectorates and Mandated Territories* : Bahama Islands, Barbados, Basutoland, Bechuanaland Protectorate<sup>4</sup>, Ceylon, Cyprus, Fiji, Gambia, Gibraltar<sup>4</sup>, Gilbert and Ellice Islands, Gold Coast, British Guiana<sup>4</sup>, British Honduras<sup>4</sup>, Hong-Kong, Iraq, Jamaica<sup>4</sup>, Leeward Islands<sup>4</sup>, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides<sup>4</sup>, Nigeria<sup>4</sup>, Nyasaland, Northern and Southern Rhodesia<sup>4</sup>, Seychelles, Sierra Leone, British Solomon Islands<sup>4</sup>, Straits Settlements, Swaziland<sup>4</sup>, Trinidad<sup>4</sup>, Windward Islands<sup>4</sup>, Zanzibar<sup>4</sup>.

*French Colonies and Mandated Territories* : Cameroons<sup>5</sup>, French Equatorial Africa<sup>5</sup>, French Guiana<sup>5</sup>, French West Africa, French possessions in India, Indo-China, Guadeloupe<sup>4</sup>, Madagascar and dependencies<sup>4</sup>, Martinique<sup>4</sup>, New Caledonia<sup>6</sup>, French possessions in Oceania, Réunion<sup>5</sup>, St. Pierre and Miquelon<sup>6</sup>, French Somali Coast<sup>5</sup>, Togoland.

*Netherlands Colonies* : Netherlands East Indies.

**LIST OF STATES MEMBERS OF THE LEAGUE WHICH HAVE NOT SENT IN  
ANNUAL REPORTS FOR 1930.**

Abyssinia, Albania, Argentine, Bolivia, Bulgaria, Canada, Chile, China, Colombia, Dominican Republic, Estonia, Greece, Guatemala, Haiti, Honduras, Liberia, Luxemburg, Mexico<sup>7</sup>, New Zealand, Nicaragua, Norway, Panama, Paraguay, Persia, Peru, Portugal, Roumania, Salvador, Spain<sup>8</sup>, Venezuela.

<sup>1</sup> No new data ; refers to annual report of 1929.

<sup>2</sup> No new data ; refers to annual reports of 1926 and 1928.

<sup>3</sup> The report for 1930 of the Government of Uruguay was sent in January 1931 and as it contained important information for previous years, it was considered necessary to publish it in the summary of annual reports for 1929 submitted in 1931 (document C.164.M.59.1931.IV).

<sup>4</sup> These colonies, mandated territories, etc., have replied that they have nothing to report.

<sup>5</sup> Report to be sent in later.

<sup>6</sup> See report for 1926.

<sup>7</sup> Mexico entered the League of Nations Assembly on September 12th, 1931.

<sup>8</sup> Though no report was sent in for 1930, the Government of Spain communicated to the Secretariat the name and address of the reorganised central authority.

## QUESTION 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 passion 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.

UNION OF SOUTH AFRICA. — Traffic in women appears to be non-existent, and its development in the near future is unlikely, as conditions in South Africa are not conducive to an extensive violation of the existing laws.

AUSTRIA. — Proceedings were instituted in twenty-nine cases, twenty of which resulted in the conviction of the accused and three in their acquittal, while, in six cases, proceedings are still pending. They were cases of procuring in the sense of Articles 512 to 515 of the Austrian Penal Code.

Twenty-six of the persons against whom proceedings were instituted were Austrian, one was Hungarian and one German. The victims were all Austrian nationals.

All these cases occurred within the Federal territory.

BELGIUM. — During 1930, the Court of Appeal at Brussels sentenced ten persons for corruption of minors (Brussels Court 7, Mons Court 3), in which fifteen persons were involved. Eleven of the accused were Belgians (two men and nine women) and four were foreigners (three men and one woman). The victims were between the ages of 15 and 22. The offenders (whose ages ranged from 26 to 58) were sentenced to fines or terms of imprisonment ranging from one month to two years. Deprivation of civil rights was pronounced in fourteen cases — in ten cases for five years and in four cases for ten years. Details are given in the following cases :

1. E. B. and S., foreigners passing through Brussels, met two girls of 22 years of age whom they proposed by violence and threats to take to South America for immoral purposes. The action of the police prevented them from carrying out their plan. E. B. and S. were both sentenced to six months' imprisonment and a fine of 50 francs, X. 7, or fifteen days' imprisonment. Deprivation of civil rights (Article 31, Penal Code) for ten years.

2. R. S., aged 20, was found by the police when engaged in prostitution in the public thoroughfare. When arrested, she stated that she was cohabiting with R. H. who had brought her from Paris to Brussels and was compelling her to engage in prostitution. She handed over her earnings to R. H. R. H. was sentenced to two months' imprisonment and a fine of 50 francs, X. 7, or fifteen days' imprisonment. Deprivation of civil rights (Article 31 of the Penal Code) for ten years.

3. P. E., proprietor of a low-class hotel, and the manager V. L., had obtained the services of P. G., who was barely 15 years of age. The latter accosted prospective customers in the public thoroughfare and induced them to take rooms in the hotel kept by P. In order to protect themselves against possible action by the judicial authorities, P. and V. took the precaution, every time P. G. brought customers to the hotel, to get P. G. to sign a note to the effect that she had passed the night alone at the hotel. D., the chambermaid, used to show P. G. and her chance acquaintances into the room indicated by P. and V. L.

V. L. was sentenced to one month's imprisonment, P. E. to four months' imprisonment and D. to one month's imprisonment. Deprivation of civil rights (Article 31 of the Penal Code) for five years.

4. B. M., engaged as a waitress a married woman under age, separated from her husband, named P. J., born on December 16th, 1910, and mother of a child of 8 months. She compelled her to have illicit relations with customers of a cabaret which she kept, and held back half her earnings. She then engaged E. V., a minor, who on several occasions had illicit relations with a soldier N. P. on her premises. Eight months' imprisonment was imposed with deprivation of civil rights for five years.

DENMARK. — In 1930, no case was recorded relating to the international traffic in women and children. With regard to traffic within the country, no case of actual procuring was reported in Copenhagen. Proceedings instituted during the year against seven persons (two men and five women) for criminally leading other persons into immorality



did not refer in any case to the direct enticing of women or children into sexual relations with others, but to various methods of giving, for purposes of gain, an opportunity for immoral conduct. In six cases a penalty was imposed. In the provinces there were nine similar cases. These cases do not include proceedings and judgments under the paragraph in the Penal Code dealing with penalties for persons entirely or partly living on the proceeds of the immorality of women (paragraph regarding *souteneurs*). Among the cases coming under this paragraph, one may be mentioned in which a woman, under the pretext of carrying on a pedicure and massage business, received male customers whom she allowed to cohabit or have immoral connections with young girls who were attached to the clinic, the girls giving up half their earnings to her.

UNITED STATES OF AMERICA. — With reference to the enforcement of the White Slave Traffic Act, the so-called "Mann Act", which covers inter-State and international transportation of women for immoral purposes, the Attorney-General of the United States reports as follows for the fiscal year ending June 30th, 1930 :

" There were 516 convictions secured in this class of cases. The sentences imposed for violations of this nature in the Federal courts amounted to 601 years, 9 months and 28 days, with fines totalling \$18,571.02. Probationary sentences imposed in Federal courts totalled 107 years, 1 month and 25 days. "<sup>1</sup>

Information is not available as to the prosecutions instituted or the sentences given for violation of the various State laws relating to this subject.

FRANCE. — The number of arrests made or cases brought before the courts for inciting minors to immorality amounted to about sixty. Thirty-eight persons were proceeded against for procuring women, and ten *souteneurs* were convicted. The sentences ranged from one month to three years' imprisonment. The additional penalty of withdrawal of the authorisation to reside in the locality for five years was frequently enforced.

During 1930, the Prefecture of Police of the Seine had before it two cases dealing with the procuring of women for immoral purposes abroad. The victims were French women (seven in number) from 17 to 25 years of age. Four were about to leave, one was arrested at the station entering a train for Spain and two were already in brothels in South America. In the second case, two of the victims were minors of 15 and 17 years of age respectively.

During the same year, twenty-one cases of habitually inciting minors to immorality were dealt with in Paris.

FRENCH COLONIES AND MANDATED TERRITORIES. — *Indo-China*. — Seven offences have been brought before the courts (various penalties being inflicted) — three in the district of Saigon and four in the district of Hanoi.

*Oceania*. — One mother was sentenced by the Supreme Court of Appeal of Oceania to six months' imprisonment for enticing away minors for immoral purposes.

GREAT BRITAIN. — Six cases have been reported, details being given in this summary about the following three :

1. Two boys aged 18 and 19 years respectively have been living with the prisoner, who forced them to importune male persons for immoral purposes and took from them the money they received. In order to train them in acts of indecency he also attempted to commit sodomy on both lads. The delinquent, British male, aged 43, was indicted twice for procuring male persons to commit acts of indecency with other male persons and twice for attempted sodomy. On the first two charges he was sentenced to two years' hard labour, on the second two charges to five years' penal servitude, the sentences to run concurrently.

2. Male, British, aged 23, charged with having carnal knowledge of girl, aged 14. At the time of the offence, the prisoner was staying with the girl's family at their bungalow, and evidence disclosed that the offence was committed at the direction of the mother and elder daughter who were supposed to be under the influence of a medium whose orders had to be carried into effect, otherwise ill would befall them. The girl gave birth to a child. The mother and her daughter, as well as the prisoner were given respectively nine months' imprisonment.

3. A male, West African, aged 29, keeper of an apartment house, cohabited with a British female, aged 20. They arranged to get girls for two West African males aged 29 and 39. Two girls, aged 14 years and 10 months and 18 years and 10 months were

<sup>1</sup> Annual Report of the Attorney-General of the United States, 1930, page 81.



procured. Charged with procuration and suffering girl aged 14 to be unlawfully carnally known, they were respectively sentenced to two years' and eighteen months' (concurrent), to eighteen months' and to twelve months' hard labour.

The other cases related to offences committed on girls respectively under 16 years of age, of 16 years and 9 months and 18 years of age. The delinquents were sentenced to twenty months' twelve months' and three consecutive sentences of three months' hard labour, fines of 30/- being imposed on two Mohammedan seamen implicated in one of the cases.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Barbados.* — There is no prostitution traffic from abroad, as far as is known. Prostitution is common amongst the natives, but no organised "traffic" exists.

*Ceylon.* — Ten cases of trafficking were detected in 1930, three of the offenders being European sailors off ships. (Indictment : unnatural carnal intercourse.) They were reported to the naval authorities and dealt with by them. In the other cases, the offence consisted four times in soliciting, procuring or offering for unnatural carnal intercourse, twice in offering girls for immoral purposes, once in kidnapping a girl for immoral purposes. In the last case the offender was discharged owing to the unsatisfactory evidence of the victim, a Sinhalese aged 13. The sentences pronounced varied between six weeks' and six months' rigorous imprisonment with fine of Rs.100. One of the Europeans was sentenced to eight cuts. Another offender, a Sinhalese, was sent to the Maggona Reformatory for two years. The given ages of the offenders varied between 16 and 32, of the victims between 12 and 18.

*Straits Settlements.* — Forty-five cases were detected in Singapore and ten cases in Penang during 1930. Twenty-two of these cases related wholly to the Straits Settlements, thirty-three fell under category (b) (relating partly or mainly to another country). In these cases, the age of the victims varied from 11 to 30 years. One case deals with a child of 7. The offenders were between 25 and 68 years old, the offences being committed in 36 cases by females, in 15 by males and in 4 by people of both sexes. Twenty-seven cases were withdrawn owing to insufficient evidence or other reasons, but in ten of these cases the offender was re-arrested and deported. In two cases, the offender could not be found; one accused was acquitted. The sentences pronounced varied between six months' and two years' rigorous imprisonment with fines ranging from \$100 to \$500. In six cases, the offenders absconded, their bails, amounting respectively to \$200, \$250 and \$500, were estreated and given in compensation to the victims. In twelve cases, the offenders were deported after having served their sentence. A few of the cases are quoted below :

Singapore. — 1. In April 1930, a male Hokkien and a Hokkien woman, aged 34 and 40 respectively, were charged under Section 4 (1) with trafficking in two young Hokkien girls aged 17 and 7. The case was withdrawn owing to insufficient evidence. Of the two girls, the elder was received into the Po Leung Kuk and the younger released on bond. The Hokkien woman was arrested with a view to her deportation, but released on proving Straits birth. This case comes under category (b).

2. In May 1930, two male Cantonese, aged 40 and 53 respectively, were charged under Section 3 (1) d with importing three Cantonese girls, aged 27, 22 and 18 respectively, with intent to sell them as prostitutes. Both men were convicted, the first to two years' rigorous imprisonment and fifteen strokes and the second to two years' rigorous imprisonment. They will be deported on the expiration of their sentence. The victims were repatriated to China. This case comes under category (b).

3. In May 1930, a Cantonese woman, aged 48, was charged under Section 3(1) b with procuring, for purposes of prostitution, two Cantonese girls, aged 22 and 18 respectively. She was sentenced to two years' rigorous imprisonment and fined \$500 or, in default, twelve months' rigorous imprisonment. She will be deported on completion of her sentence. Of the two girls, the first was released to a lodging house and returned to Palembang, the second returned to China. This case comes under category (a).

Penang. — 4. In October 1930, three Cantonese girls, aged 20, 19 and 19, arrived here from China by steamer. They stated that they wanted to join their husbands at Haad Yai, Siam, but after enquiry admitted that persons unknown had paid their passages

and taught them what answers to make to the immigration authorities. They were detained in the Po Leung Kuk for some time and then released to work in the houses of respectable families. This case comes under category (b).

*Hong-Kong.* — In five cases in 1930, convictions were obtained on the charge of procuring, the parties concerned being Chinese and the offences committed in Hong-Kong. Three male and six female offenders were involved — the men's ages varying between 22 and 54, the women's between 30 and 57. The victims were aged between 14 and 21. The punishments inflicted ranged between six and twelve months' hard labour, fines ranging between \$100 and \$300.

Twenty-two cases were brought under the Ordinance 13 of 1929, amending Ordinance 2 of 1865, which gives a greater measure of control where trafficking for immoral purposes is suspected. In three of them, there was evidence that the minors concerned had been transferred with an immoral purpose. Two of these cases are referred to above; in the third, five defendants, females aged 38, 39, 23, 31 and 38 respectively, were acquitted on charges of procuring a girl aged 17 years, but were convicted under Ordinance 13 of 1929, the first defendant being fined \$250 or four months' hard labour, and the rest \$150 or three months' hard labour each.

*Federated Malay States.* — Perak. — In 1930, five cases of traffic in women occurred in Perak, one case in Negri Sembilan and two in Selangor. Of these, six were international and two national. The following are quoted :

A. (Cantonese female aged 25), complained that her husband B. (Cantonese aged 27), together with C. (Cantonese secondary wife of B.), was compelling her to prostitute herself and living upon her earnings by prostitution. She stated that she had come from China to join her husband B. and C. his secondary wife, that C. used to take her out and find men for her, that when she returned home she handed over her earnings to B. her husband. B. was charged with an offence against Section 16 of the Women and Girls Protection Enactment (No. 2 of 1914), convicted and sentenced to rigorous imprisonment for twelve months, and ten strokes with the rattan. This case relates partly to China and partly to Malaya and comes under heading (b).

Selangor. — Seven Cantonese females were found prostituting themselves in a Chinese hotel in Kuala Lumpur, and evidence was obtained that they paid 20 per cent of their earnings to the proprietor. Medical examination proved that five were suffering from venereal disease, and these were committed to the Federal Hospice; suitable arrangements were subsequently made for their future. The sixth was found to have been brought into the Federated Malay States from China by fraud, and her repatriation was arranged. The seventh was found to be over 18 years of age and was released. The proprietor was convicted of an offence against Rule 13 of the Rules under "The Boarding House Enactment No. 24/27" and sentenced to serve two months' rigorous imprisonment and in addition to pay a fine of \$500, or, in default, to serve a further four months' rigorous imprisonment. The above sentence was altered on appeal to a fine of \$750 or six months' rigorous imprisonment. This case relates partly to China and partly to Malaya and comes under heading (b).

A. (Cantonese male), together with B. (Cantonese female), brought to Malaya C. (Cantonese female), D. (male) and his wife (E.), F. (male) and his wife (G.). A., with the assistance of B., wrongfully confined C., E. and G., and, after acquiring an ascendancy over them, sold C. into pseudo-marriage, sold E. under circumstances pointing to sale into prostitution, and attempted a similar sale of G. A. and B. were charged with trafficking, an offence against Section 4 of the Women and Girls Protection Enactment, and sentenced to rigorous imprisonment for periods of twelve months and eight months respectively. Suitable arrangements for the future protection of the victims were made. This case relates partly to China and partly to Malaya and comes under heading (b).

*Unfederated Malay States.* — Kedah. — Four cases were discovered in the year 1930. One case deals with a girl about 9 years old. No prosecution could be attempted as she could not give a connected description. Another case deals with girls aged 16 and 17 who claim to have come from China with their husbands — two men who came with them. Their statements were so inconsistent that they were detained in the home. Subsequently enquiries revealed that they had been sold from Canton and sent to Singapore, where they were purchased by a Cantonese woman, name unknown, for purposes of prostitution. They had been instructed to acknowledge the two men as their husbands to avoid enquiry. Banishment proceedings are pending in respect of the males concerned.

*Johore.* — Two cases were discovered in 1930.

1. On July 9th, two Chinese girls, aged 25 and 16, were found prostituting in a Japanese lodging house at Batu Pahat. The elder girl had been a prostitute in several brothels in Malaya, and was probably a free agent. The younger appeared to be under the control of

an old Chinese woman found on the premises, but evidence was insufficient to support a prosecution. An order was made against the premises forbidding use as a brothel. The girl was sent to the Po Leung Kuk, whereupon the above-mentioned old woman approached Chinese business men in Johore Bahru and Singapore to apply for the girl's release. All applications were refused, but the girl subsequently absconded from hospital, almost certainly with the connivance of the old woman.

2. On August 16th, 1930, six Chinese girls, aged 16 to 22, together with six Chinese adult females, were found in a coffee shop near Chin Lim Pineapple Factory. Enquiries showed that the premises were being used as a clandestine brothel. Three of the girls admitted they had been prostituting in various places. The three younger girls were detained temporarily and subsequently married to respectable Chinese artisans. An order was made against the premises.

*Malta.* — Five persons, Maltese British-born subjects, were dealt with under the White Slave Traffic Ordinance in 1930. Result of the trials :

1. Female, aged 32 years, sentenced to three months' imprisonment.
2. Female, aged 47 years, sentenced to four months' imprisonment.
3. Male, aged 45 years, sentenced to one year's hard labour.
4. Male, aged 40 years, acquitted.
5. Male, aged 21 years, sentenced to ten months' hard labour.

*HUNGARY.* — No case of international procuring has been reported.

In Hungary, twenty-seven different cases of procuring were reported in 1930, in which thirty-nine persons of both sexes were involved (their ages varying from 23 to 65), the number of victims reported being eighty-two. The ages of the victims varied from 13 to 28, though one case reported by the police of Bekescsaba referred to a little girl of 11 — O. S. — whom her father had endeavoured to sell. In nine of these cases, proceedings are still pending; in one case proceedings have been stopped for lack of evidence, and in two cases the accused was acquitted and the acquittal was confirmed by the judges of the Court of Appeal, as the charges had not been proved. The penalties inflicted varied from three days' to two years and four months' imprisonment. In four cases, the accused were sentenced to two years' hard labour, and, in nine cases, additional penalties were inflicted in the form of loss of political rights and of the right to exercise political functions for periods varying from one year to five years, and in one case loss of the right to exercise public functions for a period of one year.

*INDIA. — Bengal.* — Fourteen cases were dealt with during the year 1930, under the Calcutta Suppression of Immoral Traffic Act of 1923. They concerned six Mohammedan girls, aged between 13 and 17, and five Hindu girls, aged between 11 and 18. The delinquents numbered seven Mohammedan and seven Hindu men and three Hindu women. The sentences varied between six months' and five years' rigorous imprisonment. Five of the accused were acquitted, two of them for want of sufficient evidence. Seventy-nine girls were rescued from brothels by the police, under the provisions of the Calcutta Suppression of Immoral Traffic Act, during 1930. Subsequent enquiries showed that twenty-nine girls were over the prescribed age and were therefore not amenable to the provisions of the Act. Twelve girls were made over to their parents or guardians by the police. Thirty-eight girls were dealt with by the juvenile court. Thirty girls were sent to the prescribed home for suitable custody for varying periods and eight to suitable custody.

*Bombay.* — Thirty-four cases, relating wholly to India, were discovered in 1930. The offenders — thirty-four males and eighteen females, whose ages varied, for the men, between 19 and 55 and, for the women, between 18 and 50 — were sentenced to terms of rigorous imprisonment varying between two months and five years and fines varying between Rs. 25 and Rs. 100. The victims, all women with the exception of one boy aged 10, were between 11 and 30 years old. One case deals with a child of 6 or 7 who was kidnapped whilst her mother went to fetch water, but was rescued in time, the accused being sentenced to twelve months' rigorous imprisonment by the Resident Magistrate of Rohri. Four of the cases are mentioned as still pending, three of the accused were discharged for lack of evidence, in one case the accused was acquitted. The following cases may be quoted :

1. The accused, a Mohammedan male, was prosecuted for kidnapping and abetment of kidnapping a boy aged 10. He was convicted and sentenced to five years' rigorous imprisonment on the first charge and one year on the second charge, the sentences to run concurrently. He was deported to the Indore State under Section 3 of the Foreigners Act, 1864 (III of 1864), on his release from prison. (Sections 367, 377, 511 of the Indian Penal Code.)

2. The victim, married female, aged 14, Hindu (Maratha) was living with her mother in Nandgaon Taluka, Nasik District. On the way to her husband's house, she took shelter in the house of A., who hired her for Rs. 1,000 a year to several persons. She was afterwards seduced to illicit intercourse. Some of the accused were sent up for trial, but only two (Hindu males, Maratha), aged 30 and 32 respectively, were convicted and sentenced under Section 372, Indian Penal Code, to one month's rigorous imprisonment and Rs. 25 fine each. (Sections 372 and 373 of Indian Penal Code.)

3. The five accused, all Mohammedan males, aged 44, 47, 53, 35, and 25 respectively, were all convicted for enticing away one Musmat Sumari (Ode), aged 35, wife of Muhammad, for illicit or immoral purposes, knowing her to be the legally wedded wife of the complainant. Of these, one was acquitted and the rest were convicted and sentenced by the subdivisional magistrate, Nawabshah, to undergo six months' rigorous imprisonment. (Section 498 of Indian Penal Code.)

4. A female Hindu (Machi), aged 11, was forcibly abducted from the Mirpurkhas Taluka in 1924 from the lawful custody of her uncle by about fourteen or fifteen men. Certain people pursued the assailants and secured the girl and handed her over to Tando Allayar Police the next day. The complaint was registered at Mirpurkhas Taluka Police Station. Ten accused were convicted in two separate cases in 1926 (nine in one case and one in the other) and one in 1929. The present accused (male, aged 35) was an approver in each case, but he gave a different statement in the last and therefore forfeited the pardon. He was sent up for the offences and was sentenced to one year under Section 147, two years under Section 366, two years under Section 325, and one year under Section 323 of the Indian Penal Code, the sentences to run concurrently. (Sections 366, 147, 325 and 323 read with 149 of the Indian Penal Code.)

*Burma.* — On September 8th, 1930, the police received information to the effect that a Burmese girl had been thrown out of the window from a building into the back drainage space between 29th Street and Mogul Street. The police at once proceeded there and saw a girl about 14 years old lying on her back with a broken arm. She was speedily conveyed to the General Hospital and on examination it was found that her spinal cord was also broken. On regaining consciousness, she told her story, which was to the effect that she was seduced by a young Burman and was sold for Rs.20 to a brothel-keeper in 29th Street. She was forced to prostitution and finally, when she refused to obey the keepers of the house, she was thrown out of the window.

The young Burman who was her alleged husband was nowhere to be traced, but the brothel-keepers — (1) a Zerbadi woman, aged 48 years, and (2) a Chittagonian, aged 25 years — were at once arrested and sent up for trial on two separate charges under Sections 373 (buying a minor) and 325 (grievous hurt), Indian Penal Code.

Unfortunately, the evidence relating to the first charge being insufficient, the case had to be withdrawn. The case under the second charge is proceeding.

In addition to the above, action was taken under the Burma Suppression of Brothels Act (Burma Act No. 2 of 1921). The following shows the number of persons dealt with : (a) prohibitory orders issued under Section 6 (1) (for carrying on prostitution), 123 ; (b) convicted under Section 4 (1) (soliciting), 147 ; (c) convicted under Section 11 (for keeping a brothel or allowing premises to be used as a brothel), 2.

*ITALY.* — Fifteen cases were discovered in 1930. They dealt with trafficking, exploitation and attempted trafficking. Eight of these cases are still pending. Details about four are given below.

1. In February 1930, at Sulmona, it was learnt that A. E. and his mistress C. L. were keeping a clandestine brothel, one of the inmates being a certain G. R.

Further investigations revealed that G. was in her native place when C. called on her, accompanied by her lover, whom she introduced as her husband, and, by dint of flattery, succeeded in taking her off to Sulmona and making her leave the family with whom she was in service.

As soon as they reached Sulmona, A. and C. induced G. to become a clandestine prostitute in their house, promising to procure custom for her ; whenever she wished to leave, they used violence and threats.

A. and C. were charged with trafficking, and were sentenced on August 18th, 1930, A. to one year and eleven months' hard labour, a fine of 500 lire, and 1,500 lire damages, and C. to fourteen months' hard labour, a fine of 300 lire, and 1,500 lire damages.

2. In November 1930, F. G., of Enna, was arrested and charged with causing one of his sisters, F., a minor, to become a prostitute and attempting to induce her to emigrate

for purposes of prostitution; also for traffic in respect of his other sister M., whom he induced to accompany him to Messina, raped, and then, by threats and violence, forced to enter various brothels for his profit.

Case proceeding.

3. It had been ascertained that clandestine prostitution was being carried on at the house of a married couple, P. E. and T. F., at Pescara. A surprise visit was paid on October 10th, 1930, which led to the arrest of F. C., aged 18, who had for some time been prostituting herself in that house together with the daughter of the couple, named A. R.

F., being questioned, admitted that she was being exploited by the couple and their daughter. The last-named induced her to leave her own family, who lived at Ascoli, and took her to the brothel on the pretext that she was to help her in laundry work.

The offenders were charged, and on December 6th, 1930, were sentenced to ten months' hard labour and a fine of 500 lire each.

4. On May 5th, 1930, a certain B. L. was charged at Trieste with trafficking, procuring, indecent assault, and with having raped a number of girls under age and infected them with gonorrhoea.

He used every means to procure girls for himself and his clients, sometimes threatening them and using force. He persuaded many girls to let themselves be photographed and used their indecent photographs as samples to show to persons with whom he had dealings, receiving for this large fees.

He was charged and sentenced to five years and six months' hard labour.

In addition, the Italian Government states that an enquiry carried out on December 31st, 1930, during which all foreign prostitutes coming to Italy and a great many Italian prostitutes were interrogated, showed that there were in Italy 144 foreign prostitutes of various nationalities and 3,777 Italian prostitutes.

All the foreign prostitutes affirmed that they had come to Italy of their own free will for the purpose of prostitution.<sup>1</sup>

JAPAN.<sup>2</sup> — The Japanese Government gives reports for the years 1928 and 1929. The tables submitted relate to cases of offenders who appeared before the courts of first instance and to those in which the proceedings before the courts were withdrawn by the public prosecutors.

In 1928, eighty-one cases of abduction or of enticing away of minors were reported, the number of offenders being ninety-nine, including two women. The penalties imposed were :

In 1 case . . . . .	more than 5 years
In 7 cases . . . . .	more than 3 years
In 27 cases, including 3 for the purpose of conveyance out of Japan. . . . .	more than 2 years
In 53 cases, including 2 women . . . . .	more than 1 year
In 8 cases . . . . .	more than 6 months

In two cases, the accused were acquitted and in two others proceedings were stopped. The ages of the offenders varied between 18 and 70.

The table relating to the withdrawal of proceedings shows that, in 111 cases, proceedings against men were withdrawn and, in fifteen, proceedings against women, the ages of the accused varying between 18 and 60.

In 1929, there were reported three cases of abduction of minors and 108 of abduction or enticing away for lucrative and immoral purposes. The number of offenders was 144, including two women. The penalties imposed were :

In 1 case . . . . .	more than 5 years
In 16 cases . . . . .	more than 3 years
In 22 cases . . . . .	more than 2 years
In 87 cases . . . . .	more than 1 year
In 14 cases . . . . .	more than 6 months

There was one acquittal, and in three cases proceedings were stopped. The ages of the offenders varied between 20 and 60.

The table relating to the withdrawal of proceedings shows that the number of offenders was thirty-one, including three women, whose ages varied from 25 to 60.

LITHUANIA. — No definite statistics are kept in Lithuania with regard to the cases indicated in the questionnaire, but, during the year 1928 for instance, only seven final sentences were passed by the Lithuanian Courts in respect of offences of this kind, the victim and accused being of Lithuanian nationality.

<sup>1</sup> See report of 1929 for further information.

<sup>2</sup> In 1928, the Japanese Government gave a table containing only cases of traffic discovered in 1927.

NETHERLANDS. — The Netherlands Government points out that the campaign against the traffic in women is rendered particularly difficult owing to connivance between the victims and the traffickers. Even in cases where complaints are lodged, the girls often withdraw their first statements, thus rendering it impossible to take proceedings. The truth of this affirmation is borne out by the fact that the report mentions only one case of trafficking as reported during the year.

NETHERLANDS INDIES.<sup>1</sup> — A total of 246 cases<sup>2</sup> was tried. In seventy-four cases, the accused were sentenced to imprisonment and wherever possible were deported.

POLAND. — In 1930, twenty-seven cases of procuring were dealt with by the courts, two of which were proved. The accused were sentenced to three years' and six months' imprisonment respectively. There were sixty-six cases of inciting to immorality in other forms, twenty of which were proved and nine not proved, while thirty-six cases were still at the stage of judicial investigation when the report was despatched. Five cases of trafficking came before the courts. The details are as follows :

Cases proved :

1. The offender, a Jew born in 1882, took his victim, Ch. R., as his mistress to the Argentine, where he was killed as an act of vengeance by a relation of the woman in October 1930.

2. The offender, a Jew, is 36 years of age — case still pending when the report was despatched.

3. The victim, a Jewess, was born in 1907. The case has been suspended. The accused, H. K., is a Jew of Polish nationality, residing abroad.

4. Case still pending, when the report was despatched. The accused person, a woman 32 years of age, of unknown nationality, endeavoured to abduct her victim, L. B., aged 18, Catholic, of Polish nationality, to the Argentine.

5. The accused, E. R., of German nationality, aged 38, is wanted by the Polish judicial authorities. He is accused of having, on June 19th, 1929, enticed his victims, L. C., born in 1907, and A. D., born in 1911 — both Catholics of Polish nationality — on to the German vessel " Alsen " at Gdynia, where, after making them consume alcoholic liquor, he shut them up in a cabin. During the voyage, which lasted several weeks, they were outraged by E. R. and other sailors. At Amsterdam, the accused endeavoured to sell his victims to a brothel, but was unable to do so owing to the absence of their identification papers. The matter was discovered by an officer of the vessel " Steinburg ", and the victims were handed over to the Amsterdam police and sent back to Poland. It is not known whether the German authorities have instituted any proceedings. It should be added that the victims lodged no complaint on their return to Poland, and the foreign authorities have not furnished the Polish authorities with any information in regard to the case.

In 1930, twenty-three girls and women between the ages of 12 and 23 disappeared in Poland, and nothing is known of their whereabouts.

SIAM. — Twenty-seven offences of procuring, enticing or leading away children of either sex and women for immoral purposes, or attempts to commit such offences, were discovered in 1930, of which four are still pending in court. These cases involved as victims fourteen girls of ages varying between 6 and 12 and fourteen whose ages varied from 13 to 20, and two boys of 5 and 10 years of age. The age of the women delinquents involved — twenty-two in number — varied between 20 and 60, one case, however, dealing with an offender of 15 ; the age of the men delinquents — thirty-six in number — between 17 and 68. The offenders were sentenced to penalties varying between two months and twenty days' and seven years' imprisonment. All the twenty-seven cases related wholly to Siam. The following may be mentioned :

1. A boy of 5 years was taken away from his father by a man of 25 years. The offender was sentenced to imprisonment of two years. (Penal Code, Section 273.)

2. Two girls of 12 and 10 years were taken away from their guardian by two women of 20 and 15 years. The first offender was sentenced to six months' imprisonment. The second offender was sentenced to imprisonment for three months, reducing according to Section 58. (Penal Code, Sections 273 and 275.)

3. A boy of 10 years was taken away from his guardian by a man of 17 years. The offender was sentenced to two months and twenty days. (Penal Code, Section 274, reduced according to Section 59.)

4. A girl of 20 years was by violence taken away for immoral purposes by four men of 28, 25, 40 and 21 years. The first offender was sentenced to four years' imprisonment, the second and third to imprisonment for one year. The fourth offender was acquitted by the Court. (Penal Code, Section 276.)

SWEDEN. — Sixteen cases of procuring took place in the year 1930. In fourteen of these cases, sentences pronounced varied from one month's to two years and six months'

<sup>1</sup> For questions not mentioned, see the replies contained in the 1923 report.

<sup>2</sup> See note on page 18.

hard labour. Among the accused were six men and ten women, and among the condemned five men and nine women of ages varying between 21 and 51. All the criminals were of Swedish nationality.

YUGOSLAVIA. — In 1930, eight cases of trafficking and of corruption of young girls were reported. The number of offenders was fourteen, including seven women, and the number of victims twenty-one. The latter's ages varied between fifteen and twenty-seven. The victims were generally taken away to licensed houses on the pretext of providing them with employment. All the offenders were brought before the courts.

## QUESTION 2.

### CENTRAL AUTHORITIES.<sup>1</sup>

*“ Please give : (a) the name and address of the Central Authority in your country ; and (b) 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)

ALBANIA :	Ministry for Foreign Affairs.
GERMANY :	The Central Police Bureau for the Repression of the International Traffic in Women, placed under the control of the Criminal Researches Department of the Berlin Police (Zentral-Polizeistelle zur Bekämpfung des internationalen Mädchenhandels, 3-6, Alexanderstrasse, Berlin).
AUSTRALIA :	Major H. E. Jones, Director, Investigation Branch, Commonwealth Attorney-General's Department, Canberra.
AUSTRIA :	Police Department, Rossauerlände 7, Vienna.
BELGIUM :	Direction générale de la sûreté publique, Bruxelles.
BULGARIA :	Police Department, Sofia.
CANADA :	Commissioner of Dominion Police.
CUBA :	Commissioner for Emigration.
DENMARK :	Police Department, Copenhagen.
SPAIN :	Patronato de Protección á la Mujer. Ministerio de Justicia, Madrid.
ESTONIA :	The Police Administration at the Ministry of Justice and of the Interior, Tallinn.
UNITED STATES OF AMERICA :	Commissioner of Immigration, Department of Labour, Washington, D.C.
FINLAND :	Child Welfare Bureau of the Ministry for Social Affairs.
FRANCE AND FRENCH COLONIES : <sup>2</sup>	Ministère de l'Intérieur, Direction de la sûreté générale, Contrôle des recherches judiciaires, Paris.
GREAT BRITAIN :	The Commissioner of the Metropolitan Police, New Scotland Yard, London.

<sup>1</sup> This list contains all the information sent to the Secretariat during past years, even if the country in question has not sent an annual report for 1930.

<sup>2</sup> *French West Africa.* — In the chief town of each of the colonies in French West Africa, it is the duty of the Political Department, under the command of the Lieutenant-Governor of the Colony, to collect and co-ordinate all the information regarding prostitution. In the territory of Dakar, these duties are carried out by the Chief of Police, under the authority of the Governor-Administrator of the district.

The information thus collected and communicated to the Government of the Colony (Gouvernement Général) is, if necessary, forwarded through the Ministry of Colonies to the Ministry of the Interior, Chief Commissioner of Police (Chef de la Sûreté Générale) and the Criminal Intelligence Department.

*Oceania.* — The Central Authority is the Public Prosecutor of the Republic and the Head of the Judicial Department of the Possessions in Oceania.

*Togoland.* — Information is collected by the Governor of the Colonies, Commissioner of the Republic in Togoland, and sent to the Ministry of the Interior, Office of the Chief Commissioner of Police (Sûreté Générale) and the Criminal Intelligence Department, under cover of the Ministry of Colonies.



BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES :

<i>Bahama Islands :</i>	Commandant of Police, Nassau.
<i>Barbados :</i>	Inspector-General of Police, Bridgetown, Barbados.
<i>Basutoland :</i>	Government Secretary, Maseru.
<i>Bechuanaland :</i>	Government Secretary, Mafeking.
<i>Cayman Islands :</i>	The Commissioner, Cayman Islands.
<i>Ceylon :</i>	Inspector-General of Police, Colombo, with the Deputy-Inspector-General, Criminal Investigation Department.
<i>Cyprus :</i>	Chief Commandant of Police, Nicosia.
<i>Gold Coast :</i>	Inspector-General of Police, Accra.
<i>Straits Settlements :</i>	The Secretary for Chinese Affairs.
<i>Fiji Islands :</i>	The Colonial Secretary, Fiji.
<i>Gambia :</i>	The Commissioner of Police, Bathurst, Gambia.
<i>Gibraltar :</i>	Chief of Police, Gibraltar.
<i>Gilbert and Ellice Islands :</i>	The Resident Commissioner, Ocean Island.
<i>Grenada :</i>	The Colonial Secretary, Grenada.
<i>British Guiana :</i>	Police Department.
<i>British Honduras :</i>	Superintendent of Police, Tegucigalpa.
<i>Hong-Kong :</i>	The Inspector-General of Police, Police Headquarters, Hong-Kong.
<i>Iraq :</i>	Director-General of Police, Baghdad. <sup>1</sup>
<i>Jamaica :</i>	The Inspector-General of Police, Kingston.
<i>Kenya :</i>	Commissioner of Police, Nairobi.
<i>Federated Malay States :</i>	Secretary for Chinese Affairs, Chinese Protectorate Department.
<i>Unfederated Malay States :</i>	
<i>Brunei :</i>	The Chief Police Officer, Brunei Town.
<i>Johore :</i>	Protector of the Chinese at Johore, Bahru.
<i>Kedah :</i>	The British Adviser, Kedah.
<i>Kelantan :</i>	The British Adviser, Kelantan.
<i>Malta :</i>	The Commissioner of Police, Police Headquarters, Valetta, Malta.
<i>Mauritius :</i>	Lt.-Col. R. Deane, O.B.E., Police Headquarters, Mauritius.
<i>Nigeria :</i>	Northern Provinces ; Inspector-General of Police.
<i>New Hebrides :</i>	British and French Resident Commissioners acting jointly.
<i>Southern Rhodesia :</i>	The Colonial Secretary.
<i>St. Lucia :</i>	Chief of Police, Castries, St. Lucia, B. W. I.
<i>St. Vincent :</i>	Chief of Police, Kingstown.
<i>Solomon Islands :</i>	The Resident Commissioner.
<i>Seychelles :</i>	The Inspector of Police for the Colony of Seychelles.
<i>Sierra Leone :</i>	Commissioner of Police.
<i>Windward Islands :</i>	Chief of Police, Kingstown.
<i>Leeward Islands :</i>	Chief Inspector, Leeward Island Police, Antigua, B. W. I.
<i>Trinidad :</i>	Colonel J. H. May, Inspector-General of Constabulary, Trinidad, B. W. I.
<i>Zanzibar :</i>	Zanzibar Government.
GREECE :	Refugees' Service, Athens.
HUNGARY :	Royal Hungarian Authority for the Department of Public Morals, Budapest VI, O-utca 48, Szam.
INDIA :	The Secretary of the Government of Bombay, Home Department, Bombay, or the Commissioners of Police of Madras, Calcutta and Rangoon.

<sup>1</sup> Communications from other countries should be sent through the diplomatic channel.



IRISH FREE STATE :	The International Catholic Girls' Protection Society, 44, Mountjoy Square, Dublin.
ITALY :	Central Italian Office for the Suppression of the Traffic in Women and Children, Rome.
JAPAN :	Ministry of the Interior, Tokio.
LATVIA :	The Police Department, Riga.
MONACO :	Le Directeur de la Sûreté publique, Palais du Gouvernement, Monaco.
NORWAY :	Police Prefecture, Oslo.
NEW ZEALAND :	The Commissioner of Police, Wellington.
NETHERLANDS :	The Director of the Royal Bureau for the Suppression of the Traffic in Women and Children and the Circulation of Obscene Publications, 109, Reguliersgracht, Amsterdam (Centrum).
NETHERLANDS COLONIES :	
<i>Netherlands East Indies :</i>	Government Office for the Suppression of the Traffic in Women and Children and the Circulation of Obscene Publications in Batavia.
POLAND :	Department for the Suppression of the Traffic in Women, Ministry for Internal Affairs, Warsaw.
PORTUGAL :	Commandant of the Lisbon Public Security Police.
ROUMANIA :	General Police Department at the Ministry of the Interior.
SIAM :	The Director-General of Gendarmerie and Police, Bangkok.
SWEDEN :	Chief of Police, Stockholm.
SWITZERLAND :	Public Prosecutor's Department of the Confederation Berne.
CZECHOSLOVAKIA :	Police Department, Prague. I. No. 313.
UNION OF SOUTH AFRICA :	The Commissioner, South African Police, New Government Buildings, Pretoria, Transvaal, South Africa.
URUGUAY	Director of police, Montevideo.
YUGOSLAVIA :	Royal Ministry of the Interior, Special Service for the Suppression of the Traffic in Women, Belgrade.

(b)

AUSTRIA. — The Austrian Central Department exchanged correspondence with the central authorities of other countries in 179 cases.

BELGIUM. — The central authority has twice communicated with other countries :

1. The case of M. St. (husband and wife). — B. and St. embarked at Antwerp on June 18th, 1929, for Barranquilla (Colombia).

In order to ascertain whether the above-mentioned were engaged in the traffic in women, the police authorities applied for information with regard to their antecedents and activities to the Ministry of the Interior in Paris and the Policia Judicial Nacional at Bogotá (Colombia). The latter has not yet replied. Up to the present, it has not been proved that the persons concerned have engaged in the traffic in women.

2. The case of V. C., G. E., E. M. and S. J. — V. C. embarked at Antwerp on November 22nd, 1929, in company with the above-mentioned persons, who are suspected of being engaged in the traffic in women. The police authorities have been in communication with the police at Berne, Paris, Montevideo, Buenos Aires and Santiago.

It has been ascertained from information received from Montevideo that V. C. applied to be entered in the register of prostitutes of that town. S. was not found on the list of passengers who disembarked at Montevideo. E. and G. did go to a hotel in that town, but left it in December for an unknown destination.

FRANCE. — The Central Office has frequently exchanged information with foreign police forces. It has also circulated among the gendarmerie and police services of the country the descriptions of persons suspected of being engaged in the traffic in women.

GREAT BRITAIN. — The British central authority communicated with the central authorities of other countries on three occasions, particulars of which are as follows :

1. The Commissioner's Officer in Brussels reported in February 1930 that a letter had been received by the police judiciaire there from the Commissaire of Police at Ostend stating

that he had received reliable information that a man who had at one time been convicted of larceny in London was a white slave trafficker, and was assisted in this by a woman supposed to be his sister-in-law. As the man was then residing in Paris, the information from Brussels was passed on to the central authority at Paris.

2. In March 1930, a letter was received from a man in Berlin alleging that he had overheard a conversation between a man who was advertising in the Berlin Press for dancing girls, and an Argentinian, to the effect that a man was sending out parties of about fifty girls from Berlin to Buenos Aires via Montevideo under pretext that they would appear in a revue. They were to be sold on arrival and prepared to be professional prostitutes in a house in the Plaza Italia, Buenos Aires. The letter was forwarded to the central authority at Berlin.

3. In March 1930, an anonymous letter was received by the immigration officer at Harwich alleging that a man was engaged in the white slave traffic. A photograph copy of the letter was forwarded to the central authority at Amsterdam, who ascertained that the letter had been written under a misapprehension of the facts.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Unfederated Malay States.* — Johore.— The Protector is in constant communication with the Secretary for Chinese Affairs, Straits Settlements and the Secretary for Chinese Affairs, Federated Malay States. Movements of prostitutes, female and child immigrants (and, to a less extent, female emigrants) and of girls on security bond under the Women and Girl's Protection Enactment and the Female Domestic Servants Enactment, are regularly reported between the various Chinese protectorates in Malaya. In suspicious cases, enquiries are undertaken by one protectorate on behalf of another as a matter of routine.

HUNGARY. — During 1930, the Hungarian central authority exchanged information concerning eighteen cases relating to traffic in women, nine of which were based on the authority of newspaper articles. The particulars given in these last-mentioned cases led to exchanges of information with the competent authorities of the Argentine, Austria, Berlin, Roumania and Czechoslovakia. One case was a pure invention, two cases were due to errors, the fourth case could not be proved and, in a fifth case, no reply has been received. In three cases, the information supplied was inaccurate, although not without foundation. In one case only was the information strictly true.

In the other nine cases, exchanges of information took place with the central authorities of Austria, Bulgaria, Czechoslovakia, Danzig, France, Germany, Italy, the Netherlands, Roumania, Spain, Switzerland and Yugoslavia. In five cases the information received was found to be genuine and in three cases incorrect, while in one case no reply has been received. The following cases are mentioned as characteristic :

1. The Vienna police informed us (in No. Z.F.M. 1347/930) that A. T. S., who had for long been under supervision and whose establishment, named "Pharaonite", was closed by the Sofia police on account of acts prejudicial to morality, had just re-opened it under the name of "Tabarin".

We transmitted this information to the Hungarian Legation at Sofia, which replied that the information furnished by the Vienna police was correct; the "Tabarin" (formerly "Pharaonite") conducted by A. T. S., is a third-rate establishment of ill-fame.

This reply has been communicated (under No. 467/930) to the Vienna police.

2. The Committee engaged in the campaign against the Traffic in Women and Children at Danzig informed the Hungarian Society against the Traffic in Women that, according to a Danzig newspaper, the Bucharest police discovered some months ago that trafficking in women had been organised on a large scale. In fifteen days, 200 women were sent to brothels in Salonika, Athens, Smyrna, Ankara and Alexandria. The names of the women were known to the Bucharest police. Their arrival was to be notified in a telegram worded as follows: "Ten bales of silk despatched."

The Danzig police had on several occasions applied to the Bucharest police without obtaining any reply, and the Committee asked the Hungarian Society to communicate its information to it.

Under No. 669/1930, we communicated with the Roumanian Central Authority, and requested that, in cases involving the traffic in women, we should be informed of the names of any Hungarian victims. We have, however, received no reply.

3. An article in the *Esti Kurir* (No. 24, of 1930) entitled: "Detectives find Eighteen Girls and Two Traffickers in Women in the Cegléd Train", stated that the police of Békéscsaba, Cegléd and Szeged had taken action against traffickers in women operating in the Hungarian plain. These traffickers had, it was alleged, enticed to Germany young girls of 15 to 19 years of age on the pretext of obtaining them admission to an embroidery class, and D. S. and S. I. had already been arrested and handed over to the Public Prosecutor's Department in the district of Pest.

We applied (under No. 355/1930) to the competent authorities for confirmation of this, and they replied that the article in question was a pure invention. The article was

reproduced in the German Press, and the police of Dresden, Berlin (No. 4025.IV.R.3.1930) and of Danzig (C.1.54.Gem.30) asked us for information. We informed them of the result of our enquiry.

4. The *Pesti Naplo*, of April 14th, 1929, published an article entitled: "The Police of Presbourg have discovered an International Organisation for the Traffic in Women".

We asked the Prague police (under No. 219/1929) to confirm these statements.

They replied (under No. 131817) that F. T., mentioned in the article, born at Durnkrut in 1886, had in fact been charged with trafficking in children. In reply to a further application, we elicited the additional information (No. 418189) that the correctional court of Bratislava had sentenced F.T. to five years' hard labour and five years' loss of political rights for traffic in women, theft and misdemeanour.

As, according to the article, F. T. had been in touch with D. S. residing at Megersdorf near Vienna, we asked the Vienna police in our letter No. 219/1929 to inform us of the details of the case. Up to the present, we have received no reply.

NETHERLANDS. — In 1930, the Netherlands Central Office was in communication with the central authorities of Germany, Belgium, Spain, Great Britain, Luxemburg and the Netherlands Indies. The information obtained was in four cases favourable, in one case unfavourable, and in the other cases negative, or not such as to lead to the definite conclusion that they were cases of trafficking. The Office has on more than one occasion communicated with the foreign consulates in the Netherlands and with Netherlands consulates abroad. On the application of a Committee acting at the request of a similar Committee abroad, information was obtained with regard to a commercial firm which had endeavoured, by advertising in the newspapers, to procure in Germany women to occupy posts in Africa.

The German central authorities have also been warned to be very cautious with regard to the services of a number of employment agencies in the Netherlands, which have been mainly engaged in finding employment for German girls in the Netherlands.

POLAND. — The Central Department has corresponded with police headquarters at Vienna in the Baskin case.

SWITZERLAND. — The Federal Public Prosecutor's Office at Berne has had occasion to communicate with the central authorities of other countries in three cases, one of which concerned two young girls who had run away from Austria and been discovered by the police of the Canton of St. Gall. Two trustworthy persons were sent to fetch them and take them back to their parents. In the two other cases, requests were made for information with regard to suspected persons domiciled abroad.

CZECHOSLOVAKIA. — Correspondence has been exchanged on eleven occasions with the central authorities of Germany, Austria, France and Hungary.

The investigations showed that eight of these cases did not concern trafficking; the final result of the investigations in one case was not known when the report was despatched, and in another case enquiries were still proceeding. In the eleventh case, the facts were as follows:

The central authority of the Department of Public Morals at Budapest asked for confirmation of the newspaper reports relating to a woman T. F., who was arrested at Bratislava and sentenced by the Assize Court for abducting children and for theft to five years' hard labour and loss of political rights for three years. Apart from this, there has been no case of enticing away women. The attention of the foreign authorities, and especially the Hungarian and German authorities, has been drawn to T. F.

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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. — Three persons were extradited in 1930 between France and Belgium, on charges of habitually corrupting minors (two Frenchmen and one Belgian woman).

FRANCE. — The Brazilian Government authorised the extradition of a Frenchman at the request of the French authorities. A woman of Colombian nationality was arrested in France on the strength of an application for extradition received from her Government for being concerned in the traffic in women.

HUNGARY. — (a) An application was made to Germany for the extradition of S. J. for procuring, but no reply had been received when the report was despatched.

(b) An extradition convention was signed in 1930 with Latvia and Yugoslavia.

LATVIA. — A convention concerning the mutual extradition of criminals and judicial assistance in criminal matters was concluded on August 29th, 1930, with Denmark.<sup>1</sup>

CZECHOSLOVAKIA. — On August 22nd, 1930, an extradition treaty was signed at Prague between Czechoslovakia and Turkey, but it has not yet been examined by the chambers.

#### 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.

AUSTRALIA. — One prostitute, 21 years of age, who entered New South Wales as an assisted immigrant from Great Britain, was repatriated.

Believed to have been engaged in the traffic as a procurer, an Italian was declared a prohibited immigrant at Fremantle in Western Australia and was refused admission. He was travelling from Toulon to Adelaide on S.S. *Orvioto* in company with a French girl aged 22 years.

AUSTRIA. — (c) The occupation of masseuse, which does not need a “ concession ”<sup>2</sup> in Austria, is often engaged in as a pretext for procuring and prostitution. Although the number of authorisations granted for the exercise of this occupation increased in 1930, cases of procuring have been less frequent owing to constant supervision. The employees in massage establishments found guilty of offences were nearly all Austrian nationals or foreigners having their permanent domicile in Austria. A proprietress of a massage establishment, M. Sch., a German national, was deported from Austria and forbidden to return.

BELGIUM. — A Belgian woman, aged 20, who had been taken to Egypt for the purpose of prostitution, was deported from Egypt in October. Her whereabouts since December 1930 were not known. Thirty-nine foreign prostitutes have been deported from Belgium by ministerial decision and forty by Royal Decree.

DENMARK. — Two women, one Norwegian and one Swedish, aged respectively 21 and 23 years, were deported. They had arrived in the country accidentally or in search of employment, but shortly before they were expelled they had endeavoured to earn money by immorality or had become vagrants.

UNITED STATES OF AMERICA. — The Report of the United States Commissioner-General of Immigration for the year ending June 30th, 1930, shows a small number in the immoral classes debarred from entering the United States during that year — thirteen, as compared with 313 in 1924. There has been a similar decline in the total numbers debarred for all causes during the same period from 30,284 to 8,233. In general, this decline in the number excluded at the American ports is due to the system of pre-examination of immigrants in Europe recently instituted.

The number in the immoral classes deported from the United States after landing has increased in recent years from 106 in 1924 to 275 in 1930. Deportation for all causes also increased during the same period from 6,409 to 16,631.

<sup>1</sup> There has been no change with regard to any other point in the questionnaire.

<sup>2</sup> According to the Austrian “ Gewerbeordnung ” (Bundesgesetz of July 21st, 1925, *Bundesgesetzblatt* 277), there are “ free ” occupations, for the exercise of which an authorisation only is necessary, and other occupations for which a “ concession ” must be obtained. The occupation of masseuse is a free occupation and authorisation may be refused or withdrawn if offences are committed.

*Statement giving Nationality and Sex of those debarred in 1930 :*

I. Aliens debarred from entering the United States, year ended June 30th, 1930 :<sup>1</sup>

1. Prostitutes and aliens coming for any immoral purpose (1 male, 7 females) :

1 English.	3 French.	1 Scandinavian.
1 Finnish.	1 Mexican.	1 Spanish-American.

2. Aliens who are supported by or receive proceeds of prostitution (1 male Mexican).

3. Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose (4 males) :

1 Chinese.	1 Scandinavian.
1 French.	1 Spanish-American.

II. Aliens deported after entering the United States, year ended June 30th, 1930.<sup>2</sup>

1. Prostitutes or aliens coming for any immoral purpose (275) :

3 African (black).	29 English.	2 Italian (south).
1 Bulgarian, Serbian or Montenegrin.	2 Finnish.	3 Japanese.
1 Croatian or Slovenian.	8 French.	187 Mexican.
1 Cuban.	4 German.	1 Scandinavian.
1 Dutch or Flemish.	1 Hebrew.	14 Scottish.
	14 Irish.	3 Syrian.

2. Prostitutes after entry or inmates of houses of prostitution (152) :

4 African (black).	1 Greek.	1 Russian.
1 Dutch or Flemish.	1 Irish.	1 Scandinavian.
5 English.	2 Italian (south).	1 Scottish.
1 Finnish.	115 Mexican.	2 Spanish.
9 French.	1 Pacific Islander.	1 Welsh.
3 German.	1 Polish.	2 Other peoples.

3. Supported by or receiving the proceeds of prostitution, or connected with houses of prostitution or other place habitually frequented by prostitutes (132) :

1 African (black).	1 German.	2 Portuguese.
1 Bulgarian, Serbian or Montenegrin.	11 Greek.	1 Russian.
1 Chinese.	1 Irish.	2 Scandinavian.
1 Croatian or Slovenian.	1 Italian (north).	1 Scottish.
1 East Indian.	10 Italian (south).	1 Slovak.
1 French.	4 Japanese.	3 Spanish.
	1 Magyar.	1 Turkish.
	84 Mexican.	2 Other peoples.

4. Aliens procuring or attempting to bring in prostitutes or aliens for any immoral purposes, or assisting or protecting prostitutes from arrest (118) :

2 Bulgarian, Serbian or Montenegrin.	3 French.	1 Italian (south).
1 Cuban.	1 German.	86 Mexican.
6 English.	2 Greek.	4 Scandinavian.
1 Finnish.	5 Irish.	3 Scottish.
	1 Italian (north).	2 Spanish.

5. Found in the United States after having been deported as a prostitute or a procurer, or as having been connected with the business of prostitution or importation for prostitution or other immoral purposes (23) :

1 Dutch or Flemish.	19 Mexican.
2 French.	1 Polish.

Aliens of the immoral classes, including prostitutes after entry, procurers, persons coming for an immoral purpose, and the like, numbered 700.

<sup>1</sup> Annual Report of the Commissioner-General of Immigration, 1930, Table 51, page 158.

<sup>2</sup> Annual Report of the Commissioner-General of Immigration, 1930, Table 56, page 164.

FRANCE. — Five foreigners have been deported as *souteneurs* or for inciting minors to immorality. Thirty-four women have been sent back to their country of origin for the same offence.

GREAT BRITAIN. — For convictions relating to (1) living on the earnings of prostitutes and (2) managing or assisting to manage a brothel, ten aliens were deported from the United Kingdom during 1930 — namely, six men and four women; of whom four were Italian, three Belgian, one French, one German and one Haitian. Their ages varied from 29 to 62 years.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Straits Settlements*. — (a) Forty-seven Cantonese women between the ages of 16 and 32, one Hylam woman aged 25, and two Hokkien women aged 20, the victims of offences specified in Question 1, were repatriated during the year.

(b) Seventeen Cantonese prostitutes between the ages of 17 and 32.

(c) One Japanese male aged 32, eleven Hokkien males aged between 22 and 68, one Cantonese male aged 49, five Hokkien women between the ages of 36 and 44, sixteen Cantonese women between the ages of 32 and 74, one Teochiu male aged 25 and one Hylam male aged 25, who were found to be engaged in prostitution or to be living on the earnings of prostitution, were deported during the year.

*Federated Malay States*. — One victim was repatriated. Banishment proceedings have been initiated against four offenders.

*Iraq*. — Ten women (all of Persian nationality) were recommended for deportation on account of their immoral character.

HUNGARY. — The following women have been deported on the grounds of clandestine prostitution or "special" vagabondage: three Roumanians, seven Czechoslovaks, one Yugoslav and two Austrians.

One Polish prostitute and one Yugoslav prostitute, born in 1896 and 1892 respectively, have been deported on moral grounds.

ITALY. — During the year, 181 establishments in which prostitution was secretly practised were identified and closed by the local police authorities, and 118 procurers received the police "admonition" and were transported (*confino*).

JAPAN. — In 1929, Ada Lavelle, French national, born, according to her own account, in 1903, was deported. She arrived in Japan in 1923 with the object of visiting the country and thereafter engaged in prostitution in towns, acting as a café waitress.

MONACO. — Three women were expelled, an Austrian (44 years old), a Frenchwoman (30 years old) and an Italian (17 years old).

NETHERLANDS. — (a) In 1930, no woman or child was repatriated as a victim of the offences mentioned in the first question. Nevertheless, several women and girls residing in the Netherlands in undesirable circumstances were repatriated. Probably some of them were exploited by foreigners or by Netherlands nationals, but in none of these cases was it possible to prove that the woman or girl had been a victim of the traffic in women.

Document C.246.M.121.1930.IV (statement by the International Office in London, chapter on the Netherlands, page 86) mentioned a case of two Polish women who had arrived at Amsterdam from a Polish port as stowaways on board a German cargo vessel. The Netherlands police did not consider this case as attempted trafficking in women, as it regarded as too vague the accusation to the effect that one of the sailors had tried to sell the women to a house of ill-fame for 100 florins.

The girls, who were 18 and 23 years of age respectively, were repatriated, after staying for a fortnight in a hostel for women.

(b) In 1930, the police deported 77 foreign women who had engaged in prostitution in the Netherlands — 59 Germans, 9 Belgians, 3 Poles, 2 Frenchwomen, 2 Estonians, 1 Austrian and 1 Latvian. Of these 77 women, 13 Germans, 2 Belgians and 1 Austrian were minors, and 8 Germans, 2 Belgians and 1 Pole had had to be deported several times.

As to the circumstances which induced these women to go to the Netherlands, several of them had already engaged in prostitution in their own country and hoped to earn more in the Netherlands.

Some of the Belgian women had come to Rotterdam to meet sailors whom they had known at Antwerp.

In view of the steady fall in the number of German women deported since 1924, the increase in 1930 is worthy of note :

1924	1925	1926	1927	1928	1929	1930
172	146	106	58	53	27	59

The relatively large number of women under age who have been deported points to the prevalence of cases of abuse in connection with the emigration of German women who come to look for work in the Netherlands at too early an age. We pointed out in our last year's report the desirability of preventing irresponsible or very young women from leaving for foreign countries. Owing to the greater liberty enjoyed in the Netherlands, these girls, when freed from the supervision of their parents, are often more inclined to commit thoughtless acts which sometimes lead them to prostitution.

A measure for the protection of women and girls, taken by the Netherlands authorities in collaboration with the private associations, is particularly noteworthy. In 1929, a home was established in Amsterdam for women and girls who, though not in custody, have to remain under police supervision, but for whom a police-station is not a suitable place. This home is in the hands of a private association, which receives considerable grants from the City of Amsterdam.

This home receives for the most part women and children sent by the " children's police " and by the aliens service. In 1930, it afforded shelter to 371 women and girls — namely, 4 Jewesses, 157 Protestants, 185 Catholics and 25 women without specified religion. The aliens service sent 263 — namely, 230 Germans, 13 Austrians, 10 Belgians, 3 Poles, 2 Russians, 1 American, 1 British, 1 Lithuanian, 1 Venezuelan and 1 Swede, most of whom were repatriated. During their stay in the home, all information regarding themselves and their circumstances was collected and entered on cards with a view to their reclassification. The cards relating to German girls are handed over to the repatriation officer for the use of the station missions and of the welfare association (*Fürsorge*) at Emmerich.

With a view to the reclassification of repatriated women and girls, the management of the home at Amsterdam regularly communicates with the German station mission at Emmerich.

(c) When it is impossible to obtain sufficient evidence to enable legal action to be taken, the deportation of foreigners of both sexes suspected of procuring is usually the only possible measure. The principal offenders in the Netherlands are foreign sailors who have been paid off and still spend some time in their port of arrival. Of the sixteen persons deported, thirteen had stayed in the port of Rotterdam.

In 1930, the following 16 persons were deported for the above-mentioned reason : 3 Germans (one of whom was deported four times), 5 Greeks (one of whom was deported twice), Spaniards, 2 Portuguese, 1 American, 1 Dane, 1 Italian and 1 Belgian woman.

NETHERLANDS INDIES. — By means of identification cards, the attention of the foreign national authorities entrusted with the suppression of the traffic in women has been drawn to every woman deported. In 1930, 6,400 identification cards were issued.

(a) As was stated in the reply to Question 1, about 246<sup>1</sup> cases of trafficking in women were tried. There were only very few cases in which it was possible to deport the accused, who were nearly all Chinese, whereas the others had immigration papers which were in good order ; nevertheless, these persons are being kept under the supervision of the police and the Government Department.

The reasons for the arrival in the Netherlands Indies of thirteen female emigrants were examined in detail. In three cases, the results of the enquiry proved satisfactory, while, in nine cases, the women had to be deported and repatriated, as they were " free " Chinese prostitutes trying to enter the Netherlands Indies.

In the three satisfactory cases, the Government Department is still keeping the persons in question under supervision.

SWITZERLAND. — (b) There have been 110 foreign prostitutes repatriated or deported — namely, 83 German, 12 Austrian, 9 French, 3 Czechoslovak, 2 Italian and 1 Swedish.

(c) Fifteen of these women have been sentenced for procuring.

YUGOSLAVIA. — Thirty-seven women were deported from Austria and arrived at Maribor after having served sentences for vagrancy or prostitution. Most of them were born in Austria and are now subjects of the Kingdom of Yugoslavia.

<sup>1</sup> These cases did not deal solely with trafficking in women. They were cases of procuring, or sentences inflicted on *souteneurs* or on keepers of brothels. About 90 per cent of the cases concern the opening of clandestine brothels (chiefly for native women). Ten per cent of the cases are cases of traffic in foreign women (Chinese).



## QUESTION 5.

### EMPLOYMENT AGENCIES.

*“ Please mention any cases in which it is known or suspected that, during the year, women and children have been sent abroad for immoral purposes, by means of employment agencies or that any attempt has been made in this sense.”*

#### Replies.

AUSTRIA. — Specially strict supervision was exercised in connection with contracts signed by female artistes with foreign impresarios of dubious reputation, or with the owners of places of amusement abroad. In 165 cases of this kind, correspondence was exchanged with foreign central authorities and with the respective Austrian consular and diplomatic authorities.

A special welfare official attached to the headquarters of the Federal police has been entrusted with ascertaining, in connection with applications made to the passport office of the Federal Police by women desirous of obtaining passports for foreign countries, the reasons for such woman (or girl) wishing to go abroad. In the case of minors under the protection of paternal power, the guardianship authority's opinion is taken whenever there is any reason to assume that paternal power is being abused. In the case of wards, action is always taken in agreement with the guardianship authority. Exceptions to this principle are allowed only provided the issue of the passport is fully in order. Careful supervision is constantly exercised.

NETHERLANDS. — Only one employment agency has been suspected of the intention of sending women abroad for immoral purposes. The case was that of a foreigner living in the Netherlands who, by advertising in the German papers, endeavoured to procure persons for employment in Africa. It is possible, however, that his main object was to procure their registration money, in which case his act might be perhaps more suitably described as fraud. He has been deported as an undesirable alien.

During 1930, several new employment agencies were set up, most of which are engaged in finding positions for women. Such positions are still to be found in the Netherlands (in spite of the considerable increase in unemployment among men) owing to the fall in the wages paid to women.

The unemployment agencies in the Netherlands are mainly engaged in finding situations there for German girls, most of whom are employed as domestic servants, while others become shop assistants, hairdressers' assistants, etc.

Although not compelled to do so by law, the authorities have kept the private employment agencies under supervision. On November 29th, 1930, a law relating to employment agencies was promulgated and will come into force at a later date. Under the terms of this law, it will be forbidden to conduct an employment agency for whose services fees are charged, without previous permission from the Minister of Labour, Commerce and Industry.

Such permission will be accorded only to persons who were already engaged in that occupation on March 1st, 1929. The object of this law is not to introduce radical reforms, but only to place such institutions on a legal basis. The municipal authorities have, for some time past, been engaged in the organisation of public employment agencies. The private agencies have given rise to many abuses and the suppression of those conducted for gain was in the public interest. They are being gradually closed. On the other hand, the law respects and even encourages private enterprises where no payment for services rendered is demanded.

Apart from these private agencies, several municipal labour exchanges were systematically engaged in 1930, in collaboration with the Netherlands Labour Exchange at Oberhausen, in finding situations for German women in the Netherlands — mainly in order to mitigate the shortage of servants. Generally speaking, these municipal agencies did not find situations for girls under 18. They also enquired into the previous history of the girls for whom they found situations.

The municipal labour exchanges and the private agencies found very few situations for Dutch women abroad in 1930.

## QUESTION 6.

### PROTECTION OF TRAVELLERS.

*“ Please give a statement of the work done during the year to protect women and children travelling in your country, especially at railway stations and ports. ”*

#### Replies.

UNION OF SOUTH AFRICA. — Passenger trains and steamers are met by members of this Department, who work in close touch with the Immigration Department officials. There appears to be no necessity for voluntary organisations protecting women and children.



**AUSTRALIA.** — All ships are met at the wharves by police, who work in conjunction with immigration authorities and welfare societies. Passport regulations are strictly administered. Police attend the arrival and departure of trains.

**DENMARK.**<sup>1</sup>

**FRANCE.** — Women and children travelling alone in France are constantly and effectively protected by the various police services permanently stationed at railway stations and ports, and the various philanthropic societies collaborate and render valuable service.

**FRENCH COLONIES AND MANDATED TERRITORIES.** — *French West Africa.* — Dakar, because of its importance as a port of call for most of the liners plying between Europe, North Africa and South America, has been provided with a special emigration office. The local police are responsible for this service in the southern ports (Guinea, Ivory Coast, Dahomey). There is very strict police supervision in the railway stations.

*French Possessions in India.*<sup>2</sup> — Supervision in the stations and ports is carried out by the police.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Ceylon.* — Members of the Young Women's Christian Association meet vessels arriving in Colombo Harbour, and give assistance to young women if required. The police examine passports at Colombo and Talaimannar, special attention being paid to those of women and children travelling under suspicious circumstances. The police also travel on the trains between Colombo and Talaimannar and look after women and children travelling on these trains when requested to do so.

*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 police officers.

*Gold Coast.* — Travellers can always apply to the police courts for protection should they need it.

*Straits Settlements.* — Notices of warning have been posted at police stations in the colony, and in the States of Johore and Kedah, at the wharves and piers at Singapore, Penang and Malacca, and in the front halls of all registered native passenger or lodging houses; arrangements were also made with the steamship lines running immigrant ships from India and China, to display copies of the notice on their steamers when arriving at Penang or Singapore from these countries.

*Fiji Islands.* — The police enquire into circumstances of all passengers who arrive and depart by steamer. Native women whose presence in ports cannot be justified are sent back to their villages.

*Iraq.* — The Railway Police and Port Police, as part of their normal functions, attend to this.

*Malta.* — Female foreigners who style themselves artistes are not permitted to accept employment in music-halls or other licensed premises unless properly guaranteed, and under conditions which are satisfactory to the Commissioner of Police. The duration of their stay depends on their behaviour. No unemployed female foreigner is allowed to reside in Malta unless she is of good character and properly guaranteed in terms of the Aliens' Law.

*Unfederated Malay States.* — *Johore.* — Notices in Chinese, Malay and English are posted at ports, railway stations, police stations and post offices, and in lodging-houses, telling women and girls requiring help or protection to report at the nearest Chinese protectorate or police station.

*Seychelles.* — The Inspector of Police boards every vessel calling at the port to prevent the landing of persons of immoral character. Full information is supplied by the Inspector of Police to the Governor of this colony before a passport is granted to women and children leaving the colony as emigrants. There are no railway stations in this colony.

<sup>1</sup> See report for 1929.

<sup>2</sup> See report for 1926.

HUNGARY. — The protection in railway stations of women and children passing through is provided by the "Hungarian Society against the Traffic in Women", the "National Federation of Catholic Women" and the "Hungarian National Federation of Protestant Women", whose reports are communicated.

EXTRACTS FROM THE REPORTS OF THE STATION MISSIONS IN 1930.

(a) *Hungarian Society against the Traffic in Women.* — The work of the station missions increased in 1930, the members of the missions being more numerous than the previous year and the transit traffic more intense.

The economic depression is causing whole families to leave the provinces and go to the capital in the hope of improving their position.

Among the victims of the depression was a large number of young girls, many of whom complained of attempts to seduce them which were made when they were without money and at the end of their resources.

Owing to the frequent changes in the railway service, the work of the charitable missions naturally fluctuates a good deal.

As these missions do not devote their whole time to working in this cause, the Hungarian Society against the Traffic in Women is now engaging paid employees to carry out strictly defined duties at the provincial railway stations.

At the present time, there are such employees at the railway stations of Miskolc and Celdömölk. The reorganisation of the services at the stations of Debrecen, Pécs and Nagykanizsa is proceeding.

There was less emigration to America in 1930, owing to the new and very severe restrictions. The control exercised by the United States is so strict that women going there are practically certain of securing a situation, but the position is much less favourable in South America, to which female industrial workers mainly go. Girls from Szabolcs and Transdanubia go to Canada to seek agricultural work or situations as domestic servants. Strict supervision is necessary in the case of South America, and we have done our utmost to secure the collaboration of women's organisations in procuring work for women going to South America.

STATISTICS.

*Budapest.*

	Cases
Advice given . . . . .	332
Material assistance . . . . .	69
Advice to foreign women . . . . .	64
Help in connection with taking tickets . . . . .	75
Conveyance to hospital . . . . .	8
Admission to hostels . . . . .	51
Expulsion from railway stations for misbehaviour . . . . .	12
Help to sick persons . . . . .	102
Help in connection with passports . . . . .	8
Help in conveying passengers to the station . . . . .	197
Help of various kinds . . . . .	84
Total . . . . .	1,002

*Provinces.*

	Cases
Advice given . . . . .	230
Material assistance . . . . .	183
Help of various kinds . . . . .	153
Accommodation for the night . . . . .	56
Applications to the police for assistance . . . . .	19
Help to sick persons . . . . .	8
Situations found . . . . .	8
Total . . . . .	657

(b) *Hungarian National Federation of Protestant Women.* — We had mission representatives at the East, West and Kelenföld Stations, and, during the summer months, at the Danube disembarkation wharves. They gave advice in 857 cases — in 193 cases to foreign women. The following foreign women were assisted: 27 French, 13 Swiss, 26 German, 2 Russian, 6 British, 23 Czech, 37 Roumanian and Saxon, 34 Serb and Croat, 25 Austrian.

In a certain number of important towns and frontier stations, we have been assisted by women agents, with whose help station services are organised at the most important points.

(c) *National Federation of Catholic Women.* — Our Federation has a mission in all the Budapest stations and in several provincial stations.

The following statistics show the work done in 1930 in the Budapest stations :

	Cases of help given	Cases of situations found for persons without shelter
East Station . . . . .	286	12
West Station . . . . .	319	11
Kelenföld Station . . . . .	369	15
South Station . . . . .	169	22

In the provinces, the work has increased, especially at Biharkeresztes, Miskolc, Szeged and Balassagyarmat.

There is also a regular service at Győr and Szentgotthard.

The Federation has a permanent woman representative at the Office for the Protection of Emigrants, who came to the assistance of 593 women in 1930.

INDIA. — *Bengal.* — New arrivals are watched at the port and railway station, and enquiries are made in suspicious cases.

*Bombay.*<sup>1</sup>

*Burma.* — During the year 1930, eight Burmese girls were rescued by the Rangoon Vigilance Society, having been brought into Rangoon for sale for immoral purposes from the Shan States and Upper Burma.

The Rangoon Vigilance Society has had new notices posted in all railway stations in Burma, in English and Burmese, for the protection of girls and women, and the Immigration Officer at the Port of Rangoon is in touch with the Society in case necessity arises.

IRISH FREE STATE. — No special protection is necessary. The civic guards visit all important railway stations. The Catholic Girls' Protection Bureau officers and those of similar societies attend ports and railway termini and in necessary cases advise kindred societies of other countries to look after women and children on arrival.

ITALY. — Keen vigilance continues to be exercised by the police at railway stations (especially at frontiers), at ports and on trains.

At stations and towns of any importance, committees are always active in giving moral and material assistance to young women travelling alone, and many thousands of young women and girls received help last year.

NETHERLANDS. — In September 1930, a Social Advice and Information Office (Maatschappelijk Advies- en Inlichtingen-Bureau) was set up at Amsterdam on the initiative of two private associations and installed in the waiting-room of the principal railway station. It gives advice and information free of charge to persons of either sex, and keeps in touch with the local station mission and with the various homes for women and girls.

The experience gained during the first few months has shown the advantages of having such an office at the station, in view of the large number of requests for information received from travellers.

The office also gives information to those in search of work and may be regarded more or less as the "vanguard" of the municipal labour exchange.

In many stations, private associations assist travellers and, in several towns, there are also hostels for women and girls.

POLAND. — As in previous years, the station missions have afforded protection to women and children travelling. The Ministry of Labour and Social Welfare has made a monthly grant of 17,500 zloty to the station missions. The following missions are still functioning: four at Warsaw, two at Lwow and two at Lodz. There is a station mission in the following places: Bialystok, Bydgoszcz, Czestochowa, Gdańsk, Grodno, Kalisz, Kattowitz, Kielce, Cracow, Lublin, Ostrow, Poznan, Radom, Tezew, Wilno. Those at Bielsk and Rawicz have been closed owing to the small amount of passenger traffic.

New station missions have been established at Danzig (harbour mission), Baranowicze, Kowel, Rowno, Stanislawow, Leszno, Zbassyn, Skarzysk and Grudziadz.

<sup>1</sup> See 1927 report.

A statistical table of the work done by the station missions in Poland and by the harbour mission at Danzig shows that help has been given to 144,807 persons. The following details are of interest: Those given accommodation have passed in the aggregate 28,660 nights in the mission premises and 2,794 at the station. A total of 4,840 persons have been sent to other homes or institutions, 4,139 have been handed over to the relief authorities, 7,777 to the official labour exchange and 4,482 to various offices and institutions. In 10,387 cases, help was given in the form of tickets, keeping of luggage, accommodation in train, boat, etc. In 17,615 cases, help was given in stations and, in 20,246 cases, food and assistance in kind (free board and lodging) were given, whilst 3,406 children travelling alone were helped.

**YUGOSLAVIA.** — The railway and frontier police commissioners, when inspecting identity cards, see that all minors are entered on the identity certificates of adults. Any unaccompanied minor is sent back from the frontier. Stations, hotels and night shelters are kept under supervision.

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## QUESTION 7.

### EMIGRATION AND IMMIGRATION.

*“ Please report on the measures taken during the year to protect women and children travelling to or from or through your country as migrants.”*

### Replies.

**UNION OF SOUTH AFRICA.** — Permits are still required by persons travelling to Portuguese East Africa, and, by arrangement, applicants are referred to the police for recommendation.

**CUBA.** — The Immigration Department keeps a very careful watch and refuses to let people land if there is reason to suspect that they might be engaged in traffic in women. When young women immigrants state that they have come to Cuba to marry, they are not allowed to land until the marriage has been celebrated before the Immigration Commissioner in person.

The statistics showing the number of immigrant women and children which were allowed to enter Cuban territory after complying with all the requirements of the Immigration Department (and in particular with the section dealing with the traffic in women and children) established for the first nine months of the year 1930 state that the immigrants numbered 994 over 21 years, 698 under 21 years (276 boys and 160 girls) and 29 over 60 years old. Of these, 1,040 were single, 337 married, 74 widowed and 10 were married in the immigration camp.

Women and children arriving in Cuba as immigrants cannot land unless persons of good repute or foreign welfare associations established in the country undertake to look after them and guarantee their good conduct, assuming for this purpose a responsibility before the law.

**DENMARK.** — The Emigration Department of the Y.W.C.A., the society “*Les amies de la jeune fille*”, the Danish Committee for Combating Traffic in Women and Children and the society “*Danske Kvinders Velfaerd*” deal with these matters. On the direct line carrying emigrants to Canada and the United States of America there will, in future, be a woman on each vessel to protect women and children.

**FRANCE.** — A large number of young girls — most of whom are of Polish nationality — have embarked at St. Nazaire for Cuba, Havana and Mexico, to join a relation or *fiancé*. On embarkation, they presented passports or affidavits made out in proper order. Nevertheless, the Polish Consulate-General in Paris has been informed of their departure with a view to obtaining any useful information with regard to the position of its nationals.

**FRENCH COLONIES AND MANDATED TERRITORIES.** — *French West Africa.* — Native emigration is subject to a special administrative authorisation and the deposit of the amount of the third-class return fare. The emigration of native women and children is unknown.

*Oceania.* — Immigrants only enter the colony in virtue of a proper labour contract and are placed under the supervision and control of the Government of the colony.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Cyprus.* — Women and children migrants are rare, and careful enquiry is made before passports are granted.

*Straits Settlements.* — Under the Labour Ordinance No. 14 of 1923, Section 58, an officer of the Chinese Protectorate in Singapore and Penang boards each Chinese immigrant ship on arrival and examines the female immigrants. Suspicious cases found during this examination are required for further enquiry and, if the Protector is not satisfied, he calls for security to be provided under Section 7 of the Ordinance that the woman or girl will not leave the settlement 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 for or she is married. If the truth of the statements made seems doubtful, the girl is permitted to proceed to her destination under security that she will report her arrival to the nearest protectorate which is notified of her arrival. A similar procedure is in force in the case of women or girls proceeding to British North Borneo, Sarawak, and the Netherlands Indies, except that the notification and report on arrival are made to the nearest local authority. 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 respectable relatives in China, arrangements are made to send her to her home through the good offices of the Secretary for Chinese Affairs, Hong-Kong.

*Gilbert and Ellice Islands.* — All immigrant females are either recruited under King's Regulation 1 of 1915 or granted a permit to travel by the local authority at the port of origin.

*Hong-Kong.* — (a) Women and children are examined at the Secretariat for Chinese Affairs in accordance with the provisions of the Asiatic Emigration Ordinance, 1915. (b) Leaving vessels are inspected by officials of the police and Secretariat for Chinese Affairs.

*Unfederated Malay States.* — *Johore.* — Immigration and emigration are almost entirely to and from China, chiefly via Singapore. Female immigrants entering Johore from Singapore or the Federated Malay States are photographed and listed by the Chinese Protectorate there to the Chinese Protectorate in Johore, and are put on security to report on arrival. In suspicious cases, they are detained for full enquiry to be made, and security bonds under the Women and Girls' Protection Enactment may be required before they are allowed to proceed to their destinations. In 1930, 557 female immigrants were listed in this way, and eighty-five security bonds were signed.

Emigration consists almost entirely of Chinese returning to China. In all cases where a female emigrant has been on security bond in the State, she is listed and her photograph sent to the Chinese Protectorate in Singapore or the Federated Malay States whenever she leaves the State, and security is taken that she will report to such protectorate on arrival. In 1930, there were listed in this way 281 female emigrants.

*Kedah.* — (a) Chinese returning to China with their families and intending to come back to Kedah are given (when applied for) endorsements of their photographs for identification. (b) Women and children immigrants from China via Penang report to the Protector of Chinese for enquiry and, if necessary, security is taken.

**INDIA.** — *Bengal.* — In cases of new arrivals, after enquiries are made they are placed in necessary homes (*e.g.*, St. Mary's Home, Y.W.C.A., and St. Vincent's Home) and measures taken to prevent their falling into the hands of undesirables. No cases occurred during the year 1930.

*Bombay.* — The Protector of Emigrants and the Protector of Pilgrims look after the interests of all emigrants and persons proceeding on or returning from pilgrimage. In Bombay City, protection work at the railway stations and harbour is done by the League of Mercy and other kindred societies.

*Burma.* — The Protector of Emigrants and Immigrants, appointed by the Local Government, and his assistant meet all incoming steamers. In any case in which it is suspected that a woman or girl has been imported for purposes of prostitution, she is detained while enquiries are made and, if necessary, she is sent back to her home.

**ITALY.** — No one may leave Italy without a passport, issued only after strict enquiry. This prevents inexperienced girls going abroad, attracted by specious offers of honest work, but really required for prostitution.

Constant and keen watch on the trains, in the railway stations and at the ports of embarkation assures the non-evasion of regulations.

A careful watch is also kept on immigration. The number of students and tourists travelling to Italy is very large, but relatively few people come to take up employment.

NETHERLANDS. — Little need has been felt in the Netherlands for measures governing the emigration of Dutch women. In previous reports, nothing has been said with regard to emigration to oversea territories, as no special measures for the protection of women and girls were regarded as necessary in that connection. In order to complete these data, we may, however, mention a system tried by a private committee for the "mutual protection" of women and girls travelling alone on Dutch steamers plying between the Netherlands and the Netherlands Indies against immoral behaviour, though the need for such measures seems doubtful.

Immigration and transmigration are more worthy of note. In particular, the immigration of German women further increased in 1930. The large number of girls, many of whom were not more than 14 or 15 years of age, is noteworthy. For the most part, they come from the industrial centres of Western Germany, and, in many cases, belong to families of Polish miners employed in that part of Germany. Very young girls often find employment as domestic servants in families in straitened circumstances.

There are several committees in the Netherlands which protect and assist girls. In some of the big towns, these committees have even appointed a German inspectress (*Fürsorgerin*) who protects the interests of her compatriots.

Transmigration is confined in the Netherlands to immigrants (most of whom come from Eastern Europe) passing through the country on their way to Netherlands ports to embark for South America or North America.

As long as the countries of destination retain the system of licensed houses, it is doubtful if, in spite of all measures taken during the voyage, it will be possible effectively to prevent the transport of persons who must be regarded as victims of the international traffic in women.

POLAND. — In order to prevent other moral offences against emigrants, the Emigration Office published in 1930 the Ordinances mentioned under 9 (Laws and Regulations).<sup>1</sup>

YUGOSLAVIA. — The emigration commissariat carries out the supervision of emigrants. A particularly strict watch is kept on women proceeding abroad alone.

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### QUESTION 8.

#### CHILDREN.

*"In addition to any information given in reply to previous questions, please state whether any other measures have been taken to protect children from exploitation for immoral purposes, especially where any system of adopting, pawning or bartering of children exists."*

#### Replies.

CUBA. — Children are not allowed to land unless they are accompanied by members of their family or are met by them or by some welfare association.

DENMARK<sup>2</sup>. — See the annual report sent to the Secretariat of the League in a note from the Royal Legation at Berne on May 23rd, 1923.

FRENCH COLONIES AND MANDATED TERRITORIES. — *French West Africa.* — The half-caste question has always been the subject of special care on the part of the local Governments. In the various colonies of French West Africa, the administration has set up orphanages for half-castes, where these children are cared for and brought up until they are of age. In the matter of the protection and education of children, Catholic and Protestant missions effectively second the work of the public authorities.

*Oceania.* — There is no pawning or bartering of children.

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<sup>1</sup> Page 29.

<sup>2</sup> See document C.164.M.40.1924.IV.

*Togoland.* — Pawning and trafficking in children is unknown in Togoland. There is, however, a system of adoption designed to give children a permanent home: adoption of orphans, of children born out of wedlock by the maternal grandparents and adoption of children, with the consent of the parents, by natives without children of their own.

GREAT BRITAIN. — Licences were issued during 1930, under the Children (Employment Abroad) Acts 1913 and 1930, in respect of (a) twelve girls between 14 and 16 years of age and thirty girls between 16 and 18, and (b) three boys between 14 and 16 and three boys between 16 and 18, who wished to fulfil theatrical engagements abroad.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Ceylon.* — The practice of pawning children is not in existence in Ceylon, but the adoption of children is not uncommon. They are not, as a rule, adopted for immoral purposes. The adoption, which is often carried out with the permission of a magistrate or other official, is usually for the purpose of training a child, whose parents are too poor to support it, as a domestic servant, and is more common among the Sinhalese than any other community. Cases sometimes occur in which these adopted children are ill-treated and the police are constantly on the watch for such cases. Twenty-three offences of this nature were detected by the police during 1930.

*Cyprus.* — It is common practice in Cyprus to take female orphans, young girls, the children of poor people and sometimes the children of poorer relations, as domestic servants. These girls do not ordinarily receive any wages, but live with the family and are virtually adopted. The employer usually provides a dowry in the event of their marriage, so that the system is in the main benevolent. They are not exploited for immoral purposes by their employers.

*Gold Coast.* — Local native custom and family control effectively prevent the exploiting of children for immoral purposes or for pawning or bartering.

*Straits Settlements.* — Under Sections 12, 14 and 15 of Ordinance 15 of 1930 (Women and Girls' Protection) children who are likely to be exploited for immoral purposes may be committed to the Po Leung Kuk Home. It is not necessary under the new Ordinance to obtain the permission of the Colonial Secretary to detain a girl under 15 (former Section 10).

*Gilbert and Ellice Islands.* — The number of European children in the colony is very small, and the question does not apply to them. To prevent the abuse of adoption in so far as native children are concerned, all Native Governments have been instructed to regard adoptive relationships as equivalent to those of the full blood.

*Hong-Kong.* — Ordinance 4 of 1897, as amended by Ordinance 21 of 1929, gives the Secretary for Chinese Affairs powers of control in the interest of female children and young persons. When dealing with children of both sexes and female young persons, he receives assistance from the Committee of the Po Leung Kuk and from the Salvation Army opened in Hong-Kong in April 1930.

*Iraq.* — Police throughout the country protect children from exploitation as part of their normal function.

*Unfederated Malay States.* — *Kedah.* — Cases in which adoption documents are presented to Government officers for registration are referred to the Protector of Chinese for enquiries. Any cases observed by the police are referred in the same manner.

*Johore.* — The Chinese have a very old system of adoption and it is rarely, if ever, abused for the exploitation of children for immoral purposes.

*Brunei.* — The practice of adopting children is fairly frequent amongst the Malays and Chinese in the State, but there are no reasons for suspecting abuses in connection with it.

*Seychelles.* — No system exists in the colony for the adopting, pawning or bartering of children. Measures are taken to prevent children leaving the colony without their parents or guardians.

INDIA. — *Bengal.* — See 1927 report.

*Bombay.* — The Children's Aid Society, Bombay, continued to do very useful work in protecting children from exploitation for immoral purposes. During the year under report, 784 children were admitted to the Children's Home, Bombay. Out of these, eight were victims of kidnapping, seven of kidnapping and rape, two of immoral traffic, and one was rescued from moral danger.

*Burma.* — See 1927 report.

**IRISH FREE STATE.** — The Catholic Protection and Rescue Society, other philanthropic societies and the clergy of all denominations take a very active interest in infant welfare and protection, and their activities are, to a very great extent, responsible for the absence of juvenile bartering in the Irish Free State.

**NETHERLANDS INDIES.** — Ninety-seven young men immigrants and thirty young women immigrants were placed under the supervision of the Batavia Central Department. The total number of immigrants of both sexes now under supervision is 591.

**YUGOSLAVIA.** — In order to protect children against exploitation for immoral purposes, there are at all police stations in important towns special sections for the protection of young persons, and in district courts and courts of first instance there are children's magistrates. Further, various State educational institutions take charge of abandoned or indigent children and teach them various trades or occupations which enable them afterwards to earn their living.

## 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.

**CUBA.** — Presidential Decree No. 384 of March 2nd, 1925, and Circulars 165 and 209 of the Secretary of State's Department, referring to the admission of foreigners to Cuba (supplementing the Immigration Law).<sup>1</sup>

**DENMARK.** — On April 15th, 1930, a new general criminal code was adopted in Denmark. This law, which is to come into force not later than January 1st, 1933, contains the following provisions for combating traffic in women to foreign countries :

A penalty of imprisonment for a term not exceeding four years shall be inflicted on anyone taking part in the removal of a person from the country for immoral purposes abroad if the person removed is under 21 years or is ignorant of the position.

**FRANCE.** — The Circular of February 26th, 1931, addressed to all the prefects contained fresh instructions for the supervision of brothels.

**FRENCH COLONIES AND MANDATED TERRITORIES.** — *French West Africa.* — Emigration is regulated by a Decree dated April 24th, 1928, and an Ordinance dated May 13th, 1928.

The Administration is well able to protect children against exploitation for immoral purposes. Offences of this nature are dealt with : (1) in the case of those amenable to the European Statute, under the first section of Article 334 of the Penal Code, as amended by the Laws of April 3rd, 1903, and December 30th, 1922 ; (2) in the case of natives, in virtue of the provisions of the Decrees of September 12th, 1905, and August 9th, 1920, according to which the act of depriving another person of his liberty is, in all cases, a punishable offence.

*Togoland.* — The Ordinance of June 5th, 1928, regulating the entry of French nationals and foreigners into the Colony and their movement therein and departure therefrom, as amended by the Ordinance of October 30th, 1928, provides that “ every person of French or foreign nationality allowed to enter the territory, who has produced his declaration of residence, must also deposit the cost of his return journey to his country of origin. Such deposit may be replaced by the furnishing of security, after enquiry ”.

The same ordinance provides that every person entering the territory must have a passport, a medical certificate and an extract from the police records.

**GREAT BRITAIN.** — The boroughs of Bootle, Cardiff and Leeds have obtained powers to make by-laws as to employment agencies, and these powers came into operation on January 1st, 1931.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Ceylon.* — An ordinance to regulate the employment of children as domestic servants is now under consideration by the Legislative Council. It emphasises,

<sup>1</sup> The text can be consulted in the Secretariat.



amongst other provisions, the duty imposed on the employer by the Education Ordinance to see that children in his service attend school.

*Cyprus.* — The Cyprus Criminal Code Order in Council 1928, Sections 144-149, which came into force as from January 1st, 1929.

*Straits Settlements.* — Ordinance No. 15 of 1930 (Women and Girls' Protection) was passed during 1930. It deals with procuration, detention in a brothel, selling or hiring for purposes of prostitution, punishment (whipping amongst others), detention of women by the Protector, powers of summoning people and powers of search.

Sections 12, 14 and 15 of this Ordinance correspond to 7, 8, 10 of Ordinance 143, which has been repealed.

*Fiji Islands.* — Ordinance No. 25 of 1930 deals with the care and custody of Indian children whose parents or guardians are dead or unfit to have care of them.

*Hong-Kong.* — Ordinance 13 of 1929 amending Ordinance 2 of 1865 gives a greater measure of control where trafficking for immoral purposes is suspected.

*Federated Malay States.* — Women and Girls' Protection Enactment, doing away with the system of tolerated brothels, was introduced before the Federal Council of the Federated Malay States in October 1930. Owing to the unanimous opposition of the unofficial members, the Bill was postponed. It eventually passed in January 1931, with the unanimous consent of the unofficial members, and came into force in March 1931. It deals with procuration, abetting and compelling of prostitution, suppression of brothels, the powers of the Protector, and the punishment of the offenders. Male offenders can be sentenced to whipping.<sup>1</sup>

*Unfederated Malay States.* — *Johore.* — The Women and Girls' Protection Enactment, 1926, and the Female Domestic Servants Enactment, 1926, provide for the protection of female children. It was amended in 1930 to give the Protector power to conduct prosecutions.

*Malta.* — Ordinance No. 8 of 1930 was enacted during the year. It deals with the punishment for inducing women over age, or girls under age, to leave the island for purposes of prostitution, with detention against their will in a brothel, with the powers of the Commissioner of Police, and with the punishment for living on the earnings of prostitution.<sup>1</sup>

*Nyasaland.* — The Fugitive Criminals Surrender (Amendment) Ordinance No. 10 of 1930.

*Sierra Leone.* — Ordinance No. 11 of 1930 (Immigration Restriction Ordinance).

**INDIA.** — *Madras.* — The Madras Legislature passed the Madras Suppression of Immoral Traffic Act (Act V of 1930, Madras)<sup>2</sup> to make better provision for the suppression of brothels and of traffic in women and girls and for other purposes of a like nature.

*Bombay.* — During the year under report, the Bombay Prevention of Prostitution Act, 1923,<sup>2</sup> was further amended. The definition of "brothel" was made more comprehensive, the keeping of a brothel, which formerly was an offence only if done by a man, was made illegal whether done by a man or a woman, and living on the earnings of prostitution of another person was made a cognisable and non-bailable offence punishable with enhanced penalties. The Bombay Government are considering legislation to deal with brothels in the city of Bombay which are disguised under the names of Turkish baths and massage institutions.

**ITALY.** — Royal Decree No. 139 of October 19th, 1930, promulgated the new Penal Code, which come into force on July 1st, 1931.

The definitions of the offences of instigating and abetting prostitution, compelling to prostitution, exploiting prostitutes and trafficking in women and children, the penalties for those offences and the police measures and subsidiary penalties, are contained in Part 9 of the new Code — entitled : "Offences against Public Morality and Decency" ; Chapter II — "Offences against Decency and Sexual Honour" — and more particularly in Articles 531 to 541 inclusive.<sup>3</sup>

<sup>1</sup> The text of the Ordinance can be consulted in the Secretariat.

<sup>2</sup> The texts can be consulted in the Secretariat archives.

<sup>3</sup> The text can be consulted in the Secretariat.

NETHERLANDS. — The Law of November 29th, 1930 (*Legal Gazette*, No. 433), relating to employment agencies will come into force at a date to be fixed later.<sup>1</sup>

We may also mention the organisation connected with the issue of transit cards for emigrants, under the terms of the international arrangement of June 14th, 1919.

POLAND. — Laws and Regulations :

(a) Circular of January 12th, 1930, No. 22/E.II, restricting the emigration of female agricultural workers into France ;

(b) Circular of May 19th, 1930, No. 3919/E.II, relating to the recruiting of female agricultural workers for France ;

(c) Circular of June 12th, 1930, No. 4620/E.II, relating to the correctness and authenticity of the identification papers in the possession of emigrants going to France ;

(d) Circular No. 5, of July 11th, 1930, No. 3120/E.II, relating to the emigration of Jewish households in cases where the marriage has been celebrated in accordance with Jewish rites.

(e) Circular of September 17th, 1930, No. 6998/E.II, designed to prevent the arrival of emigrants at the concentration station of Myslowice without previous arrangement.

(f) Circular of October 27th, No. 7736/E.II, relating to the periodical registration of persons desiring to emigrate to France.

(g) Circular of November 25th, 1930, No. 8401/E.II, relating to the statements to be inserted in the passports of women emigrants proceeding to Belgium in order to be married.

(h) Circular of November 27th, 1929, No. 8140, relating to the protection of emigrants against the traffic in women, in the official labour exchanges.

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<sup>1</sup> The text of this law may be consulted at the Secretariat.

Geneva, April 30, 1932.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

**REPORT ON THE WORK OF THE ELEVENTH SESSION**

(Geneva, April 4th to 9th, 1932.)

The eleventh session of the Traffic in Women and Children Committee was held at Geneva under the Chairmanship of Mme. H. Gr. ROMNICIANO, delegate of Roumania. Dr. Paulina LUISI, delegate of Uruguay, was Vice-Chairman.

The following were present :

*Government Delegates :*

Mme. H. Gr. ROMNICIANO ( <i>Chairman</i> )	<i>Roumania.</i>
Dr. P. LUISI ( <i>Vice-Chairman</i> )	<i>Uruguay.</i>
Dr. G. BÄUMER Mme. E. ZILLKEN, expert.	<i>Germany.</i>
His Excellency Count H. CARTON DE WIART M. I. MAUS, expert.	<i>Belgium.</i>
Dr. E. HEIN	<i>Denmark.</i>
Mme. M. L. DE MARTINEZ SIERRA M. E. MARTINEZ-AMADOR, substitute delegate.	<i>Spain.</i>
Mr. A. MAXWELL Miss I. WALL, assistant delegate.	<i>Great Britain.</i>
His Excellency M. E. REGNAULT	<i>France.</i>
His Excellency M. S. SAWADA M. S. MATSUMOTO, substitute delegate.	<i>Japan.</i>
His Excellency M. CHODZKO	<i>Poland.</i>

*Assessors :*

Mme. S. DE MONTENACH	International Catholic Girls' Protection Society.
Mme. G. AVRIL DE SAINTE-CROIX	Women's International Organisations.
Mme. L. CURÇHOD-SECRETAN	International Federation of Girls' Friendly Societies (Amies de la jeune fille).
Mr. F. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mr. S. COHEN	Jewish Association for the Protection of Girls and Women.
Mlle. M. LAVIELLE Dame Rachel CROWDY	International Union of Catholic Women's Leagues. (Nominated in a personal capacity.)

*Liaison Officer :*

Mlle. M. MUNDT

International Labour Office.

*Secretariat :*

M. E. E. EKSTRAND

Director of the Opium Traffic and Social Questions Sections.

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At the opening of the session, the Chairman paid a tribute to the memory of the late M. Aristide Briand and M. François Sokal.

The Committee learned with regret that Professor Ugo Conti (Italy) and M. Bourgois (France) were unable to attend the session owing to illness. Regrets were also expressed at the absence of Miss Grace Abbott (United States of America).

The Chairman welcomed Mme. Maria L. Martinez Sierra, the newly appointed delegate of Spain, replacing the Marquis de Guad-el-Jelu and recalled the contributions of the former Spanish delegate, whose valuable services on the Committee were highly appreciated.

With regard to the Minutes of the session, the Committee learned with regret that they would not be printed; this was due to the financial restrictions imposed on the Secretariat by the last Assembly. The corrections to the roneoed Minutes will only be circulated to the Committee in the form of an addendum sheet. The Committee felt that this procedure was highly unsatisfactory and accepted it only as a temporary measure; it hoped that it would be possible to adopt a better course next year.

I. PROGRESS REPORT BY THE SECRETARIAT.

In examining the Secretariat's report, the Committee noted that, since the last session, the Governments of Lithuania and Monaco had ratified the 1921 Convention, and that the latter country had also acceded to the 1904 Agreement and the 1910 Convention. It recorded with satisfaction the ratification of all three instruments by the following British colonies, protectorates and mandated territories :

Gambia	Palestine (including	Sarawak
Uganda	Transjordan)	Gilbert and Ellice Islands
Tanganyika	Zanzibar	Solomon Islands

The Committee has also been informed that the Government of Egypt has decided to accede to the 1921 Convention, and that the instrument of accession has already been forwarded to the Egyptian Consul at Geneva.<sup>1</sup>

The Government of Panama has intimated that it will submit the 1921 Convention to the National Assembly of September 1932 for ratification, and the Governments of Peru and Turkey are now considering the possibility of acceding to that Convention.

The Committee's attention was drawn to the fact that, despite repeated representations, the following States Members of the League have not yet acceded to the 1921 Convention :

Abyssinia	Haiti	Nicaragua
Argentine Republic	Honduras	Paraguay
Bolivia	Irish Free State	Salvador
Dominican Republic	Liberia	Venezuela
Guatemala	Mexico	

II. SUMMARY OF ANNUAL REPORTS OF GOVERNMENTS FOR 1930.

In examining the annual reports, the Committee noted that a large number of States did not yet report regularly to the Secretariat. It asked the Secretariat to make special efforts to obtain more information from the Governments by reiterated requests for answers to the Committee's questionnaire. The Secretariat may, if necessary, add explanations to the questionnaire. These annual reports were of the highest importance to the work of the Committee, and the Committee would be obliged if all Governments could give as many details as possible about the cases occurring during the year. In order to discover any loopholes in the existing laws, the Committee would also be glad to learn why the prosecution of traffickers sometimes failed. The Secretariat was requested to study the possibility of presenting the contents of the annual reports in a different manner, in order to make a comparative study possible and to render the summary clearer. The Committee again emphasised the necessity that Governments should make a very clear distinction in their reports between national and international cases of the traffic.

The reports for 1930 mention over a thousand cases; this proves that the subject with which the Committee is dealing continues to deserve the closest attention of the League and of the Governments.

<sup>1</sup> Egypt has deposited with the Secretariat, on April 13th, 1932, the instrument of accession to the International Convention of 1921 for the Suppression of Traffic in Women and Children.

With regard to *employment agencies*, it is pointed out that the International Labour Conference of 1932 has on its agenda the question of the abolition of employment agencies charging a fee. The delegate of Spain informed the Committee that her country is at present considering the introduction of a State monopoly for employment agencies.

In connection with the *migration of young women* between Germany and the Netherlands, the Committee learned with interest of the control exercised by the Governments concerned in co-operation with voluntary organisations at the frontier. Centres for the protection of young girls have been established in the Netherlands, in which any girl to be deported can be received at the request of the Netherlands authorities. It was pointed out that, in consequence of these measures, the numbers of German women deported from the Netherlands had decreased considerably between 1924 and 1929.

During the discussions on the question of migration, attention was drawn to the fact that the emigration of women and children had greatly decreased, but that a new problem had arisen—the repatriation of necessitous women and girls—probably due to the present world economic crisis.

Mme. Avril de Sainte-Croix reported that centres had been opened by the French National Council of Women in France for the protection of migrants, and probably a great number of women and children immigrating into France now came within the Council's purview.

Mr. Cohen reported that the return of necessitous women and children to their country of origin was on the agenda of the Permanent Conference for the Protection of Migrants, and that he hoped after the Conference to be able to place useful information before the Committee.

The Committee recommends that the Governments should work in close co-operation with voluntary organisations in order to give the fullest protection to necessitous women and children when repatriated.

In the field of *legislation*, a number of important changes have occurred during 1930, particularly in one or two British colonies. Spain has also reorganised her central authority and is studying the possibility of total abolition of regulation in matters of prostitution.

The Committee heard with particular satisfaction a statement by M. Maus that, on February 25th, 1932, a bill had been introduced into the Belgian Parliament aiming at the suppression of licensed houses and the abolition of the regulation of prostitution in Belgium. The Committee congratulated M. Maus on his personal contribution to the successful campaign in Belgium against an evil which the Committee had been fighting for many years.

The Committee received valuable information from Dame Rachel Crowdy about the *situation in the Far East*. She had gathered information about the closing of licensed houses in the International Settlement of Shanghai, and she had been assured by medical men and the authorities that this measure had not led to an increase in venereal disease or to disorder.

Mr. Sempkins drew attention to the fact that Egypt had acceded to the Convention of 1921; this result was largely due to the work of the International Bureau. He also gave information concerning an experiment that was being made by the Government of Egypt in one area in order to decide on the possibility of suppressing licensed houses in Egypt—an experiment due in great measure to the work of the Association for Moral and Social Hygiene, the British branch of the International Abolitionist Federation.

### III. REPORTS FROM INTERNATIONAL ORGANISATIONS.

(a) The representative of the *International Labour Office* submitted a report on those aspects of the activity of the International Labour Organisation in 1931 which presented special interest to the Traffic in Women and Children Committee. The Chairman called the Committee's attention to the fact that one of the questions dealt with in this report—that of the admission of children to non-industrial employment—was within the competence of the Child Welfare Committee, and proposed that the matter be referred to that Committee. This proposal being agreed to, Mlle. Mundt stated that the International Labour Office had prepared a report on the improvements of conditions for seamen when in port, the suggested improvements including the prohibition of the employment of barmen or barmaids under a certain age in public-houses and the prohibition of soliciting of seamen in port areas. This report was intended to be laid before a preparatory technical maritime conference which was to meet in October 1931. As it was not possible to hold the Conference, it was decided to hold a special maritime session of the International Labour Conference in 1933, at which these questions will be examined.

(b) Baroness de Montenach spoke on behalf of the *Association catholique internationale des œuvres de protection de la jeune fille*. Her report dealt mainly with the results of the Congress of the Association held at Budapest in June 1931, which devoted special attention to the question of emigration. Among the matters considered are the provision of employment for girls abroad and the conditions and laws governing immigration into the various countries. It was decided to hold periodical technical conferences at the Association's headquarters for the purpose of improving the station missions. Mme. de Montenach described the work done by her Association, and gave particulars of cases of trafficking, urging the necessity of protection against the dangers of unemployment.

At the request of the representative of Uruguay, Mme. de Montenach promised, for the Committee's next meeting, information regarding the results obtained by the enquiries undertaken by her organisation.

(c) Mme. Curchod-Secretan submitted the report of the *International Federation of Girls' Friendly Societies*. She observed that the associations belonging to that organisation had progressed in spite of the prevailing economic difficulties. Station missions and homes have increased in number, especially in the Baltic States, Yugoslavia and Roumania. New employment agencies have been opened at Strasburg and Berne—the latter specially for employment in Great Britain. A social information bureau has been organised in the Netherlands, and an information service in North Africa. She called attention to an appeal issued by eight important women's associations on behalf of the cause of abolitionism, and sent to those Governments which still maintain the system of regulated prostitution, in the hope of prevailing upon them to put an end to this special regime.

(d) Mme. Avril de Sainte-Croix stated in her report submitted on behalf of the *Women's International Associations* that these associations had been asked to give their opinion on the compulsory or voluntary repatriation of foreign prostitutes, on the necessity of creating, where such did not exist, women police or auxiliary services for the protection of children and women, and on the measures adopted for the suppression of obscene publications. She read the text of the questionnaire sent to the associations and explained that information had been requested as to the assistance given to prostitutes under age by the organisations engaged in rescue work. She quoted from the replies which had been received from sixteen countries. Reports had been sent by the following associations: International Alliance of Women for Suffrage and Equal Citizenship, St. Joan's Social and Political Alliance, Women's International League for Peace and Freedom, International Council of Women and World's Young Women's Christian Association. Mme. Avril de Sainte-Croix said that the great majority of women's international associations had declared themselves opposed to the expulsion of foreign prostitutes, that they had made strenuous efforts to obtain the ratification of the 1923 Convention for the Suppression of Obscene Publications, that they were everywhere urging that licensed houses should be closed, and were taking steps to induce Governments to introduce women police where such did not as yet exist.

The Chairman asked Mme. Avril de Sainte-Croix to be good enough to express to the World's Young Women's Christian Association the Committee's gratitude for the valuable assistance given by its national committees to the League's Commission of Enquiry in the Far East.

(e) Mlle. Lavielle submitted the report of the *International Union of Catholic Women's Associations*, which deals with the position taken up by the International Union with regard to the problem of the abolition of licensed houses, with the action of the Union against prostitution and with its co-operation in the enquiry of the experts in the East. The Union considers that its chief task consists in protecting and educating girls, more particularly those who receive no support from their families or do not live with their families. In order to facilitate the enquiry undertaken by the League of Nations in the East on the traffic in women and children, the Union has sent to the experts lists of mission centres capable of supplying them with information.

The Chairman requested Mlle. Lavielle to thank the mission's organisation on behalf of the Committee for the effective help it had given the Commission of Enquiry.

(f) Mr. Sempkins, on behalf of the *International Bureau for the Suppression of Traffic in Women and Children*, in submitting his report, stated that, in view of the opposition encountered by the proposal for the repatriation of foreign prostitutes submitted by the Bureau at the Committee's last session, he did not wish to pursue the suggestions made by the Bureau before they had been re-examined at its next Congress. He noted particularly the activities of the Egyptian National Committee, which had achieved its object of drawing attention to the necessity of abolishing the official regulation of prostitution. He also referred to the Indian Committee, which had succeeded in securing the adoption of a law making houses of prostitution illegal in Bombay. The Bureau has also studied the utility of propaganda films against the traffic; such films sometimes met with enthusiastic approval and sometimes the most uncompromising condemnation. Attached to the annual report of the Bureau was a statement summing up the arguments adduced for and against these films. The Belgian and German delegates laid stress on the dangers of such films, and drew attention to the difficulties of producing films of this kind having an artistic and moral character likely to exercise a good influence on the minds of the audience.

The Uruguayan delegate recalled, in connection with certain observations contained in the Bureau's report, the recommendation of the Assembly that the Committee should deal with the dangers involved by the present unemployment and economic depression and asked that the Committee should undertake an enquiry on the relation between these questions and prostitution.

A discussion followed with regard to the possibilities and the utility of such an enquiry. It was advocated by the German delegate and by certain delegates of private associations. The Danish and British delegates emphasised the practical difficulty of getting correct knowledge by such an enquiry. The Danish delegate suggested that it should be carried out by the voluntary organisations.

Mr. Sempkins said that his organisation had placed this question on the agenda of its meeting of September 1932. The representatives of certain other organisations also declared their willingness to take part in such an enquiry. The Committee asked the International Bureau for the Suppression of Traffic in Women and Children to report to it on the subject at its next meeting.

(g) The Committee heard a report from Mr. Cohen on the work of the *Jewish Association for the Protection of Girls and Women*. This association had been able to carry on its work

despite the difficulties of the present time. It had dealt, in particular, with special cases notified by its various branches in Europe and overseas.

The Rapporteur reported on the measures taken against the "Zwi-Migdal" society in the Argentine, which had led to the dissolution of the society and the deportation of the traffickers in question. He described their methods, mentioning the supervision exercised by the Association in the Buenos Ayres, Montevideo and Rio de Janeiro docks, and the consolidation of the work of the Jewish committees for the protection of girls in Poland. The report also contained a brief account of the work done through the London Central Bureau in liaison with its overseas branches and its committees.

The Uruguayan delegate gave details of the legal proceedings taken in Uruguay, in accordance with the law in force concerning procuring, against the members of the "Zwi-Migdal" deported from the Argentine. She handed in certain documents on this question to the Secretariat.

The Committee thanked the voluntary organisations for their valuable reports, expressed its appreciation of their work and hoped that their activities will be pursued.

#### IV. AMENDMENTS TO THE CONVENTIONS OF 1910 AND 1921.

For a number of years, the Committee has studied the possibility of extending the scope of the provisions contained in the International Conventions of 1910 and 1921 in order to enable the traffic in women and children to be more effectively suppressed. The attention of the Committee has been concentrated on two questions :

(a) *Elimination of the Age-limit.*—The existing conventions provide for the punishment of traffic in women and children, notwithstanding the consent of the victims if they are under 21 years of age. They provide also for the punishment of the traffic in women over age if the traffickers employ fraud, violence, threats or any other method of compulsion, or abuse their authority. The traffic in women over 21 years of age, however, is not punishable according to the provisions of the conventions if such women, with full knowledge of the facts, consent to become victims of the traffic.

In 1931, the Committee had already suggested filling this gap in the existing legislations and had instructed the Secretariat to ask the Governments signatories to the Conventions whether they would be prepared, by abolishing the age-limit in the Conventions of 1910 and 1921, to punish trafficking in women who are over age and who consent. Thirty-one Governments have sent in their answers, and thirty have declared themselves to be, in principle, in favour of the Committee's proposal. In many cases, however, this adhesion was only given subject to certain limitations contained in national laws and regulations.

The Secretariat submitted this year to the Committee the answers of the Governments, together with a comparative study of the laws and regulations in force in those countries which already punish trafficking in women who are over age and who consent (see document C.T.F.E.534), thus showing the particular position taken up by each country and the kind of limitations embodied in existing legislations.

The Committee discussed at length whether trafficking in women who are over age and who consent should be made punishable only with certain limitation; in particular, with the limitation providing for the punishment of traffickers only in cases where the victims are intended for traffic abroad.

Certain delegates and assessors pleaded for punishment without any limitations, pointing out that the traffickers would always find the way to escape punishment if certain restrictions were allowed. On the other hand, certain members of the Committee were of the opinion that an unrestricted extension of the present provisions of the International Conventions to the traffic in women over age might imply injustices in certain cases, and in this connection it was recalled that, as yet, a few States only went as far as to punish the traffic in women over age without any limitations.

The following resolution was adopted :

" The Traffic in Women and Children Committee,

" Having noted the answers received from Governments on the question of the elimination of the age-limit in the Conventions of 1910 and 1921 ;

" Considering that it follows from these answers that in some countries the traffic in women over age is already punished without any restrictions, that in other countries this traffic is not punishable according to the penal legislation, and that again in other countries this traffic is punished under certain limitations such as to allow prosecution—for instance, only in cases where the victims are sent abroad ;

" Considering that the traffic in women is always and in all circumstances a profoundly immoral and anti social act ;

" Considering that experience has shown that impunity as regards traffic in women who are over age and who consent is hampering the effective suppression of traffic in minors :

" Expresses the opinion that the traffic in women, even if the victims are over age and consent, should be punished ; and begs the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the above-mentioned conventions."

(b) *Repression of the Activities of Souteneurs.*—In 1931, the Committee had elaborated an additional draft Protocol to the Conventions on the traffic in women and children, providing



(c) Mme. Curchod-Secretan submitted the report of the *International Federation of Girls' Friendly Societies*. She observed that the associations belonging to that organisation had progressed in spite of the prevailing economic difficulties. Station missions and homes have increased in number, especially in the Baltic States, Yugoslavia, and Roumania. New employment agencies have been opened at Strasburg and Berne—the latter specially for employment in Great Britain. A social information bureau has been organised in the Netherlands, and an information service in North Africa. She called attention to an appeal issued by eight important women's associations on behalf of the cause of abolitionism, and sent to those Governments which still maintain the system of regulated prostitution, in the hope of prevailing upon them to put an end to this special regime.

(d) Mme. Avril de Sainte-Croix stated in her report submitted on behalf of the *Women's International Associations* that these associations had been asked to give their opinion on the compulsory or voluntary repatriation of foreign prostitutes, on the necessity of creating, where such did not exist, women police or auxiliary services for the protection of children and women, and on the measures adopted for the suppression of obscene publications. She read the text of the questionnaire sent to the associations and explained that information had been requested as to the assistance given to prostitutes under age by the organisations engaged in rescue work. She quoted from the replies which had been received from sixteen countries. Reports had been sent by the following associations: International Alliance of Women for Suffrage and Equal Citizenship, St. Joan's Social and Political Alliance, Women's International League for Peace and Freedom, International Council of Women and World's Young Women's Christian Association. Mme. Avril de Sainte-Croix said that the great majority of women's international associations had declared themselves opposed to the expulsion of foreign prostitutes, that they had made strenuous efforts to obtain the ratification of the 1923 Convention for the Suppression of Obscene Publications, that they were everywhere urging that licensed houses should be closed, and were taking steps to induce Governments to introduce women police where such did not as yet exist.

The Chairman asked Mme. Avril de Sainte-Croix to be good enough to express to the World's Young Women's Christian Association the Committee's gratitude for the valuable assistance given by its national committees to the League's Commission of Enquiry in the Far East.

(e) Mlle. Lavielle submitted the report of the *International Union of Catholic Women's Associations*, which deals with the position taken up by the International Union with regard to the problem of the abolition of licensed houses, with the action of the Union against prostitution and with its co-operation in the enquiry of the experts in the East. The Union considers that its chief task consists in protecting and educating girls, more particularly those who receive no support from their families or do not live with their families. In order to facilitate the enquiry undertaken by the League of Nations in the East on the traffic in women and children, the Union has sent to the experts lists of mission centres capable of supplying them with information.

The Chairman requested Mlle. Lavielle to thank the mission's organisation on behalf of the Committee for the effective help it had given the Commission of Enquiry.

(f) Mr. Sempkins, on behalf of the *International Bureau for the Suppression of Traffic in Women and Children*, in submitting his report, stated that, in view of the opposition encountered by the proposal for the repatriation of foreign prostitutes submitted by the Bureau at the Committee's last session, he did not wish to pursue the suggestions made by the Bureau before they had been re-examined at its next Congress. He noted particularly the activities of the Egyptian National Committee, which had achieved its object of drawing attention to the necessity of abolishing the official regulation of prostitution. He also referred to the Indian Committee, which had succeeded in securing the adoption of a law making houses of prostitution illegal in Bombay. The Bureau has also studied the utility of propaganda films against the traffic; such films sometimes met with enthusiastic approval and sometimes the most uncompromising condemnation. Attached to the annual report of the Bureau was a statement summing up the arguments adduced for and against these films. The Belgian and German delegates laid stress on the dangers of such films, and drew attention to the difficulties of producing films of this kind having an artistic and moral character likely to exercise a good influence on the minds of the audience.

The Uruguayan delegate recalled, in connection with certain observations contained in the Bureau's report, the recommendation of the Assembly that the Committee should deal with the dangers involved by the present unemployment and economic depression and asked that the Committee should undertake an enquiry on the relation between these questions and prostitution.

A discussion followed with regard to the possibilities and the utility of such an enquiry. It was advocated by the German delegate and by certain delegates of private associations. The Danish and British delegates emphasised the practical difficulty of getting correct knowledge by such an enquiry. The Danish delegate suggested that it should be carried out by the voluntary organisations.

Mr. Sempkins said that his organisation had placed this question on the agenda of its meeting of September 1932. The representatives of certain other organisations also declared their willingness to take part in such an enquiry. The Committee asked the International Bureau for the Suppression of Traffic in Women and Children to report to it on the subject at its next meeting.

(g) The Committee heard a report from Mr. Cohen on the work of the *Jewish Association for the Protection of Girls and Women*. This association had been able to carry on its work



despite the difficulties of the present time. It had dealt, in particular, with special cases notified by its various branches in Europe and overseas.

The Rapporteur reported on the measures taken against the "Zwi-Migdal" society in the Argentine, which had led to the dissolution of the society and the deportation of the traffickers in question. He described their methods, mentioning the supervision exercised by the Association in the Buenos Ayres, Montevideo and Rio de Janeiro docks, and the consolidation of the work of the Jewish committees for the protection of girls in Poland. The report also contained a brief account of the work done through the London Central Bureau in liaison with its overseas branches and its committees.

The Uruguayan delegate gave details of the legal proceedings taken in Uruguay, in accordance with the law in force concerning procuring, against the members of the "Zwi-Migdal" deported from the Argentine. She handed in certain documents on this question to the Secretariat.

The Committee thanked the voluntary organisations for their valuable reports, expressed its appreciation of their work and hoped that their activities will be pursued.

#### IV. AMENDMENTS TO THE CONVENTIONS OF 1910 AND 1921.

For a number of years, the Committee has studied the possibility of extending the scope of the provisions contained in the International Conventions of 1910 and 1921 in order to enable the traffic in women and children to be more effectively suppressed. The attention of the Committee has been concentrated on two questions :

(a) *Elimination of the Age-limit.*—The existing conventions provide for the punishment of traffic in women and children, notwithstanding the consent of the victims if they are under 21 years of age. They provide also for the punishment of the traffic in women over age if the traffickers employ fraud, violence, threats or any other method of compulsion, or abuse their authority. The traffic in women over 21 years of age, however, is not punishable according to the provisions of the conventions if such women, with full knowledge of the facts, consent to become victims of the traffic.

In 1931, the Committee had already suggested filling this gap in the existing legislations and had instructed the Secretariat to ask the Governments signatories to the Conventions whether they would be prepared, by abolishing the age-limit in the Conventions of 1910 and 1921, to punish trafficking in women who are over age and who consent. Thirty-one Governments have sent in their answers, and thirty have declared themselves to be, in principle, in favour of the Committee's proposal. In many cases, however, this adhesion was only given subject to certain limitations contained in national laws and regulations.

The Secretariat submitted this year to the Committee the answers of the Governments, together with a comparative study of the laws and regulations in force in those countries which already punish trafficking in women who are over age and who consent (see document C.T.F.E.534), thus showing the particular position taken up by each country and the kind of limitations embodied in existing legislations.

The Committee discussed at length whether trafficking in women who are over age and who consent should be made punishable only with certain limitation; in particular, with the limitation providing for the punishment of traffickers only in cases where the victims are intended for traffic abroad.

Certain delegates and assessors pleaded for punishment without any limitations, pointing out that the traffickers would always find the way to escape punishment if certain restrictions were allowed. On the other hand, certain members of the Committee were of the opinion that an unrestricted extension of the present provisions of the International Conventions to the traffic in women over age might imply injustices in certain cases, and in this connection it was recalled that, as yet, a few States only went as far as to punish the traffic in women over age without any limitations.

The following resolution was adopted :

" The Traffic in Women and Children Committee,

" Having noted the answers received from Governments on the question of the elimination of the age-limit in the Conventions of 1910 and 1921 ;

" Considering that it follows from these answers that in some countries the traffic in women over age is already punished without any restrictions, that in other countries this traffic is not punishable according to the penal legislation, and that again in other countries this traffic is punished under certain limitations such as to allow prosecution—for instance, only in cases where the victims are sent abroad ;

" Considering that the traffic in women is always and in all circumstances a profoundly immoral and anti social act ;

" Considering that experience has shown that impunity as regards traffic in women who are over age and who consent is hampering the effective suppression of traffic in minors :

" Expresses the opinion that the traffic in women, even if the victims are over age and consent, should be punished ; and begs the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the above-mentioned conventions."

(b) *Repression of the Activities of Souteneurs.*—In 1931, the Committee had elaborated an additional draft Protocol to the Conventions on the traffic in women and children, providing

for the punishment of *souteneurs*. This draft Protocol was submitted for observation to all Members of the League of Nations and signatories of the Conventions of 1910 and 1921. One-third of the Governments sent in their answers in time to be submitted to the Committee in 1932 (see document C.T.F.E.538 and 538(a)). In the great majority of these answers, no objections were raised to the Committee's proposal of adding to the existing International Conventions provisions for the punishment of *souteneurs*. The answers submitted to the Committee showed that an agreement might be reached with regard to the definition of *souteneurs* (Article 1), the question of extradition (Article 6), and the question of competency of tribunals (Article 7). With regard, however, to those articles dealing with the punishment to be imposed and with regard to criminal procedure (Articles 2 to 5), the answers indicated that it would be very difficult at the moment to reach international agreement.

The Committee preferred not to enter into a discussion of the answers received, but to wait until the majority of Governments had expressed their views. In order to save time, however, it was decided to submit all the incoming answers to the Legal Sub-Committee, which should meet in time to prepare a report for the next session of the Advisory Committee.

The Committee also decided to send the additional draft Protocol, through the intermediary of its assessors, to the voluntary international organisations, requesting them to submit their opinions to the Secretariat, in order to be taken into consideration by the Legal Sub-Committee together with the answers from Governments.

#### V. CENTRAL AUTHORITIES.

The Committee considered the report of the Secretariat on the organisation and practical work of the central authorities established under Article 1 of the 1904 Agreement on Traffic in Women and Children. Note was taken of the answers of the Polish and Japanese Governments received since this report had been drawn up, and of a report on the practical activities of the International Criminal Police Commission of Vienna. The discussions were opened on whether closer contact should be established between the Secretariat and the central authorities and whether an international central information bureau should be organised at the seat of the League of Nations or elsewhere.

A discussion took place as to whether the task of the central authorities could, without disadvantage, be entrusted exclusively to police authorities. It was pointed out that the same form of organisation is not possible in all countries and it appeared preferable to leave this question to the judgment of Governments, provided they entrust the work to an active department.

The Committee was unanimously of opinion that closer contact between the central authorities and the Secretariat was necessary, and that it was even advisable to have personal contacts whenever possible. It having been pointed out that some of the central authorities were not working very satisfactorily, the opinion was expressed that, in the case of some of the countries which have abolished the regulation of prostitution, this might be due to the fact that the department concerned was being reorganised and was still working on tentative lines. The Committee was unanimous in its opinion that the annual reports on the traffic showed that in some countries the organisation of central authorities might be improved. The following resolution was adopted :

“ The Traffic in Women and Children Committee recommends that more direct contact should be established between the central authorities and the Secretariat, with a view to a closer analysis of the cases of traffic reported.

“ It also recommends that the Secretariat should maintain close contact with organisations such as the International Criminal Police Commission.

“ The Committee requests the Council to ask the Governments to examine if it is possible to improve the organisation of the central authority, to strengthen its power of action and to encourage its relations with voluntary organisations, with a view to rendering its work more efficient.”

#### VI. WOMEN POLICE.

Following on a resolution of the twelfth Assembly, the question of women police was once more brought before the Committee. The hope was expressed that any further study should not be limited to traffic questions but should take account of the welfare work done by women police. The Secretariat was instructed to collect further information and to undertake a study of the development, recruiting and training of women police. The following resolution was adopted :

“ The Advisory Committee welcomes the resolution of the Assembly on women police and decides to keep the question on its agenda. It asks the Secretariat to be good enough to continue to collect information on this subject.”

#### VII. REPATRIATION OF PROSTITUTES.

Dr. Paulina Luisi, delegate of Uruguay, submitted a detailed and interesting preliminary report on the repatriation of prostitutes, on the basis of the memorandum submitted on the subject in 1931 to the Committee by the representative of the International Bureau for the

Suppression of Traffic in Women and Children. She also referred to the resolution adopted by the Committee in 1923 on the expulsion of foreign prostitutes in licensed houses and to the proposal submitted by M. Maus at the Seventh International Congress of the Bureau (London, 1927) concerning compulsory repatriation and the penalties applicable in the event of the return of deported prostitutes.

The Bureau's proposals dealt, *inter alia*, with the possibility of the compulsory repatriation of foreign prostitutes, the penalties for the illicit return of previously repatriated prostitutes and the question of voluntary repatriation. During the course of her study, Dr. Luisi consulted each member of the Committee with regard to these proposals and also took into consideration the forty-eight protests against compulsory repatriation lodged by private organisations. This consultation showed that there was a strong feeling against any kind of measures aiming at the compulsory repatriation of prostitutes.

The Rapporteur pointed out in this connection that the expulsion of prostitutes was not a solution of the problem and that prostitutes are in many cases abandoned without resources at the frontier—which obliges them to re-enter the country illegally, either continuing to engage in prostitution or being sent to prison.

The Rapporteur stressed certain points which, in her view, should form the basis of any resolution on the subject, particularly the social duty of rescuing such women, the fact that it is contrary to what is humanly due to them to place them in a category apart and the further consideration *that measures taken in connection with them ought to come within the general provisions of ordinary law.*

The Rapporteur felt also that repatriation could not be considered without examining at the same time the question how repatriated prostitutes might be helped to earn their living respectably.

As regards the repatriation of minors, the Rapporteur urged the Committee not to take any decision which did not first and foremost consider the best hope of re-educating or rescuing the minor—a result which was not always brought about by repatriation.

Though on the whole opposed to the compulsory repatriation of prostitutes, the Committee felt that, since the report submitted to it was only preliminary in character, it could not come to any final conclusions ; it requested Dr. Luisi to continue her study and to submit the question again at the next session of the Committee.

#### VIII. EMPLOYMENT OF YOUNG WOMEN ARTISTES ABROAD.

The British delegate submitted a report on this question, which had been the subject of numerous enquiries, discussions and resolutions of the Committee in the past. This problem has been on the agenda of the Committee since 1922, and various measures have been recommended to Governments in order to protect young women artistes going abroad. These recommendations dealt, in the first place, with measures to be taken by the home country of such artistes, where supervision was recommended whenever young female artistes applied for passports. The Committee had also recommended a closer supervision of music-halls and similar establishments in each country. Another useful measure was supervision by the competent foreign representatives abroad whenever artistes renewed their contracts and requested a prolongation of visas. The Committee felt that, although this question had made great progress, it might be useful to keep the subject on the agenda and so enable any member to present in due course any further observations desired.

The following resolution was adopted :

“ The Advisory Committee, having studied, with the help of the International Labour Office, the subject of the employment of young women abroad in music-halls and similar places of amusement, considers that the resolutions which it has passed and the documents which it has prepared will be of assistance in helping Governments to effect the necessary measures of protection for young artistes, and decides therefore that, while keeping the subject on its agenda, it will postpone further study of the problem till a future session.”

#### IX. VARIOUS QUESTIONS.

(a) Last year, the Committee delegated, as its observer, M. Maus to attend the Congress of the International Abolitionist Federation held at Strasburg and Colmar from April 30th to May 2nd, 1931. The Committee thanked M. Maus for his report on the discussions of this Congress, in which the Committee was keenly interested.

(b) A revised questionnaire established to facilitate the compilation of more accurate information on cases of traffic, which the Governments members of the Committee had studied and approved, was finally adopted by the Committee. It decided to request the Council to send the questionnaire to the States Members of the League and to all the signatories of the 1921 Convention.

(c) The budget for the Committee's work for 1933 submitted by the Secretariat was adopted unanimously.

(d) The Committee decided to hold its next session on April 3rd, 1933.

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## JOINT MEETING OF THE COMMITTEE ON TRAFFIC IN WOMEN AND CHILDREN AND THE CHILD WELFARE COMMITTEE

(April 9th and 10th, 1932.)

The Advisory Committee considered that certain questions on its agenda, more particularly the constitution of the Committees, the publicity given to their work and the exploitation and adoption of children, concerned both Committees. It decided accordingly to hold a joint meeting to discuss those questions.

### CONSTITUTION OF THE ADVISORY COMMITTEE FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

On the initiative of the Council, in 1929, the Commission had been invited to examine, at its session in 1932, certain questions concerning its own statute and composition. The delegate of Great Britain having been requested to submit a report on the subject, a discussion was held on the basis of that document.

This report spoke of the Commission's origin, development and field of activity. It raised the question of the total or partial reorganisation of the Commission and also the question of its procedure.

The suggestions put forward in the report referred principally to the possibility of substituting for the two existing Committees a single Commission for social questions, to the duties of Government delegates, the number of such delegates, the representation of international voluntary organisations and the work and composition of the Commission's secretariat.

From the discussion which took place on the subject, it appeared that the Commission has need of three different elements to achieve useful work : the assistance of Government delegates representing the views of the various State administrations, the assistance of representatives of public opinion through the intermediary of the big international voluntary organisations and the co-operation of experts who are specialists in the questions on the agenda. As regards the representatives of the organisations in question, it was realised that their support was essential to enable Governments to give effect, supported by public opinion, to the resolutions adopted by the Commission, and certain assessors stressed the importance of the organisations being permanently represented by the same person at the successive sessions of the Commission. A number of speakers urged the importance of ensuring fuller expert assistance in the work of the Commission, as regards both the Commission itself and the secretariat, and in this connection special reference was made to the methods of work and research adopted in the matter of social legislation by the International Labour Organisation. The majority of delegates and assessors expressed the view that the Commission should continue to work in the form of two separate committees. It was further pointed out that certain social questions, such as problems of assistance and those concerning the treatment of prisoners requiring exhaustive study, do not come within the competence of either of the two Committees which constitute the Advisory Commission for the Protection and Welfare of Children and Young People.

The Commission unanimously agreed that the time had come to examine its composition and methods of work. It expressed the view, however, that the criticisms put forward by the Rapporteur, particularly those concerning the Child Welfare Committee, were unduly severe.

The Commission decided to appoint a sub-committee which would examine changes and improvements to be introduced in the constitution and working of the two Committees of the Advisory Commission for the Protection and Welfare of Children and Young People and report to the two Committees at their next session, the sub-committee being given full latitude to suggest whatever solutions might seem best.

The following resolution, proposed by the Belgian delegate, was adopted :

" A sub-committee should be set up to consider modifications and improvements which might be made in respect of the constitution and the working of the two Committees of the Advisory Committee for the Protection and Welfare of Children and Young People. This sub-committee should report to the two Committees when they next meet."

The following were appointed members of the sub-committee : Mme. ROMNICIANO (*Chairman*), Mr. HARRIS, M. REGNAULT, Count CARTON DE WIART, Dr. BÄUMER, Mlle. GOURD, Mlle. DALMAZZO and Mr. COHEN.

All the members and assessors of the Commission were requested to submit to the Secretariat in writing, before August 1st, 1932, their suggestions as regards the reorganisation of the Commission, in order that the Sub-Committee might be informed of the views of the Commission as a whole.

### PUBLICITY FOR THE COMMISSION'S WORK.

At its session in 1931, the Commission had pointed out that the studies and work of its Committees were not given all the publicity desirable and did not reach the circles directly concerned. It had requested the Secretariat to submit suggestions with a view to improving publicity in this respect.

The Secretariat memorandum explained the difficulty of interesting the daily Press in problems unconnected with topical matters. It suggested that publicity might be obtained

through various technical organs dealing with social questions in the different countries and by means of lectures, and that the assistance of members of the Commission would be necessary to arouse public interest in the Commission's work.

The Danish delegate expressed the view that the Foreign Affairs Press Bureaux in the different countries should take a more active interest in the work and suggested that the members of the Commission should ask their respective Governments to give publicity to the reports submitted by them on the work of the session.

Several delegates directed attention to the difficulty of arranging for the insertion in the daily Press of summaries of the documents published by the Social Section. They came to the conclusion that the technical Press would probably be ready to publish articles on the social strength work of the League.

The Polish substitute delegate suggested that the interest in the work would be increased if it was possible to deal with it in connection with the national legislation of the country in which the article appeared. But the work could only be done in the country itself, and by the private organisations of the country concerned, on the strength of information received from their international centre. Broadcasting and lectures were of the first importance.

Dame Rachel Crowdy thought that the sale of publications could be improved in the United States if the sale agents were more numerous. Mr. Bascom Johnson observed that the means of publicity employed were not always calculated to meet the object in view.

The German delegate drew attention to the need for distributing information regarding social work to technical publications. The interest in educational questions had greatly increased in the last two years, and there was no reason why there should not be the same interest in social questions. Social legislation in all countries was in process of evolution. The reports of the Secretariat always provided a summary of the legislative enactments in the different countries, and the publication of a social year-book would be useful. The Director of the Social Questions Section pointed out that the cost of such a publication would be more than the budget of the Section could undertake. The delegates accordingly addressed an urgent appeal to the voluntary organisations to assist in spreading better knowledge of the activities of the Committee. The assessors promised to assist in giving the desired publicity by their publications, by broadcasting, by lectures, through the League of Nations Unions and by the insertion of the list of sale agents of the League publications in their respective *Bulletins*.

The delegate of Great Britain asked that annually information should be given on the progress achieved with the publicity in question and suggested that, as comparatively few States were represented on the Commission, the attention of the Fifth Committee of the Assembly should be drawn to the matter. After a supplementary exchange of views, the following resolution, proposed by the delegates of Great Britain and Denmark, was adopted :

“ The Members of the Commission,

“ (1) Express their willingness to co-operate with the Secretariat by indicating writers in various countries interested in social questions and willing to write articles for the weekly and monthly journals ;

“ (2) To write articles themselves, when occasion arises, on the basis of the reports and resolutions of the annual meetings ;

“ (3) To send a list to the Secretariat of the periodicals of their own country which they regard as the best medium for such publicity.”

#### ADOPTION AND EXPLOITATION OF CHILDREN.

The Committee on the Traffic in Women and Children, having found, in the course of its examination of the summary of the annual reports for 1930, that it was impossible within the limits of the annual reports, to devote to the very serious question of adoption the attention which it deserves, decided to refer the matter to the Joint Committee for consideration whether the Child Welfare Committee should not be invited to make subsequently a detailed study of all the systems of adoption at present in force in the various States, in view of the fact that the reports of the Governments only refer to adoption to point out the danger of the exploitation of minors to which certain defective systems at present are open.

On the Joint Committee, the delegate of Great Britain observed that adoption, in very many cases, was governed by custom as well as by legislation. She offered, if the Committee desired, to submit to the Child Welfare Committee, at its next session, a memorandum on the main aspects of the question. The Committee could then decide, after perusing the memorandum, whether there were grounds for a detailed enquiry into the subject.

Mr. Bascom Johnson observed that, in the case of his recent enquiry in the Far East into the traffic in women and childrens he had obtained interesting information in regard to the systems of adoption prevailing in the Far East, and this information could be placed at the disposal of the Child Welfare Committee for its next session.

The German delegate was in favour of the British delegate's proposal, and pointed out how important it was to consider the safeguards which might be introduced in the interests of the adopted child, but suggested that no official enquiry involving application to Governments should be made at the present moment.

The Polish delegate thought it would be necessary to consider the various systems of adoption having regard to the various systems of official guardianship.

After further discussion, the Committee approved a suggestion of the Danish delegate to the effect that the Mixed Committee should invite the delegate of Great Britain to submit a preliminary memorandum to the next session of the Child Welfare Committee on the various aspects of adoption, on the systems at present in force and on their results : the Child Welfare Committee to decide, after taking note of this memorandum, whether there are grounds for undertaking a detailed study of the question, and, if so, on what lines.

CLOSE OF THE SESSION.

On behalf of M. Regnault (France), who had already left Geneva, Mlle. Chaptal proposed, on April 15th; the following resolution, which, after being seconded by the delegates of Denmark, Germany, Great Britain, Poland, Uruguay, and by the representative of the Pan-American Institute for the Protection of Children, was unanimously adopted :

“ The Advisory Commission for the Protection and Welfare of Children and Young People desires to express very particularly to M. Ekstrand, Director of the Social Questions Section, its gratitude for his enlightened assistance in its work and asks that its appreciation may be mentioned in the report to the Council of the League of Nations.”

*(Signed) E. E. EKSTRAND,  
Secretary — Director of the Opium Traffic  
and Social Questions Sections.*

*(Signed) H. Gr. ROMNICIANO,  
President.*

*(Signed) Dr. Paulina LUISI,  
Vice-President.*

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Geneva, May 3rd, 1932.

LEAGUE OF NATIONS

CHILD WELFARE COMMITTEE

**REPORT ON THE WORK OF THE EIGHTH SESSION**

(Geneva, April 9th to 15th, 1932.)

4

The eighth session of the Child Welfare Committee took place at Geneva, with Mme. H. Gr. ROMNICIANO, delegate of Roumania, in the Chair, and Mme. Paulina LUISI, delegate of Uruguay, as Vice-Chairman.

Present :

*Government Delegates :*

Mme. ROMNICIANO ( <i>Chairman</i> )	<i>Roumania.</i>
Mme. LUISI ( <i>Vice-Chairman</i> )	<i>Uruguay.</i>
Mme. BÄUMER	<i>Germany.</i>
Mme. MATZ ( <i>expert</i> )	
His Excellency Count CARTON DE WIART	<i>Belgium.</i>
M. MAUS ( <i>expert</i> )	
Mme. HEIN	<i>Denmark.</i>
Mme. DE MARTINEZ SIERRA	<i>Spain.</i>
M. MARTINEZ-AMADOR ( <i>substitute delegate</i> )	
Mr. MAXWELL	<i>Great Britain.</i>
Miss WALL ( <i>substitute delegate</i> )	
His Excellency M. REGNAULT	<i>France.</i>
Mlle. CHAPTAL ( <i>substitute delegate</i> )	
His Excellency M. SAWADA	<i>Japan.</i>
M. MATSUMOTO ( <i>substitute delegate</i> )	
His Excellency M. CHODZKO	<i>Poland.</i>
Mme. WOYTOWICZ ( <i>née Grabinska</i> ) ( <i>substitute delegate</i> )	

*Assessors :*

Mlle. BURNIAUX	<i>International Federation of Trade Unions (Amsterdam).</i>
Mlle. DALMAZZO	<i>International Union of Catholic Women's Leagues.</i>
Dame Katharine FURSE	<i>International Boy Scouts' and Girl Guides' Organisations.</i>
M. GAJARDO	<i>Pan-American Child Welfare Institute.</i>
Mlle. GOURD	<i>International Women's Organisations.</i>
M. HUMBERT	<i>League of Red Cross Societies.</i>
M. POLLIGKEIT	<i>Save the Children International Union.</i>
M. SILBERNAGEL	<i>Association internationale pour la protection de l'enfance.</i>
Dame Rachel CROWDY	( <i>In a personal capacity.</i> )
Mr. Bascom JOHNSON	( <i>In a personal capacity.</i> )

*Liaison Officers :*

Mlle. MUNDT	<i>International Labour Office.</i>
M. VELGHE	<i>Health Organisation of the League.</i>

*Secretariat :*

M. EKSTRAND	<i>Director of the Opium Traffic and Social Questions Sections.</i>
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1932. IV. 4.

Professor Conti, delegate of Italy, wrote regretting his inability to attend the session on grounds of health. Miss Grace Abbott, delegate of the United States of America, was also absent. M. Rollet, representing the Association internationale pour la protection de l'enfance, was replaced by Dr. Silbernagel, honorary President of the Basle Civil Court and honorary Vice-President of the Association, who attended the third, fourth and fifth meetings. His Excellency M. Valdés-Mendeville, assessor, representing the Pan-American Child Welfare Institute, was replaced by M. Gajardo. Miss Whitton, assessor, representing the Canadian Council on Child Welfare and the Social Service Council of Canada, did not attend the session.

## JOINT MEETING OF THE COMMITTEE ON TRAFFIC IN WOMEN AND CHILDREN AND THE CHILD WELFARE COMMITTEE.

(April 9th and 10th, 1932.)

The Advisory Committee considered that certain questions on its agenda, more particularly the constitution of the Committees, the publicity given to their work and the exploitation and adoption of children, concerned both Committees. It decided accordingly to hold a joint meeting to discuss those questions.

### CONSTITUTION OF THE ADVISORY COMMITTEE FOR THE PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

On the initiative of the Council, in 1929, the Commission had been invited to examine, at its session in 1932, certain questions concerning its own statute and composition. The delegate of Great Britain having been requested to submit a report on the subject, a discussion was held on the basis of that document.

This report spoke of the Commission's origin, development and field of activity. It raised the question of the total or partial reorganisation of the Commission and also the question of its procedure.

The suggestions put forward in the report referred principally to the possibility of substituting for the two existing Committees a single Commission for social questions, to the duties of Government delegates, the number of such delegates, the representation of international voluntary organisations and the work and composition of the Commission's secretariat.

From the discussion which took place on the subject, it appeared that the Commission has need of three different elements to achieve useful work : the assistance of Government delegates representing the views of the various State administrations, the assistance of representatives of public opinion through the intermediary of the big international voluntary organisations and the co-operation of experts who are specialists in the questions on the agenda. As regards the representatives of the organisations in question, it was realised that their support was essential to enable Governments to give effect, supported by public opinion, to the resolutions adopted by the Commission, and certain assessors stressed the importance of the organisations being permanently represented by the same person at the successive sessions of the Commission. A number of speakers urged the importance of ensuring fuller expert assistance in the work of the Commission, as regards both the Commission itself and the secretariat, and in this connection special reference was made to the methods of work and research adopted in the matter of social legislation by the International Labour Organisation. The majority of delegates and assessors expressed the view that the Commission should continue to work in the form of two separate committees. It was further pointed out that certain social questions, such as problems of assistance and those concerning the treatment of prisoners requiring exhaustive study, do not come within the competence of either of the two Committees which constitute the Advisory Commission for the Protection and Welfare of Children and Young People.

The Commission unanimously agreed that the time had come to examine its composition and methods of work. It expressed the view, however, that the criticisms put forward by the Rapporteur, particularly those concerning the Child Welfare Committee, were unduly severe.

The Commission decided to appoint a sub-committee which would examine changes and improvements to be introduced in the constitution and working of the two Committees of the Advisory Commission for the Protection and Welfare of Children and Young People and report to the two Committees at their next session, the sub-committee being given full latitude to suggest whatever solutions might seem best.

The following resolution, proposed by the Belgian delegate, was adopted :

" A sub-committee should be set up to consider modifications and improvements which might be made in respect of the constitution and the working of the two Committees of the Advisory Committee for the Protection and Welfare of Children and Young People. This sub-committee should report to the two Committees when they next meet."



The following were appointed members of the sub-committee : Mme. ROMNICIANO (*Chairman*), Mr. HARRIS, M. REGNAULT, Count CARTON DE WIART, Dr. BÄUMER, Mlle. GOURD, Mlle. DALMAZZO and Mr. COHEN.

All the members and assessors of the Commission were requested to submit to the Secretariat in writing, before August 1st, 1932, their suggestions as regards the reorganisation of the Commission, in order that the Sub-Committee might be informed of the views of the Commission as a whole.

#### PUBLICITY FOR THE COMMISSION'S WORK.

At its session in 1931, the Commission had pointed out that the studies and work of its Committees were not given all the publicity desirable and did not reach the circles directly concerned. It had requested the Secretariat to submit suggestions with a view to improving publicity in this respect.

The Secretariat memorandum explained the difficulty of interesting the daily Press in problems unconnected with topical matters. It suggested that publicity might be obtained through various technical organs dealing with social questions in the different countries and by means of lectures, and that the assistance of members of the Commission would be necessary to arouse public interest in the Commission's work.

The Danish delegate expressed the view that the Foreign Affairs Press Bureaux in the different countries should take a more active interest in the work and suggested that the members of the Commission should ask their respective Governments to give publicity to the reports submitted by them on the work of the session.

Several delegates directed attention to the difficulty of arranging for the insertion in the daily Press of summaries of the documents published by the Social Section. They came to the conclusion that the technical Press would probably be ready to publish articles on the social work of the League.

The Polish substitute delegate suggested that the interest in the work would be increased if it was possible to deal with it in connection with the national legislation of the country in which the article appeared. But the work could only be done in the country itself, and by the private organisations of the country concerned, on the strength of information received from their international centre. Broadcasting and lectures were of the first importance.

Dame Rachel Crowdy thought that the sale of publications could be improved in the United States if the sale agents were more numerous. Mr. Bascom Johnson observed that the means of publicity employed were not always calculated to meet the object in view.

The German delegate drew attention to the need for distributing information regarding social work to technical publications. The interest in educational questions had greatly increased in the last two years, and there was no reason why there should not be the same interest in social questions. Social legislation in all countries was in process of evolution. The reports of the Secretariat always provided a summary of the legislative enactments in the different countries, and the publication of a social year-book would be useful. The Director of the Social Questions Section pointed out that the cost of such a publication would be more than the budget of the Section could undertake. The delegates accordingly addressed an urgent appeal to the voluntary organisations to assist in spreading better knowledge of the activities of the Committee. The assessors promised to assist in giving the desired publicity by their publications, by broadcasting, by lectures, through the League of Nations Unions and by the insertion of the list of sale agents of the League publications in their respective *Bulletins*.

The delegate of Great Britain asked that annually information should be given on the progress achieved with the publicity in question and suggested that, as comparatively few States were represented on the Commission, the attention of the Fifth Committee of the Assembly should be drawn to the matter. After a supplementary exchange of views, the following resolution, proposed by the delegates of Great Britain and Denmark, was adopted :

“ The Members of the Commission,

“ (1) Express their willingness to co-operate with the Secretariat by indicating writers in various countries interested in social questions and willing to write articles for the weekly and monthly journals ;

“ (2) To write articles themselves, when occasion arises, on the basis of the reports and resolutions of the annual meetings ;

“ (3) To send a list to the Secretariat of the periodicals of their own country which they regard as the best medium for such publicity.”

#### ADOPTION AND EXPLOITATION OF CHILDREN.

The Committee on the Traffic in Women and Children, having found, in the course of its examination of the summary of the annual reports for 1930, that it was impossible, within the limits of the annual reports, to devote to the very serious question of adoption the attention which it deserves, decided to refer the matter to the Joint Committee for consideration whether the Child Welfare Committee should not be invited to make subsequently a detailed study of all the systems of adoption at present in force in the various States, in view of the fact that the reports of the Governments only refer to adoption to point out the danger of the exploitation of minors to which certain defective systems at present are open.

On the Joint Committee, the delegate of Great Britain observed that adoption, in very many cases, was governed by custom as well as by legislation. She offered, if the Committee

desired, to submit to the Child Welfare Committee, at its next session, a memorandum on the main aspects of the question. The Committee could then decide, after perusing the memorandum, whether there were grounds for a detailed enquiry into the subject.

Mr. Bascom Johnson observed that, in the case of his recent enquiry in the Far East into the traffic in women and childrens he had obtained interesting information in regard to the systems of adoption prevailing in the Far East, and this information could be placed at the disposal of the Child Welfare Committee for its next session.

The German delegate was in favour of the British delegate's proposal, and pointed out how important it was to consider the safeguards which might be introduced in the interests of the adopted child, but suggested that no official enquiry involving application to Governments should be made at the present moment.

The Polish delegate thought it would be necessary to consider the various systems of adoption having regard to the various systems of official guardianship.

After further discussion, the Committee approved a suggestion of the Danish delegate to the effect that the Mixed Committee should invite the delegate of Great Britain to submit a preliminary memorandum to the next session of the Child Welfare Committee on the various aspects of adoption, on the systems at present in force and on their results : the Child Welfare Committee to decide, after taking note of this memorandum, whether there are grounds for undertaking a detailed study of the question, and, if so, on what lines.

#### CLOSE OF THE SESSION.

On behalf of M. Regnault (France), who had already left Geneva, Mlle. Chaptal proposed, on April 15th, the following resolution, which, after being seconded by the delegates of Denmark, Germany, Great Britain, Poland, Uruguay, and by the representative of the Pan-American Institute for the Protection of Children, was unanimously adopted :

" The Advisory Commission for the Protection and Welfare of Children and Young People desires to express very particularly to M. Ekstrand, Director of the Social Questions Section, its gratitude for his enlightened assistance in its work and asks that its appreciation may be mentioned in the report to the Council of the League of Nations."

*(Signed)* E. E. EKSTRAND,  
*Secretary — Director of the Opium Traffic  
and Social Questions Sections.*

*(Signed)* H. GI. ROMNICIANO,  
*President.*

*(Signed)* Dr. Paulina LÜSI,  
*Vice-President.*

## REPORT OF THE CHILD WELFARE COMMITTEE.

### CHANGES IN THE COMPOSITION OF THE COMMITTEE.

The Marqués de Guad-el-Jelu, delegate of Spain, having resigned, his place was taken by Mme. de Martinez Sierra.

The Committee decided to express to the Marqués de Guad-el-Jelu its regrets at being deprived of his collaboration and its very high appreciation of his courtesy and ability during the years he had taken part in its work.

The Committee took note of the resignation of Miss Lathrop from the position of Assessor to the Child Welfare Committee in order to represent the American National Conference for Social Work, and invited the Secretariat to inform Miss Lathrop that the Committee associated itself with the thanks expressed to her by the Council of the League at its session of January 1932 for her valuable collaboration over a number of years on the Child Welfare Committee.

### REPORTS.

#### REPORT BY THE SECRETARY ON THE PROGRESS OF THE COMMITTEE'S WORK.

After a discussion on the composition of the Special Temporary Committee of Experts set up to study the whole question of assistance to destitute foreigners and the question of the recognition and execution of maintenance orders, Dr. Luisi (Uruguay) observed that the representation of the immigration countries was inadequate. The Committee approved the following proposal submitted by her :

“ In view of the desirability of adequate representation of emigration and immigration countries on the Special Temporary Committee to study the entire question of assistance to destitute foreigners and the execution in foreign countries of maintenance orders, the Child Welfare Committee considers that it would be desirable for the Council to invite one of the countries in the western zone of Latin America to take part in the work of the said Committee.”

#### *Resolutions and Recommendations of the Assembly.*

The Committee noted the tribute paid by the Assembly to the Child Welfare Committee for the work it had accomplished.

The Assessor representing the International Women's Organisations drew attention to the proposal of the delegate of Australia in the Assembly that the Child Welfare Committee, within the limits of its competence, should consider the problems arising out of the special dangers to which young persons of either sex are exposed as a result of the economic conditions at present prevailing throughout the world, from the standpoint of labour, education, food and health.

Discussion took place on the subject, suggestions being made that the study of the question ought to be carried out in connection with Children's Courts, another suggestion being that the welfare of the child of school age was of special importance and might be reported on by some voluntary organisation such as the Save-the-Children International Union.

#### *Appointment of a Member of the Child Welfare Committee on the Governing Body of the International Institute of Educational Cinematography in Rome.*

As the resignation of the Marqués de Guad-el-Jelu from his position as Spanish delegate on the Advisory Commission for the Protection of Women and Children involved his resignation as a member of the Governing Body of the International Institute of Educational Cinematography, the Council of the League, at its session of September 1931, decided, on the proposal of the Chairman of the Child Welfare Committee, to invite Dr. Bäumer (Germany) to replace the Marqués de Guad-el-Jelu on the Governing Body at its session next October.

It was understood that the Chairman of the Child Welfare Committee should take the Committee's opinion as to the permanent successor to the Marqués de Guad-el-Jelu.

On Dr. Bäumer's proposal, it was decided that the Child Welfare Committee should submit to the Council the name of Mme. de Martinez Sierra, who is replacing the Marqués de Guad-el-Jelu on the Child Welfare Committee, as a candidate for the vacancy on the Governing Body.

#### REPORT BY THE LIAISON OFFICER OF THE INTERNATIONAL LABOUR OFFICE.

The Liaison Officer of the International Labour Office commented on the report submitted by that Organisation and drew the Committee's attention to the question of the age of admission of children in different forms of non-industrial labour. A preliminary draft convention and a recommendation on this subject have been submitted to the International Labour Conference which opened on April 12th.

As regards the question of family allowances, the International Labour Office confined itself to submitting a brief note to the Committee and will supply a complete report for the 1933 session in accordance with the desire of the Committee.

In connection with the documents submitted by the International Labour Office, Count Carton de Wiart (Belgium) expressed to M. Regnault (France) the Committee's satisfaction at the issue of the French law on family allowances, which has just come into force in France, obliging all employers to give family allowances to their workmen or employees.

The International Labour Office drew up in 1931, on the position of illegitimate children in relation to the laws on social insurance, a report which could serve as a basis for the Committee's discussions at its present session. It also presented a report on the protection of the children of seasonal migrant workers.

The Committee's attention was drawn to the danger referred to in the following passage of the conclusions of the report drawn up for submission to the 1932 session of the International Labour Conference :

" The general age of admission (of children to non-industrial labour) does not constitute an absolute barrier to any kind of employment. Provisions are laid down which permit children not having reached this age to be employed outside school hours and subject to certain reservations in light work as defined in the national laws and regulations ; the limitations and conditions attending this possibility are partly defined in the Convention itself and partly left to the national legislations (Article 3 of the preliminary draft)."

Furthermore, it was most important that the limit of compulsory school attendance in the different countries should be brought into relation with the age-limit for admission to labour.

As certain members of the Committee thought that a recommendation to this effect might encroach on the sphere of national legislation, Mme. Woytowicz expressed the opinion that the Committee should request the Council to draw the attention of Governments to the desirability of bringing national legislation into harmony with the clauses of international conventions already concluded. In certain cases changes of this character in national legislations would even facilitate the ratification of conventions.

The Liaison Officer of the International Labour Office described the plan on which the documentation relating to the protection of the children of seasonal migrant workers in report document C.P.E.338 had been submitted by the Labour Office. It would be prepared to supplement this information for the 1933 session if the Child Welfare Committee placed this question on its agenda, not only for information, but for discussion. After an exchange of views, the Committee decided that it would place this question on the agenda of its 1933 session, extending it to all migrant workers, and asked that further information should be obtained on the following points :

- III. The protection of children against special risks of a material and moral nature ;
- V. Children and family (maintenance allowances and difficulties relating to civil status) ;
- VI. Questions of guardianship ;
- VIII. Relief institutions and organisations for the families of migrants.

As a result of the discussions to which the report of the International Labour Office gave rise, the Committee adopted the following resolution, presented by Mlle. Burniaux, Mlle. Dalmazzo and M. Maus, and requested the Liaison Officer to transmit it to the Director of the Labour Office :

" The Child Welfare Committee,

" (1) Expresses its satisfaction that the International Labour Conference is dealing with the age of admission of children to employment in non-industrial occupations ;

" (2) Draws the Conference's attention to Articles 3 and 4 of the preliminary draft Convention ;

" (3) Calls attention to the danger that Article 3, by providing for the possibility of giving children light work outside school hours and of thus adding hours of labour to their hours of school-work, may render less effective the protection which the law wishes to afford to children ;

" (4) Asks that the individual authorisations provided for in Article 4 should be given by an authority specially responsible for child welfare, such as a judge of juvenile courts, a guardianship authority, education authorities, according to the national legislation, and that this authority should be able to lay down conditions capable of ensuring the application of the strict guarantees provided for in Article 4, paragraph (b), and should be able to utilise the help of child welfare associations to supervise their execution."

#### REPORT OF THE HEALTH ORGANISATION.

The Liaison Officer commented on the report he had submitted on the recent work of the Health Organisation likely to be of special interest to the Child Welfare Committee.

This organisation had begun the examination of the question of physical education. Experts had been appointed to conduct laboratory studies on the physiology and effects of extreme muscular fatigue.

It had also pursued an enquiry on anti-diphtheria vaccination. A Conference held in London in June 1931 had specially emphasised the value of such vaccination.

Dr. Luisi (Uruguay) observed that, for the last six or seven years (since 1925), medical staffs visiting schools in Uruguay (doctors and nurses) had systematically vaccinated all schoolchildren against diphtheria, and the results had been extremely satisfactory.

The Liaison Officer laid stress on the report adopted by the Health Committee in October 1931 concerning the protection of mothers, infant hygiene and the hygiene of children of pre-school age. He drew attention to the various social causes exercising an influence on maternal mortality, stillbirths and infant mortality. He thought that the Child Welfare Committee could usefully study these various causes and especially the means of remedying or mitigating them.

The protection of children of pre-school age was a field in which the Committee might also take an interest.

M. Velghe proposed a series of points to which the Committee might give its attention at forthcoming sessions.

The delegate of the German Government proposed that, to begin with, a study should be made of the social rôle of visiting nurses and welfare workers.

Dr. Humbert thought that, amongst the questions proposed by M. Velghe, special attention should be given to the study of pre-natal consultation. He asked that the protection of children of pre-school age and the important question of the protection of the child's psychical health should be placed on the programme of subsequent sessions; but urgent priority should be given to the study of pre-natal centres.

After an exchange of views, the Committee adopted the following two-fold resolution:

“ The Committee decides to undertake in 1933 the study of the social rôle of visiting nurses and welfare workers in the preservation of the health of mothers and children, and in 1934 that of pre-natal centres.

“ It requests M. Velghe to submit at the next session a note on each of the other points to which he drew attention, summarising the considerations set forth in the Health Organisation's report.”

M. Chodzko (Poland) asked that the Secretariat should prepare an account of the social and administrative measures contained in the report submitted by Dame Janet Campbell to the Health Committee of the League of Nations (document C.H.1060), in order to assist the Child Welfare Committee in its work.

To carry out this resolution, the Committee decided to ask the International Council of Nurses for a report on the social rôle of visiting nurses in the preservation of the health of mothers and children. On the social rôle of welfare workers, it will ask for a report from the Association of Schools of Social Service, the headquarters of which is in Berlin, and from the International Catholic Union of Social Service, the headquarters of which is in Brussels.

The Committee laid down the bases on which these reports will be drawn up (Appendix I).

#### REPORT OF THE LIAISON OFFICERS FOR THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

Reports were submitted by Dr. Bäumer and by Count Carton de Wiart.

Dr. Bäumer announced that the Institute had drawn up a survey of all the legislation on the cinematograph in force in every country. Unfortunately, for budgetary reasons, the summary could not be printed at the moment. Dr. Bäumer considered that it would be of the greatest interest that at least the provisions relating to the protection of young people should be published as soon as possible.

The enquiries carried out with regard to the films preferred by the young, the impressions and sensations felt by young people at the cinema, and the influence of films in social life, possess an undoubted pedagogical value.

The investigation undertaken with regard to “ the opinion of mothers on films ” will also provide valuable indications when it is finished.

While expressing her admiration of the work accomplished by the Institute as a centre for the collection of information and for keeping records, Dr. Bäumer was of opinion that—particularly from the Child Welfare Committee's point of view—the Institute was of importance chiefly for the development of the educational cinematograph which it was now promoting.

Count Carton de Wiart drew the attention of the Committee to the recent progress made from the educational and pedagogical points of view by the use of the cinematograph in all grades of teaching. He pointed out in particular that for certain laboratory work the film had already made it possible to dispense with vivisection and other experiments on live animals.

It would in his opinion be extremely useful to make films of a recreational character for children which might be compared in the domain of the cinema to the literature that existed for young people and children. He also thought that the Institute ought to be a centre of practical initiative even more than a centre of information; he emphasised the value of the *Review* published by the International Institute in Rome, and considered that it would be desirable that all the members of the Child Welfare Committee should receive it regularly.

After an exchange of views, in the course of which members paid a tribute to the work done by the International Film Congress organised at Rome by the Cinematograph Sub-Committee of the International Council of Women and emphasised the importance of “ fixed ” films (slides) for popular education, the Committee asked its liaison officers for the Rome

Institute to request the Institute to send the review to all the members of the Child Welfare Committee; the Committee also decided to request the Secretariat to complete, with the collaboration of the Rome Institute, its enquiry concerning the age of admission of children to exhibitions of cinematograph films.

Lastly, the Committee adopted the following resolution submitted by the Belgian and German delegates :

“ The Child Welfare Committee,

“ (1) Having taken note of the reports of its representatives on the Governing Body of the International Educational Cinematographic Institute ;

“ (2) Wishes to express its satisfaction at the remarkable energy with which the Institute's work is conducted and at the progressive realisation of its programme ;

“ (3) Notes that a very considerable part of the work done by the Institute is of direct or indirect importance to child welfare, particularly in relation to the educational and social training of youth ;

“ (4) Expresses once more its interest in the draft Convention on the Abolition of Customs Barriers for Educational Films, and hopes that the Rome Institute will be able to continue and publish the enquiries it has undertaken, in particular among parents, institutions and schoolchildren themselves, with regard to cinematograph attendance, and the influence of films on young people ;

“ (5) Further expresses the hope that in all its forthcoming activities (publication enquiries, catalogues, lectures) the Institute will take care to give prominence to the social aspect of cinematograph problems in connection with children and young people, and that it will continue to take an interest in the production of school films and recreational films specially intended for the young ;

“ (6) Requests the Secretariat to complete, with the collaboration of the Institute, its enquiry concerning the age of admission of children to exhibitions of cinematograph films.”

#### BLIND CHILDREN.

The question of blind children had been referred to a Sub-Committee consisting of Dr. Hein, M. Velghe and Dr. Humbert.

Dr. Hein explained the difficulties which the Sub-Committee had encountered in endeavouring to draw up the report.

M. Velghe summarised the report which he had prepared on the education of blind children in Belgium. He explained that, in Belgium, all blind children were maintained and educated at public expense. In addition, all blind persons were entitled from the age of fourteen to an annual grant of 2,250 francs, provided the recipient was capable of receiving vocational training and agreed to undergo such training in a special institution. The situation was therefore satisfactory in Belgium.

He thought, however, that primary and vocational teaching of the blind should be made *compulsory* and that blind persons of special ability should be enabled to pursue secondary and higher studies. For that purpose, it would also be necessary to improve Braille libraries and supply them with text-books.

In the report by the Health Organisation on the protection of the blind (document C.H.818), the Committee would, in M. Velghe's opinion, find adequate information as to the social aspects of the problem of protecting and educating blind persons. He submitted for the approval of the Committee the conclusions set out in the Sub-Committee's report (document C.P.E.344) and the questions which he proposed that the Sub-Committee should study for the next session of the Child Welfare Committee (see document C.P.E.333).

Dr. Humbert suggested that a question should be added to the nine points which, it was proposed, the Sub-Committee should study for the following year : “ How the production of Braille books (both literature and music) may best be encouraged, and how such works may be disseminated throughout the world ”.

As regards partially blind children, Dr. Humbert pointed out that these children can receive neither normal schooling nor training for the blind, and commented on a report which Dr. Bishop Harman had kindly allowed him to communicate to the Committee. This document might serve as a basis for the study and the introduction of these highly commendable pedagogical methods into countries which have not yet applied them. The education of weak-sighted children must be based on psychological and pedagogical principles quite different from those which govern the education of normal-sighted or of totally blind children.

The delegate of Great Britain said that a committee had been appointed in England to enquire into the results of the classes for weak-sighted children which had been in operation for about twenty years. It was hoped to ascertain the efficacy of these classes in providing suitable education, and whether the methods adopted had preserved the children's sight. Her offer to supply the Sub-Committee with the sociological points under consideration in this enquiry was accepted.

The Committee unanimously adopted the following resolution :

“ The Child Welfare Committee,

“ Having taken cognisance of the proposals made by the Sub-Committee set up to study the welfare of blind children, adopts the conclusions formulated on behalf

of the Sub-Committee by Dr. Hein (Chairman), Dr. Humbert, and M. Velghe (Rapporteur), and accordingly recommends the following conclusions :

“ (1) It is desirable, for teaching purposes, to regard as blind those children who, owing to defective sight, cannot read ordinary school-books without great difficulty or danger to vision ;

“ (2) Legislative enactments in so far as they provide for the education of normal children on a compulsory free basis should be extended to such children ; education should pay special attention to their physical development and be supplemented by vocational training ;

“ (3) This education should preferably be given in institutes for the blind or in schools or classes specially organised for totally or partly blind children ;

“ (4) The public authorities should defray the cost of maintenance of indigent blind children and also the cost of the elementary education and vocational training which they receive ;

“ (5) It is desirable that Governments should take steps to facilitate the secondary, and even the higher, education of blind adolescents who are capable of benefiting thereby. ”

The Committee further invited Dr. Matz to prepare for the next session a report on the methods followed in Germany for the physical training of blind children.

#### ILLEGITIMATE CHILDREN.

##### *Position of the Illegitimate Child under Social Insurance Law.*

Mr. Abramson (International Labour Office) said that, as social insurance developed, the tendency was to grant more and more extensive protection to all members of the insured community, including children.

The part played by illegitimacy varied according to the risk covered—accident, sickness, maternity or death.

Legislation in regard to workers' compensation was originally based on the conception of liability embodied in civil law. The position of illegitimate children under that legislation was still based on the position assigned to those children by the law relating to the family. When the father of an illegitimate child was insured, the child was not assimilated to a legitimate child unless it had been acknowledged before the date of the accident. The same solution was adopted in many countries in the event of an accident to the child's mother. In several other countries, where the position of the illegitimate child in respect of the mother differed very little, or not at all, from that of a legitimate child, no act of acknowledgment was required of the mother, so that, if she met with an accident, the child was treated in every respect as a legitimate child.

Under compulsory sickness insurance, the position of illegitimate children was the same as that of legitimate children. Benefits in kind were usually granted to all the members of the family living with the insured person and dependent on him, so as to prevent infection and to maintain the health of the home.

With a few exceptions, there was no difference under maternity insurance as between legitimate births and births out of wedlock.

Under the laws relating to insurance against invalidity, old age and death in countries where there was no legal connection between an illegitimate child and its parents, if the parents did not acknowledge the child, the right to benefit in the event of the death of the insured person applied to all children dependent on him. In countries where, in respect of the mother, the position of illegitimate children differed very little from that of legitimate children, the position of the child born out of wedlock was the same as that of the legitimate child. On the death of the father, the child was entitled to benefits only if it had been acknowledged, either voluntarily or by decision of the courts.

Social insurance was tending to assimilate children born out of wedlock to legitimate children. The growing tendency in recent legislation was to protect an enlarged family group comprising all the persons dependent on the insured member who would be affected if the risk materialised.

The International Labour Conference had been largely guided by these tendencies of national legislation. For instance, in the recommendation concerning the minimum compensation for occupational accidents (1925) no distinction was made between illegitimate and legitimate children.

The Convention relating to the employment of women before and after confinement (1919) applied to women engaged in industrial or commercial establishments, whether public or private. This Convention provided for maternity benefits in the case of either legitimate or illegitimate births.

Similarly, the Conventions on compulsory sickness insurance (1927) and the recommendation concerning the general principles of sickness insurance (1927) provided for the equal treatment of all members of the family living in the household of the insured person and dependent on him.

After discussion, the Committee adopted the following resolution, submitted by the delegate of Great Britain :

“ The Committee,

“ Having taken note, with great interest, of the information furnished by the International Labour Office on the position of the illegitimate child under social insurance laws ;



Institute to request the Institute to send the review to all the members of the Child Welfare Committee; the Committee also decided to request the Secretariat to complete, with the collaboration of the Rome Institute, its enquiry concerning the age of admission of children to exhibitions of cinematograph films.

Lastly, the Committee adopted the following resolution submitted by the Belgian and German delegates :

“ The Child Welfare Committee,

“ (1) Having taken note of the reports of its representatives on the Governing Body of the International Educational Cinematographic Institute ;

“ (2) Wishes to express its satisfaction at the remarkable energy with which the Institute's work is conducted and at the progressive realisation of its programme ;

“ (3) Notes that a very considerable part of the work done by the Institute is of direct or indirect importance to child welfare, particularly in relation to the educational and social training of youth ;

“ (4) Expresses once more its interest in the draft Convention on the Abolition of Customs Barriers for Educational Films, and hopes that the Rome Institute will be able to continue and publish the enquiries it has undertaken, in particular among parents, institutions and schoolchildren themselves, with regard to cinematograph attendance, and the influence of films on young people ;

“ (5) Further expresses the hope that in all its forthcoming activities (publication enquiries, catalogues, lectures) the Institute will take care to give prominence to the social aspect of cinematograph problems in connection with children and young people, and that it will continue to take an interest in the production of school films and recreational films specially intended for the young ;

“ (6) Requests the Secretariat to complete, with the collaboration of the Institute, its enquiry concerning the age of admission of children to exhibitions of cinematograph films.”

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M. Velghe summarised the report which he had prepared on the education of blind children in Belgium. He explained that, in Belgium, all blind children were maintained and educated at public expense. In addition, all blind persons were entitled from the age of fourteen to an annual grant of 2,250 francs, provided the recipient was capable of receiving vocational training and agreed to undergo such training in a special institution. The situation was therefore satisfactory in Belgium.

He thought, however, that primary and vocational teaching of the blind should be made *compulsory* and that blind persons of special ability should be enabled to pursue secondary and higher studies. For that purpose, it would also be necessary to improve Braille libraries and supply them with text-books.

In the report by the Health Organisation on the protection of the blind (document C.H.818), the Committee would, in M. Velghe's opinion, find adequate information as to the social aspects of the problem of protecting and educating blind persons. He submitted for the approval of the Committee the conclusions set out in the Sub-Committee's report (document C.P.E.344) and the questions which he proposed that the Sub-Committee should study for the next session of the Child Welfare Committee (see document C.P.E.333).

Dr. Humbert suggested that a question should be added to the nine points which, it was proposed, the Sub-Committee should study for the following year : “ How the production of Braille books (both literature and music) may best be encouraged, and how such works may be disseminated throughout the world ”.

As regards partially blind children, Dr. Humbert pointed out that these children can receive neither normal schooling nor training for the blind, and commented on a report which Dr. Bishop Harman had kindly allowed him to communicate to the Committee. This document might well serve as a basis for the study and the introduction of these highly commendable pedagogical methods into countries which have not yet applied them. The education of weak-sighted children must be based on psychological and pedagogical principles quite different from those which govern the education of normal-sighted or of totally blind children.

The delegate of Great Britain said that a committee had been appointed in England to enquire into the results of the classes for weak-sighted children which had been in operation for about twenty years. It was hoped to ascertain the efficacy of these classes in providing suitable education, and whether the methods adopted had preserved the children's sight. Her offer to supply the Sub-Committee with the sociological points under consideration in this enquiry was accepted.

The Committee unanimously adopted the following resolution :

“ The Child Welfare Committee,

“ Having taken cognisance of the proposals made by the Sub-Committee set up to study the welfare of blind children, adopts the conclusions formulated on behalf



of the Sub-Committee by Dr. Hein (Chairman), Dr. Humbert, and M. Velghe (Rapporteur), and accordingly recommends the following conclusions :

“ (1) It is desirable, for teaching purposes, to regard as blind those children who, owing to defective sight, cannot read ordinary school-books without great difficulty or danger to vision ;

“ (2) Legislative enactments in so far as they provide for the education of normal children on a compulsory free basis should be extended to such children ; education should pay special attention to their physical development and be supplemented by vocational training ;

“ (3) This education should preferably be given in institutes for the blind or in schools or classes specially organised for totally or partly blind children ;

“ (4) The public authorities should defray the cost of maintenance of indigent blind children and also the cost of the elementary education and vocational training which they receive ;

“ (5) It is desirable that Governments should take steps to facilitate the secondary, and even the higher, education of blind adolescents who are capable of benefiting thereby.”

The Committee further invited Dr. Matz to prepare for the next session a report on the methods followed in Germany for the physical training of blind children.

#### ILLEGITIMATE CHILDREN.

##### *Position of the Illegitimate Child under Social Insurance Law.*

Mr. Abramson (International Labour Office) said that, as social insurance developed, the tendency was to grant more and more extensive protection to all members of the insured community, including children.

The part played by illegitimacy varied according to the risk covered—accident, sickness, maternity or death.

Legislation in regard to workers' compensation was originally based on the conception of liability embodied in civil law. The position of illegitimate children under that legislation was still based on the position assigned to those children by the law relating to the family. When the father of an illegitimate child was insured, the child was not assimilated to a legitimate child unless it had been acknowledged before the date of the accident. The same solution was adopted in many countries in the event of an accident to the child's mother. In several other countries, where the position of the illegitimate child in respect of the mother differed very little, or not at all, from that of a legitimate child, no act of acknowledgment was required of the mother, so that, if she met with an accident, the child was treated in every respect as a legitimate child.

Under compulsory sickness insurance, the position of illegitimate children was the same as that of legitimate children. Benefits in kind were usually granted to all the members of the family living with the insured person and dependent on him, so as to prevent infection and to maintain the health of the home.

With a few exceptions, there was no difference under maternity insurance as between legitimate births and births out of wedlock.

Under the laws relating to insurance against invalidity, old age and death in countries where there was no legal connection between an illegitimate child and its parents, if the parents did not acknowledge the child, the right to benefit in the event of the death of the insured person applied to all children dependent on him. In countries where, in respect of the mother, the position of illegitimate children differed very little from that of legitimate children, the position of the child born out of wedlock was the same as that of the legitimate child. On the death of the father, the child was entitled to benefits only if it had been acknowledged, either voluntarily or by decision of the courts.

Social insurance was tending to assimilate children born out of wedlock to legitimate children. The growing tendency in recent legislation was to protect an enlarged family group comprising all the persons dependent on the insured member who would be affected if the risk materialised.

The International Labour Conference had been largely guided by these tendencies of national legislation. For instance, in the recommendation concerning the minimum compensation for occupational accidents (1925) no distinction was made between illegitimate and legitimate children.

The Convention relating to the employment of women before and after confinement (1919) applied to women engaged in industrial or commercial establishments, whether public or private. This Convention provided for maternity benefits in the case of either legitimate or illegitimate births.

Similarly, the Conventions on compulsory sickness insurance (1927) and the recommendation concerning the general principles of sickness insurance (1927) provided for the equal treatment of all members of the family living in the household of the insured person and dependent on him.

After discussion, the Committee adopted the following resolution, submitted by the delegate of Great Britain :

“ The Committee,

“ Having taken note, with great interest, of the information furnished by the International Labour Office on the position of the illegitimate child under social insurance laws ;

" Having learned with satisfaction that in a large number of countries the illegitimate child is entitled to the same benefits as the legitimate child under social insurance legislation :

" Asks the Council to bring to the attention of Governments the information supplied by the International Labour Office (documents C.P.E.283 and P.V.3), showing the trend of recent legislation to guarantee to the illegitimate child the same benefits as are recorded to the legitimate child under social insurance schemes."

#### *Official Guardianship of Illegitimate Children.*

Document C.P.E.322, containing material collected by the Secretariat regarding the official guardianship of illegitimate children, was reviewed by the delegate of the International Federation of Trade Unions, who pointed out in particular that a draft law had been laid before the Belgian Parliament on May 31st last, revising the civil code on this important question.

The Danish delegate expressed her disagreement with the system of official guardianship, as she thought it unjust to deprive a mother of a part of her right—and her responsibility—if she had not shown herself incapable.

The French delegate thought that the unmarried mother should as far as possible be given the guardianship of her child, and that it was sufficient to assist her if she required support or advice.

The British delegate expressed doubts on the desirability of official guardianship of illegitimate children:

M. Silbernagel and M. Polligkeit made it clear in their statements that, in their opinion, an official guardianship was the most effective form of protection for illegitimate children. It was suggested that in connection with this problem further studies might subsequently be undertaken regarding ways and means of improving the lot provided for illegitimate children in the civil codes, the organisation and working of the various systems of guardianship under the civil code, and the abridged birth certificates issued in certain countries—*e.g.*, Germany—which give no indication of filiation and thus protect illegitimate children from the hardships they sometimes incur on account of their illegitimacy. The Secretariat will make a study of this last point for the next session of the Committee.

M. Chodzko and various other members of the Committee pointed out that the chief factor in improving the lot of the illegitimate child was to do away with the obstacles which still exist under certain legislations as regards the establishment of paternity. He proposed that the Committee should request the Council to invite the various countries to consider what amendments to this effect they could introduce in their respective laws.

After discussion, the Committee adopted the following resolution, submitted by Mlle. Dalmazzo, M. Renault and M. Chodzko :

" The Committee,

" Having studied with interest the system of official guardianship, considers that compulsory guardianship, whether official or not, constitutes in certain countries one of the means enabling the lot of the illegitimate child to be improved, and requests the Council to recommend its study to Governments.

" It also requests the Council to point out to Governments that the establishment of paternity is an essential condition for improving the lot of the illegitimate child, and to invite them to consider what amendments they might deem it expedient to introduce for this purpose in their respective laws."

Count Carton de Wiart and M. Maus reminded the Committee of the recommendation passed by the 1931 Assembly to the effect that the Committee should not neglect, as a means of improving the lot of illegitimate children, the examination of measures calculated to facilitate the marriage of parents with a view to the legitimation of the children. They proposed a draft resolution to this effect, which was supported by certain members of the Committee and criticised by others. The delegate of Great Britain and Mr. Bascom Johnson said that in their countries marriage was not subject to many restrictive formalities and that in some cases there was even room for desiring that the formalities should be stricter.

After discussion, the Committee adopted the following resolution, submitted by Count Carton de Wiart and M. Maus :

" The Child Welfare Committee,

" Having taken cognisance of the recommendation of the Fifth Committee of the Assembly not to neglect the examination of measures calculated to facilitate the marriage of parents with a view to the legitimation of children :

" Notes that the marriage of foreigners, particularly when they do not possess the necessary financial means, encounters in certain countries serious obstacles arising out of the complication of administrative formalities, whether national or international, and the expenses and delay connected therewith ;

" Requests the Council to draw the attention of Governments to the importance, from the point of view of child welfare, of international agreements simplifying the formalities and expenses of marriage for foreigners, at all events when the latter do not possess the necessary financial means."

#### CHILDREN AND YOUNG PEOPLE'S BILL 1932.

Miss Wall (Great Britain) summarised the Children and Young People's Bill, now before Parliament, and gave information with regard to the new provisions which it contains; the organisation of juvenile courts, their jurisdiction and their powers.

She also explained the new provisions with regard to various types of institutions and the sections of the Bill relating to the employment of children and to infant-life protection.

#### ENQUIRY CONCERNING CHILDREN EXPOSED TO MORAL AND SOCIAL DANGERS.

Mlle. Chaptal commented on her reports on the results of her enquiry during the past year in England and in France.

The enquiries which she was to carry out in different countries are now concluded: in the first year she visited Canada and the United States of America, in the second year Germany, Denmark and Italy, and in the third year England and France.

The Committee requested Mlle. Chaptal to draw up a general report on her various enquiries, to be submitted at the 1934 session. The delegates of the countries covered by the enquiry agreed to assist Mlle. Chaptal in drawing up her report.

Mlle. Chaptal informed the Committee of the points to which she proposed to devote special attention, namely:

(1) Either in the introduction or in the first part, comparative study of the different laws, in the seven countries visited, on the protection of children exposed to moral danger, with particular reference to the systems in force—*i.e.*, guardianship councils, child welfare offices, or other methods, such as official services attached to children's courts, etc.;

(2) Description of certain types of institutions dealing with the protection or rescue of young persons (including victims of indecent assaults, little girls employed for immoral purposes, etc.);

(3) Organisations for the detection and treatment of all classes of mentally deficient children (psychically abnormal, etc.).

#### CHILDREN'S COURTS.

##### *Questionnaire relating to Institutions for Erring or Delinquent Minors.*

The President welcomed M. Simon van der Aa, General Secretary of the International Prison Commission, who was taking part in the meetings of the Committee dealing with special jurisdiction for minors.

The Child Welfare Committee had before it a draft questionnaire, drawn up by the Sub-Committee constituted for this purpose, regarding the institutions for erring or delinquent minors.

After a discussion, in which most of the members of the Committee took part, the draft questionnaire was adopted (Appendix II).

The Committee further decided that the Sub-Committee which had drafted the questionnaire should, with the co-operation of the International Prison Commission, draw up for the 1933 session a questionnaire which would serve as a basis for the fourth enquiry into the measures not included in the present questionnaire.

##### *Organisation and Working of Children's Courts.*

The information collected by the Secretariat of the League of Nations, with the assistance of the International Prison Commission, Berne, formed, in Mme. Woytowicz's view, so complex and varied a subject that it was essential to observe some order in the discussion. Accordingly she kept to the various headings of the enquiry:

- (1) Organisation of the courts;
- (2) Competence;
- (3) Procedure;
- (4) Measures to be taken.

In considering these various points, special attention must be given to such aspects as were of interest to all countries.

I. *Organisation of Courts.*—Organisation differed in different countries. Children may be tried:

- (1) By ordinary courts;
- (2) By chambers or sections of ordinary courts acting for the occasion as children's courts;
- (3) By children's courts.

The best tribunal for minors was the special children's court with a permanent staff which could increase its experience by study and constant practice.

In practice, the specialised tribunal might consist:

- (a) Of several magistrates having legal qualifications;
- (b) Of one magistrate having legal qualifications, and a number of assessors—*i.e.*, persons representing society in general and thus enabling it to take its part in judging the case;
- (c) Of a single magistrate, possessing the right when trying the case to ask the opinion of experts and of representatives of various organisations or competent social welfare institutions.

Mme. Woytowicz thought that the last two methods were preferable to the first.

2. *Competence.*—Children's courts may not only try minors who have committed offences, but in certain countries may also give decisions in regard to children who are neglected, homeless or in moral danger. Sometimes they have authority to declare paternal power forfeited.

It would be of interest to consider whether children's courts should have jurisdiction in cases in which the child itself suffers injury—for instance, if it is the victim of abuse of authority, cruelty from other children or incitation to wrongdoing or immorality.

3. *Procedure.*—Mme. Woytowicz thought that there was no great difference between one country and another as regards procedure. They must in particular be careful to avoid any atmosphere of stiffness or external solemnity such as would frighten the child. The children's court should, if possible, be held in a special place, outside the criminal court. Measures must be taken to ensure that the child's name does not appear in the Press accounts of the case.

4. *Measures to be taken.*—In the documents submitted (document C.975.M.540.1931.IV), save for two countries in which corporal punishment may be inflicted on children, it may be said that the measures applied do not differ much in different countries. They consist of reprimand, probation, various educational measures and placing in a home or reformatory. But in the great majority of States, the penalty of imprisonment for children still exists, though children are sometimes still kept in ordinary prisons for adults.

Mme. Woytowicz thought that the Child Welfare Committee must declare that imprisonment of minors was not admissible, and that even if the name "prison" was in some cases given to an educational institution, this name should be abolished, because it recalled the old idea of punishment.

The members stated that they were in principle averse to sending minors to prison, though some of them thought that it was difficult to avoid doing so in exceptional cases.

The Committee heard a brief account of the system in force in Denmark, where full and entire criminal responsibility does not begin until the age of 18; it also received information as to the tendency in Germany to raise the age of criminal responsibility above 14 years, and the texts of the resolutions adopted in regard to children's courts by the International Penal and Penitentiary Congress held in Prague in 1931.

Other matters under discussion were the difficulties of classifying children according to the reasons for which they appeared before the court, and reference was made to a modern tendency to classify by age and to employ for the child of school age methods different from those employed for the young persons.

The Committee decided to renew the declaration made at the 1931 session, and to invite the Council to draw the attention of all Governments Members of the League of Nations to its terms.

The recommendation was therefore worded as follows :

" The Child Welfare Committee,

" Re-affirms its recommendation that at once all confinement in prisons should be absolutely excluded in the case of children, and that in cases of delinquency the treatment applied to them should be prompted by a desire for their education and training and not for their punishment.

" The Committee invites the Council to draw the attention of all Governments Members of the League of Nations to the terms of this recommendation."

#### REPORT BY THE "SAVE THE CHILDREN INTERNATIONAL UNION" ON THE WORK OF THE INTERNATIONAL CONGRESS OF CHILD WELFARE IN AFRICA.

M. Polligkeit commented on the report of the "Save the Children International Union". He pointed out that the many child welfare congresses which had met during the last ten or twenty years had dealt almost solely with European and American or, in any case, white children, whereas the same problems arose in regard to children of other races, in particular those of Africa.

The Conference had studied three of these problems : infant mortality, education as a preparation for life, and child labour.

The conclusions adopted by the Congress emphasised the necessity for studying far more closely the anthropological, medical, social and economic factors bearing upon infant mortality, and the desirability of making the instruction given to children correspond to the deep-rooted aspirations of the race and of adapting tradition to the progress desired rather than suppressing it. The Conference also expressed the view that every opportunity must be taken of preventing the dangers that may arise from child labour, taking into account experience gained in Europe and the American continent.

The Conference in particular recommended a closer co-ordination between the efforts of private bodies and Government institutions and, above all, close collaboration with the native himself.

The resolution submitted by M. Polligkeit was adopted in the following form :

" The Child Welfare Committee,

" Having noted the report submitted by the 'Save the Children International Union' on the International Congress for the Protection of African Children held at Geneva in June 1931 :

" Is glad to learn of the successful efforts undertaken, both by Governments and by private organisations, on behalf of African children ; and,

" Is convinced of the necessity of pursuing and extending this policy."

YOUTH HOSTELS.

Dr. Matz commented on the report she had submitted to the Committee (document C.P.E.320). The delegates of Spain, France, Great Britain and Denmark informed the Committee that Germany's example had been followed in their own countries.

The delegate of Roumania asked leave of Dr. Matz to include her report in the material she was sending to the Children's Exhibition, which is to open at Bucharest on May 1st next, under the patronage of His Majesty the King of Roumania.

Dr. Matz acceded to the Committee's request to her to complete her report for the next session by giving information on the following points : the international central organisation of the youth hostel movement and the use of such hostels by mixed groups (girls and boys).

BUDGET.

The budget was adopted as submitted.

LENGTH OF SESSIONS.

The Child Welfare Committee requested its Chairman to point out to the Secretary-General the desirability of its holding longer sessions than that provided for the current year, in view of the number and importance of the questions submitted to it.

DATE OF THE NEXT SESSION.

The next session of the Committee was fixed for March 27th, 1933.

(Signed) E. E. EKSTRAND,  
*Secretary,*

*Director of the Opium Traffic  
and Social Questions Sections.*

(Signed) H. Gr. ROMNICIANO,  
*Chairman.*

(Signed) Dr. P. LUISI,  
*Vice-Chairman.*

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**Appendix I.**

**THE SOCIAL FUNCTION OF THE VISITING NURSE (OR OF THE SOCIAL WORKER)  
IN THE SAFEGUARDING OF THE HEALTH OF MOTHER AND CHILD.**

**A.**

**1. For what services is it necessary to have a specialist staff for these duties ?**

**B.**

- 1. General statement of duties.**
  - 2. Principles applied in the different countries.**
  - 3. Synthesis of the duties performed by visiting nurses (or social workers) in the different countries : conclusions.**
-

## Appendix II.

### QUESTIONNAIRE RELATING TO THE INSTITUTIONS FOR ERRING OR DELINQUENT MINORS.<sup>1</sup>

#### I.

1. Under what laws are minors tried (general codes or special laws for minors) ?
2. Within what age-limits is a person deemed a minor for the purposes of criminal responsibility ?  
Are there in addition special age divisions within the age-limits ? If so, specify them.

#### II.

1. To what kind of institutions are erring or delinquent minors sent by judgments of the courts or by decisions of a competent authority ?
2. Are these institutions public or private ? Are they subject to supervision by the administrative authorities or by the magistrature, and, if so, how is such supervision organised ?
3. Who bears the cost of a minor's maintenance pursuant to a judgment of the court or to a decision, as mentioned above ?

#### III.

1. If prisons are included among the institutions mentioned in question II, 1, are the minors housed in :

Special buildings ;  
Special sections ;  
Special cells ;

or do they in any way come into contact with adult prisoners ?

2. In that case, are the minors subject to special treatment ?

#### IV.

1. For what groups of minors (according to age, sex, physical and mental condition or other criteria) are there educational institutions or reformatories, and what are the longest and shortest periods for which minors remain therein ?

2. What is the numerical capacity of the typical institutions in your country, what is their character (agricultural, industrial or other), and how are they organised (single-building system, "cottage" system, "boarding-out" system) ?

3. What is the system followed in these institutions with regard to :

(a) The examination<sup>2</sup> (physical, mental, psychological, psychiatric, etc.) of minors on admission and during their stay and the method of classification which results ?

(b) Medical supervision (psychiatrics) ?

(c) Physical training, recreation, games ?

(d) Character training (disciplinary measures such as rewards, privileges, punishments, self-government, etc.) ?

(e) Religious instruction ?

(f) Scholastic education ?

(g) Vocational training ?

For the last two forms of education, can minors obtain certificates of proficiency ? To what extent can they choose the work they will be engaged in ?

(h) Preparation for life as a member of society ?

4. How is the staff constituted ? What are the qualifications required for the various categories of staff in relation to the points enumerated under IV, 3 ?

To what extent are women employed in the management and on the staff of institutions for boys, and men in institutions for girls ?

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<sup>1</sup> The term "minors" here applies to children and adolescents up to the maximum age at which they can by law benefit by any special measures not applicable to adults.

<sup>2</sup> Dr. Luisi (Uruguay) was of opinion that attention should have been drawn to certain recent questions by modifying the text as follows :

(a) Examination :

(1) Physiological, physical, mental, etc.

(2) Pathological : General ; Endocrinal and cognate systems.

V.

Does the pupil receive pay for his work, and, if so, what becomes of his wages? (Are they deposited in a savings bank or handed over to the minor, etc.?)

VI.

What degree of liberty is allowed to the young people residing in the institutions? Is there any contact with the outside world? Do they visit their homes or are they given holidays (in camps or elsewhere)?

VII.

Can the stay in these institutions be provisionally or conditionally suspended or curtailed? If so, how, in what cases, and under what conditions?

VIII.

On what conditions does the minor's stay in the establishment terminate? What authorities have power to order his release?

IX.

Do the institutions keep in touch with their former pupils when the latter have finally left the institutions?

X.

Are subsequent measures of moral or social assistance provided for? What are the public or private organisations responsible for them?

XI.

What conclusions does experience suggest with regard to the merits and any deficiencies of the system described in the replies to the foregoing questions?

XII.

Are there any statistical data concerning the results of education, more particularly in the case of second offenders?

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Geneva, May 12th, 1932.

**LEAGUE OF NATIONS**

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

*Eleventh Session (April 4th to 9th, 1932)*

**AMENDMENTS TO THE CONVENTIONS OF 1910 AND 1921:  
ELIMINATION OF AGE LIMIT**

**REPORT OF THE SECRETARY**

At its tenth session in 1931, the Traffic in Women and Children Committee, having noted with satisfaction a marked increase in the number of Government replies in favour of abolishing the age limit in the Conventions of 1910 and 1921, decided to reconsider this question at its meeting in 1932 in connection with other amendments to the Conventions.

**I. HISTORY OF THE PROPOSAL.**

At the International Conference on the Traffic in Women and Children, held under the auspices of the League in 1921, the delegate of the Netherlands (see records of the Conference, page 65) proposed to ask the Governments to examine the question whether it was not urgently necessary to eliminate the words "under age" in Article 1 of the Convention of 1910, which reads:

"Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl *under age*, for immoral purposes, shall be punished. . . ."

The object of this proposal was to provide for the punishment of the traffic in women and girls over age, even if carried out with their full consent. The present provisions of the international Conventions suppress the traffic in women and children over age only if carried out by means of fraud, violence, threats or other methods of compulsion or by abuse of authority (see Article 2 of the 1910 Convention).

The proposal of the Netherlands delegate was carried by seventeen votes to eleven, but as a three-quarters majority was necessary in order to make it an official recommendation of the Conference, it was not adopted. However, the Convention for the Suppression of the Traffic in Women and Children, signed in 1921, provided for an increase in the age limit of Article 1 of the 1910 Convention, from 20 to 21 years of age, by stipulating (Article 5) that the words "under age" should be read in future as referring to "women and girls under 21 completed years of age".

The question of the age limit was again raised by the Special Body of Experts appointed to enquire into traffic in women and children, which, in its report of February 17th, 1927 (page 46), suggested that, "in view of the number of minor girls who are exploited on the pretence that they are over age, the question of modifying the existing Conventions might be reconsidered to see whether there is some way of meeting the difficulty". This suggestion was based on the experts' findings that about ten per cent of the traffic was still in girls under 21 years of age, and the experts added that ten per cent was probably an under-estimate. It was found that frequently the age of these girls was concealed by false birth certificates and false passports, showing their age as being above 21 years, and making it thus extremely difficult in practice to apply the provisions of the international Conventions.

In taking note of this suggestion, the Committee decided, in 1928, to place on its agenda the question of the desirability of eliminating the age limit.

In 1929, Mr. Cohen, Rapporteur, submitted a detailed report (document C.T.F.E.412) on the question, and informed the Committee that a consultation of the national committees for the suppression of the traffic resulted in a recommendation for removal of the age limit. This recommendation had also been supported by various international conferences and congresses, and Mr. Cohen added that all the assessors of the Advisory Committee and all women's organisations held the same view. He asked whether it would not be possible to obtain the support of Governments for the following provision :

“ Any person who procures or attempts to procure any woman or girl for purposes of prostitution within or without the country, shall be liable to a penalty of . . . ”

The Committee's discussion in 1929 led to the following resolution :

“ The Traffic in Women and Children Committee, having considered the views expressed on the question of eliminating the age of 21 in the Convention of 1921, is of opinion that the time has now arrived for a further reconsideration of this matter and requests the Council to authorise the Secretariat to obtain the views of all Governments as to the proposed change and to submit a report to the next session of the Committee.”

The Council approved this resolution in June 1929 and the Secretary submitted to the Committee the answers received from Governments in the course of the following year, in documents C.T.F.E.467, 467(a) and 467(b). The Committee, in taking note of these answers at its session of 1930, voted the following resolution :

“ The Traffic in Women and Children Committee has considered the replies received so far from the Governments consulted as to the elimination of the age of 21 years from the Convention of 1910 as amended by the Convention of 1921.

“ Most of these Governments are in favour of the elimination of the age, and the Committee is inclined to the view that this step should be taken, though it thinks that it would still be desirable to emphasise the fact that the offences covered by the Convention are more serious when committed against women of minor age.

“ The Committee would prefer to secure the replies of other Governments before expressing any definite opinion and calls for a further report to be submitted next year.”

Following this resolution, the Secretariat completed its consultation and submitted a supplementary report in 1931 (document C.T.F.E.467(c)).<sup>1</sup> Last year, the Committee held a further discussion on the elimination of the age limit and decided to continue its examination at its 1932 session.

\* \* \*

The main arguments brought forward in favour of the abolition of the age limit are the following :

1. The application of the Conventions encounters great difficulty in practice because, owing to the frequent use of false papers, it is often impossible to give minors the protection provided for by Article 1 of the 1910 Convention. In the same way, the application of Article 2, protecting women and girls over age, is difficult because fraud and compulsion are used by modern traffickers in such a way as to make it often impossible to prove them.

2. Even if a woman over age freely consents to being made the object of the traffic, in the majority of cases she is not fully aware of the disaster to which she is being led, and her consent should therefore not be a bar to the prosecution of the traffickers.

3. Even if the victim over age has been a prostitute before, the law should not permit anyone to derive financial benefits from such a traffic.

The chief difficulty pointed out in connection with the proposal was the existence of licensed houses. It was stated that the abolition of the age limit might have the effect of making persons who managed licensed houses and those who recruited women for such houses punishable under the amendment. However, several countries where licensed houses exist have expressed themselves in favour of the Committee's taking up the question of eliminating the age limit, and have thus indicated that the existence of licensed houses should not in itself be considered a bar to amending the Conventions on this point.

## II. REPLIES FROM GOVERNMENTS.

On August 1st, 1929, the Secretary-General sent a circular letter to the Governments requesting them to inform him of their opinion on the question of eliminating the mention of the age of 21 in the Convention of 1921. Thirty-one Governments, out of forty parties to the Conventions of 1910 and 1921, replied to this circular letter that in principle they were

<sup>1</sup> Since the drawing up of this last report, two more answers have been received. The French Government wrote on April 9th, 1931, that it is favourable in principle to the study of the suppression of the indication of the age of 21 years, and Sweden informed the Secretariat on October 16th, 1931, that it has no objection to the proposal of suppressing the indication of the age of 21 years in the Convention of 1921.

in favour of eliminating the age limit, either with or without limitations. These thirty-one Governments are those of :

Albania	Finland	Panama
Australia	France	Poland
Austria	Hungary	Roumania
Belgium	India	Siam
United Kingdom	Italy	South Africa
Bulgaria	Japan	Spain
Canada	Lithuania	Sweden
China	Luxemburg	Switzerland
Cuba	Netherlands	Yugoslavia
Czechoslovakia	New Zealand	
Estonia	Norway	

One Government only (Denmark) replied that it "has certain objections with regard to the expediency of the measure contemplated". On the other hand, the Danish member of the Committee stated in 1930 that the new Penal Code of Denmark punishes, without reference to the age of the victim, anybody who, for purposes of gain, induces any person to illicit intercourse with others (Minutes of the ninth session, page 37).

India and Siam informed the Secretariat that they could agree to the elimination of the age limit so far as the international traffic is concerned, but that they would have to reserve an age limit with regard to purely national traffic. It might be remembered that both these Governments, when signing the 1921 Convention, made an explicit reservation with regard to the age limit of 21 years, which they estimated too high for their nationals. Thus these two Governments have already placed themselves outside the general regulation of the present Conventions.

The Italian Government is in favour of the elimination of the age of 21, provided that the offence in question, when committed upon persons under age, is still specifically covered, and the Italian member of the Committee added (Minutes of the ninth session, page 35) that, in the view of his Government, the offence against minors should be punished more severely than the trafficking in victims over age.

France and Belgium have stated that they are in principle in favour of the question of eliminating the age limit being studied. Belgium added that she reserves a final decision until the proposal of the Committee is more clearly specified.

A number of other Governments, when answering in the affirmative the proposal of eliminating the age limit, referred to their national legislation, indicating that they had in some way or another already abolished the age limit, and assuming that the proposal of the Committee was identical with the particular solution adopted in their own country. A comparison of these legislations shows that they differ considerably and that the Committee's proposal can be understood in various ways. The following citations will show this more clearly.

### III. NATIONAL LEGISLATIONS HAVING ABOLISHED THE AGE LIMIT WITH OR WITHOUT LIMITATIONS.

(a) Chapter XX, §10, of the Finish Penal Code states :

"Any person . . . who induces a woman to engage in immorality shall be punished . . ."

This is an example of a provision *punishing the traffic of women and girls over age without any limitation*. Only a few countries have adopted such a far-reaching provision and are thus extending to victims over age the same protection as accorded to persons under 21 years of age.

(b) The New Penal Code of Denmark contains a provision which reads (§ 228) :

"Anyone who, for *reasons of profit* . . . induces a person to have immoral sexual intercourse with others . . . shall be punished . . ."

This regulation is more restrictive than the first one, for it punishes the trafficker only under the condition that he or she committed the offence for reasons of profit. *The intention of gain or self-interest must be proven in this case in order to punish the trafficker.*

(c) Siam enacted in 1928 a Traffic in Women and Girls Act, which stipulates in Section 4:

"Whoever brings or causes to be brought into Siam or takes away or causes to be taken away from Siam any woman or girl for the purpose of prostitution . . . shall be punished . . ."

This provision *suppresses the traffic of women and girls over age if it is of an international character*. It is necessary to prove that the victim had to be brought from or to the country in order to make the act punishable.

(d) Article 532 of the new Penal Code of Italy punishes :

". . . any person who, to gratify the passions of another, induces his *descendant, wife, sister or relative in the direct descending line*, being of full age, to become a prostitute."

Trafficking in women over age with their consent is *punishable by this provision under the condition that the victim belongs to the family of the offender.*

By Articles 531 and 535, the Italian Code accords the same protection to victims over age if *in a state of infirmity or mental deficiency.*

(e) Some legislations make a distinction as to whether the victim is of good or bad repute. The Japanese Penal Code states in Article 182 :

“Whoever shall have, for the purpose of gain, urged or encouraged a *virtuous* woman or girl to commit illicit sexual intercourse shall be punished . . . .”

The limitation imposed by such provision is that the trafficker *is not punished if the victim is a prostitute or a woman of loose morals.*

(f) Other countries make a distinction between procuring the victim for immoral carnal connection and leading the victim into prostitution. The trafficker in women over age with their consent is *only punished if the victim is destined to become the inmate of a brothel or join the ranks of prostitution.* An example of such legislation is Section 2, paragraphs 2, 3 and 4, of the Criminal Law Amendment Act of Great Britain of 1885 (and later amendments) :

“Any person who :

“ . . . . .

“(2) Procures or attempts to procure any woman or girl to become, either within or without the Queen’s dominions, a *common* prostitute ; or

“(3) Procures or attempts to procure any woman or girl to leave the United Kingdom, with intent that she may *become an inmate of or frequent a brothel* elsewhere ; or

“(4) Procures or attempts to procure any woman or girl to leave her usual place of abode in the United Kingdom (such place not being a brothel), with intent that she may, for the purposes of prostitution, *become an inmate of or frequent a brothel* within or without the Queen’s dominions ;

“ Shall be guilty of a misdemeanour . . . .”

(g) Trafficking in women and girls over age with their consent is *punishable if carried on habitually*, under the provision of the Swedish Penal Code, Chapter XVIII, paragraph 11 :

“Any person who *habitually* seduces a person into, arranges, or in any other way promotes illicit intercourse, shall be punished for procuring . . . .”

The above cited texts should not be considered as giving an exhaustive list of national legislations having partly or completely eliminated the age limit. But they illustrate the kind of provisions to be found in national legislations and the limitations current in such enactments.

According to the laws submitted to the Secretariat by Governments, the following countries, parties to the Conventions,<sup>1</sup> punish the traffic in women and girls over age carried out with their consent either without limitations or with such restrictions as have been illustrated above :

Australia (Queensland, Tasmania, Victoria and Western Australia)	Danzig Denmark Finland	Norway Poland Portugal
Austria	Germany	Siam
Brazil	Hungary	South Africa (Transvaal)
United Kingdom	India (Bombay, Burma, Calcutta, Madras)	Spain
Bulgaria	Italy	Sweden
Canada	Japan	Switzerland
China	Monaco	Uruguay
Cuba	Netherlands	Yugoslavia

The relevant laws of these countries are reproduced in the Appendix.

\* \* \*

It is now for the Traffic in Women and Children Committee to define the manner in which it proposes the elimination of the age limit from the 1910 and 1921 Conventions. The Committee will be called upon to decide :

(1) *Whether the traffic in women and girls over age, carried out with their consent, should be made punishable either under certain restrictions or without limitations ; and,*

(2) *In case the Committee is in favour of certain restrictions, what kind of limitations should be proposed.*

<sup>1</sup> The United States of America and the Union of Soviet Socialist Republics, not parties to the Conventions, punish, also with certain limitations, the traffic in women and girls over age, carried out with their consent.

\* \* \*

In answer to these questions the Traffic in Women and Children Committee adopted at its eleventh session, held in April 1932, the following resolution :

“ The Traffic in Women and Children Committee,

“ Having noted the answers received from Governments on the question of the elimination of the age limit in the Conventions of 1910 and 1921 ;

“ Considering that it follows from these answers that in some countries the traffic in women over age is already punished without any restrictions, that in other countries this traffic is not punishable according to the penal legislation and that again in other countries this traffic is punished under certain limitations such as to allow prosecution, for instance, only in cases where the victims are sent abroad ;

“ Considering that the traffic in women is always and in all circumstances a profoundly immoral and anti-social act ;

“ Considering that experience has shown that impunity as regards traffic in women who are over age and who consent is hampering the effective suppression of traffic in minors :

“ Expresses the opinion that the traffic in women, even if the victims are over age and consent, should be punished, and begs the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the above-mentioned conventions.”

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#### Appendix.

#### TEXTS OF NATIONAL LEGISLATIONS PUNISHING WITH OR WITHOUT LIMITATIONS THE TRAFFIC IN WOMEN OVER AGE, CARRIED OUT WITH THEIR CONSENT.<sup>1</sup>

The limitations contained in the provisions are printed in italics.

##### AUSTRALIA.

The provisions of the Criminal Law Amendment Act of Great Britain of 1885, which has been cited (page 4), is in force with slight alterations in Queensland, Tasmania, Victoria and Western Australia.

##### AUSTRIA.

Penal Code, § 132, IV, and § 512 : “ The following shall be held guilty of procuring : (a) if thereby an *innocent* person is seduced or if *parents, guardians, tutors or teachers* are guilty in respect of their children or wards or persons entrusted to them for purposes of upbringing or education ; (b) persons who *make a business* of procuring prostitutes ; (c) persons who allow themselves to be used in other respects as intermediaries in illicit relations of this kind.”

##### BRAZIL.

Penal Code, Article 277 : “ Anyone who incites, furthers or facilitates *prostitution* of another person shall be punished.”

##### UNITED KINGDOM.

Criminal Law Amendment Act, 1885, and later amendments, Section 2 (for text, see page 4).

##### BULGARIA.

Penal Code, Article 228 : “ Any person who . . . for purposes of carnal knowledge procures . . . a person with respect to whom *carnal knowledge amounts to incest* . . . or his *legal wife, or daughter or adopted child* . . . shall be punished . . . ”

##### CANADA.

Criminal Code Act (revised Statutes 1927), Section 216 : “ Everyone is guilty of an indictable offence . . . who procures or attempts to procure or solicits any girl or woman to have unlawful carnal connection, either within or without Canada, with any other person or persons.”

##### CHINA.

Penal Code 1928, Article 246 : “ Whoever, *for purposes of gain, induces any woman or girl belonging to a respectable family* to have illicit intercourse or to commit immodest acts with a third party shall be punished.”

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<sup>1</sup> Traffic in women is defined by the International Conventions as “ procuring, enticing, or leading away of a woman or girl for immoral purposes, in order to gratify the passions of another person ”.

CUBA.

Decree No. 384, of 1925, Article 1 : “ Any person who is directly or indirectly responsible for the conveyance to Cuba of any woman to be used for prostitution or other immoral purposes, or who obtains, or aids, assists or in any manner whatsoever contributes to pay the passage of any woman to Cuba for such purpose, or who tempts, induces, procures, coerces, constrains, or persuades (even with her consent, or in any other way) any woman to engage in prostitution or other immoral activity, whether permanently or for a time after her arrival in the national territory, shall be punished . . . .”

CZECHOSLOVAKIA.

Emigration Law of February 15th, 1922, Article 2, § 35 (1) : “ Any person who engages a person of the female sex or takes her away to a foreign country with the intention of causing her to commit immoral acts for the gratification of other persons shall be held guilty of an offence . . . .”

DANZIG.

Same legislation as Germany (for text of laws, see below under Germany).

DENMARK.

Penal Code, 1930, § 228 : “ Anyone who, for reasons of profit . . . induces a person to have immoral sexual intercourse with others . . . shall be sentenced for procuring. . . .”

§ 229 (1) : “ Any person who promotes habitual immoral conduct by acting as a go-between . . . shall be punished . . . .”

FINLAND.

Penal Code, Chapter XX, § 10 : “ Any person who . . . induces a woman to engage in immorality shall be punished . . . .”

GERMANY.

Penal Code, § 180 : “ Anyone who habitually or for self-interest assists immorality by acting as an intermediary . . . shall be guilty of procuring and liable to imprisonment. ”

§ 181 : “ Procuring, even though not carried on habitually or for self-interest, is punishable . . . if the procurer stands to the procured in the relation of husband to wife, parent to child, guardian to ward or minister, teacher or tutor to pupil.”

HUNGARY.

Law No. XXXVI, 1908, Article 44 : “ Any person who, on his own initiative, persuades a woman of good repute to enter a disorderly house or similar establishment shall be held guilty of procuring . . . .”

Article 45 : “ Procuring is held to be a felony without regard to the age or moral character of the victim, if the accused has . . . (2) committed the offence against a member of his family or against a woman entrusted to him for purposes of education, teaching or supervision or against a woman under his orders ; (3) exported a woman or caused her to be exported to a foreign country ; (4) made a business of procuring or been already once convicted of procuring . . . .”

INDIA.

Bombay Prevention of Prostitution Act 1923 (with later amendments), Section 6 : “ Any person who procures or attempts to procure any woman or girl, whether with or without her consent, to become a prostitute, or who, with intent that she may for the purposes of prostitution become the inmate of or frequent a brothel, persuades a woman or girl to leave her usual place of abode, shall be punished with imprisonment . . . .”

Section 7 : “ Any person who brings or attempts to bring into the city of Bombay any woman or girl with a view to her becoming a prostitute, shall be punished . . . .”

Similar provisions are to be found in the Burma Suppression of Brothels Act (1921), the Calcutta Suppression of Immoral Traffic Act (1923) and the Madras Suppression of Immoral Traffic Act (1930).

ITALY.

Penal Code, 1930, Article 531 : “ Any person who, to gratify the passions of another, induces a person . . . in a state of infirmity or mental deficiency to become a prostitute or incites such persons to lead an immoral life, shall be sentenced to imprisonment . . . .”

Article 532 (for text, see page 3).

Article 535 : “ Any person who, knowing that . . . a woman of full age who is in a condition of infirmity or mental deficiency will be led into prostitution in the territory of another State, induces her to go to that territory or takes steps to facilitate her departure, shall be sentenced to imprisonment . . . .”

JAPAN.

Penal Code, 1912, Article 182 (for text see above, page 4).

MONACO.

Penal Code, Article 334 : “ Any husband who causes *his lawful wife to engage in prostitution* shall be punished by penal servitude.”

NETHERLANDS.

Penal Code, Article 250 (*bis*) : “ Any person making a *profession or custom* of wilfully causing or encouraging the perpetration of immoral acts by other persons with third parties, shall be punished by imprisonment . . . ”

Article 250(*ter*) : “ *Trafficking in women (vrouwenhandel)*<sup>1</sup> or in minors of male sex shall be punished by imprisonment . . . ”

NORWAY.

Penal Code, § 200 : “ Any person who induces, or assists in inducing, another person to have carnal connection with a third person, shall be sentenced to imprisonment . . . ”

POLAND.

Presidential Decree of July 29th, 1927 ; Chapter I, Article 1, Section 1, and Chapter II, Article 2(*a*) : “ Any person inciting or inducing another person to *become a professional prostitute* shall be punished . . . ”

Chapter III, Article 3(*a*) : “ Any person inciting another person to immorality shall be sentenced to imprisonment.”

PORTUGAL.

Penal Code, Article 405 : “ Should anyone, to satisfy the improper desires of a third party, incite, further, or facilitate prostitution or corruption of *any person descended from him*, he shall be condemned to imprisonment . . . ”

§ 1 : “ *A husband* who shall have committed the same offence *in respect of his wife* shall be punished . . . ”

SIAM.

Traffic in Women and Girls Act 1928, Section 4 (for text, see page 3).

SOUTH AFRICA (TRANSVAAL).

Transvaal Immorality Ordinance No. 46, of 1903, Section 131 : “ Any person who . . . procures or attempts to procure any girl or woman *not being a common prostitute or of known immoral character* to have unlawful carnal connection, either within or without this colony, with any other person or persons . . . shall be punished . . . ”

SPAIN.

Penal Code, 1928, Article 608 : “ The following shall be punished : . . . Any person who facilitates or publicly abets the prostitution of one or more persons within or without the Kingdom by *deriving profit* from this traffic . . . ”

SWEDEN.

Penal Code, Chapter XVIII, § 11 : “ Any person who, *habitually* or for *motives of gain*, seduces a person into, arranges or in any other way promotes illicit intercourse, shall be punished for procuring.”

§ 12 : “ Fathers and mothers, adoptive fathers and mothers, guardians, teachers, or other persons aiding or abetting the corruption of *their child or of a person placed under their authority or supervision*, shall . . . be punished.”

SWITZERLAND.

Federal Law of September 30th, 1925, Article 1 : “ Any person who, in order to satisfy the desires of another, shall engage in the *traffic (traite = Handel)*<sup>2</sup> in women and minors, particularly by procuring, enticing or leading them away, shall be sentenced to penal servitude.”

URUGUAY.

Law of May 27th, 1927, Article 1 : “ Any person of either sex *exploiting* the prostitution of another or in any way concerned in procuring *for purposes of gain*, even with the consent of the victim, shall be punished . . . ”

<sup>1</sup> Literal translation : “ commerce in women ”, which implies a *purpose of gain*.

<sup>2</sup> This term implies a *purpose of gain*.

YUGOSLAVIA.

Penal Code, 1929, Article 277 : “ Any person who *takes advantage of the distressed condition of a woman of good repute* to incite her to have sexual intercourse or to commit an act of immorality . . . ; with another person shall be sentenced to a term of rigorous imprisonment . . . .”

Article 280 : “ Any person who, *habitually or from motives of gain*, encourages immorality shall be sentenced to a term of rigorous imprisonment not exceeding two years . . . .”

Article 282 : “ . . . (2) any person who procures his *wife, daughter, sister, granddaughter or other person entrusted to his care or placed under his control* ; (3) any person who removes a person from his (her) place of origin or residence to another place for immoral purposes and abandons that person or hands him (her) over to others, shall be sentenced to a term of penal servitude not exceeding ten years.”

Article 283 : “ Any person who *takes a person abroad* for immoral purposes or hands such person over to another with the same object or conspires with anyone to this end shall be sentenced to a term of penal servitude not exceeding fifteen years.”

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Genève, le 2 septembre 1932.

SOCIÉTÉ DES NATIONS

**COMITÉ DE LA TRAITE DES FEMMES ET DES ENFANTS**

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**Amendements aux Conventions de 1910 et 1921:  
Elimination de la limite d'âge.**

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En haut de la page 3, l'Inde devrait être supprimée de la liste des pays qui ont déclaré qu'en principe, ils étaient favorables à la suppression de la limite d'âge, avec ou sans restrictions.

La position prise par le Gouvernement de l'Inde dans cette question a été définie dans une lettre adressée au Secrétariat, datée du 7 novembre 1929, comme suit:

« Le Gouvernement de l'Inde, qui a été consulté sur cette suggestion, a déclaré que le Comité de l'Inde de l'âge du consentement a recommandé que l'âge du consentement en dehors du mariage soit élevé à 18 ans, et que cette proposition est en ce moment à l'étude. En conséquence, il ne désire pas, pour le moment, exprimer une opinion définitive sur la proposition que la limite d'âge soit supprimée de la Convention, excepté pour le fait qu'il est peu probable qu'il y ait des objections pour la suppression de la limite d'âge en ce qui concerne les femmes étrangères. »

[Communicated to the Council  
and the Members of the League.]

Official No.: **C. 503. M. 244.** 1932. IV.  
**ERRATUM.**

Geneva, September 2nd, 1932.

LEAGUE OF NATIONS

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

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**Amendments to the Conventions of 1910 and 1921:  
Elimination of Age Limit**

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On top of page 3, India should be eliminated from the list of countries having declared themselves, in principle, in favour of eliminating the age limit, either with or without limitations.

The position taken by the Indian Government in this question has been defined in a letter to the Secretariat, dated November 7th, 1929, as follows:

“ The Government of India, who have been consulted on this suggestion, state that the Indian Age of Consent Committee has recommended that the age of consent outside marital relations should be raised to 18 years, and that this proposal is now under consideration. They do not, therefore, at present desire to express a definite opinion on the proposal that the age limit should be eliminated from the Convention, except to the extent that there is not likely to be any objection to the elimination of the age limit in respect of foreign women.”

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Geneva, June 1st, 1932.

LEAGUE OF NATIONS

**TRAFFIC IN WOMEN AND CHILDREN  
COMMITTEE**

CENTRAL AUTHORITIES

6

CONTENTS.

	Page
I. Introduction . . . . .	1
II. Origin and Development of "Central Authorities"; obligations devolving upon Governments and upon the League of Nations . . . . .	2
III. Number and mechanism of Central Authorities . . . . .	5
IV. Defects and Remedies . . . . .	8
V. Communications from Governments :	10
Belgium . . . . .	11
United Kingdom . . . . .	13
Denmark . . . . .	14
France . . . . .	15
Germany . . . . .	10
Italy . . . . .	16
Japan . . . . .	17
Poland . . . . .	17
Spain . . . . .	14
United States of America . . . . .	14
Uruguay . . . . .	17
VI. Communications of Assessors . . . . .	19
Appendices :	
1. Organisation of the International Criminal Police Commission of Vienna . . . . .	19
2. Text of Articles referring of the Inter-Police Convention of Buenos Aires to Offences connected with the Traffic in Women . . . . .	20

I. INTRODUCTION.

At its ninth session, in April 1930, the Traffic in Women and Children Committee adopted the following resolution :

" The Traffic in Women and Children Committee, realising the importance of the organisation and smooth working of the central authorities established in virtue of Article 1 of the 1904 International Agreement, considers it desirable to possess full information concerning the organisation and practical work of these authorities in various countries. It therefore instructs the Secretariat to prepare a preliminary report with a view to an enquiry on this subject."

At its meeting on May 13th, 1930, the Council, when approving the preparation of this preliminary report, expressed the view that it might be sufficient, at the present stage, for the Secretariat to address its enquiries to the members of the Committee and the assessors.

Replies to the circular letter on the subject sent out by the Secretariat were received from the delegates of the following countries : Belgium, United Kingdom, Denmark, Italy, Poland, United States of America, Uruguay.

Owing to the very limited number of answers received in 1931, the Secretariat was only able to establish certain preliminary indications for use in an eventual enquiry. This report was communicated to the Traffic in Women and Children Committee at its session in April 1931. It dealt with the origin and development of central authorities, with their number and action, with their defects and the remedies which might be applied. It noted the necessity of organising central authorities in the countries where these did not exist, and of co-ordinating the exchanges of information between the central authorities. It proposed an international collaboration of police forces and suggested the adoption of regulations on the model of those drawn up for the suppression of counterfeiting currency (*vide* document C.193.M.76.1931.II) and the establishment of a central police information bureau.

The Committee, which took note of this document in April 1931, requested the Council of the League of Nations to communicate it to all Governments represented on the Committee for their observations and suggestions, and the Council, at its meeting of May 20th, 1931, decided to give effect to the Committee's request. The Secretary-General forwarded, in agreement with these instructions, the relevant documents to the members and assessors of the Traffic in Women and Children Committee with a circular letter, dated June 24th, 1931.

Information was received from the following countries : Belgium, United Kingdom, Denmark, France, Germany, Italy, Japan, Poland, Spain, and Uruguay.

The Committee, at its session in April 1932, took note of these answers. It did not favour the creation of an international central bureau for police communications, but recommended that the Secretariat should remain in close contact with organisations engaged in similar work. It was of opinion that the same form of organisation was not suitable for all countries, but that the organisation of the existing central authorities might be improved in some countries. The Committee was unanimously of opinion that more direct relations should be established between the Secretariat and the central authorities, and adopted the following resolution :

“ The Traffic in Women and Children Committee recommends that more direct contact should be established between the central authorities and the Secretariat with a view to a closer analysis of the cases of traffic reported.

“ It also recommends that the Secretariat should maintain close contact with organisations such as the International Criminal Police Commission.

“ The Committee requests the Council to ask the Governments to examine if it is possible to improve the organisation of the central authority, to strengthen its power of action and to encourage its relations with voluntary organisations in view of rendering its work more efficient.”

The Council, at its meeting on May 10th, 1932, endorsed this resolution and requested the Secretary-General to transmit the recommendations to the Governments signatories of the Convention, and to ask them what action they thought it possible to take in order to give effect to them.

## II. ORIGIN AND DEVELOPMENT OF CENTRAL AUTHORITIES ; OBLIGATIONS DEVOLVING UPON GOVERNMENTS AND UPON THE LEAGUE OF NATIONS.

The International Congress for the Suppression of the White Slave Traffic, held in London in January 1899, recommended that an agreement should be concluded between the Governments chiefly concerned, with a view to making the traffic a punishable offence. The Congress expressed the view that such an agreement was essential, *inter alia*, “ in order that simultaneous researches might be carried out by concerted agreement in every country, when the circumstances characterising the offence occur in different countries”.

The above recommendation forms the basis of the idea underlying the institution of central authorities. The International Conference adopted the principle when framing the 1904 Agreement.

The French Government, in its report on the questions for discussion by the Conference, expressed the view that :

“ . . . an international agreement can easily be established on this point (active supervision in regard to procuring) and also on the reciprocal obligation of Governments to inform one another of cases in which their own nationals have been procured by persons convicted of being engaged in the traffic.”

The German Government then put forward, in a note, a very definite proposal with a view to the institution of central authorities by the States concerned :

“ . . . . .

“ II. Only by concerted action on the part of the criminal police organs in the States concerned can one hope for the successful supervision and suppression of the traffic in women. Proposals have accordingly been submitted — viz. :

“ 1. Institution by the States concerned of central offices for the collection of news (information) concerning persons convicted or suspected of being engaged in

the traffic in women; obligation on the part of these central offices to inform one another of the departure abroad of a 'trafficker' within their area, and also of any important event relating to the traffic in women, and to supply any information for which they may be asked . . . ."

This suggestion was supported by the Austrian and Swiss delegations, while the British delegate also spoke at some length on the subject.

#### INTERNATIONAL AGREEMENT OF 1904.

The Conference finally drew up the International Agreement of 1904, Article 1 of which reads as follows :

"Each of the Contracting Governments undertakes to establish or name some authority charged with the co-ordination of all information relative to the procuring of women or girls for immoral purposes abroad; this authority shall be empowered to correspond direct with the similar department established in each of the other Contracting States."

The Drafting Committee of the Conference, in its comments on this article, stated :

"Article 1 brings out more clearly what was implied in several of the resolutions of the Administrative Commission — namely, the obligation to institute or name a central authority to co-ordinate all information on procuring for abroad. Each Government will act as it thinks fit — that is, it will institute an administrative department, or, more probably, will entrust the duty to an existing service. The essential point is that there should be in every country an office responsible for the duties mentioned in the Agreement. Those duties will be defined and extended as the result of experience. Reference may be made in this connection to the fourth resolution of the Administrative Commission : To report to one another, through the responsible central service, any person suspected or convicted of being engaged in the white slave traffic; to supply the necessary particulars for recognising such persons and to keep one another informed of their movements, so as to permit of constant supervision over their acts."

#### CONVENTION OF 1910.

At the Conference in 1910, the question of central authorities only came up for discussion again in connection with Article 7. It was agreed that "the Contracting Parties undertake to communicate to each other the records of convictions in respect of offences covered by the . . . Convention". It was further provided that these documents should "be forwarded direct by the authorities designated in conformity with Article 1 of the Agreement concluded at Paris on May 18th, 1904, to the corresponding authorities of the other Contracting States."

#### CONFERENCE OF 1921.

During the Conference of 1921, M. Alfredo de Castro (Uruguay) explained the object of the Buenos Aires Conference of February 1920 — namely, to establish a *modus operandi* for the exchange of information regarding the antecedents of dangerous persons and also to establish international co-operation between the police of the countries which signed the Agreement. He submitted a motion calling upon the Conference of 1921 to recommend the Governments of all States, not signatories of the Administrative Inter-Police Convention,<sup>1</sup> to take into consideration the articles of that Agreement which directly or indirectly concern offences connected with the white slave traffic.<sup>2</sup>

Mr. Harris, delegate of the United Kingdom, pointed out that few of those present at the Conference were experts on police administration, but that co-ordination was necessary between the central authorities established under the Agreement of 1904. He suggested accordingly that this proposal should be merely recorded in the proceedings of the Conference, so that all the different Governments could see it and refer it to the central authorities established under the Agreement for their consideration.

This procedure was adopted.

#### TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

The question of central authorities first came before the Advisory Committee on Traffic in Women and Children in 1921, and at its first session in July 1922 the Committee adopted the following resolution :

"The Advisory Committee recommends that the Council should urge all Governments signatory to the Agreement of 1904 or the Convention of 1921 to appoint a central authority under Article 1 of the 1904 Agreement, if they have not already done so."

<sup>1</sup> Signed on February 29th, 1920, by the delegates of the Argentine, Bolivia, Brazil, Chile, Paraguay, Peru and Uruguay, at Buenos Aires, ratified by the Governments of the Argentine and Peru, sent to the Secretariat for registration by the Government of Peru on March 29th, 1932.

<sup>2</sup> *Vide* text of the articles, Appendix 2. The text of the Agreement can be consulted at the Secretariat and will be published in the *Treaty Series*.

“ These central authorities should be attached to an executive service and it should be their duty to communicate with each other.

“ A list of the authorities should be circulated from time to time to all Members of the League and to all parties to the Agreement or Convention.

“ The Advisory Committee is of opinion that the Secretariat of the League of Nations should, in view of the responsibility placed upon the League by Article 23(c) of the Covenant, keep in close touch with these authorities.”

In 1924, pursuant to a resolution adopted by the Advisory Committee on Traffic in Women and Children at its third session, the Council passed the following resolution :

“ The Council invites those States which have undertaken to appoint central authorities but have not yet appointed them to do so without delay, and requests them to be good enough to communicate the names of these authorities to the Secretariat.”

The Assembly endorsed this decision of the Council in September 1924.

In response to these repeated requests, the Governments are naming or instituting central authorities.

In 1927, the Special Body of Experts appointed to carry out investigations into the traffic in women and children in twenty-eight countries expressed itself as follows as regards the work of the central authorities :

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

At its sixth session, in April 1927, the Traffic in Women and Children Committee again stressed in its resolutions the importance of regular inter-communication between these authorities.

Lastly, at its ninth session, the Committee requested the Secretariat to prepare a preliminary report with a view to an enquiry on central authorities.

\* \* \*

The foregoing history of the question makes it possible to determine exactly the scope of the undertakings entered into by Governments parties to the International Agreement of 1904,<sup>1</sup> since the duties entrusted to the central authorities and the methods to be employed by the latter have been defined in discussions at the various conferences and in the recommendations to League of Nations organs.

The Governments parties to the Agreement of 1904 undertook to *establish* or (should they consider the creation of a new service unnecessary) to *name* a “ central authority ”. It is provided, however, that any authority so named shall be attached to an executive service.<sup>2</sup>

The duties of the central authority are as follows :

(1) To *centralise* all information relative to the procuring of women and girls for immoral purposes abroad.

Such centralisation presupposes *administrative* and *penal* measures, as follows :

(a) A constant and active watch in all railway-stations and ports, and particularly at frontier points, with a view to the detection of traffickers.

(b) Examination of suspect persons by the emigration officers in ports ;

(c) Telegraphic description of all suspect departures to station and port officials ;

(d) Investigation of antecedents of foreign women known to be living an immoral life ;

(e) Release of all women kept against their will in premises employed for immoral purposes ;

(f) Supervision over employment offices and agencies and over appointments and contracts of women going abroad ;

(g) Refusal to authorise the sojourn of foreign traffickers or *souteneurs* ; repatriation of women who are victims of the traffic and provisional assistance for such women pending completion of the necessary formalities ;

(h) Co-operation with voluntary organisations ; active investigations for the purpose of detecting all persons suspected of being engaged in the traffic or in procuring and collection of proofs of their offences, with a view to their being brought before the courts.<sup>3</sup>

<sup>1</sup> Governments parties to the Convention of 1921 undertook *ipso facto* to accede to the Agreement of 1904.

<sup>2</sup> The delegate of Belgium drew attention to the French term “ *service actif* ” being used in Belgium when speaking of a non-governmental or non-administrative service. To entrust the duties of the Central Authority to an “ active ” service would therefore be conferring these prerogatives on a subordinate institution normally enjoying only a limited territorial competence and powers clearly defined by law.

<sup>3</sup> The replies received from Belgium and Italy with reference to the duties of their respective central authorities furnish excellent examples of the administrative measures which might be adopted.

(2) *To correspond* direct with the similar department established in each of the other contracting States.

This implies direct administrative co-operation by means of regular inter-communication between the central authorities on all questions relating to traffic in women and children.

Such co-operation obviously presupposes co-ordination as regards methods of work and an Agreement between the police authorities on the lines proposed by M. de Castro (Uruguay) at the Conference of 1921.

The Agreement which he proposed and which may be found on page 106 of the Records of the International Conference on Traffic in Women and Children of 1921, provided for the co-ordination of methods for the forwarding of information concerning offenders, including: finger-prints, parentage or information as to civil status, morphological description, etc. The Uruguyan Government has supplied information on the subject which might serve as a model for other central authorities; the "record of procurers" instituted in Uruguay makes it possible to obtain all such information without delay (*vide* page 7 of the present document).

The foregoing account shows the obligations of Governments as regards central authorities. In view of the responsibility devolving upon the League of Nations under Article 23(c) of the Covenant, the League of Nations Secretariat is responsible for ensuring close contact with those authorities.

### III. NUMBER AND MECHANISM OF CENTRAL AUTHORITIES.

So far, thirty-five States (not counting colonies, possessions and mandated territories) have forwarded the addresses of their central authorities. All of these thirty-five States appear to have named an existing organ to perform the duties in question, but not to have instituted a new department.

In nineteen countries, the police authorities have been made responsible for co-ordinating information on the traffic in women and children. Of these nineteen countries, seven state that the work devolving upon the central authorities is in the hands of the police or criminal investigation department. In the remaining sixteen countries, the work of co-ordinating information concerning the traffic is entrusted to various departments, such as the Ministry of the Interior, the Ministry of Justice, commissioners for immigration and emigration, child welfare offices, refugee services, or departments of which the Secretariat has not as yet received particulars. The following lists give an exact picture of the situation :

#### *List I. — Countries in which the Central Authority is attached to the Police.*

Australia (criminal) <sup>1</sup>	Monaco (criminal)
Austria	New Zealand
United Kingdom (criminal)	Norway
Bulgaria	Portugal (criminal)
Canada	Roumania
Czechoslovakia	Siam
Denmark	Sweden
France (criminal)	Union of South Africa
Germany (criminal)	Uruguay (criminal)
Latvia	

#### *List II. — Countries in which the Central Authorities are attached to Various Departments.*

Belgium :	Administration of the Sûreté publique (Ministry of Justice).
Cuba :	Office of Emigration Commissioner.
Estonia :	Ministry of Justice and of the Interior.
Finland :	Ministry of Social Welfare, Child Welfare Office.
Greece :	Refugees Service.
Hungary :	Royal Central Authority of the Public Morals Department.
India :	Home Department, Bombay.
Irish Free State :	Catholic Girls' Friendly Society.
Italy :	Central Italian Office for the Suppression of the Traffic in Women and Children.
Japan :	Ministry of the Interior.
Netherlands :	Royal Bureau for the Suppression of the Traffic and of the Circulation of Obscene Publications.
Poland :	Ministry of the Interior.
Spain :	Ministry of Justice.
Switzerland :	Office of the Federal Public Prosecutor.
United States of America :	Immigration Commissioner.
Yugoslavia :	Ministry of the Interior.

In view of the recommendation embodied in the Final Act of the 1921 Convention, the central authorities are now entrusted with the work of preparing the annual reports on the

<sup>1</sup> This signifies that the work is entrusted mainly to the judicial police or criminal investigation département.

traffic in women and children. Although there are at present thirty-six central authorities, the average number of annual reports forwarded since 1923 is only twenty-one and has never exceeded twenty-seven.

Apart from the fact that not all of these central authorities send in annual reports, the greatest inequality is found as regards the information actually forwarded.

For example, the replies to question 1, concerning 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, require to be co-ordinated and standardised. Some countries only give information concerning cases of international traffic; others report all convictions for immoral offences; many give a comprehensive figure for convictions relating to national and international traffic, so that it is extremely difficult to establish even relatively satisfactory statistics. Below will be found the results of an attempt to group offences in the different countries between 1924 and 1929<sup>1</sup> on the basis of the information forwarded in the annual reports, though these figures should be accepted with every reserve as regards their scope and value.<sup>2</sup> They are quoted in order to give the reader an approximate idea of the situation.

		1924	1925	1926	1927	1928	1929	Total
1. Union of South Africa	Nat.	—	—	2	—	—	—	2
	Inter.	—	1	—	—	2	1	4
	Mixed	—	—	—	—	—	—	—
2. Argentine	Nat.	6	—	—	—	—	—	6
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	—	—
3. Australia	Nat.	—	2	—	—	—	—	2
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	—	—
4. Austria	Nat.	—	Several	—	17	28	28	73
	Inter.	—	—	—	—	2	—	2
	Mixed	—	—	—	—	—	—	—
5. Belgium	Nat.	—	Several	80	84	—	—	164
	Inter.	3	—	3	11	—	—	17
	Mixed	—	—	—	—	—	14	14
6. United Kingdom	Nat.	—	4	2	3	4	5	18
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	—	—
7. Bulgaria	Nat.	—	—	—	62	—	—	62
	Inter.	—	—	—	4	—	—	4
	Mixed	—	—	—	—	—	—	—
8. Cuba	Nat.	—	—	—	—	—	—	—
	Inter.	—	Cert. number	—	2	—	—	2
	Mixed	—	—	3	—	—	—	3
9. Spain	Nat.	—	—	—	—	—	51	51
	Inter.	—	—	—	—	—	1	1
	Mixed	216	—	—	202	—	—	418
10. United States of America	Nat.	—	—	—	—	—	—	—
	Inter.	—	—	—	—	—	—	—
	Mixed	515	—	528	—	469	457	1,969
11. France	Nat.	64	71	16	54	—	—	205
	Inter.	9	11	5	3	—	—	28
	Mixed	—	—	—	—	31	40	71
12. Greece	Nat.	97	—	—	—	—	—	97
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	—	—
13. Hungary	Nat.	12	29	37	32	24	22	156
	Inter.	—	—	—	2	5	1	8
	Mixed	—	—	—	—	—	—	—

<sup>1</sup> The explanation of the terms national, international and mixed is as follows :

(1) National : case of national traffic, of procuring, number of convictions, etc. ;

(2) International : case of international traffic ;

(3) Mixed : case of national and international traffic, including various cases of procuring.

The strokes do not indicate the absence of cases of traffic, but simply that information is not available.

<sup>2</sup> These statistics were established in 1930. As the information received in 1931 did not make it possible to present more satisfactory statistics, it was not considered necessary to complete the survey by quoting the figures for 1930.



		1924	1925	1926	1927	1928	1929	Total
14. India	Nat.	307	—	72	59	—	—	438
	Inter.	11	—	7	2	—	—	20
	Mixed	—	22	—	—	34	—	56
15. Italy	Nat.	16	55	34	23	26	13	167
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	—	—
16. Japan	Nat.	—	—	—	199	—	—	199
	Inter.	—	—	—	4	—	—	4
	Mixed	—	184	183	—	110	—	477
17. Netherlands	Nat.	—	2	—	—	—	1	3
	Inter.	1	1	—	—	1	3	6
	Mixed	—	—	—	—	—	—	—
18. Poland	Nat.	Several	—	—	—	48	—	48
	Inter.	1	—	—	—	—	—	1
	Mixed	—	—	—	—	—	9	9
19. Portugal	Nat.	—	—	—	2	—	—	2
	Inter.	—	—	—	—	3	—	3
	Mixed	—	—	—	—	—	—	—
20. Roumania	Nat.	—	—	—	—	—	—	—
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	10	10
21. Siam	Nat.	—	14	29	28	—	—	71
	Inter.	—	1	—	—	—	—	1
	Mixed	—	—	—	—	—	31	31
22. Sweden	Nat.	—	—	12	10	8	11	41
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	—	—
23. Switzerland	Nat.	—	—	—	—	—	—	—
	Inter.	—	—	—	2	—	—	2
	Mixed	—	—	—	—	—	—	—
24. Czechoslovakia	Nat.	—	—	—	—	—	—	—
	Inter.	—	—	—	—	—	2	2
	Mixed	—	—	—	—	—	—	—
25. Uruguay	Nat.	—	—	—	—	—	22	22
	Inter.	—	—	—	—	—	—	—
	Mixed	—	—	—	—	—	—	—
26. Yugoslavia	Nat.	—	7	—	—	—	1	8
	Inter.	1	—	—	—	—	—	1
	Mixed	—	—	—	—	—	—	—

The following table gives the total figures for the years 1924 to 1929 :

Year	Number of countries which forwarded information	Cases of national traffic offences connected with procuring, convictions, prosecutions, etc.	Cases of international traffic	Mixed cases
1924 . .	12	503	26	731
1925 . .	13	184	14	206
1926 . .	12	284	15	714
1927 . .	15	594	30	202
1928 . .	13	138	13	644
1929 . .	17	154	17	560
Total . .	—	1,857	115	2,961

The total for the years 1924 to 1929 is 4,933 cases of traffic, procuring, etc. — i.e., an average of 822 cases each year. This may be regarded as an underestimate. For example,

the figures do not take into account the Argentine<sup>1</sup> or Brazil, both of which are among the countries to which there has been a current of traffic. Certain European countries are not mentioned at all, although it is almost inconceivable that they should not have had to report some cases of procuring, if not of traffic, during the years in question.

The annual reports demonstrate, not only the inadequacy of the information forwarded to the Secretariat, but also the very varying extent of interchange between the central authorities themselves.

In question 2, States are asked to give in the annual reports 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 in question.

Since 1924, fifteen countries in all have answered this question.

#### COUNTRIES WHICH HAVE REPLIED TO QUESTION 2 EVERY YEAR.

Only *Hungary* and *Switzerland* have sent replies every year. In Hungary, there is generally a very active interchange of correspondence, and investigations are carried out also into suspect cases reported in the Press. In Switzerland, the maximum number of cases investigated was ten, in 1925. In 1926 and 1929, there was only one case, while in 1927 and 1928, respectively, there were three cases.

#### REPLIES FORWARDED EVERY YEAR BUT ONE.

*The United Kingdom* forwarded information concerning the interchange of correspondence for every year except 1925. There is correspondence with foreign countries in three to five cases.

*Czechoslovakia* replied for every year except 1927. Correspondence appears to have been fairly active, but the number of cases is not given.

#### REPLIES FORWARDED FOR FOUR YEARS.

*Germany, France, Italy* and the *Netherlands* forwarded information concerning correspondence for four years. For Germany, there is no such information for 1928 or 1929, for France for 1926 or 1929, for Italy for 1927 or 1929, or for the Netherlands for 1924 or 1925. Germany corresponded in a large number of cases in 1927, since when no information has been available. Very little information is given as regards the correspondence of France or Italy; in the former case it appears to have been extensive in 1927 and 1928, while there was practically none in Italy in 1929. The Netherlands do not appear to have exchanged much correspondence with foreign countries.

#### REPLIES FORWARDED FOR THREE YEARS.

*Austria, Spain* and *Poland* gave information for three years. For Austria, no information is available for the years 1926, 1928 or 1929, for Spain for the years 1925, 1926 or 1928, or for Poland for the years 1925, 1926 or 1927. In 1927, Austria reported correspondence in 187 cases of traffic, but no information is available since that date. In 1929, Spain mentioned three cases, and, in 1929, Poland reported extensive correspondence relating to the Baskin traffic case.

The *Swedish* central authorities corresponded in 1927 and 1928, on each occasion about a single case. *Belgium* only gave information in 1929 concerning correspondence with foreign central authorities.

The *Cuban* central authority only gave information concerning its work and correspondence in 1925.

*India* gave information concerning the interchange of correspondence in 1927.

Lastly, *Uruguay* gave information, for the first time, concerning the activities of her central authorities in 1929. This, however, is among the most definite and detailed information received up to date by the League of Nations.

To sum up, only two central authorities have given annual reports on their correspondence; apart from these two cases, the greatest irregularity prevails, and the information is not very definite, while it all comes from not more than fifteen countries, so that for certain countries no particulars whatever are available.

#### IV. DEFECTS AND REMEDIES.

An examination of the situation in the different countries reveals the following defects as regards the institution of central authorities :

- (1) The central authorities do not come under the same service in every country and are not always attached to an executive service;
- (2) In practically no country does there appear to exist a specialised staff for the work of the central authorities;
- (3) Inter-communication between the central authorities is not yet co-ordinated or standardised;
- (4) Relations between the central authorities and the League of Nations are not sufficiently developed.

<sup>1</sup> The Argentine only forwarded a report in 1924.

Further, countries whose accession is important from the standpoint of more adequate measures to prevent the traffic are not yet parties to the Convention.

With a view to remedying these defects, the following suggestions might be submitted for consideration :

### 1. DESIGNATION OF THE CENTRAL AUTHORITY.

Governments were left full latitude to attach the central authority to whatever department they might think fit, provided that it was an active department.

Experience extending over many years should make it possible now to co-ordinate to some extent the views of States on this subject. Generally speaking, the police authorities, and preferably the judicial police or criminal investigation department, can best fulfil the double task of co-ordinating information on the traffic and of corresponding direct with the similar authorities in other countries.<sup>1</sup>

The United Kingdom, in its reply (*see* Part V), points out the advantages of having the central authority at police headquarters.

It might be worth considering whether it would not be expedient to address a recommendation on the subject to the different Governments<sup>2</sup>.

### 2. SPECIALISATION OF STAFF.

The Secretariat has received only a small number of replies concerning the organisation of the central authority in the different countries, but there does not as a rule appear to be any specialised staff. In the United Kingdom, there was at one time a special section which dealt with the type of offence included in the term "traffic in women", but it was not found convenient, on administrative grounds, to continue this service. This is perhaps justifiable in the case of the United Kingdom, where the number of cases of traffic is very small, as may be seen from the annual reports. It does not appear to apply in countries where cases of national and international traffic and procuring are still fairly frequent.

It would be expedient, further, to examine the arguments in favour of attaching one or two women police agents to the offices of the central authority, as appears to be the practice in certain countries, for example, in Poland.

### 3. CO-ORDINATION OF COMMUNICATIONS BETWEEN CENTRAL AUTHORITIES.

The preliminary report communicated to the Traffic in Women and Children Committee in April 1931 stated that, for purposes of co-ordination and standardisation, it would probably be desirable to adopt regulations for police co-operation between the central authorities concerned.

Much has been done of late years to promote co-operation between the criminal police in different countries. The report of the recent Conference of Central Offices for the Suppression of Counterfeiting Currency might serve as a basis for negotiations between central authorities. The Conference expressed the opinion that it would be desirable, if a Convention for police co-operation were adopted in the field of counterfeiting currency, to widen the scope of such a Convention, and adopted the following recommendation :

"The Conference recommends that the Council of the League of Nations should, if it thinks fit and expedient, in view of the increasingly international character of crime in its various aspects, study the possibility of preparing a Convention on international co-operation between police forces and the establishment of an official police information bureau forming a link between the various police forces, with a general object of ensuring more effective prevention and punishment of crime."

It would no doubt be necessary to convene a special conference of representatives of the bodies concerned, with a view to the framing of inter-police regulations for co-operation between the central authorities. In the meantime, some degree of standardisation might be achieved by adopting the Regulations (as revised and supplemented) of the First Conference of Central Offices for the Suppression of Counterfeiting Currency (*see* document C.193.M.76.1931.II). Advantage should be taken of this opportunity to draw up a model scheme for the information asked for under question 1 in the annual report, relating to all cases in which persons have been discovered procuring or leading away women, or children of either sex, for immoral purposes.

At the session of April 1932, observations were presented by the Governments represented on the Traffic in Women and Children Committee on this question (*see* point V). These may be summarised as follows :

One country (Belgium) considers the convening of a special conference with a view to the framing of inter-police regulations unnecessary. The Traffic in Women and Children Committee should take the necessary steps to improve exchanges of information between the central authorities. One country (the United Kingdom) thinks it preferable not to create

<sup>1</sup> During the discussions at the 1932 session of the Traffic in Women and Children Committee, several delegates drew attention to the disadvantages of entrusting the work of the central authorities solely to the police authorities.

<sup>2</sup> The Belgian Government notes that the police authorities could do effective work only if they were in touch with all the competent services (*see* page 13).

a central bureau of police documentation but to remain in close touch with organisations doing work of that kind. Three countries (Denmark, France, Italy) believe that standardisation, by the adoption of the Regulations of the First Conference of Central Offices for the Suppression of Counterfeiting Currency (see document C.193.M.76.1931.II), would be useful. One country (Poland) declares that it would be desirable to prepare a draft convention for international police co-operation, but that the creation of an international bureau as contemplated in the above-mentioned Regulations would be unnecessary, since it would duplicate work done at the present moment by the central authorities.

#### 4. CLOSER CONTACT BETWEEN THE CENTRAL AUTHORITIES AND THE LEAGUE OF NATIONS.

With a view to promoting the relations between the central authorities and the League, the central authorities should be asked, not to confine themselves to forwarding annual reports, but to communicate during the year information concerning every case of traffic presenting features likely to be of concern to other countries.

The suggestions adopted by the 1930 Assembly that the Secretariat should apply to the central authorities concerned for information concerning all cases of traffic reported by the Press would also be an excellent means of promoting inter-communication between the League and the central authorities and would tend to tighten up measures for the control of traffickers. This method has been employed for the past three years or so in the case of seizures of opium, and the results have proved most satisfactory.

### V. COMMUNICATIONS FROM GOVERNMENTS.

#### GERMANY.

The Central Police Authority for combating the international traffic in women and children operates in accordance with a Decree of the Prussian Ministry of the Interior (II.b.1662) of April 25th, 1903, and (II.b.1870) of May 3rd, 1904.

#### *Duties of the Central Police Authority.*

1. The Central Police Authority collects all information regarding the international traffic in women and children. When cases are brought to its notice, it makes the relevant enquiries, seeks information regarding the sentences passed on traffickers and keeps a record of their personal descriptions. Information received concerning the arrival or passage of girls who have been enticed away is immediately passed on to the local police authorities concerned. If further enquiry seems justified, the latter are informed, so that they can institute proceedings. Evidence may also be transmitted direct to the Public Prosecutor's Department in cases which appear to call for such action.

The relations of the Central Police Authority with the Public Prosecutor's Office and judicial authorities, as well as with foreign authorities and German representatives abroad, are governed by the rules on the matter applying to the Polizei-Präsidium (Office of the Chief of Police). Where feasible, a representative of the Central Police Authority takes part in an advisory capacity at meetings of the National Committee and in the proceedings of international congresses dealing with traffic in women and children. The campaign against the traffic in women and children is based on paragraph 48 of the Emigration Law of June 9th, 1897. A bill at present under consideration introduces a new conception of the traffic in women and children as a punishable offence and brings it into line with modern international tendencies. The draft reads as follows :

“ Whosoever as a regular occupation procures, induces or leads away a woman under the age of twenty-one to become a professional prostitute, or a child to have immoral relations with persons unspecified, or whosoever facilitates such an act, shall be punished by imprisonment with hard labour. Similarly, any person who by force, threats or fraud, and abuse of authority procures, entices or leads away a woman over the age of twenty-one to become a professional prostitute, or who facilitates such an act, shall be liable to the same punishment.”

The Central Police Authority takes special precautions to check the traffic in women and children.

Passport applications from German girls under age who wish to go abroad as actresses, dancers, artistes, etc., or who, not being accompanied by an adult relative, accept a position independently in a theatrical company or troupe, must first be submitted to the Polizei-Präsidium for comment. The Central Police Authority then makes the necessary enquiries abroad and, if there are grounds for apprehension, the minor or a legal representative is urged to give up or cancel the journey. If these warnings are disregarded, the journey may still be prevented by calling on the court of guardianship or the children's court to intervene. In virtue of these provisions, a strict investigation is made of the personal circumstances of the parties concerned. The validity of the passport is limited in the case of “artistes” to a short period of three to six months, even if there are no special grounds for misgivings. This has proved necessary owing to the frequent changes of residence and alterations in the engagements of the companies or troupes. As girls under age are generally attached to different companies by short-term contracts only, and often change from one company to another, fresh investigations can be made when the passport is being renewed.

Furthermore, women and girls travelling alone, on their arrival at the large emigration ports (particularly Hamburg, Lübeck and Bremen) are specially warned by officials of the

emigration authorities or by employees of private philanthropic associations (railway station missions, etc.) of the dangers to which they are exposed. Steamship companies also employ suitable women as stewardesses, nurses or welfare-workers, whose duty it is to take special charge of women and girls travelling alone.

In addition to their parents' authorisation, girls under eighteen years of age must also have a permit from the court of guardianship, and, if this is not forthcoming, are not allowed by the police authorities to leave Germany.

2. The Central Police Authority has a Criminal Investigation Department attached to it, which deals with offences against public morals. The officials do not confine themselves merely to combating the traffic in women and children; they have also to investigate certain offences against morality.

3. The Central Police Authority employs :

- (a) One commissioner for about one half of his time ;
- (b) One secretary for the whole of his time ;
- (c) One secretary for about a quarter of his time ;
- (d) Three other officials for about ten per cent of their time.<sup>1</sup>

4. The Central Police Authority has no woman police officer directly attached to it, but can always obtain one when required.

5. The Central Police Authority maintains the closest relations with the German National Committee for Combating the Traffic in Women and Children, 74, Wilhelmstrasse, Berlin, W.8, and with other charitable associations.

6. The Central Police Authority thoroughly investigates all relevant Press reports regarding traffic in women and children.

7. Enquiries are frequently received from abroad when there is any suspicion of traffic in women and children in specific cases, and many of the suspicious cases observed in Germany also necessitate enquiries abroad. Correspondence with foreign countries is therefore very extensive.

#### BELGIUM.

The Department of the Sûreté publique (constituting the Third Section of the Ministry of Justice) which was designated, in conformity with the Agreement, as the authority for the protection of women, particularly minors, against procuring, communicates direct with the corresponding services in the several contracting States. The police law on aliens gives it very extensive powers with regard to aliens operating in or passing through the territory.

This Department, in conformity with the International agreements :

(1) Centralises all information concerning international traffic and the procuring of women and girls for immoral purposes within the Kingdom and abroad ;

(2) Communicates to the contracting States the text of Belgian laws concerning the suppression of the white slave traffic and sentences passed by Belgian courts on persons convicted of the offences in question ;

(3) Informs the said States of the names, civil status, nationality and residence of persons suspected or convicted of being white slave traffickers, and also of the victims of such persons. It communicates information likely to be of use in controlling the activities of traffickers and assisting their victims.

The following measures have been taken for the prevention and punishment of the criminal traffic.

#### A. *Administrative Measures.*

1. Regular supervision, especially in stations, trains and ports, on boats and at frontier posts, with a view to discovering persons taking away women and girls for immoral purposes.

The said persons are arrested and handed over to the competent penal authorities, while girls under sixteen are handed over to the children's judge, who is responsible for seeing to their custody, education and protection (Articles 13 *et seq.* of the Law of May 15th, 1912). The authorities have instructions to urge older women to renounce their purpose. Such women, if without means, are placed, pending repatriation, in a public or private relief institution or in the care of private persons offering the necessary guarantees. Should they refuse to be repatriated, they may be placed in a Government home as vagrants.

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<sup>1</sup> This allocation of the work of officials is made for budgetary reasons.

2. Supervision of employment offices and agencies for women and girls and of establishments used as a meeting place by immoral persons of both sexes. Supervision extends to their connections in foreign countries.

3. Immediate release of women (over and under age) detained in brothels against their will.

4. The Belgian Government prohibits the establishment in the Kingdom, or orders deportation from its territory, of foreigners engaged in the immoral traffic, souteneurs, procurers and foreigners of either sex letting or sub-letting rooms or flats to prostitutes or keeping brothels. The same applies to foreign women, whether registered or clandestine prostitutes, living on their own immoral earnings.

5. Belgian diplomatic and consular representatives are empowered to assist in the discovery of white slave traffickers and the repatriation of their victims.

#### B. *International Conventions.*

The Belgian Government :

(1) Expedites the execution of letters of request and orders for arrest addressed to it by the authorities of the contracting States ;

(2) Is authorised by the Law of May 26th, 1914, subject to reciprocity, to deliver up to the Government of such States any foreigner who is being proceeded against, who has been placed under arrest pending trial, or who is charged or has been convicted, whether as principal or accomplice, in respect of one of the following acts : abduction of minors ; illegal and arbitrary detention ; offences against morality consisting in encouraging, facilitating or promoting the debauching, corruption or prostitution of a minor of either sex in order to gratify the passions of another person ; procuring, enticing or leading away for immoral purposes a woman or girl over age by fraud, force, threats, abuse of authority or any other methods of compulsion, to gratify the passions of another person ; detention of a person in a brothel against her will, or compelling a person over age to lead an immoral life ;

(3) Takes measures for the repatriation of female minors intended or employed for immoral purposes, either on its own initiative or at the request of the said girls or of persons having authority over them or of the diplomatic or consular representatives of their country. Under the present Belgian law, it may be noted, however, that foreign married women cannot be repatriated without their consent except by a judicial decision.

#### C. *Penal Measures.*

The protection of women, whether over or under age, against procuring is governed by various provisions of the Belgian Penal Code.

Articles 379 *et seq.* (Law of May 26th, 1914), provide for police court or criminal court penalties, varying according to the age of the victim and the position of the guilty party.

Further, Articles 368 *et seq.* of the Code provide severe penalties for the abduction of a person under age effected by force, deception or threats.

Lastly, the forcible detention in a brothel of a woman, whether over or under age, comes under Articles 434 *et seq.* relating to illegal and arbitrary detention.

The judicial police officers (Article 8 of the Code of Criminal Procedure), their deputies and the subordinate authorities are explicitly responsible for detecting the aforesaid offences, collecting proof and handing over the offenders to the competent courts. Any regularly constituted authority, official or legal officer who, in the exercise of his duties, obtains knowledge of such an offence, is bound immediately to notify the competent Public Prosecutor (Article 29 of the Penal Code).

Under Articles 7 and 8 of the Code of Criminal Procedure, proceedings may be taken in Belgium against any Belgian who, outside the territory of the Kingdom, has been guilty of a crime or offence against a Belgian, or has committed against a foreigner a crime or offence involving extradition, provided that the complaint is lodged by the injured party or by his family or that the Belgian authority is officially informed by the authority of the country in which the offence has been committed.

Nevertheless, the punishment in Belgium of the offences covered by Articles 379 *et seq.* of the Penal Code, when committed outside the Kingdom, is not conditional on the lodging of a complaint or an official notification by the foreign authority, if the Belgian or his foreign co-principal or accomplice are found in Belgium.

#### D. *Specialisation of Staff.*

One of the services of the Sûreté publique deals especially with the traffic in women and children. It centralises all the particulars supplied to it by the communal brigades of the *Police des mœurs* and other bodies, police in railway stations and ports, gendarmerie, etc. It takes, or causes to be taken all steps which are necessary.

E. *Co-ordination of Communications between Central Authorities.*

The Belgian Government thinks the creation of a central bureau of documentation would not facilitate or improve the co-ordination. The documentation needed would be very extensive and the expense unduly heavy. Direct communications between the central authorities is preferable. The Traffic in Women and Children Committee could take all necessary measures to improve these exchanges of information on the basis of the experience gained.

F. *Attaching of Central Authorities to Police Headquarters.*

It is important that whatever body the Central Authority is attached to should have jurisdiction throughout the country. Effective work can only be accomplished if the police authority is in communication with the emigration and passport services, and with the railway and harbour, administrative, diplomatic and other authorities.

In Belgium the *Sûreté publique* works in perfect co-ordination with the fourth general department of the Ministry of Justice, which, in close liaison with the Belgian National Committee for the protection of Women against the Traffic, deals with the comparative study of legislation in this connection, the preparation of draft laws, the campaign against prostitution, and the execution of international conventions and agreements.

When the necessary information regarding an offence has been collected, it is immediately forwarded to the Public Prosecutors' Offices responsible for taking proceedings.

When the judicature has pronounced on the case, the administration resumes its action, either taking steps for repatriation or rescue, or protective or welfare measures, or administrative proceedings against aliens.

Such work could not be entrusted to an executive police department.

UNITED KINGDOM.

1. *Seat of the Central Authority.*

The Chief Commissioner of the Metropolitan Police, New Scotland Yard, London, was appointed the central authority for the United Kingdom in accordance with Article 1 of the International Agreement of 1904 and has continued to fulfil the same function ever since.

Experience has fully shown the advantage of having the central authority at New Scotland Yard. The police deal with cases of procuration, living on immoral earnings, etc., as part of their ordinary duties, whether the persons implicated are British subjects or foreigners. Further, the police in London are not only in touch with all the provincial police forces, but also with the police authorities of many countries and are in the habit of communicating with them from time to time on various matters dealing with crime. The Metropolitan Police are under the direct control of the Secretary of State so that a close relationship is maintained between the Home Office and New Scotland Yard.

2. *Rules.*

The central authority has no special rules. Its action is guided by the various Statutes dealing with offences against women (*i.e.*, Offences against the Person Act 1861 and Criminal Law Amendment Acts of 1885, 1912 and 1928, etc.).

3. *Organisation.*

At one time there was a special section at New Scotland Yard which dealt with the type of offence included in the term "traffic in women", but it was not found convenient on administrative grounds to continue this division of work, and for many years the duties have been carried out as part of the general work of the Criminal Investigation Department under one of the Assistant Commissioners. A lady assistant and certain selected members of the women police are employed to take statements from women and young girls who may be implicated in sexual offences.

4. *Co-operation with Private Organisations.*

The central authority works in close co-operation with the International Bureau for the Suppression of the Traffic in Women and Children. It is represented at the meetings of the Bureau by Mr. N. Kendal, Assistant Commissioner.

5. *Co-operation with Other Central Authorities.*

The annual return is submitted to the Home Office giving particulars of all cases in which the central authority had occasion to communicate with other central authorities. The reason why it so seldom intervenes abroad is the fact that the white slave traffic is practically non-existent.

The British Government thinks it preferable not to create a central bureau of police documentation at the League of Nations or elsewhere, but to remain in close touch with organisations similar to the International Criminal Police Commission of Vienna. It has had no difficulty in getting into direct and immediate communication with the responsible authorities of the country or countries concerned, and there appears to be no ground for any new regulations, the present system being entirely satisfactory.

DENMARK.

The Agreement of 1904 has been applied in Denmark, and the law bringing it into force was published by the Department of Justice on April 7th, 1905 (*Law Gazette*, A, page 271). It was stipulated that the work of the central authorities, as mentioned in Article 1 of the resolution, should be done by the police director in Copenhagen, who, if necessary, should forward information communicated from abroad to the interested authorities outside the capital.

Since 1905, however, no information has been received from the authorities outside Copenhagen regarding the enticement of married or unmarried women abroad for immoral purposes, nor have the Danish authorities received any information from abroad for reforwarding to the authorities outside Copenhagen.

*Co-ordination of Exchanges between Central Authorities.*

The Danish Government sees no objection to the regulations for police co-operation adopted in the field of counterfeiting currency being extended and adapted to the prevention of traffic in women, so long as they are confined to prostitution as dealt with by the police investigation department.

SPAIN<sup>1</sup>.

The former Association for the Suppression of the Traffic in Women has been reorganised under the name of Patronato de Proteccion a la Mujer (Decree of the Government of the Republic of September 11th, 1931). The Association represents a centralised organisation to deal with the protection of minors and to communicate direct with national and foreign authorities, centres and branch offices, and with similar organisations, both official and private. It is governed by a Supreme Council, and within the latter by a permanent commission, which acts as a central authority in all matters affecting international relations, executes the decisions of the Supreme Council, makes enquiries and reports, and attends to the routine business of the Association.

The national authorities of every kind are required to supply the Association with any necessary administrative or judicial information connected with its task.

In Spain the tendency is to keep the central authorities entirely distinct from police headquarters. The Association is an autonomous organ of the Ministry of Justice, and only appeals for police help in combating the actual traffickers.

The functions of the Patronato de Proteccion a la Mujer are the following :

- (1) To take steps for the protection of women living in a harmful or dangerous environment and to stimulate social interest with a view to the provision of effective guardianship and assistance for destitute women, especially girls under age who are leading an immoral life ;
- (2) To take steps for the discovery of offences connected with the corruption of and traffic in girls under age, known as the " White Slave Traffic " ;
- (3) To lay information against offenders, to call upon the Public Prosecutor to intervene in the proceedings instituted, and to urge upon the authorities in general the adoption of measures for the protection of young women ;
- (4) To supervise and protect girls entrusted to it by the courts and authorities and also by private individuals ;
- (5) To see that persons committing offences through the medium of obscene publications are prosecuted, and to propose measures to prevent the circulation and importation of pornographic objects and publications.

Other tasks entrusted to the Association are :

- (a) To see that the provisions of the national laws and regulations connected with the objects of the Association and the provisions of the International Agreement on similar subjects ratified by Spain are observed ;
- (b) To propose to the Government any legislative reform it may consider necessary, and the introduction of such judicial and administrative reforms as it may consider suitable, as well as of any others which may be required for the purpose of giving effect to the International Agreements ratified by Spain ;
- (c) To suggest to the Government sources of revenue for carrying on the work of the Association and to induce private persons to contribute to its support.

UNITED STATES OF AMERICA.

*Extract from the White Slave Traffic Act of June 25th, 1910, establishing the Central Authority.*

*Section 6.* — The Commissioner General of Immigration is hereby designated as the authority of the United States to receive and centralise information concerning the procurement of

<sup>1</sup> Information given by Madame de Martinez Sierra, Spanish delegate on the Advisory Commission for the Protection and Welfare of Children and Young People.



alien women and girls with a view to their debauchery, and to exercise supervision over such alien women and girls, receive their declarations, establish their identity, and ascertain from them who induced them to leave their native countries, respectively; and it shall be the duty of said Commissioner General of Immigration to receive and keep on file in his office the statements and declarations which may be made by such alien women and girls, and those which are hereinafter required pertaining to such alien women and girls engaged in prostitution or debauchery in this country, and to furnish receipts for such statements and declarations provided for in this act to the persons, respectively, making and filing them.

Every person who shall keep, maintain, control, support, or harbour in any house or place for the purpose of prostitution, or for any other immoral purpose, any alien woman or girl within three years after she shall have entered the United States from any country, party to the said arrangement for the suppression of the White Slave Traffic, shall file with the Commissioner General of Immigration a statement in writing setting forth the name of such alien woman or girl, the place at which she is kept, and all facts as to the date of her entry into the United States, the port through which she entered, her age, nationality, and parentage and concerning her procurement to come to this country within the knowledge of such person.

The remainder of this section may be summarised as follows :

Any person who shall fail to comply with the above mentioned regulations or who shall knowingly make false statements, shall be guilty of a misdemeanour and on conviction shall be punished by a fine of not more than \$2,000 or by imprisonment for a term not exceeding two years or by both fine and imprisonment.

## FRANCE.

### *General Observations.*

The French national central office is attached to the criminal police *active department* of the Sûreté générale (since May 31st, 1921).

This office, which forms part of the Ministry of the Interior, is under the direct authority of the Director of the Sûreté générale and consists of specialised officials whose jurisdiction extends over the whole of French territory. It has all the necessary authority and competence to enforce the strict application of the administrative and penal measures. Its powers are not less extensive than those assigned to the similar organs existing in Belgium and Italy. Among the preventive measures of proved effectiveness which are applied by the French office, we may mention the refusal to deliver passports to French women and girls whom there is good reason to suspect of proceeding abroad to engage in prostitution. The constant supervision provided for this purpose in railway stations and maritime ports has also been exercised with good results on certain roads in the neighbourhood of important frontier stations and in airports.

To facilitate useful enquiries and comparisons, the documentary material collected by this office is classified in special files for which there is a separate card index, in addition to the reports which are usually entered in the criminal archives of the Ministry of the Interior.

### *Organisation of Central Authority.*

As regards the advantages of having the central authority at police headquarters, to which attention as drawn in Great Britain's reply (see page 13.), the experience of the Sûreté générale in France has been no less conclusive than that of Scotland Yard. A few details may be found useful.

Action for the prevention of the traffic in women and the punishment of the guilty parties, to be fully effective, cannot nowadays be considered independently of other questions. Offences of this nature are often connected with the offence of forging and the use of forged documents, while traffickers, *souteneurs* and prostitutes sometimes seek supplementary gain by the illicit trade in narcotic drugs.

The French Government refers to the international movement for the repression of crime to which the International Criminal Police Commission has given a great impetus, and which has led to the creation of national central bodies and of a semi-official police documentation office in Vienna subsidised by twenty nations.<sup>1</sup>

In France, these central bodies have been grouped in one of the departments of the Sûreté générale, the *Contrôle général des Services de Recherches judiciaires*, which constitutes, under the immediate and constant supervision of the Minister of the Interior, a great central national office subdivided into six sections and alone authorised to correspond direct with the foreign police authorities. One of these sections is responsible, for the reasons indicated above, for centralising the documentation regarding both the traffic in women and the illicit trade in narcotics. The general organisation of the service enables it to supplement its own documentation very rapidly and to appreciate the advantages afforded by direct relations with similar offices abroad.

<sup>1</sup> See page 19.

### *Specialisation of Staff.*

The service is so organised as to provide the central authority with a sufficiently specialised staff. There are, however, no women police in France.

### *Co-ordination of Communications between Central Authorities.*

The French Government warmly supports the convening of an international conference for the drawing up of regulations for police co-operation between the central authorities and suggests the creation of an official bureau of police documentation at the seat of the League.

### *Closer Contact between the Central Authorities and the League.*

The French Government considers that the task of the central authorities might be greatly facilitated by an official League bureau of police documentation capable of providing such information as to the identity of individuals wanted by the police as would enable judicial proceedings to be successfully undertaken.

## ITALY.

The central authority in Italy responsible for the suppression of the traffic in women and children, is the Ministry of the Interior, which operates through a special central office. This office, the institution of which is governed by the provisions of Article 375 of the regulations for the application of the Law on Public Safety, has the following functions :

(a) It collects all particulars concerning the recruiting of persons for the purposes of prostitution ;

(b) It keeps and communicates to States that have signed the International Convention for the Suppression of the Traffic in Women and Children, concluded at Geneva on October 18th, 1931, or have acceded to this Convention, extracts from the sentences passed in Italy for offences under Decree No. 1207, of March 25th, 1923, when these offences concern foreigners ;

(c) It sees that the police authorities and agents exercise special supervision, particularly in railway stations, ports, or on boats and trains, with a view to discovering persons accompanying women who appear to be intended for prostitution, and if necessary to bring these individuals to the notice of the competent foreign authorities ;

(d) It provides for the registration of the declarations of foreign prostitutes in Italy in order to establish their identity and social status and to ascertain the reasons that led them to leave their country of origin to engage in prostitution ;

(e) It takes steps to arrange for victims of the traffic who have no means of support to be provisionally handed over, while awaiting repatriation, to public or private charitable institutions or to private individuals of known good character ;

(f) It takes measures to send back to their countries of origin the above-mentioned persons who ask to be repatriated, or who are claimed by persons exercising powers or rights of guardianship and authority or some form of legal protection over them ;

(g) It specially supervises women's employment offices or agencies ;

(h) It takes such action as is necessary for the suppression of the traffic in conformity with the rules of national or international public law in force.

### *Designation and Duties of the Central Authority.*

The Italian Government considers that the designation of the Central authority for dealing with the traffic in women and children must depend on the special organisation of each country. In Italy the suppression of the traffic is in the hands of the police authorities which, for this particular duty, are under the special orders of the Ministry of the Interior.

### *Specialisation of Staff.*

The organisation of staff must also be determined by the administrative regulations of each particular country, which are the outcome of many historical, physical and ethnographical factors. Real specialisation can only exist in countries in which the traffic is very frequent and widespread. As the statistics on this subject are reassuring in the case of Italy, it is not felt that there is any need to attach women to the services responsible for dealing with the traffic and kindred offences.

### *Co-ordination of Communications between Central Authorities.*

Although the traffic in women in Italy presents no alarming features and, in particular, traffic to and from foreign countries is almost non-existent, the value of international co-operation is recognised, provided it is so organised that it can be brought easily and rapidly

into action. A special conference might be summoned by the League of Nations to draw up an agreement on this point. There is no objection to an agreement being reached meanwhile on lines substantially similar to those of the First Conference of Central Police Offices for the Suppression of Counterfeiting Currency.

#### JAPAN.

The Ministry of Home Affairs, which is the central authority, is not an organ dealing exclusively with questions relating to the traffic in women and children, but is in charge of affairs connected with it as the central administrative office for internal affairs.

Officials in the service of the Ministry of Home Affairs, who are in charge of affairs relating to the question of the traffic in women and children are as follows :

(a) One director of the Police Office of Chokunin rank (corresponds to the rank of a general) ;

(b) One chief of the Police Affairs Section of the Police Bureau, who is also a Secretary of the Ministry of Home Affairs, of Sonin rank (corresponds to the rank of a commissioned officer) ;

(c) One Secretary of the Ministry of Home Affairs in the service of the Police Affairs Section of the Police Office of Sonin rank.

(d) Two clerks of the Ministry of Home Affairs in the service of the Police Affairs Section of the Police Office of Hannin rank (corresponds to the rank of a non-commissioned officer).

The Japanese authorities, stated that the Ministry of Home Affairs has had but few occasions to correspond with foreign central authorities.

Most of the private organisations have in recent years confined their activity in this field to the question of the abolition in Japan of licensed prostitution and the Ministry of Home Affairs receives from time to time representations on this question from these organisations.<sup>1</sup>

#### POLAND.

The central authority in Poland is in all cases the International Central Office for the campaign against the traffic in women and children at the Ministry of the Interior.

The instructions for the use of the central authority states that questions concerning the campaign against the traffic in women and children should always be dealt with by one and the same official in order that uniform action should be taken. The police authorities must be thoroughly acquainted with all the provisions and regulations in force and the terms of the Penal Law on emigration and on employment agencies relevant to the question.

A circular letter was issued in 1925 by the Ministry of Foreign Affairs to all the consulates of the Republic instructing them to keep a special register of traffickers in women and girls of intermediaries in prostitution, of pimps, as well as of persons suspected of trafficking, and requiring them to keep in constant touch with local central authorities, charged with combating the traffic, as well as with social organisations assisting the States authorities in this matter.

#### *International Police Co-operation*

The Polish Government thinks it necessary to prepare a draft convention on international police co-operation, as crime is increasingly assuming a more international aspect, particularly as regards the traffic in women. Such a convention would, however, necessitate the convening of a Conference. The creation of an international central bureau such as is provided for in the regulations adopted by the Conference of Central Police Offices for the Suppression of Counterfeiting Currency would in the opinion of the Polish Government be unwise, as such a bureau would to some extent overlap with the existing central authorities. If it were set up, its competence should be limited to practical co-operation between the authorities. The Polish Government thinks it would be better to extend the competence of the existing central authorities.

#### URUGUAY.

In accordance with Article 1 of the International Agreement of 1904, the executive authority, by Decree of August 20th, 1924, instructed the Montevideo police to co-ordinate all information regarding the traffic in women and girls. This department is entitled to correspond direct with similar offices in other contracting States. It communicates the records of convictions in accordance with Article 7 of the 1910 Convention. Moreover, on receiving these records from the other contracting parties, it informs all the police departments of the Republic and, in particular, the police officials in the ports and railway stations.

The central authority transmits to the authority of the country of origin information regarding all foreign women inscribed in the prostitution register in order to facilitate repatriation in accordance with Article 3 of the International Agreement of 1904.

<sup>1</sup> Information given to the Commission of Enquiry into the Traffic in Women and Children in the East by the Japanese Government.

*Legislative Measures taken in Connection with the Suppression of Traffic.*

In virtue of the law on the prevention and punishment of procuring, the President of the Republic issued the following decree on May 21st, 1930 ;

“ Ministry of the Interior,

“ Montevideo, May 30th, 1930.

“ Experience in connection with the Montevideo police having shown the necessity of making certain amendments in the Decree of May 30th, 1928, for applying the Law of May 27th, 1927, on the prevention and punishment of procuring, the President of the Republic hereby decrees as follows :

“ *Article 1.* — Informations lodged at Montevideo under the provisions of the Law on procuring shall henceforward be transmitted to the Central Police Authorities at Montevideo, who shall take the necessary steps through the Legal Affairs Department.

“ *Article 2.* — The Criminal Investigation Department shall, as heretofore, carry out the provisions of the Law of May 27th, 1927, and of the Executory Decree of May 30, 1928 ; but, before compelling a procurer to leave the country, shall await the final decision of the Montevideo Central Police Authorities, it being understood that the latter shall in turn advise the Ministry of the Interior of their decisions on the subject.

“ *Article 3.* — Whenever the Legal Affairs Department receives information regarding the arrival of a procurer in the country, it shall take immediate steps and shall submit the matter on the same day to the Central Police Authorities for investigation. Communications of this kind from the Criminal Investigation Department shall therefore be marked ‘ urgent ’.

“ *Article 4.* — Independently of the records kept by the Criminal Investigation Department, the Legal Affairs Department shall keep an ‘ Index of Procurers ’, in which all details will be recorded regarding persons found guilty of procuring, who have been either expelled or brought before the ordinary courts. The finger print identification service shall send to the above department two photographs, one full face and one profile, of persons charged with procuring, and these photographs shall be kept in the index in question.

In accordance with Article 4 of the above decree, the Legal Affairs Department has formed the “ Index of Procurers ” by preparing the necessary cards on which all information necessary for the exact identification of these offenders is recorded, together with any other details concerning them.

As the Central Police Authorities at Montevideo were instructed by the Decree of the Executive Authority of August 20th, 1924, to co-ordinate all information regarding the activity of procurers in Uruguay (International Convention of Paris), the “ Index of Procurers ” makes it possible to obtain without delay all items of information which were formerly under the almost exclusive control of the Criminal Investigation Department.

Prior to the Decree of May 21st, 1930, the latter department was not only entrusted with the application of Article 6 of the law on the prevention and punishment of procuring in respect of the expulsion of foreigners engaged in the traffic in women, but also with the supervision of all persons coming under the penal provisions of the said law.

The index in question contained not only the identification data of offenders, such as the fingerprint card, personal description, photographs, etc., but also the various police reports drawn up within the country and abroad, and the affidavits which led to the expulsion.

In addition, through the intermediary of the International Exchange Department, which is placed under the Technical Section of the Criminal Investigation Department, finger print cards of individuals engaged in the traffic were exchanged, and thus valuable information was obtained regarding the offences committed by these individuals in other countries.

The formation of the “ Index of Procurers ” has not, as might have been supposed, led to the records of the Criminal Investigation Department being abandoned ; but it forms a necessary supplement to those records, as the evidence, documents, antecedents, etc., are still kept by the latter department. In this manner, in accordance with the International Convention of Paris the Central Police Authorities co-ordinate all information regarding traffickers.

This double control helps to make police action more effective in dealing with offences committed by traffickers and by all persons who in any way infringe the provisions of the law in question.

The Identification Section, together with its subsidiary departments, regularly sends to the Criminal Investigation Department, under whose orders it is placed, any necessary information regarding the arrest of persons involved in cases of procuring or similar offences by the sectional commissariats and police departments within the country, so that this information may be noted and filed in the index in question.

The sectional commissariats and the Social Section of the Criminal Investigation Department endeavour by all the means in their power to exercise strict supervision over all meeting-places (brothels, cabarets, houses of assignation, etc.) where the provisions in force are most frequently infringed.

In this manner, co-operation has been established under the direct control of the central organisation, the police headquarters of Montevideo, which will no doubt lead to the more effective treatment of procuring, which is a serious danger to society.

Since the formation of the " Index of Procurers ", the President of the Republic has issued the following Decree :

" Ministry of the Interior,

" Montevideo, June 25th, 1930.

" The Central Police Authorities of Montevideo, having suggested that Articles 6, 32 and 45 of the Government Decree of May 30th, 1928, for applying the Law of May 27th, 1927, should be amended for valid departmental reasons, the President of the Republic hereby decrees as follows :

" *Article 1.*— Articles 6, 32 and 45 of the Government Decree of May 30th, 1928, shall be amended and shall henceforward read as follows :

" *Article 6.* — Any person taken into custody in the territory of the State in the circumstances provided for by Article 9 of the law shall be brought before the Chief of Police. The Chief of Police of Montevideo may delegate this function to the Chief of the Criminal Investigation Department or any other police official. The person detained shall be informed of the reason for his arrest and the circumstances on which the police charge is based. The charge shall be notified to him in the presence of two witnesses and a statement shall be drawn up. It shall also be recorded whether the party admits the charge against him.

" *Article 32.* — The entry in the central register shall be made in Montevideo by the Central Police Secretariat ; in the capitals of the departments by the police " Commissariats of Orders " ; in the other districts of these departments by the Commissariat of the area in which the women applying for registration lead an immoral life.

" *Article 45.* — The police shall keep the general prostitution register at Montevideo in the Central Police Secretariat and in the departments in the police Commissariat of Orders. In the latter, the register shall contain the antecedents of the prostitute registered in these Commissariats as the result of a communication from the latter."

The obligation of the Central Police Secretariat to keep the general prostitution register supplements the control measures which led to the formation of the " Index of Procurers ", placed under the direct charge of the Legal Affairs Department (Decree of May 21st, 1930). This system provides for uniform procedure, both in respect of the supervision of offences committed by individuals engaged in the traffic in women and of the punishment of the offences coming under the law on procuring.

## VI. COMMUNICATIONS OF ASSESSORS.

### 1. COMMUNICATIONS WITH CENTRAL AUTHORITIES.

The Assessors on the Traffic in Women and Children Committee were of opinion that direct communication should be established between the Secretariat and the central authorities. It was necessary for these authorities to have at their head some responsible organ familiar with all the questions with which the Traffic in Women and Children Committee dealt. The work could not be done by part-time officials.

### 2. CENTRALISATION OF INFORMATION.

Centralised documentation might be useful or positively harmful. Police records must be carefully kept up to date, regardless of expense. Unless sufficient funds were available for this, it would be better to keep to the system of direct communications between central authorities.

### 3. RELATIONS WITH VOLUNTARY ORGANISATIONS.

Co-operation with voluntary organisations was essential to the efficiency of the work. It is desirable that the central authorities should keep in close touch with these organisations, and that relations with them should be developed in every way.

## Appendices.

### 1. ORGANISATION OF THE INTERNATIONAL CRIMINAL POLICE COMMISSION, VIENNA.

The Secretariat has at its request received from the International Criminal Police Commission, Am Hof 6, Vienna, a report setting forth the practical activities of this commission in connection with the international traffic in women and children. The commission acts as an international central bureau for the exchange of information on cases of traffic.

Hereunder is given a *résumé* of the information received, showing the organisation and the activity of the Commission.

1. The following countries co-operate with the Commission : Austria, Belgium, the United Kingdom, Bulgaria, Chile, China, Cuba, Czechoslovakia, Danzig, Denmark, Egypt, Finland, France, Germany, Greece, Hungary, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Netherlands, Norway, Poland, Portugal, Roumania, Spain, Sweden, Switzerland; Turkey, United States of America, Uruguay and Yugoslavia.

2. The Commission keeps an international register containing data on persons connected with the traffic in women and children. This register, together with the files of the Austrian central authorities, comprises information concerning more than one thousand persons.

3. The Commission publishes twice a month a journal entitled *Sûreté publique internationale*. This periodical is published in English, French, German and Italian. Any information communicated to the International Commission with regard to cases of traffic in women and children is circulated in this publication, which contains an annex for photographs and finger-prints.

4. The Commission has also organised an international police wireless service for urgent communications.

5. During the years 1929, 1930 and 1931 the Commission dealt with eighteen international cases of traffic.

6. At the international police congresses organised by the Commission attention has been paid during the last few years to the traffic in women and children, and a number of resolutions have been adopted with regard to improvement of police measures for dealing with the activities of traffickers and *souteneurs*.

7. The International Criminal Police Commission is desirous of developing its international service for the arrest of traffickers. An increased circulation of *Sûreté publique internationale*, which already does important service in the matter of criminal investigation, would be advantageous, while a larger participation in the international police wireless system would increase the utility of that service. The International Commission is glad to co-operate in the investigation of all cases of international traffic in women and children.

Communications should be sent to the International Criminal Police Commission, Federal Police Department, Am Hof 6, Vienna, Austria.

2. TEXT OF ARTICLES REFERRING TO OFFENCES CONNECTED WITH THE TRAFFIC IN WOMEN OF THE POLICE CONVENTION BETWEEN THE ARGENTINE REPUBLIC, BOLIVIA, THE UNITED STATES OF BRAZIL, CHILE, PARAGUAY, PERU AND URUGUAY, DATED FEBRUARY 29TH, 1920.<sup>1</sup>

*Article 1.* — The Contracting Countries permanently undertake to send each other particulars of :

- .....
- (e) Individuals who are dangerous to society.
- .....

*Article 2.* — For the purposes of paragraph (e) of the previous article, the following shall be regarded as dangerous persons :

- .....
- (e) Persons who habitually and for purposes of gain engage in the traffic in women.
- .....

*Article 7.* — The Contracting Parties shall inform each other as soon as possible of the departure or expulsion of the dangerous individuals referred to in this Convention, irrespective of their country of destination.

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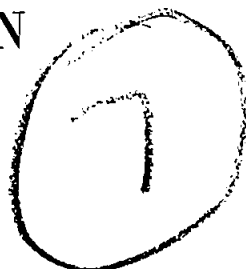
<sup>1</sup> The complete text can be consulted in the Secretariat.

Geneva, January 15th, 1933.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN

OBSCENE PUBLICATIONS



Summary of Annual Reports for 1931 prepared by the Secretariat.

CONTENTS.

	Page
Introduction . . . . .	I
Part I.—Traffic in Women and Children . . . . .	3
Part II.—Obscene Publications . . . . .	34

INTRODUCTION.

The Traffic in Women and Children Committee, when examining the annual reports for 1929 at its session of April 1931, noted that, although Governments had been asked to report, not only cases of international trafficking, but also cases of national trafficking and procuring, this latter request had been complied with in very few replies. In order to avoid inadequacy of information on this subject in the future, and to facilitate the compilation of accurate statistics of offences connected with the traffic in women and children, the Committee decided to revise the questionnaire for the annual reports. It also asked that statistical information (Question 7) should be furnished, and that three questions relating to the suppression of the traffic in obscene publications should be added (Part II : Questions 1 to 3). The revised questionnaire was transmitted to the twelve Governments represented on the Committee for their observations. At its meeting in April 1932, the Traffic in Women and Children Committee approved the new questionnaire, which, on the Committee's request agreed to by the Council, was sent to the States Members of the League and to all the signatories to the 1921 Convention.

The Summary of Annual Reports for 1931 submitted herewith is drawn up partly on the basis of the old and partly on the new questionnaire, certain countries having already found it possible to furnish their report for 1931 on the basis of the latter. The statistical information in the reports based on the old questionnaire is in many cases insufficient. Only a few States have as yet furnished information relating to the traffic in obscene publications. It will, however, be noted that the number of States which forwarded reports has appreciably increased.

The list of the central authorities given under Question 2 has been brought up to date, and will not in future be published. The signatories to the Conventions are asked to notify the Secretariat of any change that may have occurred. Such changes would be communicated to States signatories by means of a circular letter.

## Part I

### TRAFFIC IN WOMEN AND CHILDREN

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The Governments of the following States have communicated to the Secretariat their annual reports on traffic in women and children for the year 1931 :

Albania, Australia, Austria, Belgium, United Kingdom, China,<sup>1</sup> Colombia,<sup>2</sup> Czechoslovakia, Danzig, Denmark, Estonia, Finland,<sup>3</sup> France, Germany, Greece,<sup>1</sup> Hungary, India, Iraq, Irish Free State,<sup>2</sup> Italy, Japan, Latvia, Luxemburg,<sup>1</sup> Lithuania,<sup>2</sup> Monaco,<sup>2</sup> Netherlands, Newfoundland,<sup>3</sup> Nicaragua,<sup>1</sup> Norway,<sup>2</sup> Poland, Sweden, Switzerland, Union of South Africa,<sup>2</sup> United States of America, Yugoslavia.

Replies have also been received from Governments of the following colonies, possessions, protectorates and mandated territories :

*British Colonies, Possessions, Protectorates and Mandated Territories :* Bahama Islands,<sup>3</sup> Barbados,<sup>3</sup> Basutoland,<sup>3</sup> Bechuanaland Protectorate,<sup>3</sup> Ceylon, Cyprus,<sup>3</sup> Fiji, Gambia,<sup>3</sup> Gibraltar, Gilbert and Ellice Islands,<sup>3</sup> Gold Coast,<sup>3</sup> Grenada,<sup>3</sup> British Guiana,<sup>3</sup> British Honduras,<sup>3</sup> Hong-Kong, Jamaica,<sup>3</sup> Leeward Islands,<sup>3</sup> Unfederated Malay States, Malta, Mauritius, New Hebrides,<sup>3</sup> Nigeria,<sup>3</sup> Nyasaland,<sup>4</sup> Northern<sup>4</sup> and Southern<sup>3</sup> Rhodesia, Seychelles,<sup>3</sup> Sierra Leone,<sup>3</sup> British Solomon Islands,<sup>3</sup> Straits Settlements, Swaziland<sup>4</sup>, Trinidad<sup>3</sup>, Windward Islands<sup>3</sup>, Zanzibar.

*French Colonies and Mandated Territories :* Cameroons, French Equatorial Africa, French Guiana,<sup>5</sup> French West Africa,<sup>5</sup> French possessions in India,<sup>5</sup> Guadeloupe, Indo-China, Madagascar and dependencies,<sup>5</sup> Martinique, New Caledonia,<sup>5</sup> French possessions in Oceania,<sup>5</sup> Réunion,<sup>5</sup> St. Pierre and Miquelon,<sup>5</sup> French Somali Coast,<sup>5</sup> Togoland.

*Netherlands Colonies :* Netherlands East Indies.

#### LIST OF STATES MEMBERS OF THE LEAGUE WHICH HAVE NOT SENT IN ANNUAL REPORTS FOR 1931.

Abyssinia, Argentine, Bolivia, Bulgaria, Canada, Chile, Dominican Republic, Guatemala, Haiti, Honduras, Liberia, Mexico, Panama, Paraguay, Persia, Peru, Portugal, Roumania, Salvador, Siam, Spain, Turkey, Venezuela.

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<sup>1</sup> The report deals only with obscene publications.  
<sup>2</sup> No case of traffic reported.  
<sup>3</sup> Traffic non-existent.  
<sup>4</sup> No central authority.  
<sup>5</sup> No new data or refers to previous reports.



## QUESTION 1.

### OFFENCES DISCOVERED.

*“ Please give as full information as possible of all cases during the year in which persons have been discovered procuring,<sup>1</sup> 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.*

*“ 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.

UNION OF SOUTH AFRICA.—Traffic in women appears to be non-existent, and its development in the near future is unlikely, as conditions in South Africa are not conducive to an extensive violation of the existing laws.

ALBANIA.—1. N. C., aged 40, and D. B., also aged 40, were accused of inciting the minor M. L., a girl aged 18, to immorality.

2. M. M. and S. R., aged 22, and H. R., aged 60, were charged with procuring the minor M. R., a girl aged under 17, niece of the two last-named.

3. The Valona police arrested N. N., aged 43, for unnatural relations with a boy aged 15.

4. L. B., aged 32, appeared before the court of Scutari, charged with unnatural relations with a boy aged 12.

The case is still pending.

5. T. N., aged 21, had relations with a man unknown and gave birth to a child, which she subsequently made away with. She was brought before the judicial authorities and released on bail in the absence of sufficient evidence.

6. S. L., aged 31, lived in immoral relations with his niece B. I., aged 19. She gave birth to a child, which six and a-half months later was discovered abandoned in the fields.

The case is still pending.

All the above offenders are of Albanian nationality. They were sentenced to various penalties in accordance with the provisions of the new Penal Code, which came into force on January 1st, 1928.

AUSTRALIA.—One resident of Rockhampton, Queensland (true nationality not ascertainable), aged 39, married, with ten children, appeared at the criminal sittings of the Supreme Court, Rockhampton, in November 1931, charged with “procuring his daughter, aged 14½ years, to have unlawful carnal knowledge with Chinamen”. Convicted and sentenced to two years' hard labour.

AUSTRIA.—(a) The Federal Police Department reports two cases of international traffic in women in 1931:

1. At the request of the police authorities of Cernauti, a Roumanian national, aged 31, was arrested at Vienna, where he and his wife were on their honeymoon, because his mistress, a Roumanian national aged 20, had given evidence to the effect that she and he had agreed to emigrate to South America, taking with them the dowry of the woman whom he had just married and leaving the latter in Vienna at the house of some relatives.

The girl was waiting at Cernauti to hear from her lover, where she was to rejoin him.

The accused was brought before the First Criminal Court at Vienna. Thence he was extradited to the Criminal Court at Cernauti on a charge of fraud.

The wife of the delinquent, who possessed sufficient funds for the purpose, returned to her country at her own expense.

2. A Polish national, aged 32, who had already undergone a sentence of two years and six months' imprisonment in Austria for theft and had been expelled from Austria, proceeded

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<sup>1</sup> It is intended to include all forms of procuration.

to Vienna in company with a Polish girl of 19, to whom he had stated that he possessed property in Vienna and would obtain work for her there.

He was arrested in Vienna and brought before the First Criminal Court on a charge of abduction.

His victim was sent back to her country by the Public Assistance Authorities.

(b) The offences discovered which related only to Austria were all cases of procuring within the terms of Articles 132 and 512 to 515 of the Austrian Penal Code.

Altogether seventy complaints were lodged with the police authorities in respect of suspected cases of procuring. As a result of the enquiries conducted, seventeen persons were brought or indicted before the criminal courts and were duly convicted.

Among the persons so reported, fifteen were of Austrian nationality, one was a Czechoslovak and one a Hungarian.

The victims of these offences were all women of Austrian nationality.

The system of deportation has been instituted in the case of convicted procurers of foreign nationality.

Of the fifteen cases mentioned above in which proceedings were instituted for the procuring of women, eight concerned the managers of so-called massage saloons. These establishments continue to be strictly watched by the Federal Police.

In consequence of this supervision, hardly any adolescents are now employed, and even very few adults have been offered employment in such establishments.

BELGIUM.—During the year 1931, investigations were carried out in eight cases, one of which was disposed of by the prosecuting authorities.<sup>1</sup>

Nineteen cases of traffic were dealt with, the sentences delivered being as follows :

(a) *Brussels Court of Appeal*.—Six convictions for corruption of minors. The accused were : two Frenchwomen (one of whom became a Belgian subject by marriage), aged respectively 40 and 41, a Belgian man aged 29 and three Belgian women aged 38, 32 and 40 respectively.

1. Marie-Louise R. kept a café at Mons. In 1930, she there had as waitress a young girl aged 19. This café was in reality a house of ill-fame. M.-L. R. incited her waitress to allow herself to be used for purposes of prostitution by any customers who desired it. The girl engaged in prostitution on three occasions in the house. M.-L. R. was sentenced to eight months—100 francs + 60/10 = 700 francs, or one month's imprisonment—and to be placed under disability for five years.

2. Victoria J. lived at Boussu with her six children and a girl, Yvonne D., aged 18. Her house was a regular brothel. She allowed the girl D. and one of her own daughters, aged 16, to have immoral relations with passing strangers. Sentence, two years—100 francs + 60/10 = 700 francs, or one month A. I.—to be placed under disability for five years and debarred from the exercise of paternal power.

3. Emma de G., wife of Prosper R., born at Loochristy and living there, confessed that, during November and December 1928, she had in her house on at least twenty occasions passively if not actively encouraged immoral relations between her daughter Marie, aged 15½, and a member of the local militia, Henri C. The child became pregnant, but her mother continued none the less to tolerate the relations in order to induce the young couple to marry. The Court of Appeal at Brussels, before whom the affair was brought, sentenced Emma de G. on July 11th, 1931, in virtue of a decree of the Court of Cassation, to two years' imprisonment and 200 francs fine or two months' additional imprisonment.

4. Léopold D. and his wife Germaine V. enticed into their house a young Egyptian student, aged 17. After having played at cards, they went out with him and their chambermaid. They called at several cafés, where they drank heavy beer, and then brought back the young man to their home and engaged in immorality. Sentence : eighteen months—500 francs, plus 60/10 = 3,500 francs or three months' A. I.—placed under disability for ten years. One year—100 francs plus 60/10 = 700 francs or one month A. I.—placed under disability for ten years.

5. The woman convicted ran a tavern with "attractive waitresses" in the rue d'Angleterre at Saint-Gilles. She had in her employment Yvonne G., born on June 24th, 1913, and Orpha M., born on September 27th, 1910, both minors over 16 years of age. These two girls took customers up to their rooms.

(b) *Brussels Jurisdictional Area*.—Three cases in which a Belgian woman, aged 43, a Frenchwoman, aged 34, and a Belgian couple, aged respectively 25 and 28, were implicated. The victims were three young servant girls, aged 20. The sentences passed were, in the first case, M. L. de V., 500 francs fine × 7 or three months of additional imprisonment. Loss of rights (Article 31, Penal Code) for ten years. In the second case, V. de R., two sentences, each of three months' imprisonment and 100 francs fine × 7, or one month of additional imprisonment for each fine. In the third case, M. C., three months' imprisonment and 50 francs fine × 7, or fifteen days' additional imprisonment. Deprivation of rights (Article 31, Penal Code) for five years. M. A. A., one month's imprisonment and 50 francs fine × 7, or fifteen days' additional imprisonment. Loss of rights (Article 31, Penal Code) during five years. Sentence suspended for three years.

(c) *Antwerp Jurisdictional Area*.—Three cases in which two Belgian men and three Belgian women and one foreigner were implicated.

<sup>1</sup> For further particulars see Question 2 (Communications between Central Authorities).

(d) *Mons Jurisdictional Area*.—Eight cases, regarding three of which the following details are given :

Accused : a French couple and two Belgian couples, aged between 30 and 50 years ; victims : four Belgian servant girls between the ages of 18 and 20 and a girl aged 20 of no occupation. The sentences in each case were 100 francs fine and loss of rights for five years. Sentences of imprisonment varying from four months to two years were also imposed.

The Correctional Court of *Arlon* (Liège Court of Appeal) sentenced D. O., from Les Awirs-lez-Engis, to three months' imprisonment and 50 francs fine for immoral relations with a woman not a minor.

The Correctional Court of *Bruges* (Ghent Court of Appeal) sentenced to three and two months' imprisonment two women of Belgian nationality, aged respectively 35 and 42. The first-named was also sentenced to pay a fine of 50 francs. Their victims were aged 20 and 16.

The correctional court of *Termonde* sentenced a couple for corruption of minors to imprisonment for three months and loss of rights for four years.

UNITED KINGDOM.—The following particulars relate to cases 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 :

1. Female, for the purpose of gain did exercise control and influence over the movements of two prostitutes in such a manner as to show that she was aiding and abetting their prostitution with certain persons. Six months' imprisonment.

2. (a) Female, aged 46. British. Charged with (1) attempting to procure and keeping a disorderly house, and (2) publishing obscene libels.

A girl, out of employment, got into touch with prisoner, and, as a result of learning what she was expected to do and of what she saw, the police were informed. Prisoner pleaded guilty to all the charges named but not guilty to a charge of conspiring to corrupt public morals. Three years' penal servitude on first charge and nine months' imprisonment on second (concurrent).

(b) Male, aged 42. Charged with (1) conspiring to corrupt public morals, and (2) publishing obscene libels. Nine months' imprisonment on second charge.

3. Female, aged 24. British. Charged with (1) procuring a young woman for immoral purposes, and (2) brothel-keeping. The girl, aged 16, having been rebuked by her parents for staying out late after a dance, went to the prisoner's house from July 21st until September 1st, 1931. Prisoner frequently took men home for immoral purposes ; a man would often occupy the same bed as the girl and herself. Later, she induced the girl to have intercourse with the men she took home. The girl stated that, having been told by the woman that she was to go with a man, she felt she was obliged to do so. Discharged on first charge and fined £20 on second.

4. (a) Male, A, aged 46. British. Charged with (1) suffering a girl aged 14 years to be carnally known, and (2) aiding and abetting C (see below).

(b) Male, B, aged 17. British. Charged with carnally knowing the above-mentioned girl of 14 years.

(c) Male, C, aged 20 (son of A). British. Charged with indecently assaulting a girl aged 15 years.

C saw two girls in the street and took them to his home, where he resided with his father (the tenant) ; B joined them later. Carnal knowledge of the one and indecent assault of the other girl took place by the younger men whilst A was in the room. The latter took no active part in the offences. There was no suggestion that the offences took part on other than the one occasion, nor was any payment made.

The three men, A, B and C, were discharged.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.—*Ceylon*.—Fourteen cases were detected during 1931. In six cases the offenders were Sinhalese, whose ages varied between 17 and 32. In one of these cases four Sinhalese (17, 22, 25 and 32 years old) were implicated and accused of running a brothel and assisting to run it, the victims being Sinhalese of 13 and 18. Two of the offenders were sentenced to six months' rigorous imprisonment, one to one year's rigorous imprisonment and a fine of 500 rupees, and the youth given ten cuts and bound over for six months. The sentences imposed in the other cases were : three months and six weeks' rigorous imprisonment and fines of 25, 50 and 100 rupees.

Two Malays of 22 and 18 were prosecuted and sentenced respectively to three months' and six weeks' rigorous imprisonment. One Tamil of 19 was sentenced to three months' rigorous imprisonment for committing unnatural offence.

In six cases Europeans and in one case an American were charged with unnatural offences or gross indecency. They were handed over to the commanding officers of their respective ships to be dealt with by the naval authorities. In one of these cases, however, the offender, whose victim was a Moor aged 19, was fined 25 rupees.

*Straits Settlements.*—Thirty-nine cases of trafficking or living on the proceeds of prostitution were detected in Singapore, ten in Penang and two in Malacca.

(a) Singapore.—Twenty-nine of the cases detected came under category (a). The offenders were : thirteen Cantonese women, three Hokkien women, one Chiau An woman, five Cantonese men, six Hokkien men, five Hockchian men and one male Tamil. The ages of the women varied between 29 and 60 ; of the men, between 23 and 66. The victims were between 12 and 28 years old. In fifteen cases the charges were withdrawn but the offenders deported. In eleven cases the offenders were convicted and sentenced to terms of rigorous imprisonment varying between three months and one year. Fines were imposed in one case of \$50, in three cases of \$100. The victims were detained in the Po Leung Kuk or repatriated to China.

Ten of the cases come under category (b). The offenders were six Cantonese women, one Hokkien and one Teochiu woman, and one male Liuchiu. They were aged between 26 and 51 years, the ages of their victims varying between 9 and 30. Three of the offenders absconded, the bail of \$500 being estreated. The sentences varied between three months' and one year's rigorous imprisonment. In one case the offender was bound over for \$25 for three months ; in one case twelve strokes of the rotan were inflicted. The victims were detained in the Po Leung Kuk or repatriated.

The following two cases are quoted as examples :

1. In October 1931, a Cantonese woman aged 29 was charged under Sections 3(1)(b) and 4(1) with procuring for the purpose of prostitution and trafficking in a Cantonese girl aged 16 years. A Straits-born Cantonese male was charged in connection with this case under Sections 5(1)(a) and 3(1)(b) with living on the proceeds of prostitution and abetting the procuration of the girl. They were both convicted and sentenced, the woman to three months' rigorous imprisonment in each case (the sentences to run consecutively) and the man to one year's rigorous imprisonment and twelve strokes of the rotan and one year's rigorous imprisonment (the sentences to run concurrently). The woman will be deported on completion of sentence. The girl was received into the Po Leung Kuk. This case comes under category (a).

2. In October 1931, a Cantonese woman aged 50 was charged under Section 4(1) (two charges) and 3(1)(b) with trafficking in two Cantonese girls aged 15 and 10 and procuring for the purpose of prostitution another girl aged 18. She was convicted on the first two charges and sentenced to a fine of \$100 or two months' rigorous imprisonment on each charge. The third charge was withdrawn. The first two victims were received into the Po Leung Kuk and the third girl was released. The woman absconded before a banishment warrant could be executed. This case comes under category (b).

(b) Penang.—1. Four cases coming under category (a) were detected in 1931. Three Malay men, aged respectively 22, 38 and 40, were convicted of living on the proceeds of prostitution, their victims being in one case two Malay women of 22 and 25, and one Hokkien woman of 22, in the other cases of age unknown. The first was sentenced to four months' rigorous imprisonment, the others to six months' rigorous imprisonment. One Malay woman of 45 was charged with aiding, abetting or compelling the prostitution of three Malay women (ages unknown). She pleaded guilty and was sentenced to a fine of \$50, or, in default, six weeks' rigorous imprisonment. The fine was paid.

2. Six cases coming under category (b) were brought before the courts. Two Cantonese women, aged respectively 33 and 38, were sentenced to four months' and six months' rigorous imprisonment for aiding and abetting the prostitution of Cantonese girls of 16. They were deported after termination of their sentence. One Cantonese man was charged with living on the proceeds of prostitution of three Cantonese women (aged over 20) ; one Hokkien man of 37 on the proceeds of prostitution of five Malay women (ages unknown) ; and one Hockchiu man of 35 on the proceeds of prostitution of a Hokkien woman of 26. They were sentenced to six months' rigorous imprisonment and deportation after expiration of their sentences.

Three Teochiu actresses, aged 16, 17 and 17, were arrested on board a boat bound for Tongkah, Siam. They stated that they had been purchased in China from their parents and that the male members of the troupe had cohabited with them. All three girls were found to be suffering from venereal disease. They were committed to the Po Leung Kuk. No action against the proprietor of the troupe was possible.

(c) Malacca.—A Hokkien man was charged under Section 3(1)(b) with procuring a woman aged 21, and sentenced to a fine of \$50 or two months' rigorous imprisonment. The girl was committed to the Po Leung Kuk (category (b)).

A Cantonese woman, aged 49, was arrested with two girls in a motor-car upon suspicion that she was detaining one of the girls against her will for the purpose of prostitution. There

was insufficient evidence for the prosecution of the woman. The girls were detained in the Po Leung Kuk and later married from there (category (a)).

*Hong-Kong.*—Three cases were dealt with. The parties concerned were in each case Chinese :

(a) Offender : one male, age 41 ; victim, age 17 ; sentence, three months' hard labour for decoying away a girl for the purpose of prostitution, and another three months' hard labour for carnal connection by false pretences.

(b) Offender : one female, age 46 ; two victims, ages 30 and 28 ; sentence, three months' hard labour on charge of taking part in bringing two women into Hong-Kong with intent to sell them for the purpose of prostitution in Singapore.

(c) Offenders : one male and two females, ages 43, 34 and 38 respectively ; four victims, ages 15, 17, 18 and 17 respectively ; male and first female fined \$400 each and second female \$100. The offence in this case was that of procuring for the purpose of prostitution.

In each case the offence was committed in Hong-Kong.

*Unfederated Malay States.*—*Johore.*—Two cases. 1. Offender, Chinese, aged 30 female ; two victims, both Chinese, aged 19 and 23 respectively.

Both victims were brought from China and started "sly" prostitution in Singapore. Due to constant raids by the Protectorate, these girls were taken by the accused to Muar, where they continued their profession in an opium den ; but the younger girl, who was more badly treated than the other, told the man whom she desired to follow to make a report at the Protectorate, Muar. The accused was arrested and charged under Section 17 of Enactment 7/26 ; but the statements of the girls, which were the only evidence, were very uncertain and the charge was therefore withdrawn.

The offender was photographed and warned to leave Muar, and the girls were subsequently married to respectable Chinese artisans.

2. Offender, Japanese, aged 44, female ; two victims, both Chinese, aged 24 and 26 respectively.

The offender was charged and convicted under Section 26 (ii) of Enactment 7/26. Fined \$50 or fourteen days' imprisonment. Fine paid.

The younger girl had been a prostitute in Singapore and was probably a free agent. She was detained, and, after enquiry, was given a dollar and warned to leave Johore Bahru. The other victim was probably a free agent. She was instructed to report at the Protectorate for enquiry, but she failed to do so, and, from enquiries made, it was found that she had left Johore Bahru.

*Kedah.*—(a) On March 21st, 1931, a Hakka woman, aged 22, was found in a lodging-house at Bedong with a Cantonese woman aged 40. It transpired that the Hakka had been brought into Kedah on the pretence of finding a husband and then induced to prostitution. Proceedings against the procuress had to be abandoned owing to the woman contracting an infectious disease which prevented her from giving evidence. After a stay in the home the woman was married to a shopkeeper.

(b) On November 2nd, 1931, three Cantonese women, aged between 24 and 28, were removed to the home on information that they were being made to prostitute in a lodging-house next door. There was not enough evidence to institute a prosecution. They appeared to be in charge of a Cantonese, aged 48, whose finger-prints were taken. Two of the women were subsequently claimed by "followed" husbands and returned to them.

*Trengganu.*—Enquiries were made by the Commissioner of Police into a case at Kemaman in which it appeared as though a Cantonese woman named S. K. had brought a girl, Y. K., aged 18 (Cantonese), to Trengganu for immoral purposes. The girl was rescued by marriage with a servant of the Assistant Adviser, Kemaman. S. K., age unknown, had already left Trengganu at the time of the enquiry.

There was also a certain amount of suspicion against a Cantonese woman called Ch. Ah Y. (age 45) living at Kemaman that she was acting as a procuress for a lodging-house. No action was possible by way of court proceedings, but the woman and the lodging-house keeper were warned by the Commissioner of Police.

*Federated Malay States.*—*Perak.*—In 1931, eight cases of traffic were discovered which related solely to the Federated Malay States. One case was withdrawn for want of sufficient evidence, one on the directions of the Public Prosecutor, and in four cases the offender could not be found. All the victims implicated in these cases, aged between 17 and 24, were committed to the Po Leung Kuk. One case dealt with five prostitutes of unknown age detained in Ipoh, and said to be under the control of a Cantonese male, aged 40, who was arrested and banished to China. In one case, a Cantonese woman, aged 55, was charged with procuring for prostitution a Cantonese girl of 20 at Taiping. She was fined \$250 or six

months' rigorous imprisonment. The fine was paid and the woman subsequently banished to China.

Selangor.—Two cases were discovered. In the one (category (a)), the offender could not be prosecuted for want of sufficient evidence, the three Cantonese girls implicated, and found to be prostitutes, were detained in the Po Leung Kuk. The second case, which came partly under category (a) and partly under category (b), dealt with two Cantonese girls, aged 13 and 15, found to be prostitutes in Kuala. The older one stated that she had been imported from China for the purpose of prostitution. The offender, a Cantonese woman, absconded before a charge could be made.

Malta.—Three persons, Maltese British-born subjects, were dealt with under the White Slave Traffic Ordinance during the period January 1st to December 31st, 1931.

The result of these trials were as follows :

1. Female, aged 51 years, sentenced to forty days' imprisonment and a fine of £5.
2. Male, aged 35 years, sentenced to three months' imprisonment and a fine of £5.
3. Male, aged 45 years, sentenced to one month's imprisonment and a fine of £10.

Mauritius.—A female brothel-keeper, aged 26 years, who lived on proceeds of prostitution, was sentenced to six months' imprisonment, with costs, for encouraging and facilitating the prostitution of a girl of 12 years and 8 months. This procuress had already been convicted for a similar offence in 1928.

DENMARK.—No case coming under the heading of " International Traffic " has been reported.

No case either of " international traffic " or of procuring properly so-called which could be described as " national traffic " had been reported in the city of Copenhagen. Enquiries have, however, been made regarding five persons (two men and three women) convicted of having incited others to immorality for purposes of gain. These five persons were punished. Five cases of the same kind occurred in the provinces.

The above list does not include enquiries which have been undertaken and sentences passed under the paragraph of the Penal Law providing for persons who live partially or entirely upon the immoral earnings of a woman.

DANZIG.—No case has occurred. This answer, however, does not take account of the numerous cases of immorality and debauchery which were brought before the courts in the course of 1931, but which were not covered by the terms of the Conventions against the traffic in women and children.

UNITED STATES OF AMERICA.—Information is not available as to cases arising in the State courts involving the offence of " procuring, enticing, or leading away women, or children of either sex, for immoral purposes ".

FRANCE.—The number of arrests or of cases in which proceedings were instituted in the courts for incitement of minors to immorality was approximately eighty-eight ; thirty-two persons were prosecuted for engaging women for immoral purposes and seventeen *souteneurs* were convicted. The sentences varied between two months' and three years' imprisonment. The subsidiary penalty of prohibition from residing in a specified area (for five years) was frequently imposed.

One case of international traffic in women was discovered at Boulogne-sur-Mer at the moment of the embarkation of the victim, for whom a false passport had been obtained. Four arrests were made and the preliminary proceedings are still in progress.

FRENCH COLONIES AND MANDATED TERRITORIES.—*Indo-China*.—As regards natives and persons of native status, cases of traffic in women are diminishing in frequency, owing to the active intervention of the police and the emigration service. In the two jurisdictional areas of the Indo-China courts of appeal, nine cases (all in the Hanoi area) were brought before the courts during 1931 and led to the imposition of various sentences.

*Cameroons*.—Seventeen cases of traffic in women, including nine in the district of Maroua, were dealt with in 1930. Several of them were not of a very serious character—*e.g.*, cases of parents who, in order to obtain money, handed over their children to another family, with a view to possible marriage, in return for a payment which they regard as a dowry.

HUNGARY.—In 1931, proceedings were instituted on international charges of procuring in seventeen cases. In fifteen cases, the charges were not substantiated ; in two, the enquiry is still in progress. Enquiries have been conducted with regard to happenings in Austria, Egypt, Greece, Italy, Morocco, Roumania, Turkey and Yugoslavia.

Forty cases of procuring within the country were brought to the notice of the competent authorities. Fifteen of these cases, are still being investigated (eight men and fourteen women are accused, the ages of the victims varying from 14 to 18). In seven cases, the court ordered proceedings to be stopped for lack of evidence. Proceedings were stopped in two cases because

the accusations could not be proved, in one case because the accused could not be considered an "honest woman", which is necessary to allow of a charge of procuring. In one case, the accused was acquitted. In the twelve cases of which details are given below, sentence was pronounced.

Eleven men and eight women, of whom one was acquitted, were accused. The victims' ages varied between 14 and 28.

The following penalties were imposed :

(1) Imprisonment : The sentences varied from seven days to thirty months. One man was condemned to two years' imprisonment with hard labour ; one woman was condemned in the first instance to three years' imprisonment, the Court of Appeal reducing the sentence to two years because of extenuating circumstances.

(2) Deprivation of civil rights and of the right to hold public office : These subsidiary penalties were imposed in eight cases for periods varying between one and ten years.

(3) Fines : Fines varying between 80 and 400 pengō were imposed in three cases.

Further details are given below with regard to two cases :

1. The police at Oroshàza arrested and brought before the court at Gyula an inhabitant of Oroshàza who was charged with inciting two girls to immorality by offering them wages and board in his house as servants and by subsequently compelling them to give themselves to men for money.

The enquiry showed that, by means of false promises and in order to obtain money, the accused also incited several other young persons to immorality. The court at Gyula found the accused guilty of procuring and of bribing witnesses and sentenced him to 2½ years' imprisonment as the principal penalty and to ten years' loss of civil rights and of the right to hold public office as a subsidiary penalty. The Court of Appeal at Szeged reduced the sentence to one of two years and two months' imprisonment and five years' loss of civil rights and of the right to hold public office. This judgment is final.

2. The court at Nyiregyhàza condemned an inn-keeper at Kocsod to eight months' imprisonment and to a fine of 200 pengō, and his wife to ten months' imprisonment and to a fine of 400 pengō, as being habitual procurers and for having jointly delivered over to prostitution four young domestic servants employed in their inn and for having obtained money thereby. The judgment is final.

INDIA (1929)<sup>1</sup>.—*Madras*.—Four cases were discovered during the year 1929.

Two Hindus (males) were prosecuted for selling a Hindu girl aged 14 years for 100 rupees to a Hindu prostitute aged 30. The three persons responsible were sentenced, one to three years' rigorous imprisonment under Section 372 of the Indian Penal Code, the others to three months' and two years' rigorous imprisonment under Section 373 of the Indian Penal Code. The girl is in the care of the Madras Children's Aid Society.

In two cases the accused were acquitted, as the statements were not maintained. The fourth case referred to the detention for the purpose of prostitution of a thirteen-year-old Hindu girl by a Mohammedan prostitute of 35. She was prosecuted under Article 373 of the Indian Penal Code. The young woman is in the care of the Madras Children's Aid Society.

*Burma*.—The police received information to the effect that two Madrasis, a man of 40 and a woman of 35, had arrived in Rangoon with five girls and were negotiating their sale to brothel-keepers. The girls, between the ages of 13 and 20, stated that they had been brought over on the promise of marriage and of presents of jewellery by the two accused from Madras. On arrival in Rangoon, they were detained in a room in the Cantonment Dhoby Lines and understood that they were going to be sold. One of the girls took the opportunity of speaking to a butler living in the same Lines and it was on the latter's report that the police took up the investigations. As a *bona-fide* case was made out against the two accused under section 366 of the Indian Penal Code, they were sent up for trial and were sentenced to suffer two years' rigorous imprisonment each. It is probable that this was not their first enterprise of this nature, but the evidence of similar previous activities was insufficient.

In addition to the above, action was taken under the Burma Suppression of Brothels Act (Burma Act No. 11 of 1921) :

(a) Prohibitory orders under Section 6 (1) (for carrying on prostitution)	175
(b) Convicted for non-compliance with (a) under Section 6 (2) .. .. .	8
(c) Convicted under Section 4 (1) (soliciting) .. .. .	234
(d) Prohibitory orders under Section 11 (against landlords for allowing their premises to be used as a brothel) .. .. .	1

*Bombay*.—(a) Forty cases of kidnapping and abduction for immoral purposes were detected, in which sixty-four men and twenty-eight women were implicated. The age of the men varied between 17 and 55, of the women between 20 and 60. The victims' ages were 30, 28, 27 and 21 years (one case each), 20 years (four cases), 19 years (two cases), 18, 17 and 16 years (six cases each), 15 years (three cases), 14 years (two cases), 13 years (four cases), 12 years (one case), and 11 years (three cases).

<sup>1</sup> The 1929 report from India was omitted by error in the Summary of Annual Reports issued in 1931, and is therefore summarised herewith.



Three of these cases dealt with children—namely :

1. The accused, an Indian of 35, abducted an Indian woman with her minor daughter (of 8) from Central Provinces and brought them to Nasirabad in Warah Taluka, where he wanted to marry the daughter against her will. The accused was sentenced to four years' rigorous imprisonment by the Sessions Judge Larkana. He was not an habitual offender.

2. Two Mohammedan men of 36 and 20 were implicated. One of the accused, belonging to a village in Sakrand Taluka, kidnapped a girl aged about 5 years from the lawful guardianship of her mother for the purpose of marrying her with the other accused. Both the accused were convicted under Section 363 of the Indian Penal Code and sentenced to suffer imprisonment till the rising of the court and to pay a fine of 50 rupees or, in default, to undergo another month's rigorous imprisonment. The fine was not paid by one of the accused, who was sent to jail.

3. The mother (Indian) of two children was living after her husband's death at Boodal Shah, from where the accused brought her to Jacobabad. He asked her to marry him, but she refused. The accused gave her bhang, and when she became senseless enticed away both the children. The accused was convicted and sentenced to three months' rigorous imprisonment and 50 rupees fine.

Five cases are still pending. Twelve persons were acquitted for insufficient evidence. One case was withdrawn because accused was a cripple ; one because victim had led an immoral life before. The penalties inflicted varied between two months' and seven years' rigorous imprisonment. Fines of 20 rupees were inflicted seven times, of 50 rupees three times, and of 100 rupees four times.

The following cases are quoted as examples :

1. The accused, a man of 35 and a woman of 30, were charged with kidnapping A, an Indian girl of 13, from Itarsi, in the Central Provinces, and cheating one Mangat of 900 rupees by giving A in marriage to him. Further, accused were charged with abducting B, an Indian girl of 17, and kidnapping C, a girl of 11, from Jehansi station. The accused were convicted and each of them was sentenced to rigorous imprisonment for two years under Section 366 of the Indian Penal Code and for one year under Section 420 of the Indian Penal Code for kidnapping A and cheating Mangat of 900 rupees. For abducting B and kidnapping C the accused were convicted and sentenced to two years' rigorous imprisonment for each of the offences. The sentences were ordered to run consecutively on expiry of the sentences for the first offence. The accused were habitual traders in girls.

2. An Indian girl of 13 was abducted from Ahmedabad from her guardian and brought over to Mirpurkhas in order to be sold. The case ended in conviction. Eleven men and one woman were implicated. The male accused were sentenced each to three years' rigorous imprisonment and the female accused to one year's rigorous imprisonment.

(b) A Persian man of 40 induced a Hindu widow of 19, living in Poona with her mother, to come to Bombay, promising to keep her as his mistress, but put her into a brothel instead. He was charged and sentenced to four months' rigorous imprisonment. The accused, being a foreigner, has been recommended to the Government of Bombay for deportation under Section 3 of the Foreigners Act.

*Bengal.*—Eight cases were dealt with in 1929, the accused being sentenced to various terms of imprisonment up to three years. The victims' ages ranged between 14 and 18.

#### CASES NOTIFIED TO THE AUTHORITIES IN 1931.

*Madras.*—One case. A Hindu woman, aged about 50 years, enticed a Hindu girl of 15 years from her house and took her to Madura, where she sold her for the sum of 10 rupees. She escaped from the brothel and, with the help of some strangers, returned to Madras. The procuress has been charged under Section 366 A of the Indian Penal Code and is under trial.

*Burma.*—In 1931, there were nine cases in which persons were found buying, selling or procuring girls for immoral purposes. In one case, the victims were two Madrasi girls who were brought from Madras and forced to carry on prostitution. The police seized a lot of documents which indicated that some sort of organisation existed in Madras for sending girls to Burma for immoral purposes. A report, together with copies of statements made by the girls and correspondence in original seized from the accused's house, was sent to the Commissioner of Police, Madras. A reply has now been received from Madras that a case under Section 366 of the Indian Penal Code has been registered and is under investigation.

In the remaining cases, twenty-one persons were implicated, whose ages varied between 20 and 66. The victims were fourteen in number, aged between 15 and 20. Two cases are pending—one against three men for procuration, the other against three men for buying a minor of 15 for purposes of prostitution. One case was withdrawn, the five offenders accused of selling two minors for purposes of prostitution being discharged. In four cases, six of the offenders were convicted and two discharged. One case was closed as undetected, the two victims absconding.



Action taken under the Burma Suppression of Brothels Act (Burma Act II of 1921) :

(a) Convicted under Section 4 (1) (soliciting) .. .. .	153
(b) Convicted under Section 7 (living on the earnings of prostitution) .. .	25
(c) Convicted under Section 8 (procuration) .. .. .	2
(d) Convicted under Section 9 (importing women and girls for prostitution) ..	2
(e) Convicted under Section 11 (for keeping a brothel or allowing premises to be used as a brothel) .. .. .	49
(f) Punishment for subsequent offence punishable under Section 11 .. .. .	1

*Bengal.*—Sixteen cases were dealt with under the Calcutta Suppression of Immoral Traffic Act 1923. Twenty-three men and three women were implicated. The victims were: In one case a girl of 12, in 3 cases girls of 14, in 3 of 15, in 5 of 16, in one of 17, in one of 18, in one of 20. In one case a Mohammedan boy of 13 was kidnapped in Calcutta for immoral purposes. The offender was sentenced to eighteen months' rigorous imprisonment. The sentences inflicted in the other cases were of one year's rigorous imprisonment for seven men and two women. Fifteen people were discharged for lack of evidence. One case is pending. In one case, three brothel-keepers, two Hindus and a Mohammedan, brought into Calcutta four girls from Howrah for immoral purposes. All the girls were rescued, and the brothel-keepers were sent up under the Immoral Traffic Act. They were all convicted and sentenced to various terms of rigorous imprisonment, ranging from one to three years.

Eighty-six girls were rescued from brothels by the police under the provisions of the Calcutta Suppression of the Immoral Traffic Act, as against seventy-nine during the previous year. Subsequent enquiries showed that fourteen of these girls were over the prescribed age and were therefore not amenable to the provisions of the Act. Seventy-one girls were dealt with by the Central Children's Court. Twenty-two of them were sent to the prescribed homes (Govind Kumar Home, Salvation Army Home and the S.P.C.I.), thirty-five were made over to suitable custody for varying periods, and eight were acquitted.

Three cases were filed and three are pending.

*Bombay.*—Twenty-three cases were detected in 1931. Thirty-four men, whose ages varied between 18 and 55, and six women, aged respectively 25, 30, 35, 36, 40 and 45, were accused. There were twenty-seven victims, whose ages ranged between 14 and 32. Four cases are pending. Six men and one woman were acquitted. The convictions were as follows :

One man to six years' rigorous imprisonment for procuring a Parsi girl of 14.

Two men to eight years' and one man to four years' rigorous imprisonment for the following offence :

" K. M. P. reported that his wife M. B. B. with his daughter S. (age between 3 and 4) had been abducted from Peshawar and brought to Manghrian-jo village in the Upper Sind Frontier District. There she was disposed of to P. B. The three accused were sent up for trial, convicted and sentenced as follows :

" (1) K., son of Z. U., resident of Pandhu, Taluka Mardan, District Peshawar, four years under each section (366 and 420) of the Indian Penal Code ;

" (2) C., under Sections 368 and 420 of the Indian Penal Code, four years under each section ;

" (3) H., under Section 420 of the Indian Penal Code, to four years."

Three men to three years' rigorous imprisonment.

One man to two years' rigorous imprisonment.

One woman and one man to eighteen months' rigorous imprisonment.

One man to nine months' rigorous imprisonment (a regular pimp) (it was his third conviction).

One man to eight months' rigorous imprisonment (a pimp).

Seven men (two pimps) and one woman to six months' rigorous imprisonment.

One man (a pimp) to four months' rigorous imprisonment.

One man to three months' rigorous imprisonment.

One woman was sentenced to one day's rigorous imprisonment and 175 rupees fine ; in default, three months' rigorous imprisonment.

In two cases, fines of 150 rupees were imposed.

One case deals with two Hindu Dharalas, charged under Sections 302 and 366 of the Indian Penal Code, who tried to get a Dharala girl, aged about 10 years, in marriage. The father of the girl demanded 300 rupees. The accused said that they had not so much money, and suggested that at Ahmedabad he could seek a suitable man who would pay the amount. The father of the girl consented to it, and he and the girl went in company of the one of the accused to Ahmedabad, where the accused brought a Bania and a Garasia to him. They were ready to pay 400 rupees for the girl, but the father was not willing to sell her to an outcaste, so all of them returned to Ahmedabad to the accused's house. At about midnight, both the

accused murdered the father of the girl while he was sleeping. The one accused took the girl with him with intent to take her to Ahmedabad and the other returned home. The girl escaped and came to a railway station nearby, where she was seen weeping by the passengers, one of whom brought her to the police station, where her complaint was registered. The principal accused is at large. The other, who was said to be present at the time of the killing of the deceased, was arrested, but there was not sufficient evidence against him. He was released on bail till the arrest of the principal accused.

ITALY.—During 1931, three cases of trafficking were discovered.

1. At Rome, the woman M. A. was arrested ; she compelled R. A., her domestic servant, to engage in prostitution with persons who were required to paid her in advance. The girl was taken *in flagrante delicto* with L. V. in a room in a country wine-shop. The proprietor, B. L., was brought before the judicial authority for breach of Article 191 of the Police Law, and the woman M. A. for the offence of trafficking. M. A. was sentenced to eight months' imprisonment and a fine of 1,000 lire, and B. L. to eight months' imprisonment, 1,000 lire fine and 8,000 lire compensation. The persons convicted appealed against the sentences and were discharged on the ground of insufficient evidence. The Public Prosecutor has appealed against this decision. The appeal has not yet been heard.

2. At Florence, the police raided the house of V. P., in which were discovered two Italian women, P. N. (aged 32) and R. R. (aged 22), who confessed that several innocent minor girls had been enticed into this house for the profit of the tenant V. P.

On information supplied by P. N., another minor was discovered, F. P. R., an Italian girl who denounced T. M. as a procuress and as guilty of enticing innocent girls, and two minors, L. and R. T., who confessed that they had been enticed and engaged by T. M. The police arrested V. P. and T. M. and charged them before the judicial authorities with trafficking ; the Florence court sentenced V. P. to three years' imprisonment, 1,400 lire fine for breach of the regulations, and 1,500 lire fine for encouraging the enticement and corruption of the minors T. L. and R., and for keeping a clandestine house of prostitution. T. M. was sentenced to three years two months and fifteen days' imprisonment and 1,400 lire fine for enticement and corruption of minors.

3. At Imola, C. A., who procured prostitutes for brothels-keepers at Ravenna, was discovered in a disorderly house. He was arrested and charged before the judicial authorities with trafficking, and was sentenced by the judge at Ravenna to three months' imprisonment and 300 lire fine.

During 1931, 196 *souteneurs* and persons living upon immoral earnings were brought before the judicial authorities ; 93 of these were sentenced to various penalties ; 423 persons were charged with exploitation and corruption of minors ; of these 203 were sentenced to various penalties, 52 were discharged and, in the case of the remainder, proceedings are still pending.

All those charged are Italian nationals, with the exception of one foreigner, who has been expelled.

The police have taken measures against 86 persons ; 56 of these have been given " civil admonition " (*ammoniti*), one has been sentenced to police translocation, and the names of 29 have been submitted for " civil admonition ".

There are 899 licensed brothels ; 14 of these have been closed by the local police, who have also shut down 219 clandestine brothels. There are in the authorised brothels 3,244 Italian prostitutes and 146 foreigners.

JAPAN. — During 1930, the number of offenders brought before the courts was 301 (276 men and 25 women). Proceedings were discontinued in the case of 135 men and 23 women. One hundred and eleven cases of abduction for purposes of immoral gain were brought before the courts of first instance, one with a view to deportation from Japan. In the latter case, of the five offenders, two were women and three men ; one was acquitted and the four others were sentenced to one year's imprisonment. The offenders in the other cases numbered 134. Sentences pronounced were, in the case of the men, five years for five offenders, three years for ten offenders, two years for twenty-nine offenders, one year for seventy-six offenders, and six months for nine offenders. Three of the accused were acquitted, and in four cases proceedings were stopped. The two women were sentenced to one year's imprisonment. The offenders' ages varied from 20 to 70 years.

NETHERLANDS.—(a) Only one conviction in respect of traffic in women was recorded in 1931. J. H., a chauffeur, aged 24, and A. R., a trader, aged 38, Dutch nationals, resident at Amsterdam, were the persons implicated. The victims were the mistress of J. H., aged 21, and her friend W. C., aged 20. On being brought before the courts, A. R. was acquitted and J. H. was condemned to six months' imprisonment.

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Action taken under the Burma Suppression of Brothels Act (Burma Act II of 1921) :

(a) Convicted under Section 4 (1) (soliciting) .. .. .	153
(b) Convicted under Section 7 (living on the earnings of prostitution) ..	25
(c) Convicted under Section 8 (procuration) .. .. .	2
(d) Convicted under Section 9 (importing women and girls for prostitution) ..	2
(e) Convicted under Section 11 (for keeping a brothel or allowing premises to be used as a brothel) .. .. .	49
(f) Punishment for subsequent offence punishable under Section 11 .. .. .	1

*Bengal.*—Sixteen cases were dealt with under the Calcutta Suppression of Immoral Traffic Act 1923. Twenty-three men and three women were implicated. The victims were : In one case a girl of 12, in 3 cases girls of 14, in 3 of 15, in 5 of 16, in one of 17, in one of 18, in one of 20. In one case a Mohammedan boy of 13 was kidnapped in Calcutta for immoral purposes. The offender was sentenced to eighteen months' rigorous imprisonment. The sentences inflicted in the other cases were of one year's rigorous imprisonment for seven men and two women. Fifteen people were discharged for lack of evidence. One case is pending. In one case, three brothel-keepers, two Hindus and a Mohammedan, brought into Calcutta four girls from Howrah for immoral purposes. All the girls were rescued, and the brothel-keepers were sent up under the Immoral Traffic Act. They were all convicted and sentenced to various terms of rigorous imprisonment, ranging from one to three years.

Eighty-six girls were rescued from brothels by the police under the provisions of the Calcutta Suppression of the Immoral Traffic Act, as against seventy-nine during the previous year. Subsequent enquiries showed that fourteen of these girls were over the prescribed age and were therefore not amenable to the provisions of the Act. Seventy-one girls were dealt with by the Central Children's Court. Twenty-two of them were sent to the prescribed homes (Govind Kumar Home, Salvation Army Home and the S.P.C.I.), thirty-five were made over to suitable custody for varying periods, and eight were acquitted.

Three cases were filed and three are pending.

*Bombay.*—Twenty-three cases were detected in 1931. Thirty-four men, whose ages varied between 18 and 55, and six women, aged respectively 25, 30, 35, 36, 40 and 45, were accused. There were twenty-seven victims, whose ages ranged between 14 and 32. Four cases are pending. Six men and one woman were acquitted. The convictions were as follows :

One man to six years' rigorous imprisonment for procuring a Parsi girl of 14.

Two men to eight years' and one man to four years' rigorous imprisonment for the following offence :

" K. M. P. reported that his wife M. B. B. with his daughter S. (age between 3 and 4) had been abducted from Peshawar and brought to Manghrian-jo village in the Upper Sind Frontier District. There she was disposed of to P. B. The three accused were sent up for trial, convicted and sentenced as follows :

" (1) K., son of Z. U., resident of Pandhu, Taluka Mardan, District Peshawar, four years under each section (366 and 420) of the Indian Penal Code ;

" (2) C., under Sections 368 and 420 of the Indian Penal Code, four years under each section ;

" (3) H., under Section 420 of the Indian Penal Code, to four years."

Three men to three years' rigorous imprisonment.

One man to two years' rigorous imprisonment.

One woman and one man to eighteen months' rigorous imprisonment.

One man to nine months' rigorous imprisonment (a regular pimp) (it was his third conviction).

One man to eight months' rigorous imprisonment (a pimp).

Seven men (two pimps) and one woman to six months' rigorous imprisonment.

One man (a pimp) to four months' rigorous imprisonment.

One man to three months' rigorous imprisonment.

One woman was sentenced to one day's rigorous imprisonment and 175 rupees fine ; in default, three months' rigorous imprisonment.

In two cases, fines of 150 rupees were imposed.

One case deals with two Hindu Dharalas, charged under Sections 302 and 366 of the Indian Penal Code, who tried to get a Dharala girl, aged about 10 years, in marriage. The father of the girl demanded 300 rupees. The accused said that they had not so much money, and suggested that at Ahmedabad he could seek a suitable man who would pay the amount. The father of the girl consented to it, and he and the girl went in company of the one of the accused to Ahmedabad, where the accused brought a Bania and a Garasia to him. They were ready to pay 400 rupees for the girl, but the father was not willing to sell her to an outcaste, so all of them returned to Ahmedabad to the accused's house. At about midnight, both the

accused murdered the father of the girl while he was sleeping. The one accused took the girl with him with intent to take her to Ahmedabad and the other returned home. The girl escaped and came to a railway station nearby, where she was seen weeping by the passengers, one of whom brought her to the police station, where her complaint was registered. The principal accused is at large. The other, who was said to be present at the time of the killing of the deceased, was arrested, but there was not sufficient evidence against him. He was released on bail till the arrest of the principal accused.

ITALY.—During 1931, three cases of trafficking were discovered.

1. At Rome, the woman M. A. was arrested ; she compelled R. A., her domestic servant, to engage in prostitution with persons who were required to paid her in advance. The girl was taken *in flagrante delicto* with L. V. in a room in a country wine-shop. The proprietor, B. L., was brought before the judicial authority for breach of Article 191 of the Police Law, and the woman M. A. for the offence of trafficking. M. A. was sentenced to eight months' imprisonment and a fine of 1,000 lire, and B. L. to eight months' imprisonment, 1,000 lire fine and 8,000 lire compensation. The persons convicted appealed against the sentences and were discharged on the ground of insufficient evidence. The Public Prosecutor has appealed against this decision. The appeal has not yet been heard.

2. At Florence, the police raided the house of V. P., in which were discovered two Italian women, P. N. (aged 32) and R. R. (aged 22), who confessed that several innocent minor girls had been enticed into this house for the profit of the tenant V. P.

On information supplied by P. N., another minor was discovered, F. P. R., an Italian girl who denounced T. M. as a procuress and as guilty of enticing innocent girls, and two minors, L. and R. T., who confessed that they had been enticed and engaged by T. M. The police arrested V. P. and T. M. and charged them before the judicial authorities with trafficking ; the Florence court sentenced V. P. to three years' imprisonment, 1,400 lire fine for breach of the regulations, and 1,500 lire fine for encouraging the enticement and corruption of the minors T. L. and R., and for keeping a clandestine house of prostitution. T. M. was sentenced to three years two months and fifteen days' imprisonment and 1,400 lire fine for enticement and corruption of minors.

3. At Imola, C. A., who procured prostitutes for brothels-keepers at Ravenna, was discovered in a disorderly house. He was arrested and charged before the judicial authorities with trafficking, and was sentenced by the judge at Ravenna to three months' imprisonment and 300 lire fine.

During 1931, 196 *souteneurs* and persons living upon immoral earnings were brought before the judicial authorities ; 93 of these were sentenced to various penalties ; 423 persons were charged with exploitation and corruption of minors ; of these 203 were sentenced to various penalties, 52 were discharged and, in the case of the remainder, proceedings are still pending.

All those charged are Italian nationals, with the exception of one foreigner, who has been expelled.

The police have taken measures against 86 persons ; 56 of these have been given " civil admonition " (*ammoniti*), one has been sentenced to police translocation, and the names of 29 have been submitted for " civil admonition ".

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from Belgium later showed that he had embarked on a German steamer for Porta Colombia in company with three women—*i.e.*, one Colombian and two French (probably the two girls who were in the train with G. F. when he was arrested at Rotterdam). Their arrival was notified telegraphically to the authorities at Porta Colombia, with the result that they were prevented from landing. They continued their journey to Curaçao. The three women stayed in an hotel there from November 3rd to 26th, 1931. As they were not allowed to remain in that town, they then went to Port au Prince (Haiti). On November 11th, 1931, G. F. left for Cristobal (Panama).

2. In 1931, a charge was laid against the couple L. K., managers of an employment agency who had obtained situations for some German girls in a café of ill-fame. The couple were acquitted because it was impossible to prove that they knew that the girls would have to engage in an immoral life at the café in question.

DUTCH INDIES.—Cases discovered in 1931 : (a) international trafficking, 3 ; (b) national trafficking, 8 ; (c) procuring, 9.

The cases mentioned under (a) were as follows :

(1) A native woman 30 years of age, sent to Singapore and sold by a native. Her repatriation was arranged by the Consul-General at Singapore.

(2) A Chinese woman 18 years of age, living at Singapore, was taken to Belawan and compelled to engage in prostitution. Arrangements were made by the police for her to be placed with a Chinese family and put under the supervision of the Government Bureau for the suppression of traffic in women and children.

(3) Two Chinese girls, 18 and 28 years of age, exploited in a Chinese hotel at Surabaya by a fellow-countrywoman, who had imported them to the Dutch Indies. They were provided with false immigration papers. The woman was sentenced to three years' imprisonment and the two girls were repatriated to Hong-Kong.

The cases mentioned under (b) were native or Chinese young women procured or sold for immoral purposes, the majority under false pretences. Most of the victims were rescued and brought back to their homes. Several offenders were sentenced to imprisonment for terms varying from six to nine months.

In one case in which a two-year-old boy was sold, no immoral intention was proved.

In the cases mentioned under (c), native or Chinese girls varying in age from 14 to 23 years, and two European girls, were compelled to engage in prostitution.

The majority of the victims were rescued.

The Government Bureau has, moreover, assisted in taking action in thirty-eight cases of secret brothels and places of rendezvous in which adult women were involved. The offenders were Chinese or natives. Sentences varying from four to nine months' imprisonment were imposed in twenty-one cases, while nine cases have not yet been decided. The eight remaining cases ended either in the acquittal of the accused, the discontinuation of proceedings or no pronouncement by the court on other grounds.

The Government Bureau received notice of twenty-two cases of offences against public morals, of forcible abduction, procuring, offences with minors of the same sex, rape, etc.

The Bureau gave information and assistance in many cases connected with the campaign against public immorality.

In many cases the absence of assistance from the victims makes it impossible to verify cases of traffic in women and children, and it is generally impossible to ascertain whether the victims are really married, as they often say they are.

The Government Bureau has not received information of any cases of traffic in boys for immoral purposes.

With the object of exercising police supervision of a national and international character over persons engaged in the traffic in women and children, the attention of the competent authorities in the Dutch Indies and abroad has been drawn to such persons by means of descriptive notices.

POLAND. During the year 1931, 276 cases of *souteneurs* and procurers came to light and were brought before the courts. The offence was proved in 224 cases ; in 31 cases it was not proved and in 21 cases proceedings are still in progress. Two hundred and seventy-five cases of procuring in other forms were brought before the courts ; 234 were proved, 27 were not proved, and in 14 cases proceedings are still in progress.

Mention should also be made of the disappearance during 1931 of thirty one women between the ages of 15 and 24 years.

As regards traffic in women, the following offences were committed during the year 1931 :

1. R. M., 49 years of age, Polish national, abducted to Mexico L. C. T., 25 years of age. Proceedings not yet terminated.

2. G. I., 41 years of age, and G. J., 29 years of age, Polish nationals, abducted to the Argentine M. I., 31 years of age, with her child, under false pretences while the husband of the victim was in prison. Proceedings are still in progress.

3. K. S. Z., 49 years of age, Polish national, endeavoured to abduct into Belgium M. P., 22 years of age, J. S., 24 years of age, S. S., 23 years of age and J. H., 34 years of age ; the victims had agreed to cross the frontier under false pretences and to go abroad, where

employment had been promised them. All the persons mentioned were arrested at the Polish German frontier. K., after having served his sentence in Germany, was handed over to the Polish authorities. Proceedings are not yet terminated.

4. K. H., 45 years of age, Yugoslav, managed a house of ill-fame and was guilty of exploiting prostitution on a large scale and of attempted trafficking within Poland. These offences were proved and K. was sentenced to ten months' rigorous imprisonment, 2,000 zlotys fine and deportation from Polish territory.

5. O. T., 32 years of age, Canadian, endeavoured to abduct to Canada M. S., 15 years of age. The attempt was frustrated. The case is still proceeding.

6. R. A., 29 years of age, attempted to abduct into Roumania S. J., 32 years of age. The attempt was frustrated. The case is still proceeding.

The victims were all Polish nationals.

SWEDEN.—Seventeen cases of procuring were dealt with during 1931. In each case the accused was sentenced to a term varying from one month's imprisonment (with sentence deferred subject to good behaviour) to one year and six months' imprisonment. Seven of the offenders were men and ten women, and their ages varied from 22 to 63 years of age. All were Swedish subjects.

SWITZERLAND.—Only one case came before the judicial authorities at Basle and proceedings in this case were stopped and the charge dismissed in the absence of proof of the constitutive elements in the offence.

YUGOSLAVIA.—Six cases of procuring were brought to light in Yugoslavia during 1931, in four of which proceedings are still going on. The age of the traffickers varied from 30 to 67 years, and that of the victims from 17 to 20. Fourteen girls, three of whom were domestic servants of Hungarian nationality, were procured for immoral purposes by a trader, J. V., also of Hungarian nationality. The two cases in which sentences were pronounced were as follows:

1. J. P., of Subotica, sentenced to a year's hard labour for procuring R. A. and K. G.

2. J. O., of Subotica, of Hungarian nationality, sentenced to two years' hard labour for having procured five young girls, of whom the youngest was 17 years of age.

## QUESTION 2.

### CENTRAL AUTHORITIES.<sup>1</sup>

" (a) Please give the name and address of the Central Authority in your country."

#### Replies.

ALBANIA :	Ministry for Foreign Affairs.
GERMANY :	The Central Police Bureau for the Repression of the International Traffic in Women, placed under the control of the Criminal Researches Department of the Berlin Police (Zentral-Polizeistelle zur Bekämpfung des internationalen Mädchenhandels, 3-6, Alexanderstrasse, Berlin).
AUSTRALIA :	Major H. E. Jones, Director, Commonwealth Investigation Branch, Canberra, F.C.T.
AUSTRIA :	Police Department, Rossauerlande 7, Vienna.
BELGIUM :	Direction générale de la Sûreté publique, Bruxelles.
UNITED KINGDOM :	The Commissioner of the Metropolitan Police, New Scotland Yard, London.
BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES :	
<i>Bahama Islands :</i>	Commandant of Police, Nassau.
<i>Barbados :</i>	Inspector-General of Police, Bridgetown, Barbados.
<i>Basutoland :</i>	Government Secretary, Maseru.
<i>Bechuanaland :</i>	Government Secretary, Mafeking, Cape Province.
<i>Cayman Islands :</i>	The Commissioner, Cayman Islands.

<sup>1</sup> This up-to-date list contains all the information sent to the Secretariat during past years. It will not be reproduced in the following reports.

<i>Ceylon :</i>	Inspector-General of Police, Colombo, with the Deputy-Inspector-General, Criminal Investigation Department.
<i>Cyprus :</i>	Chief Commandant of Police, Nicosia.
<i>Gold Coast :</i>	Inspector-General of Police, Accra.
<i>Straits Settlements :</i>	The Secretary for Chinese Affairs.
<i>Fiji Islands :</i>	The Colonial Secretary, Fiji.
<i>Gambia :</i>	The Commissioner of Police, Bathurst, Gambia.
<i>Gibraltar :</i>	Chief of Police, Gibraltar.
<i>Gilbert and Ellice Islands :</i>	The Resident Commissioner, Ocean Island.
<i>Grenada :</i>	The Colonial Secretary, Grenada.
<i>British Guiana :</i>	Police Department.
<i>British Honduras :</i>	Superintendent of Police, Tegucigalpa.
<i>Hong-Kong :</i>	The Inspector-General of Police, Police Headquarters, Hong-Kong.
<i>Jamaica :</i>	The Inspector-General of Police, Kingston.
<i>Kenya :</i>	Commissioner of Police, Nairobi.
<i>Federated Malay States :</i>	Secretary for Chinese Affairs, Chinese Protectorate Department.
<i>Unfederated Malay States :</i>	
<i>Brunei :</i>	The Chief Police Officer, Brunei Town.
<i>Johore :</i>	Protector of the Chinese at Johore, Bahru.
<i>Kedah :</i>	The British Adviser, Kedah.
<i>Kelantan :</i>	The British Adviser, Kelantan.
<i>Perlis :</i>	The British Adviser of Perlis, Kangar.
<i>Trengganu :</i>	The British Adviser, Trengganu.
<i>Malta :</i>	The Commissioner of Police, Police Headquarters, Valetta, Malta.
<i>Mauritius :</i>	Lt.-Col. R. Deane, O.B.E., Police Headquarters, Mauritius.
<i>Nigeria :</i>	Northern Provinces ; Inspector-General of Police.
<i>New Hebrides :</i>	British and French Resident Commissioners acting jointly.
<i>Southern Rhodesia :</i>	The Colonial Secretary.
<i>St. Lucia :</i>	Chief of Police, Castries, St. Lucia, B.W.I.
<i>St. Vincent :</i>	Chief of Police, Kingstown.
<i>Solomon Islands :</i>	The Resident Commissioner.
<i>Seychelles :</i>	The Inspector of Police for the Colony of Seychelles.
<i>Sierra Leone :</i>	Commissioner of Police.
<i>Windward Islands :</i>	Chief of Police, Kingstown.
<i>Leeward Islands :</i>	Chief Inspector, Leeward Island Police, Antigua, B.W.I.
<i>Trinidad :</i>	Colonel Arthur Stephen Mavrogordato, Inspector-General of Constabulary, Trinidad, B.W.I.
<i>Zanzibar :</i>	Zanzibar Government.
<b>BULGARIA :</b>	Police Department, Sofia.
<b>CANADA :</b>	Commissioner of Dominion Police.
<b>COLOMBIA :</b>	Policia Judicial Nacional, Bogota.
<b>CUBA :</b>	Commissioner for Emigration.
<b>DENMARK :</b>	Police Department, Copenhagen.
<b>SPAIN :</b>	Patronato de Protección á la Mujer. Ministerio de Justicia, Madrid.
<b>ESTONIA :</b>	The Police Administration at the Ministry of Justice and of the Interior, Tallinn.
<b>UNITED STATES OF AMERICA :</b>	Commissioner of Immigration, Department of Labour, Washington, D.C.
<b>FINLAND :</b>	Child Welfare Bureau of the Ministry for Social Affairs.

FRANCE AND FRENCH COLONIES: <sup>1</sup>	Ministère de l'Intérieur, Direction de la Sûreté générale, Contrôle des recherches judiciaires, Paris.
GREECE:	Direction de la Police des Villes, Ministry of the Interior, Athens.
HUNGARY:	Section IX of the Royal Hungarian Ministry of the Interior, Central Authority for the Suppression of the Traffic in Women and Obscene Publications, Budapest VI, O-utca 48.
INDIA:	The Secretary of the Government of Bombay, Home Department, Bombay, or the Commissioners of Police of Madras, Calcutta and Rangoon.
IRAQ:	Director-General of Police, Baghdad.
IRISH FREE STATE:	The International Catholic Girls' Protection Society, 42 Montjoy Square, Dublin.
ITALY:	Central Italian Office for the Suppression of the Traffic in Women and Children, R. Ministero dell'Interno, Roma.
JAPAN:	Ministry of the Interior, Tokio.
LATVIA:	The Police Department, Riga.
LITHUANIA:	Criminal Researches Department of the Police Section for the Suppression of Traffic in Women, Kaunas.
MONACO:	Le Directeur de la Sûreté publique, Palais du Gouvernement, Monaco.
NICARAGUA:	Ministry for Foreign Affairs, Managua.
NORWAY:	Police Prefecture, Oslo.
NEW ZEALAND:	The Commissioner of Police, Wellington.
NETHERLANDS:	The Director of the Royal Bureau for the Suppression of the Traffic in Women and Children and the Circulation of Obscene Publications, 109, Reguliersgracht, Amsterdam (Centrum).
NETHERLANDS COLONIES:	
<i>Netherlands East Indies:</i>	Government Office for the Suppression of the Traffic in Women and Children and the Circulation of Obscene Publications in Batavia.
POLAND:	Department for the Suppression of the Traffic in Women, Ministry for Internal Affairs, Warsaw.
PORTUGAL:	Commandant of the Lisbon Public Security Police.
ROUMANIA:	General Police Department at the Ministry of the Interior, Bucharest.
SIAM:	The Director-General of Gendarmerie and Police, Bangkok.
SWEDEN:	Chief of Police, Stockholm.
SWITZERLAND:	Public Prosecutor's Department of the Confederation, Berne.
CZECHOSLOVAKIA:	Central Bureau for the Suppression of Traffic in Women and Children, Police Department, Prague. I. No. 313.
UNION OF SOUTH AFRICA:	The Commissioner, South African Police, New Government Buildings, Pretoria, Transvaal, South Africa.
URUGUAY:	Director of Police, Montevideo.
YUGOSLAVIA:	Royal Ministry of the Interior, Special Service for the Suppression of the Traffic in Women, Belgrade.

<sup>1</sup> *French West Africa.*—In the chief town of each of the colonies in French West Africa, it is the duty of the Political Department, under the command of the Lieutenant-Governor of the Colony, to collect and co-ordinate all the information regarding prostitution. In the territory of Dakar, these duties are carried out by the Chief of Police, under the authority of the Governor-Administrator of the district.

The information thus collected and communicated to the Government of the Colony (Gouvernement général) is, if necessary, forwarded through the Ministry of Colonies to the Ministry of the Interior, Chief Commissioner of Police (Chef de la Sûreté générale) and the Criminal Intelligence Department.

*Oceania.*—The Central Authority is the Public Prosecutor of the Republic, Chief of the Judicial Department of the Possessions in Oceania.

*Togoland.*—Information is collected by the Governor of the Colonies, Commissioner of the Republic in Togoland, and sent to the Ministry of the Interior, Office of the Chief Commissioner of Police (Sûreté générale) and the Criminal Intelligence Department, under cover of the Ministry of Colonies.



" (b) Please give particulars of any cases during the year in which communications have been sent to or received from other Central Authorities, giving the name of the Central Authority."

### Replies.

GERMANY.—The German central authority has frequently had occasion to enter into communication with the central police authorities of other countries in connection with information published in the Press concerning cases of trafficking, and the disappearance of girls and also in connection with requests for information regarding situations vacant.

AUSTRIA.—In the year 1931, the Austrian Central Bureau had occasion in 164 cases to get into touch with the central authorities of other countries.

All the cases concerned girls who had taken up situations abroad or were members of dancing troupes on tour abroad whose parents had not had news of them for a considerable time or suspected, in consequence of news received, that the girls had been induced to lead an immoral life.

It was finally established, however, in all cases, that the suspicions of traffic in women were unfounded.

BELGIUM.—The Belgian central authority was in communication with other central authorities in connection with seven cases.

1. B. L. J. was reported in October 1930 by the Amsterdam police authorities as a white-slave trafficker.

Enquiries were made of the German and British authorities, but without result.

The present whereabouts of this Netherlands national is unknown.

2. A man giving the name of C. L., alias R. J. L., was reported by the international criminal investigation department at Berlin as actively engaged in the white-slave traffic. It would appear that this alien intended to go to the Argentine with his mistress, D. L.

The present address of the persons concerned is unknown. The case is still under investigation.

3. A woman, P. I., born at Brussels on September 21st, 1907, went in April 1931 to Metz with an unknown woman who had engaged her as a companion.

She remained four days in the town and then returned home.

The French and Belgian authorities have been unable to discover the identity of the unknown woman.

4. Maurice C., of Russian nationality, born at Plock (Russia) on August 14th, 1895, husband of K. B., arrived for the first time in Belgium on May 19th, 1929, from Berlin, Linienstrasse No. 197, and set up at Brussels as a commercial agent.

He left Brussels on July 1st, 1930, for the Grand-Duchy of Luxemburg and returned to Brussels on August 1st, 1930.

This man was expelled from France by a Ministerial Decree dated April 12th, 1929.

According to a report supplied by the French *Sûreté générale*, the person in question, during his stay in France, gave out that he was a shipping agent and engaged in the crimping of foreigners and acted as an intermediary for persons wishing to sail for America.

A large number of persons whose position was irregular took advantage of his assistance. In addition to these suspicious activities, he engaged in the white-slave traffic and was in frequent relations with persons engaged in this traffic.

It has been established that his wife, at his instigation, left for America in order to engage in prostitution.

For the above reasons he was also expelled from Belgium by Royal Decree dated April 25th, 1931, notification of which was served on him on May 11th following, and he left the country about this time, apparently for Paris.

5. L., born Clara Sobroska, was alleged to have been sent to Buenos Aires, with the complicity of M. S. B. and C. M. C., both Polish nationals.

The facts were brought to the notice of the British authorities and of the Chief of Police at Buenos Aires. No incriminating facts were discovered in England. The Argentine authorities have so far not taken any action on our information.

6. L. M., a girl aged 17, applied on May 5th, 1931, for a passport to all foreign countries in order to accompany her lover, D. T. R. G. Ch., a notorious white-slave trafficker.

D. T. left for Mexico on May 18th, 1931, and L. M. returned to her home.

The Belgian diplomatic and consular agents were informed of the activities of the man referred to.

7. H. L., who came from Rio de Janeiro in November last, was reported to the *Sûreté publique* as having endeavoured to take with her to Brazil her sister, Fernande, J. E. and V. H. The matter has been referred to the judicial authorities at Brussels.

The case is still under investigation.

UNITED KINGDOM.—The British central authority communicated with the central authorities of other countries on two occasions, particulars of which are as follows :

1. In March 1931, information was received by the International Bureau for the Suppression of Traffic in Women and Children in London that a girl had shortly before been

on the point of proceeding to Prague. Her fare had been paid by a man living in Prague. Their informant was not satisfied and communicated with the British Consul at Prague. A reply was received to the effect that the man was an unmarried business employee occupying one room and was of bad character. The girl was prevented from going. The matter was referred to the central authority at Prague, who ascertained that the man had absconded from the address given, where he had been in the habit of receiving visits from prostitutes.

2. In November 1931, a letter was received at the Home Office from the Chief Constable of Birmingham reporting particulars of a case of alleged attempted white-slave traffic in Belgium. Information had been received by the Deputy Consul for Belgium at Birmingham that a girl residing in that town had received an offer of employment as a maid to a German Vice-Consul at Ghent. She was advised not to accept the situation.

The Commissioner of the Metropolitan Police, in his capacity as central authority, communicated with the central authority for Belgium, and it was ascertained that there was no German Vice-Consulate at Ghent, but that another Vice-Consul in that town had been conducting genuine negotiations for the service of an English maid.

DANZIG.—Twenty-nine cases were brought to the notice of the central authority—fourteen by the local police, seven on the strength of newspaper articles, eight by the police authorities of Poland and Germany. Twenty-two cases were definitely dealt with, seven are pending. In no case could traffic in women or children be proved.

The Danzig central authority communicated twelve times with other authorities (Berlin, Warsaw, Vienna).

FRANCE.—The Central Office has frequently exchanged information with foreign police authorities. It has also notified to all gendarmerie and police services in the country the descriptions of individuals suspected of being concerned in the traffic in women.

HUNGARY.—In 1931, the Hungarian central authority exchanged information with regard to eight cases of traffic in women. In three of these cases action was taken as a result of newspaper articles. The information in one of the last-mentioned cases related to a girl of 13, who had not, in fact, been a victim of the traffic. In the other cases, the information received and supplied proved that it would be useless or inadvisable to institute proceedings. In these cases, communications were exchanged with the central authorities in Germany, Austria and Roumania and with the International Bureau for the Prevention of the Traffic in Women in London.

INDIA.—*Burma* (1931 report).—Communications were opened with the Madras authorities about the seizure of some documents indicating the existence of an organisation in Madras for sending girls to Burma.

ITALY.—Information and notifications have been received from the consular authorities regarding certain Italians suspected of trafficking.

At the end of 1931, the Berne central bureau for the suppression of the traffic notified the suspicious activities of N. N. A. F., who declared himself a native of India, in conjunction with the Baroness A. de M. R., a Czechoslovak national. The frequent journeys of these two persons, who have been brought to the notice of the foreign police authorities, are under close supervision by the Italian police.

NETHERLANDS.—The Netherlands central authority was in communication more than once with :

1. The German central authority in respect of newspaper articles concerning cases of traffic in women intended to be conveyed to Belgium or South America and once with regard to an advertisement published in a German newspaper inviting a girl to take up work as a masseuse in an establishment in Italy. The Netherlands Government gave information to the German authority concerning employment agencies of ill-fame and received information from the said authority concerning a man of ill-repute who was the director of a troupe of dancers ;
2. The Austrian central authority with regard to four cases ;
3. The British central authority with regard to employment agencies in London ;
4. The Italian central authority with regard to the case mentioned under 1 ;
5. The Belgian central authority, which asked for information with regard to two girls who had gone away with a Spaniard ;
6. The central authority at Curaçao with regard to a case of traffic in women ; and
7. Netherlands consulates abroad and foreign consulates in the Netherlands.

POLAND.—During the year 1931, the central bureau was in communication with the French authorities regarding Polish women leaving French ports ; with the Austrian authorities regarding railway missions and also regarding a suspicious individual ; with the Hungarian authorities regarding three persons suspected of traffic in women. The central bureau of the police has also been in communication with the head of the police at Berlin regarding a Polish woman abducted by a woman unknown.

SWITZERLAND.—The Federal Public Prosecutor's Office has communicated in four cases with the central authorities of other countries. These authorities have communicated with the Swiss central authorities in five cases. All these were cases in which information was requested regarding suspected persons. One case, communicated by the Secretariat of the League of Nations to the political department, has been referred to the competent cantonal authority. The offence reported will be included in an extensive investigation into cases of rape, etc., which is now proceeding.

CZECHOSLOVAKIA.—The central authority was in correspondence on six occasions with other central authorities—namely, those of Budapest, Vienna and Sofia, and also with the police authorities at Bratislava. In two cases the accusations could not be proved and in three cases they were found to be groundless. In the sixth case the police authorities at Bratislava, in a letter of November 12th, 1931, reported confidential information to the effect that the keeper of the "Réunion" bar at Sofia, in Bulgaria, named K., was engaged in traffic in women, whom he persuaded to leave Czechoslovakia for foreign countries under pretence of artistic employment, with the object of handing them over subsequently to brothels in Turkey and Asia Minor. The police authorities at Sofia have been requested to undertake an enquiry into this case, but no reply has so far been received.

### QUESTION 3.

#### 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."

#### Replies.

GERMANY.—Persons repatriated or deported on charges of procuring or living on the earnings of prostitution :

- One Italian, born on June 16th, 1902 ;
- One stateless person (Russian), born at Minsk on December 28th, 1895 ;
- One Austrian, born on May 15th, 1885 ;
- One Italian, born at Berlin on May 23rd, 1904.

AUSTRALIA.—Two French prostitutes, aged 26 and 24, were charged as being such, sentenced and deported back to France from Queensland by the R.M.S. *Orford* on April 1st, 1931. One Italian and two French prostitutes were proceeded against in New South Wales for being such. One of the French women was deported to Canada, from whence she came, by the R.M.S. *Aorangi* on September 17th, 1931. The other French woman and the Italian woman left without deportation orders being issued against them. They both returned to France.

The following men were deported during the year 1931 :

French Canadian	.. .. .	1
Frenchmen (of which two deserted from French naval vessels)	.. .. .	5
Argentinian (by birth French)	.. .. .	1
Argentinian	.. .. .	1
Greek	.. .. .	1
British	.. .. .	1
Total	.. .. .	10

With the exception of two, all the persons deported arrived as ordinary passengers from overseas.

UNITED KINGDOM.—1. One Austrian woman, aged 31, who was known to be a prostitute, was deported in October 1931.

2. One German woman, aged 31, was charged with soliciting prostitution and a deportation order was made against her in January 1931. She left the United Kingdom voluntarily three days after the order was made.

3. Four aliens were deported from the United Kingdom during 1931 for convictions relating to (1) living on the earnings of prostitution, (2) managing a brothel.

No.	Nationality	Age and sex	Offence	Sentence	Particulars of case
1	Spanish	51, female	Conducting a brothel	Fined £100 and £10 10s. costs	Arrived in the United Kingdom about 1922. Convicted in 1926 on two occasions on charges of gross indecency; and in 1928 for soliciting prostitution.
2	Egyptian	31, male	Living on earnings of prostitute	Six weeks' hard labour	Arrived in the United Kingdom May 19th, 1930, as a student of engineering. Living with a prostitute who has been convicted on two occasions.
3	Belgian	28, male	Conducting a brothel	Fined £35 and £7 7s. costs	Arrived in the United Kingdom August 19th, 1921, as a student and, after many journeys abroad, came to reside permanently on December 3rd, 1927, when he entered a partnership with an Italian to conduct an hotel business.
4	Chilian	59, male	Conducting a brothel	Two months' hard labour	Arrived in the United Kingdom in 1900 as a ship's fireman. Not been to sea since 1925. Proprietor of a refreshment house in dock area.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.—*Straits Settlements*.—(a) One Hailohong woman, aged 23, two Hokkien girls, aged 16 and 18, and nine Cantonese women and girls, aged between 16 and 26, the victims of offences specified in Question 1 were repatriated during the year.

(b) Twenty-one Cantonese prostitutes between the ages of 16 and 28 were repatriated during the year.

(c) In Singapore, thirty-nine Cantonese women, between the ages of 28 and 61; ten Hokkien women, between the ages of 33 and 54; one Hakka woman, aged 49; one Teochiu woman, aged 42; one Chiau An woman, aged 45; five Japanese women, between the ages of 36 and 61; one Javanese woman, aged 35; four male Cantonese, between the ages of 23 and 53; seven male Hokkiens, between the ages of 30 and 59; seven male Hockchias, between the ages of 23 and 53; one male Hockchiu, aged 50; one male Teochiu, aged 57; one male Japanese, aged 43, found to be engaged in procuration or to be living on the proceeds of prostitution, were deported during the year.

In Penang, one male Hokkien, aged 37; one male Hockchiu, aged 35; one male Cantonese, were similarly dealt with.

*Unfederated Malay States*.—Kedah.—One man was banished to China in respect to an offence reported last year.<sup>1</sup>

*Federated Malay States*.—One Cantonese woman of 55, one Cantonese woman of unknown age, one Hokkien man of 45; and one Cantonese man of 40 were deported during 1931.

UNITED STATES OF AMERICA.—The annual report of the Commissioner-General of Immigration for the fiscal year ending June 30th, 1931, gives the following information about the exclusion or deportation of aliens belonging to the "immoral classes":

A. Aliens debarred from entering the United States :<sup>2</sup>

(1) Prostitutes and aliens coming for any immoral purpose : 7 (5 female, 2 male).

(2) Aliens who procure or attempt to bring in prostitutes or females for any immoral purpose : 3 (male).

B. Aliens deported (under warrant proceedings) after entering the United States :<sup>3</sup>

(1) Prostitutes or aliens coming for any immoral purpose : 335.

<sup>1</sup> See annual report for 1930 (page 5).

<sup>2</sup> Annual report of the Commissioner-General of Immigration, 1931, Table 51, pages 177 and 178.

<sup>3</sup> *Ibid.*, Table 56, pages 182 and 183.

- (2) Prostitutes after entry or inmates of houses of prostitution : 235.
- (3) Supported by or received the proceeds of prostitution, or connected with houses of prostitution or other place habitually frequented by prostitutes : 183.
- (4) Aliens who procured or attempted to bring in prostitutes or aliens for any immoral purposes, or assisted or protected prostitutes from arrest : 86.
- (5) Found in the United States after having been deported as a prostitute or a procurer, or as having been connected with the business of prostitution or importation for prostitution or other immoral purposes : 45.

These figures combined show a total of 884 aliens deported from the United States during the fiscal year 1931 because they were found to belong to the immoral classes. The distribution by race or people was as follows :

African (black) .. .. .	2	Magyar .. .. .	1
Bulgarian, Serbian and Montenegrin .. .. .	5	Mexican .. .. .	670
Chinese .. .. .	3	Polish .. .. .	4
Croatian and Slovenian ..	4	Portuguese .. .. .	8
Dalmatian .. .. .	1	Roumanian .. .. .	1
Dutch and Flemish .. .. .	3	Russian .. .. .	1
English .. .. .	34	Scandinavian .. .. .	3
Finnish .. .. .	1	Scottish .. .. .	17
French .. .. .	23	Spanish .. .. .	8
German .. .. .	10	Spanish-American .. .. .	2
Greek .. .. .	23	Syrian .. .. .	1
Hebrew .. .. .	3	Welsh .. .. .	1
Irish .. .. .	21	Other peoples .. .. .	1
Italian .. .. .	30		
Japanese .. .. .	3	Total .. .. .	884

The annual report of the Attorney-General of the United States for the fiscal year ended June 30th, 1931, gives the following information concerning the so-called "White Slave Traffic Act", a Federal statute which prohibits inter-State and international transportation of women for immoral purposes :

" There were 487 convictions secured in violations of this nature. The sentences imposed in the Federal courts amounted to 537 years 6 months and 27 days, with fines totalling \$20,759. Probationary sentences totalled 176 years 9 months and 4 days."

**HUNGARY.**—The police caused eight Austrian, six Roumanian, four Czechoslovak and two Yugoslav women to be deported for clandestine and professional prostitution.

**INDIA (1929).**—*Burma.*—Out of five girls who have been victims of the offences reported in Question 1, two were sent back to Madras by the Hindu Sabha, while three absconded from the orphanage at Thingangynn as they refused to go back.

In a case of selling for immoral purposes, the Rangoon Vigilance Society tried to get a conviction against the traders, but the girl, who was a European, was found to be too mentally deficient to testify. The girl was returned to her country.

*Bombay.*—A Portuguese Indian (native of Goa), who was living in Bombay for about eight years without doing any honest work, was prosecuted under Section 5 of the Prevention of Prostitution Act (Bombay Act XI of 1923) for living on the earnings of prostitution and sentenced to three months' rigorous imprisonment. On his release he was deported to Portuguese India as an undesirable under Section 3 of the Foreigners Act (Act III of 1864).

**INDIA (1931).**—*Bombay.*—A. C., a French prostitute, was refused permission by the Secretary of State to return to India, but managed to arrive in Bombay via Hong-Kong in June 1931. She had been in India before and, as she was considered to be an undesirable, she was, at the suggestion of the Government of India, deported under the Foreigners Act (Act III of 1864).

During the year under report, orders under Section 3 of the Foreigners Act (Act III of 1864) were issued against one A., son of I., a native of Baghdad, who was reported to be a notorious bully and pimp, but before the orders could be served on him he disappeared and has not yet been traced.

*Bengal.*—I. Confidential information was received early in the year that some foreigners who were engaged in the white slave traffic had arrived in Calcutta. Enquiries showed that two men, E. F. and L. H. G., were living with a woman named M. F., alias Lulu, registered prostitute, of No. 93/2, Karaya Road. F. produced two railway tickets and stated that he was leaving for Bombay *en route* to France with the woman, who was his wife. As F.'s passport was in order, the woman possessed a valid passport, and no evidence was then available on

which they could be detained, they were allowed to leave Calcutta. Subsequent information showed that, after reaching Bombay, F. and his wife left for Madras and Colombo. The other man, L. H. G., was found in possession of a Canadian passport No. 36135, issued at Ottawa on March 12th, 1928, in which he was described as a tailor by profession. Questioned as to his object in visiting India, he stated that he came for the purpose of purchasing wild animals for the Zoo at Singapore, and showed a receipt for the purchase of one leopard, which, however, had died a few days after being bought. He subsequently left Calcutta secretly and hurriedly by motor-car. Later enquiries showed that he had followed F. to Bombay and visited Miss B., alias Lou Lou, a French-Canadian girl, in a local brothel, who told him that the police were enquiring about him. He left Bombay for Pondicherry or for Saigon. The French Consul in Calcutta was communicated with and requested to see that the authorities at the above places were duly informed. The Bombay police were also warned.

2. Enquiries were made in regard to two men, C. G. and J. P. A., in possession of French passports, and accused of living wholly or in part on the earnings of the prostitutes J. B., L. P. and J. A. As there appeared to be sufficient evidence against them, they were prosecuted under Section 6 of the Immoral Traffic Act, but the cases against them had to be withdrawn.

The Government of Bengal issued orders under Section 3 of the Foreigners Act (Act III of 1864), directing J. B., alias Yvonne, L. P., alias Jacqueline, and J. A., the prostitutes in question, to remove themselves from British India. Government orders were issued and served on them and they left India. As C. G. and J. P. A. had absconded while on bail from court, no orders were issued in respect of them.<sup>1</sup>

IRAQ.—(b) It was considered advisable to expel two women (a Syrian and a Persian) for having adopted prostitution. A Syrian woman and five Persian women have been deported for the same reason.

(c) Two Persian men were deported for acting as procurers.

ITALY.—There have been 883 minors, including 2 foreigners (Yugoslavs), repatriated who were engaged in prostitution.

NETHERLANDS.—(b) In 1931, the police deported 147 foreign women who had engaged in prostitution and who had no other means of existence—namely, 119 German women (including 23 minors), 11 Belgian women (including 1 minor), 5 French women, 4 Austrian women, 1 Polish woman, 5 Czechoslovak women (including 1 minor), 1 Swiss woman, 1 woman without nationality, making a total of 147 women, including 25 minors.

Certain German women have been deported more than once.

Apart from the cases mentioned above, the police have taken steps on behalf of women and girls found in morally undesirable surroundings. The following figures relate to Rotterdam :

*Found in a house of rendezvous* : 6 German women (1 of whom was deported), 3 Belgian women (1 of whom was deported), and 2 Austrian women (1 of whom was deported). They were all adult.

*Employed in establishments of ill-fame* : 72 German women (9 of whom were deported ; 4 minors), 5 Belgian women (2 of whom were deported ; 2 minors) and 2 Austrian women (1 of whom was deported).

*Living in concubinage to the detriment of the conjugal happiness of other persons* : 4 German women (2 of whom were deported), 2 Belgian women (who were deported), 1 Estonian woman, 1 Polish woman (who was deported) and 2 Czechoslovak women (who were deported ; minors).

*Other cases* : 9 German women (7 of whom were deported), 3 Belgian women (2 of whom were deported), 1 Hungarian woman, 1 Austrian woman (who was deported) and 2 Russian women.

At Amsterdam, women awaiting repatriation are housed in a home for women. The following is a list of women so received in 1931 : 268 Germans, 17 Belgians, 25 Austrians and 16 of other nationalities.

(c) The following foreigners were deported in 1931 on charges of procuring : 1 American, 2 Belgians, 1 Dane, 21 Germans, 1 Egyptian, 4 Englishmen, 7 Frenchmen, 7 Greeks, 2 Italians, 4 Yugoslavs, 3 Norwegians, 3 Austrians, 1 Pole, 1 Portuguese, 4 Spaniards and 1 Swiss.

DUTCH INDIES.—Several women without visible means of support were prohibited from entering the Dutch Indies. They were Chinese in the majority of cases, and probably included prostitutes. Minors of this class are, however, never refused entry. They are placed in a Chinese family or in a hostel, and come under the supervision of the Government Bureau. As soon as these minors, and others who enter the Dutch Indies without parents or guardians, are able to provide for their own support, they are given an admission card ; this card is granted to girls on their marriage.

<sup>1</sup> The cases are given in great detail, and the report can be consulted in the Secretariat.

POLAND.—During 1931, the following foreign prostitutes were repatriated from Poland : (1) F. E., Czechoslovak ; (2) J. M., German ; (3) P. K., Austrian ; and (4) C. A., without nationality.

The reasons for repatriation in the cases mentioned were as follows : illegal residence in Poland, breach of passport regulations, and, in addition, in cases (2) and (3), breach of the vagrancy regulations, and, in case (4), theft.

A Polish woman, B. M., who was repatriated from Austria to Poland, was placed in the care of the Polish authorities and handed over to her parents, and is no longer engaged in prostitution.

SWITZERLAND.—(b) There were 161 foreign prostitutes repatriated or expelled (100 German, 25 French, 13 Austrian, 15 Italian, 2 Polish, 2 Czechoslovak, 1 Roumanian, 1 Latvian, 1 Hungarian and 1 Spanish).

(c) Sixty-six persons have been implicated in cases of procuring ; in 33 cases the charge was dismissed.

YUGOSLAVIA.—Eighteen women were repatriated to Austria after having served sentences in connection with prostitution. Fourteen of them were domestic servants between the ages of 19 and 37 years. One of them was a housekeeper born in 1854.

#### QUESTION 4.

##### 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 to do so.”*

##### Replies.

AUSTRIA.—No case was recorded in 1931 of women or children having been sent abroad for immoral purposes through the intermediary of employment agencies.

The Federal Police Department, however, devotes special attention to these agencies, and a woman welfare officer is specially entrusted with the duty of supervising, in conjunction with the proper guardianship court, the departure for a foreign country of any adolescent girl.

UNITED STATES OF AMERICA.—Regulation of employment agencies falls within the province of the several States. Reports are not available on prosecution of employment agencies for this offence.

NETHERLANDS.—Only one case occurred in which an employment agency was suspected of having intended to send girls abroad for immoral purposes.

It appeared, on enquiry, that it was rather a case of false information (employment as housekeepers in Algiers).

A special bureau for finding employment for Austrian women in the Netherlands had to be closed in 1931 as it was no longer able to meet its running expenses.

#### QUESTION 5.

##### TRAVELLERS AND MIGRANTS.

*“ Please give particulars of any cases in which it is known or suspected that during the year any attempt has been made to exploit for immoral purposes persons travelling in your country, whether as migrants or otherwise.”*

##### Replies.

AUSTRIA.—The railway missions continue to carry on their protective work.

FRENCH COLONIES AND MANDATED TERRITORIES.—The reports emphasise the close supervision exercised by the police and the Labour Inspection Department in the various ports and railway stations.

The report on Guadaloupe and Martinique states that these two colonies do not at present employ foreign labour.

HUNGARY.—The protection of women and children passing through railway stations is undertaken by philanthropic organisations.

1. *The National Federation of Protestant Women in Hungary* gave assistance in 412 cases, of which 157 were foreign women coming to Hungary in search of work (19 Austrian, 2 British, 2 Bulgarian, 15 French, 24 German, 27 Roumanian, 2 Russian, 15 Swiss and 31 Yugoslav women).

2. *The Hungarian Association for the Prevention of Traffic in Women* gave assistance in 1,208 cases in Budapest and to 1,169 cases in the Provinces.

3. *The National Federation of Catholic Women* supplied information and took action in 445 cases at the East Station, 1,376 cases at the West Station, 282 cases at the South Station, and 2,850 cases at the Kelenföld.

There were 512 homeless persons placed in homes. The missions at Miskolc, Szeged, Szentgotthard and Győr were particularly active (action was taken in 464 cases). The Federation is in constant touch with the emigrants' office and took action in 264 cases in the course of 1931.

INDIA.—*Burma*.—During the year 1929, six girls have been rescued by the Rangoon Vigilance Society, having been brought into Rangoon for sale for immoral purposes from different ports of India. No systematic work has been done during the past year at the stations and ports, apart from letting the officials at both places know the existence of the Rangoon Vigilance Society if help is needed.

*Bombay*.—The railway police accompany passenger trains, and one of their duties is to protect women and children. The district police are similarly 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. No special agency for the protection of women and children exists.

ITALY.—A Permanent Committee for moral and material assistance operates in all the railway stations and towns of any size. It has given assistance to 33,557 women, 24 of whom were foreigners.

There have been 16,324 young persons received and assisted by the *Œuvre de protection de la jeune fille*. Of these, 24 were foreigners (5 French, 10 German, 9 Swiss); 431 young women of loose morals, including 1 Hungarian, have also been given assistance. There have been 837 Italian minors and 80 foreigners (10 Hungarian, 2 Belgian, 40 German, 20 Austrian, 1 Spanish, 5 Swiss, 2 Czechoslovak) admitted to reformatory schools and other institutions for the purpose of regeneration.

NETHERLANDS.—Measures had to be taken in 1931 to prevent women (mostly German) from coming to the Netherlands on the off-chance of obtaining employment. A system of control has been instituted for this purpose at the frontiers.

Emigration and the passage of emigrants through the country have greatly diminished.

POLAND.—Station missions exist in twenty-five Polish towns. A summary of the activities of railway missions during 1931 is given below :

	Persons assisted
Persons who have availed themselves of various services by the missions ..	132,533
Among whom were foreigners .. .. .	4,572
Passed the night :	
(a) In the station hostel .. .. .	20,446
(b) In the station dormitory .. .. .	9,922
(c) In the station waiting-room .. .. .	2,039
(d) In the town hostel .. .. .	37,295
Were escorted to private or public hostels .. .. .	1,751
Passed the day in the mission hostel .. .. .	6,284
Received addresses of hostels and recommended hostels, without being escorted	4,205
Were accompanied to place of employment, to parents, institutes, offices, establishments of social assistance, etc. .. .. .	4,339
Were granted :	
(a) Monetary assistance (if necessary the mission bore the cost of unavoidable expenditure) to a total sum of 7,456.67 zloty .. ..	3,065
(b) Meals .. .. .	20,142
(c) Free lodging for the night .. .. .	20,407
Were sent to employment bureaux, institutions, foundations, establishments ..	38,121
Were given information, instruction and warnings regarding their safety .. ..	37,124
Were assisted in their travelling arrangements, purchase of ticket, etc. ....	12,791
Were assisted in stations, including persons removed from undesirable companions .. .. .	19,206
Were assisted, with the co-operation of the police, in suspected cases of traffic .. .. .	540
Obtained work through the bureaux guaranteed by the missions .. .. .	5,307
Availed themselves of assistance of the missions under various forms not enumerated above .. .. .	1,956



YUGOSLAVIA.—Strict measures have been taken for the protection of minors, who are sent back at the frontier station if not properly escorted. Supervision is particularly strict in the case of women travelling alone. Lodging-houses are subject to inspection. The emigration commissariat at Zagreb, which is in charge of emigration and immigration, discovered no suspicious cases during 1931.

## QUESTION 6.

### CHILDREN.

*“ In addition to the information given in answer to Question 1, please state whether any cases have come to light during the year in which any attempt has been made to exploit children of either sex for immoral purposes, by any system of adopting, pawning, bartering of children or other method.”*

### Replies.

UNITED STATES OF AMERICA.—Comprehensive changes were made in the adoption laws of two States, and minor changes in a number of others.

1. *Texas.*—An adoption law was enacted requiring petition in the district court, investigation on court order, and a six months' trial period in the adoptive home.

2. *Massachusetts.*—Notice of petitions for the adoption of minors under 14 must be given to the department of public welfare, which is to make an investigation and report to the court. A six months' trial period is also required. Newspaper advertisements of children offered or wanted for adoption without the written consent of the department of public welfare are prohibited.

3. *California, Connecticut and Montana* amended their laws with respect to the parental consent required.

4. *Connecticut and Michigan* amended their laws with respect to persons who may adopt.

5. *Illinois, Massachusetts and Wisconsin* amended their laws with respect to registration of adoption and corrections and amendments of birth records.

6. *Illinois.*—A comprehensive Bill providing for investigation, six months' trial period, annulment within five years, and other changes in the present law was passed in the Senate, but tabled in the House.<sup>1</sup>

INDIA.—*Bombay* (Report for 1929).—The Children's Aid Society is doing very useful work in protecting children from exploitation for immoral purposes. During the year 1929, 678 children were admitted to the Children's Home. Out of these, 15 were victims of kidnapping and rape, 7 were removed from brothels, 5 were victims of immoral traffic, 2 of sodomy and 3 were saved from moral danger.

*Bengal.*—No pawning or bartering exists. Adopting exists. When it is found that children have been taken away from their lawful guardians for immoral purposes, action is taken under the law by the police.

*Bombay* (Report for 1931).—The Children's Aid Society, Bombay, continued to do useful work in protecting children from exploitation for immoral purposes. During the year under report, 717 children were admitted to the Children's Home, Bombay. Out of these, 25 were victims of kidnapping, 6 of kidnapping and rape, 5 of unnatural offences, 2 of immoral traffic and 7 were rescued from moral danger.

DUTCH INDIES.—In 1931, 99 immigrant boys and 30 immigrant girls were placed under the supervision of the Government Bureau. At the present time the number of young immigrants of both sexes under the supervision of the Bureau is 551.

Pawning of children is forbidden, but clandestine cases of this offence, as also of the barter of children, occur in the less civilised districts without any immoral purpose.

The adoption of children is controlled by law, so far as concerns the Chinese population ; no cases of abuse have arisen.

<sup>1</sup> These and other changes in the laws providing for the protection of children can be consulted in the nineteenth annual report of the chief of the Children's Bureau, page 52 (United States Department of Labor).

YUGOSLAVIA.—In the police prefectures of the important towns, there are special departments for protecting children against any form of employment which might serve immoral ends. The district courts and the courts of first instance have special judges for cases in which minors are involved. There are, moreover, in the kingdom various educational institutions where different trades are taught to indigent or neglected children.

There are also various benevolent societies whose aim is to protect and educate young persons, such as the Society of Yugoslav Sisters, the Women's Christian Society, the Women's Movement, the Salesien Na Rakovšku Institute, near Ljubljana, the St. Martha Institute at Ljubljana, the Society for the Protection of Children and the Defence of Young Persons, the Society for the Provision of Adolescent Homes, etc.

## QUESTION 7.

### LEGISLATIVE, ADMINISTRATIVE AND PROTECTIVE MEASURES.

“(a) Please give an account of any changes during the year in legislative, administrative and protective measures.

“(b) Please give as fully as possible an account of measures, whether official or unofficial, taken during the year to prevent traffic in women and children. This need not include methods described in previous reports.”

AUSTRALIA.—In Queensland, the Vagrants, Gaming and Other Offences Act of 1931 became law in that State on December 19th, 1931, and is applicable to offences covered by Question 1.<sup>1</sup> Section 5 reads :

“Any person who solicits or importunes for immoral purposes any person who is in any public place or within the view or hearing of any person therein, or being a male person knowingly lives wholly or in part on the earnings of prostitution or in any public place solicits or importunes on behalf of any female for immoral purposes, or is the occupier of, or knowingly resides in, a house frequented by prostitutes, shall be deemed to be a vagrant and shall be liable to a penalty of £50 or to imprisonment for six months.”

Section 8 provides :

“Any person who keeps or manages or acts or assists in keeping or managing any premises for the purpose of prostitution, or, being the tenant, lessee or occupier of any premises, knowingly permits such premises, or any part thereof, to be used for purposes of prostitution, or, being the lessor or landlord of any premises or the agent of such lessor or landlord, lets the same or any part thereof or collects the rent with the knowledge that such premises or some part thereof are or is used or to be used for the purposes of prostitution, shall be liable to a fine of £25 or three months' imprisonment for the first offence and a fine of £50 or six months' imprisonment for any subsequent offence.”

It also contains a paragraph stating that :

“Any person who publishes in any newspaper any print, photograph, lithograph or drawing of any woman or girl, being the complainant or a witness in respect of a prosecution whether an indictment or on summary conviction against any person in respect of the commission of an offence against morality or a sexual offence of whatever nature, or being the mother of an illegitimate child is suing for maintenance, shall be guilty of an offence and shall be liable to a penalty not exceeding £100.”

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.—*Fiji*.—Ordinance No. 34 of 1931 (employment of women, young persons and children).

*Gibraltar*.—The Summary Conviction Amendment Ordinance, 1931, No. 4 of 1931. This Ordinance extends the scope of the law in respect of persons trading in prostitution and makes it an offence for a person to commit any overt act in Gibraltar in furtherance of the offences of living on the earnings of prostitution or soliciting for immoral purposes, whether the living on the earnings of prostitution takes place in Gibraltar or elsewhere, or whether the immoral purpose for which the individual is solicited is to be committed in Gibraltar or elsewhere. The principal Ordinance only deals indirectly with this subject.

*Unfederated Malay States*.—*Johore*.—(a) The Women and Girls' Protection Enactment, 1926, will be repealed and the new Women and Girls' Protection Enactment, No. 15 of 1931, will come into force as from July 1st, 1932, declaring all brothels illegal. This enactment deals with the interpretation of the word “brothel” and the term “*mui-tsai*”, with the sentences to be imposed on persons dealing in prostitution (whipping for male offenders is foreseen), with the suppression of brothels, and with the powers of the Protector.

<sup>1</sup> This Act, No. 27, also deals with the printing, publishing, etc., of obscene matter. The text can be consulted in the Secretariat.

(b) 1. Female immigrants entering Johore from Singapore or the Federated Malay States, with the exception of a few whose bona-fides are beyond doubt, are photographed and listed by the Chinese Protectorate there to the Chinese Protectorate in Johore, and they are put on security to report on arrival. All are questioned on arrival and a note made of their addresses in the State. In suspicious cases they are detained for full enquiry to be made, and informal security or security bonds under the Women and Girls' Protection Enactment may be required before they are allowed to proceed to their destinations. In 1931, 410 female immigrants were listed in this way, 72 cases were put on informal security and 5 security bonds were signed.

2. Emigration consists almost entirely of Chinese returning to China. In all cases where a female emigrant has been on informal security or security bond in the State, she is listed and her photograph sent to the Chinese Protectorate in Singapore or the Federated Malay States whenever she leaves the State, and security is taken that she will report to such Protectorate on arrival. In 1931, 56 female emigrants were listed in this way.

Trengganu.—A rule for the closer control of lodging-houses is under consideration.

Zanzibar.—(a) 1. The Penal (Amendment) Decree, 1931, to be read as one with the Penal Decree, 1917, hereinafter referred to as the Principal Decree.

2. Section 379 of the Principal Decree amended by the addition at the end thereof of the following paragraph—namely :

“ . . . and whoever, by means of criminal intimidation as defined in this Decree or of abuse of authority or any other method of compulsion, induces any woman to go from any place with intent that she may be, or knowing that it is likely that she will be, forced or seduced to illicit intercourse with another person shall also be punished as aforesaid.”

3. After Section 379 of the Principal Decree the following sections shall be inserted, namely :

“ *Procuration of a Girl under the Age of 21 Years.*

“ 379A. Whoever, by any means whatsoever, induces any girl under the age of 21 years to go from any place or to do any act with intent that such girl may be, or knowing that it is likely that she will be, forced or seduced to illicit intercourse with another person shall be punished with imprisonment of either description for a term which may extend to ten years and shall also be liable to fine.

“ *Importation of a Girl under the Age of 21 Years from Foreign Country.*

“ 379B. Whoever imports into Zanzibar from any country outside Zanzibar any girl under the age of 21 years with intent that she may be, or knowing it to be likely that she will be, forced or seduced to illicit intercourse with another person, shall be punished with imprisonment of either description for a term which may extend to ten years and shall also be liable to fine.”

4. Sections 385 and 386 of the Principal Decree are hereby amended by the deletion of the word “ minor ” wherever it occurs and by the substitution of the word “ person ” therefor and by the deletion of the word “ sixteen ” and by the substitution of the word “ twenty-one ” therefor.

(b) 1. The Criminal Procedure (Amendment) Decree, 1931, to be read as one with the Criminal Procedure Decree, 1917, hereinafter referred to as the Principal Decree.

2. In Schedule II of the Principal Decree, after the entry relating to Section 379 of the Penal Decree, 1917, the following entries shall be inserted—namely :

“ 379A.	Procuration of a girl under the age of 21 years.	May arrest without warrant.	Warrant.	Not bail-able.	Not com-pound-able.	Imprisonment of either description for ten years and fine.	High Court.
379B.	Importation of a girl under the age of 21 years from foreign country.	May arrest without warrant.	Warrant.	Not bail-able.	Not com-pound-able.	Imprisonment of either description for ten years and fine.	High Court.

and in the entries relating to Sections 385 and 386 of the Penal Decree, in the second column thereof, the word “ minor ” shall be deleted and the word “ person ” shall be substituted therefor.

DENMARK.—(b) The Society “Les Amies de la Jeune Fille” and the “Danske Kvinders Velfaerd” share the work of the railway station mission between them. They also work in co-operation with the “Service des Emigrants”, the Young Men’s Christian Association and the Danish Committee to combat the traffic in women and children, in matters connected with emigration and immigration. On every vessel of the direct line which conveys emigrants to Canada and the United States there is a woman responsible for the protection of the women and children.

DANZIG.—(a) Articles 180, 234, 235 and 236 of the German Penal Code, and Article 48 of the German Immigration Law of June 9th, 1897.

(b) The authorities of the Customs, the railway and port pay special attention to women and children.

Passports of minors are carefully scrutinised. Press notices or other information in regard to traffic are immediately followed up.

ESTONIA.—The following treaties with regard to extradition were concluded in 1930 :

(1) Treaty concerning extradition and judicial assistance in criminal matters between Estonia and Sweden, which was signed on January 20th, 1930, and came into force on September 2nd, 1930 ;

(2) Extradition treaty with Norway, which was signed on April 3rd, 1930, and came into force on August 19th, 1930 ;

(3) Extradition treaty with Denmark, which was signed on May 13th, 1930, and came into force on August 23rd, 1930 ;

(4) Extradition treaty with Spain, which was signed on August 8th, 1930.

The Estonian Government also submits a report for 1931, in which no change is recorded

FRANCE.—(a) A circular was issued on February 26th, 1931, to all prefects, containing new instructions for the supervision of houses of prostitution.

FRENCH COLONIES AND MANDATED TERRITORIES.—*French Equatorial Africa.*—The Decree of July 24th, 1929, regarding the entry of travellers into the territory, is indirectly connected with the control of the traffic in women. A Supplementary Decree of November 4th, 1930, defines the manner in which it is to be applied.

*Cameroons.*—The decrees and ordinances regulating the admission and residence of French and foreign nationals are indirectly connected with the control of the traffic in women. Their provisions enable all necessary information to be obtained regarding the character of persons entering the territory and consequently make it possible to exercise effective supervision over women who may come there for the purpose of engaging in prostitution.

The conditions of admission were previously laid down in the Decree of October 30th, 1926, and in various local orders regulating its application.

A new Decree of October 7th, 1930, makes the admission of persons foreign to the territory dependent upon the following conditions: (1) production of a passport visaed by the French authorities, an extract from the police record, and a medical certificate ; (2) the payment of a deposit or the production of an acceptable surety.

Previously, the deposit was paid on landing into a fund controlled by the local authorities ; henceforth, travellers must pay over the cost of their return passage to the shipping company concerned ; these sums are handed over by the shipping company to the Treasury official at the port of entry. This makes it easier to prevent the embarkation of undesirable persons.

This Decree provides for the issue of orders regulating the manner of its application. It has been found necessary to define certain points, particularly the duties of hotel and lodging-house keepers (Article 10 of the Decree). The Orders of March 21st and June 30th, 1931, were issued with this object.

HUNGARY.—A Decree of the Ministry of the Interior, 12368/1932, prohibits the inclusion of foreign women and girls in the lists of prostitutes.

Any person who, in spite of the above Decree, continues to engage in prostitution is expelled from the country for clandestine prostitution.

The expulsion procedure is regulated by Law 1903 and Decree 1930, 100,000 B.M.

If persons expelled are without funds, the Public Treasury is responsible for travelling expenses up to the frontier.

INDIA.—*Madras (1929 Report).*—Hindu Religious Endowments (Amendment) Act No. V of 1929, putting an end to the practice of dedication of young girls as *devadasis* for service in Hindu temples in the Presidency of Madras.<sup>1</sup>

*Bombay (1931 Report).*—The question of introducing legislation to deal with brothels in the city of Bombay, which are disguised under the names of Turkish baths and massage institutions, is still engaging the attention of the local government.

<sup>1</sup> The text can be consulted in the Secretariat.

ITALY.—(a) On June 18th, 1931, a new *single text of the police laws* No. 773 (published in the *Official Gazette* on June 26th, 1931, No. 146) came into force. The provisions regulating prostitution and governing licensed brothels are contained in Chapter VII, Articles 359 to 374, of the Regulations to give effect to the police law (approved January 21st, 1929, No. 62), paragraph 39, "Notification of Licensed Houses", paragraph 40, "Supervision of Prostitution", and in the Royal Decree of March 25th, 1923, No. 486, as regards sanitary measures.

On July 1st, 1931, the new Penal Code issued by the Royal Decree of October 19th, 1930, No. 139, came into force.

Volume II, Head IX, "Offences against Public Morals and Decency", Chapters II and III, "Offences against Decency and Sexual Offences", Articles 521 to 641, contains the definitions of the offences of enticement and compulsion to immorality, exploitation of prostitutes and traffic in women and minors, and specifies the penalties which may be inflicted for these offences, as well as the precautionary measures and subsidiary penalties involved.<sup>1</sup>

(b) All the foreign prostitutes in Italy have been interrogated during the year. The enquiry shows that there were in Italy on December 31st, 1931, 3,244 Italian prostitutes and 146 foreigners.

If these figures are compared with the figure of the total population of Italy, it may be said that prostitution in Italy has not assumed alarming proportions and that trafficking from or for foreign countries is almost non-existent.

The foreign prostitutes declared in nearly every case that they had previously been variety actresses, working girls, dressmakers, etc., the remainder had had no trade or occupation before engaging in prostitution. All declared that they had done so of their own free will. The majority of foreign prostitutes are Frenchwomen, next—though a long way after—come Austrians, Yugoslavs, Germans, Czechoslovaks. A certain number come from other European countries and from the States of America.

LATVIA.—A Convention for extradition and judicial assistance in criminal matters was concluded with Austria on January 5th, 1932.

Negotiations with a view to the conclusion of similar conventions with Italy and Germany are in progress.

LITHUANIA.—Decree of the Minister of the Interior (*Official Journal*, No. 368, of November 12th, 1932). In consideration of Article 1 of the International Agreement for the Suppression of the White Slave Traffic, the Criminal Police Department is ordered to co-ordinate all information relative to the procuring of women or girls for immoral purposes abroad.

*Extract from the Lithuanian Emigration Act (Official Journal, No. 310).—Section 40.—*Any person inciting a woman to emigrate with intent to cause her to commit immoral acts shall be sentenced to imprisonment for a term not exceeding two years.

If the person so inciting a woman to emigrate has employed deceit, violence, or threats of murder or grievous bodily harm against the woman or a member of her family, or has abused his powers over her or taken advantage of her destitution or her dependence upon him, he shall be sentenced to penal servitude for a term not exceeding three years.

If the offender has made the offences named in this article his regular occupation, he shall be sentenced to penal servitude for a term not exceeding six years.

Attempts to commit any of the above offences are also punishable.

Section 41.—Any person who, of deliberate intent, takes a woman abroad in order that another person may cause her to commit immoral acts, shall be sentenced to imprisonment for a term not exceeding two years.

Attempts to commit the above offence are also punishable.

POLAND.—An extradition Convention has been signed between Poland and Belgium. With the object of preventing trafficking in women and children and moral offences in relation to emigrants, the Emigration Bureau has issued the following regulations:

(1) Regulation No. 10/E.II, of January 3rd, 1931, regarding supervision of repeated journeys to France;

(2) Regulation No. 222/E.II, of January 31st, 1931, regarding the provision of passports in due form for emigrants;

(3) Order No. 1111/E.II, of April 10th, 1931, on method of dealing with individual emigrants for France by means of a concentration camp at Myslowice.

(4) Regulation No. 2448/E.II, of May 26th, 1931, regarding the organisation of journeys to France and Belgium through the agency of the Emigration Syndicate and the Polexpress.

<sup>1</sup> The text may be consulted at the Secretariat.

CZECHOSLOVAKIA.—In 1931, the Czechoslovak Republic concluded conventions for the extradition of offenders and for judicial assistance in criminal affairs with the following countries :

*Conventions ratified :*

(1) With Denmark, October 7th, 1931, at Copenhagen. Instruments of ratification were exchanged at Prague on February 8th, 1932, so that the Convention came into force on March 8th, 1932. It has not yet been published.

(2) With Lithuania, April 24th, 1931, at Kaunas. Instruments of ratification were exchanged at Prague on January 7th, 1932, and the Convention came into force on February 7th, 1932. It has been published in the *Collection of Laws and Decrees*, 1932, No. 12.

*Conventions not yet ratified :*

- (1) With the Netherlands, December 4th, 1931, at Prague ;
- (2) With Sweden, November 17th, 1931.

STATISTICAL INFORMATION.<sup>1</sup>

(Year ending December 31st, 1931.)

CASES REFERRED TO IN QUESTION I.

	(a) National	(b) International
Albania.. .. .	6	—
Australia .. .. .	1	—
Austria .. .. .	70	2
Belgium .. .. .	19	—
United Kingdom .. .. .	7	—
British Colonies, Possessions, Protectorates and Mandated Territories :		
Ceylon .. .. .	8	6
Straits Settlements .. .. .	34	17
Hong-Kong .. .. .	3	—
Unfederated Malay States .. .. .	1	3
Federated Malay States .. .. .	10	1
Malta .. .. .	3	—
Mauritius .. .. .	1	—
France .. .. .	137	1
French Colonies and Mandated Territories :		
Indo-China .. .. .	9	—
Camerouns .. .. .	17	—
Hungary .. .. .	40	17
India .. .. .	49	—
Italy .. .. .	3	—
Japan <sup>2</sup> (cases of abduction for purposes of immoral gain)	110	1
Netherlands .. .. .	1	2
Poland .. .. .	551	6
Sweden .. .. .	17	—
Switzerland .. .. .	1	—
Yugoslavia .. .. .	6	—
<b>Total .. .. .</b>	<b>1,104</b>	<b>56</b>

<sup>1</sup> The United States statistics are not included in this summary, as they are too differently compiled from those of the other States to serve as comparison.

<sup>2</sup> The Japanese report mentions, in addition, that the number of offenders brought before the courts in 1931 was 301 (276 men and 25 women), but does not state the number of cases in which they were implicated.

CASES COMMUNICATED.

	To other central authorities	By other central authorities
Austria <sup>1</sup> .. .. .	164	—
Belgium .. .. .	6	3
United Kingdom .. .. .	2	—
Czechoslovakia .. .. .	6	—
Danzig .. .. .	12	8
Hungary .. .. .	8	—
India .. .. .	2	—
Italy .. .. .	—	1
Netherlands .. .. .	7	5
Poland .. .. .	4	—
<b>Total .. .. .</b>	<b>211</b>	<b>17</b>

FOREIGN PROSTITUTES REPATRIATED, DEPORTED OR REFUSED ADMITTANCE.

Australia .. .. .	3	Iraq .. .. .	8
Austria .. .. .	3	Italy .. .. .	45
Belgium .. .. .	91	Netherlands .. .. .	179
United Kingdom .. .. .	2	Dutch Indies .. .. .	17
Straits Settlements .. .. .	33	Poland .. .. .	4
Denmark .. .. .	4	Switzerland .. .. .	161
Danzig .. .. .	7	Yugoslavia .. .. .	18
France .. .. .	22		—
Hungary .. .. .	20	<b>Total .. .. .</b>	<b>615</b>
India .. .. .	3		

PERSONS REPATRIATED OR DEPORTED FOR PROCURATION OR FOR LIVING ON EARNINGS OF PROSTITUTION.

Australia .. .. .	10	Germany .. .. .	4
Belgium .. .. .	1	Iraq .. .. .	2
United Kingdom .. .. .	4	Italy .. .. .	3
Straits Settlements .. .. .	82	Netherlands .. .. .	63
Kedah .. .. .	1		—
Denmark .. .. .	4	<b>Total .. .. .</b>	<b>183</b>
France .. .. .	9		

<sup>1</sup> The statistics given in the Austrian report refer to cases of suspected traffic, which in all cases were unfounded.

## Part II.

### OBSCENE PUBLICATIONS. <sup>1</sup>

The Governments of the following States have communicated to the Secretariat their annual reports on obscene publications for the year 1931 : United Kingdom, China, Danzig, France, Greece, India, Italy, Netherlands, New Zealand, Nicaragua, Northern Rhodesia, United States of America.

#### QUESTION 1.

##### OFFENCES DISCOVERED.

*“ Please give full information as to offences discovered during the year and of the action taken. It should be stated whether the cases relate (a) wholly to your own country or (b) partly to another country (giving the name of the country). ”*

#### Replies.

**THE UNITED KINGDOM.**—During the year 1931, the number of cases of traffic in indecencies discovered in this country amounted to 847. Legal proceedings were taken in eleven cases. Fifteen persons were charged with exhibiting, publishing or selling obscene publications ; three were summoned to show cause why obscene publications found on their premises should not be destroyed. In five cases the indecent matter was of foreign origin, in four cases produced in England. In two cases no information was obtained as to the country of origin. The sentences varied between one and six months' imprisonment. Fines of £5, £7, £10, £20, £25, £50 and £55 were respectively imposed on nine people. In four cases the offenders had to pay the costs of proceedings (3 to 5 guineas). The publications were destroyed. In a further twenty cases warnings were given by the police. In addition to the 847 cases referred to above, attempts to obtain indecent wares from abroad were frustrated in sixty-seven cases, and in twenty-three of these cases a warning was given.

In 141 cases the discovery was made by the Customs and resulted in the seizure of 213 books, 4 periodicals, 63 photos and pictures, 160 postcards, 3 other articles. Information is not available as to the countries of origin in these cases.

The Post Office discovered 696 of the cases, as follows :

- (a) 114 packets containing indecent or obscene books ;
- (b) 48 packets containing indecent photographs or pictures ;
- (c) 22 packets containing catalogues of indecent or obscene wares ;
- (d) 2 packets containing indecent films ;
- (e) 4 packets containing indecent articles ;
- (f) 506 packets containing a total of 904 copies of periodicals.

Packets (a) to (e) came from the following countries : France, 170 ; Germany, 14 ; Belgium, 3 ; Austria, 2 ; and the Netherlands, 1 ; and of the periodicals stopped 526 were French and 378 German.

In all cases the indecent matter was confiscated.

**DANZIG.**—Twenty-three cases were brought to the notice of the authorities. Seventeen were dealt with in the course of the year—six through police measures, eleven through the courts. The latter cases were of an international character, the publications being sent from Vienna, Berlin and Leipzig and forwarded by the Customs authorities to the police.

**UNITED STATES OF AMERICA.**—Advertisements of obscene books and pictures were sent in the following cases to persons residing in the United States between the dates October 1st, 1930, and September 30th, 1932, from people and concerns in foreign countries : <sup>2</sup> Austria, 1 ; United Kingdom, 1 ; Cuba, 6 ; Estonia, 1 ; France, 84 ; Germany, 3 ; Italy, 1 ; Mexico, 1 ; Spain, 6.

<sup>1</sup> These questions are based on the International Agreement of 1910 and the International Convention of 1923.

<sup>2</sup> The names and addresses of the persons and firms implicated can be consulted in the Secretariat.



The Postmaster-General has issued orders naming each of the several persons and concerns listed above and has instructed postmasters in the United States to return to senders all mail addressed for delivery to said persons and concerns and to refuse to certify money orders in their favour.

In addition to the above, there were other cases in which packages containing pornographic matter, prohibited importation, were received in the United States from foreign countries. These were few, for the reason that, under the Tariff Act of June 1930, the United States Customs officers were authorised and required to seize, detain and label all such matter arriving at ports of entry. It is believed, therefore, that the few cases in which packages containing indecent matter were discovered in the mails resulted from the failure of the Customs Service to determine the character of the contents of such packages at the time of entry. The following list covers these items : one package of obscene photographs mailed in Germany ; two packages of obscene magazines mailed in France ; one package of obscene photographs mailed in Austria ; one package of contraceptive goods mailed in China ; one surgical instrument of an obscene character intended for an immoral purpose mailed in Italy.

As indicated above, no statistics are available to this Department as to the number of cases coming to the attention of the United States Customs Service.

FRANCE.—In the Department of the Seine, twenty-eight persons were convicted in respect of the sale of obscene postcards or photographs or the distribution of catalogues offensive to morality. Six individuals were prosecuted for the sale of obscene English books. An enquiry has been opened with regard to the publication of certain works. Seven offences of the same kind have given rise to convictions in the provinces.

INDIA.—The Government of India reports a number of cases of confiscation of obscene publications in 1931.

1. Fourteen cases were detected and parcels confiscated in Rangoon containing pictures, photographs, postcards, pamphlets and books. The persons and firms concerned were in Rangoon, Singapore and Yedashe. Legal proceedings were instituted in two cases when a fine of 5 rupees was imposed for a packet containing 712 obscene pictures coming from Rangoon, and a fine of 50 rupees for a parcel of 1,000 obscene picture postcards, also from Rangoon.

2. In Dhanushkodi, Madras and Pondicherry, twenty seizures were made containing obscene literature and pictures, sent by letter mail, as railway parcels or as baggage. The persons and firms concerned were in Rangoon, Ceylon, Trincomalie, Colombo, Salisbury, Madras, Tinnevely, Bombay, Saigon, Madura, Alamina, Karachi and Shillong. Legal proceedings were instituted in seven cases. Fines were imposed of 25 rupees for sending out nine obscene pictures to the Pondicherry frontier ; of 8 annas for importing from Madura an obscene picture ; of 2 rupees for ten obscene pictures coming from Karachi ; of 1 rupee for fourteen obscene pictures coming from Madura, and of 1 rupee for twenty-one nude picture postcards coming from Madras.

The Deputy-Director of the Intelligence Bureau of the Government of India (Simla) notes that there is a slight fall in the number of cases reported, and that there is no reason to believe any organisation exists to import these goods.

3. A statement is sent by the Collector of Customs, Karachi, Sind, relating to nine cases. The persons and firms implicated were in Berlin, Hamburg, London, Paris and Quetta. The parcels were confiscated and destroyed. One of the firms concerned (Berlin, U.V.) redeemed the parcel of obscene pictures by paying a fine of 5 rupees. The Director notes that importations during 1931 show a decrease over those for 1930.

4. Particulars are given of fifteen seizures in Calcutta (Bengal), the persons charged being in Calcutta, Ballygunge, Badyabati, Behar and Kalimpong.

The Collector of Customs notes that none were of such a grossly obscene character as would render them liable to penal action in the country of origin.

5. The Collector of Customs in Bombay reports ninety-one cases, detected mostly in the Alexandra Dock. The parcels were confiscated, and the penalties imposed in twenty-six cases ranged from 5 to 25 rupees. In regard to one of these cases, communications were made to the French central authority. The Collector of Customs also noted a decrease in the number of cases reported as compared with previous years.

6. The Commission of Police of Bombay reports four cases :

(a) An obscene film was shot at the Venus Cinema, the persons suspected or charged being respectively Buddhist, Hindu and Mohammedan, residing in Bombay. The accused were charged under Section 292 of the Indian Penal Code, and one of the accused was sentenced to two months' rigorous imprisonment, one to a fine of 350 rupees, one to a fine of 300 rupees, and the fourth to three months' rigorous imprisonment.

(b) An obscene story was printed and published in a daily paper of Bombay. The two accused from Bombay were sentenced to three months' rigorous imprisonment and to a fine of 100 rupees or three weeks' imprisonment under Section 292 of the Indian Penal Code.

(c) An obscene article (question of adultery) was printed and published in a magazine. The accused was sentenced to a fine of 100 rupees.

(d) The accused, a Hindu, aged 20 years, was found in possession of a number of obscene books. He absconded while on bail before trial.

7. The Commissioner of Police in the United Provinces refers to one case, in Muzaffarnagar, where the accused was found selling obscene pictures. The man was fined 100 rupees. The Sub-Inspector, D. I. Staff, who discovered the case, was awarded a good entry in his character-roll.

8. From the Punjab, statements are given relating to seven cases, which occurred in Amritsar, Lahore and Multan City. Twenty-one people were implicated, and fines imposed between 10 and 40 rupees. Four of these cases were withdrawn by order of the Government.

9. The Superintendent of Police of Delhi reports on three cases which occurred in Kotwali and in which five persons were implicated. Two of the cases were detected through information sent by the Commissioners of Police of Calcutta and Muzaffarnagar.

10. The Deputy Inspector-General of Police of the city of Saugor refers to a distribution of obscene leaflets to advertise a medicine known as "Kam-Kalabati". A fine of 50 rupees was imposed.

11. A case is reported from Burma of the selling of obscene pictures in Mogul Street, Rangoon. A fine of 20 rupees was imposed, and thirty-one postcards seized and destroyed. The source from which they came is unknown, probably from seamen working on home-line steamers.

ITALY.—The production of pornographic literature in Italy is very limited and is tending to decrease.

A quantity of postcards, photographs and moving-picture booklets, together with certain obscene articles and various books of an outspoken character, were confiscated in Italy in 1931. The confiscated material was mainly of foreign importation. There has been a notable diminution as compared with previous years in the number of immoral publications coming from abroad (Germany and Austria). Apart from exercising general control and vigilance, the police have undertaken preventive action by urging publishing firms only to send expurgated books into Italy.

Action has been taken by the police in connection with the sale of immoral publications or articles in eighteen different towns.

The names of these towns are :

*Bari*, where G. V. was ordered to pay a fine of 30 lire for having exposed for sale certain obscene postcards, which were confiscated.

*Bologna*, where translations of a French and a German novel were confiscated on account of their immoral contents. Copies of these books were also sequestered at Milan.

*Bolzano*, where F. E. was ordered to pay a fine of 30 lire for the sale to the public of circular mirrors in which nude women appeared. The police also confiscated and returned to the publishing houses various publications and postcards addressed by foreign firms, mostly German, to Italian and foreign nationals.

*Brescia*, where a quantity of celluloid curios of foreign origin representing animals accomplishing the sexual act were confiscated.

*Catania*, where S. P. was reported to the judicial authority for having sent to a governess in a children's home a book written in German containing pictures of naked women in obscene positions. Criminal proceedings are in progress.

Among articles confiscated were the following :

At *Cremona*, 179 advertisements of cinematographic spectacles regarded as immoral.

At *Fiume*, various reviews containing trade announcements of a pornographic and contraceptive character.

At *Genoa*, fourteen pornographic postcards and ten obscene photographs.

At *Grosseto*, a film held to be obscene.

At *Livorno*, various foreign reviews containing nude figures in obscene attitudes.

At *Milan*, 1,053 postcards, twenty-six pornographic mirrors, including one automatic one, two photographs of naked women and a placard showing almost naked women dancers.

At *Parma*, seventy-eight mirrors sent by a German firm to a German living at Milan. The persons found in possession of these articles have been handed over to the judicial authority, and criminal proceedings are in progress.

At *Ravenna*, several copies of a German novel.

At *Rome*, copies of Italian novels on account of their erotic and immoral contents.

At *Turin*, S. M., a bookseller, was handed over to the judicial authority for having exposed for sale in his shop seventy-three postcards of pornographic subjects and for having ordered and obtained from a bookshop in Paris six books and twelve pictures of pornographic character. He was sentenced to a fine of 250 lire, and the goods were confiscated.

At *Trento* and *Udine* and in other towns neo-Malthusian propaganda publications and various other publications and photographs intended for introduction into Italy were confiscated.

NEW ZEALAND.—(a) A man was prosecuted for exhibiting indecent photographs and offering them for sale. He was sentenced to three months' imprisonment.

(b) Two men were prosecuted for printing and publishing an illustrated newspaper which was held to be indecent. The printer was fined £5 and the publisher £10.

(c) A bookseller was prosecuted for selling a copy of the same publication and fined £2.

(d) The proprietors of a departmental store were prosecuted and fined £5 for selling a magazine, imported from the United States, parts of which were held to be indecent.

NORTHERN RHODESIA.—One case has arisen, concerning this territory alone, of a youth of 19 being in possession of obscene photographs. No prosecution was instituted, but the father of the offender agreed that his son should receive a flogging at the hands of the police. This was carried out, and the obscene photographs were destroyed. The origin of the photographs is not known.

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## QUESTION 2.

### COMMUNICATIONS BETWEEN CENTRAL AUTHORITIES.

*" Please give particulars of any cases during the year in which communications have been sent to or received from other Central Authorities, giving the name of the Central Authority."*

### Replies.

UNITED KINGDOM.—During the year 1932, fourteen cases were reported to the central authorities of other countries.

1. Eight times, communications were opened with the French central authority. In four of these cases, obscene books were the cause. In one case, two grossly obscene films were intercepted in the post and despatched to the French central authority. The sender was fined 500 francs. One case referred to illustrations sent by a Paris firm "on approval", another to obscene photographs found secreted on the body of a French commercial traveller. In the last case, an artistically produced catalogue of indecent books printed in English was intercepted in the post from Paris. The matter was reported to the French central authority, who thought action impossible, as the catalogue was only sent to clients who asked for it and because the illustrations were not indecent.

2. Two cases were reported to the Belgian central authority. In the one, proceedings were not taken, because the Belgian judicial authorities regarded the book in question as literary and not pornographic in interest, and because, being English, it had a restricted public in Belgium. In the second case, the Belgian authority did not wish to take proceedings, as it would merely advertise the books in question, which had been sent from Ostend to England. They were thereupon asked to inform the sender that such books are prohibited in England.

3. Twice communications were entered upon with the Berlin central authority, once in regard to obscene drawings and the other time to small mirrors with an obscene representation on the back, sent as samples to England by a German firm. The sender was fined 50 marks, thirty-eight more mirrors having been found on his premises and confiscated.

4. A number of illustrations sent by a bookseller in the Netherlands were stopped in the post. The Dutch central authority stated that the sender was a respectable bookseller who had had these illustrations in stock many years. But they took no proceedings, being satisfied that the offence would not be repeated.

5. One case dealt with books and drawings sent from Vienna. The Austrian central authority could not trace the sender.

UNITED STATES OF AMERICA.—Only two communications from another central authority were received during the year. Both originated in the D Division of the Home Office, London, England, and related respectively to the mailing of a booklet by a French author<sup>1</sup> and an English publication<sup>1</sup>, mailed at Lancaster, Pennsylvania, addressed to students at Trinity College, Cambridge, England.

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<sup>1</sup> Name can be consulted in the Secretariat.

FRANCE.—Three foreign bookshops offering obscene postcards were reported to the authorities of the countries concerned. The central authorities of Germany, the United Kingdom and Canada communicated to the French central authorities useful information in connection with this traffic.

INDIA.—1. The Joint Secretary to the Government of India reports that, on April 30th, 1931, the attention of the authorities of Portugal was drawn to the activities of G. C., Napuca (Goa), India, but no reply had been received.

2. The central authority of the United States of America was informed that, on May 6th, 1931, seven indecent films were imported by Messrs. C. & H. S., Bombay.

3. The French central authority was advised of a seizure, and the photographs and letter enclosed therein forwarded on May 19th, 1932.

### QUESTION 3.

#### GENERAL OBSERVATIONS.

*“ Under this heading shall be given an account of any changes in legislation, difficulties experienced, new questions arising, etc.”*

#### Replies.

CHINA.—The Penal Code of the Republic provides that any person found to be distributing, selling, manufacturing or displaying obscene publications shall be punished with a fine of less than one thousand (Chinese) dollars. The local authorities are instructed by the Ministry of the Interior to take stringent action to suppress such publications. Collaterally, similar instructions are issued by the Ministry of Finance and the Ministry of Communications to the post offices and the Customs houses respectively, authorising them to seize any obscene publications that may be encountered.

There is no organised traffic in obscene publications in China.

UNITED STATES OF AMERICA.—There have been no changes in Federal legislation since the passage of the Tariff Act in June 1930 which would affect the international traffic in obscene matter. As stated hereinbefore, the United States Customs Service of the Treasury Department enforces that provision of the law which forbids the importation of obscene matter. The greatest difficulty experienced in dealing with obscene matter of foreign origin was, and is, with regard to certain extremely obscene circulars originating in France and addressed to persons of both sexes residing in the United States. These circulars not only advertise indecent matter, but are couched in the most vulgar and obscene language.

GREECE.—The traffic in, and circulation of, obscene publications are punished by Law No. 4311 of August 6th, 1929, the text of which may be consulted at the Secretariat.

No serious difficulty has been met with in the efforts to prevent the circulation of such publications, and the traffic in them is decreasing. There has been no new departure either in the contents of these publications or in the methods of circulation.

INDIA.—Sections 292 and 293 of the Indian Penal Code contain the codified law against traffic in obscene publications. There is no cut and dried definition of the word “obscene”, but there are a number of judicial decisions in which the word “obscene” has been defined and interpreted—for instance, if a publication is detrimental to public morals and calculated to produce a pernicious effect in depraving and debauching the minds of persons into whose hands it comes, it will be an obscene publication which it is the intention of the law to suppress. No particular difficulties are being experienced in dealing with this problem.

ITALY.—The new Penal Code which came into force on July 1st, 1931, and the new text of consolidated police laws contain provisions for prevention and punishment in connection with pornography and obscene publications and for safeguarding the integrity of the race.

*Penal Code* (Book II, Section IX, Chapter II, Articles 528 and 529).

*Text of the Consolidated Police Laws* (Articles 112 to 114 and 214).

NICARAGUA.—At present there are no accurate judicial statistics from which these data could be obtained; but it is safe to say that such cases are very rare, both in the country itself and in connection with other countries.

NETHERLANDS.—The report of the Netherlands Government draws attention to the difficulties experienced in the suppression of obscene publications, one of them being the

necessity of safeguarding the interests of literature and the fine arts. The possibility of an acquittal by the court—occasioning in most cases undesirable publicity—also has to be taken into account. In view of the toleration which the authorities used to show, undue severity of repression is still difficult, and action can only be taken against recent publications and not against publications which have been in circulation for a number of years.

As regards obscene publications coming from abroad, the prospectus often makes it impossible to realise that they are of a pornographic character. The order is often given by someone other than the trafficker and contains a declaration to the effect that the goods are required for purposes of study.

The Netherlands Government urges the necessity of suppressing the same obscene publications in all countries, so that a systematic campaign could be launched.

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### STATISTICAL INFORMATION. <sup>1</sup>

DANZIG.—Cases discovered, 23 ; number of cases concerning publications sent from abroad, 11 ; prosecutions, 17 ; cases communicated to other central authorities, 8 ; cases communicated by other central authorities, 3.

UNITED KINGDOM.—Offences discovered, 847 ; legal proceedings were taken in 11 cases, in 5 of which the indecent matter was of foreign origin.

UNITED STATES OF AMERICA.—Publications coming from abroad, 104.

Prosecutions.—There were no prosecutions, the offenders not being in the jurisdiction of the United States, but orders were issued against the senders.

Cases communicated by other central authorities, 2.

FRANCE.—Cases discovered, 45 ; prosecutions, 42 ; cases communicated to other central authorities, 3.

INDIA.—Cases of local origin, 7.

Offences discovered, 137 ; publications coming from abroad, 8 ; prosecutions, 42 ; cases communicated to other central authorities, 3 ; cases communicated by other central authorities, 2.

ITALY.—Cases discovered, 18 ; publications coming from abroad, 7 ; prosecutions, 5.

NEW ZEALAND.—Offences discovered, 4 ; publications coming from abroad, 1 ; prosecutions, 4.

NORTHERN RHODESIA.— Offences discovered, 1.

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<sup>1</sup> The total number of cases discovered is 1,179, but these statistics are so differently compiled that it would be difficult to draw conclusions from the data given.

Geneva, October 5th, 1932.

## LEAGUE OF NATIONS

# CHILD WELFARE

### REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY.

*Rapporteur* : Mme F. F. PLAMINKOVA, Senator (Czechoslovakia).

The Fifth Committee is required to examine in turn the reports submitted by the two Committees constituting the Advisory Commission for the Protection and Welfare of Children and Young People. These are the Child Welfare Committee and the Traffic in Women and Children Committee, the names of the which clearly indicate their purposes. The Child Welfare Committee held its eighth session at Geneva from April 9th to 15th, 1932. The Council noted the report on the work of this session in May 1932.

The Fifth Committee has acquainted itself with the various subjects discussed by the Child Welfare Committee during its eighth session, which are surveyed both in the Secretary-General's report on the work done by the League since the twelfth session of the Assembly (document A. 6.1932, pages 82 to 84), and also in the Committee's report to the Council (document C.395.M.221.1932.IV).

The last-mentioned document further gives particulars of the preparatory work for the 1933 session.

The resolutions adopted by the Committee at its eighth session on the education of blind children, juvenile courts, and the welfare of illegitimate children were sent to all the Governments in accordance with the Council's decision. The position of illegitimate children has always been an object of particular concern to the Committee. This year it examined the position of the children under social insurance laws, and the organisation of the official guardianship under which they are placed in certain countries; it emphasised the importance it attached to ascertaining paternity and to the methods to be employed to facilitate the marriage of the parents for the purpose of legitimising the children.

Most of the problems entrusted to the Child Welfare Committee require a considerable amount of time. Some of them have to be solved by international agreement, and entail consultation with all Governments, whereas other work must be based on very extensive technical documentation. Since, however, the future of mankind depends on the children and young people of the present time, it is essential that all questions, the solution of which by international means may lead to the better development of the rising generation, should be included in the programme of the League of Nations.

The Fifth Committee received a proposal from the Roumanian delegation to the effect that the question of the offence of deserting the family should be placed on the programme of the Child Welfare Committee for one of its sessions in the near future. During the discussion which followed, it was shown that this examination presented numerous aspects of an international character. Among other matters, it deals with repatriation, assistance to foreigners, the enforcement of maintenance orders abroad, passports, and the registration of foreigners. Taking into consideration these various aspects of the problem, the Fifth Committee decided to draw the special attention of the Child Welfare Committee to the importance of introducing the offence of desertion into all legislations and to the desirability of making the component factors of this offence uniform in all legislations, if possible, in order the better to ensure its effective punishment. The Roumanian Government offered the Fifth Committee to assume the charge of the documentation relating to the examination of this question. The Fifth Committee expressed its deep gratitude to the Roumanian Government.

The Turkish delegation, deeply concerned by the consequences of the present economic crisis for children, submitted a draft resolution, which was endorsed by the French delegation and adopted by the Fifth Committee in the following form :

" Profoundly moved by the sufferings imposed on millions of children in all countries as a result of persistent and widespread unemployment ;

" Alarmed by the physical and moral harm done to these children, which recalls the disastrous conditions prevailing in several countries during the first years after the war ;

“ Struck by the gravity of the consequences which may result from the point of view of the future of the human race ;

“ Fully conscious of the obligations arising out of the Geneva Declaration approved by the League at its Fifth Assembly :

“ The thirteenth Assembly strongly urges all States Members of the League to redouble their efforts to assist, both through their public authorities and through private associations, those children who are suffering most from the effects of the economic crisis. ”

The Fifth Committee then proceeded to examine two questions of common interest to the Child Welfare Committee and to the Traffic in Women and Children Committee, which were discussed at a plenary meeting of the two Committees last April—viz., the publicity to be given to the work of the two Committees in order that it should reach still wider circles where it may be of help or find collaboration, and the reconstitution of the two Committees.

In order to assure wider publicity for the work of the Committees and thus to facilitate the carrying out of their recommendations, it was suggested that an adequate distribution of documents should be made to interested circles, and that the co-operation of those circles should be secured in order to make those recommendations known by every possible means, such as the Press, lectures, and above all broadcasting.

Finally, the Fifth Committee by twenty votes to two, with four abstentions, adopted the following resolution, submitted by the delegate of the United Kingdom and amplified at the instance of the Danish delegate.

“ The Assembly of the League of Nations,

“ Noting that the reports of the 1932 sessions of the Traffic in Women and Children Committee and the Child Welfare Committee lay special stress on the need on increased publicity for their work ;

“ I.

“ Recognising with gratitude the efforts of the International Federation of League of Nations Societies to educate public opinion in all countries in support of the League of Nations ;

“ Requests it especially to consider, and to apply as urgently as possible, methods of giving wider publicity to the reports of the League of Nations on the subject of the traffic in women and children and of child welfare.

“ II.

“ Recognising the great value of the services which have been rendered in each of the two Committees which compose the Advisory Commission for the Protection and Welfare of Children and Young People by international organisations represented on them by assessors :

“ Urgently appeals to those private organisations to give, by all the means which lie in their power of which they are able to put into action, more publicity to the work of the two Committees in which they collaborate with so much competence and efficiency. ”

The reconstruction of the Committees, a question that the Council has referred to a sub-committee which will meet in January 1933, also led to a discussion, from which it appeared that certain members of the Fifth Committee were in favour of the principle of rotation in the representation of the States on the Committees. The view was expressed that the principle of rotation was intrinsically justified, and had often been applied to League organisations.

The Fifth Committee was of opinion that it would be desirable for the Committees to continue to have the collaboration of private organisations and to strengthen the co-operation of experts on the different questions on the agenda. In this connection, the Indian delegate thought that it would be well for women experts from India and other oriental countries to be co-opted on the Advisory Commission.

Finally, the Fifth Committee dealt with the budgetary question. When the Rapporteur drew its attention to the budget of the Advisory Commission in comparison with that of other branches of the League's activities, the Fifth Committee was much struck by the fact that, in the general budget for the fourteenth financial period, out of a total of more than thirty-three million gold francs, the budget for social questions amounted to only 114,838 francs. Impressed by the extremely small appropriation made for this important branch of the activity of the League, it thought it desirable to approach the Fourth Committee to ensure that the credits asked for 1933 in the ordinary and supplementary budgets were not decreased in any way. To this end, it adopted the following resolution,

which was transmitted by the Chairman of the Fifth Committee to the Chairman of the Fourth Committee :

“ Considering that the work done by the Advisory Commission for the Protection and Welfare of Children and Young People and by its Secretariat is of primary social importance — a fact which is unanimously recognised in all countries — and that this work is wholly in conformity with the duties which the Covenant places on the League of Nations ;

• “ Noting with regret that the means at the disposal of this Commission and its secretariat have already been drastically reduced and appear to be disproportionate to those assigned to other forms of League activities ;

“ The Fifth Committee, although it is prepared, in view of the present financial situation, not to ask this year for any increase in the budgetary estimates for the Commission and its secretariat, an increase nevertheless required for the proper expansion of its work, and in particular for : (1) the publication of the Minutes of the two Committees of which the Commission consists, which has been discontinued for the past year, and (2) the participation in its work of experts for certain special questions referred to it ;

“ Confidently hopes that the Fourth Committee will adopt without reduction the budgetary estimates for 1933, both ordinary and supplementary, submitted to it for the Advisory Commission for the Protection and Welfare of Children and Young People and its secretariat. ”

The Fifth Committee also considered a draft resolution, the object of which was to secure, as soon as circumstances permitted, the granting of a more generous budget to the Advisory Commission for the Protection and Welfare of Children and Young People and to its secretariat ; but the Fifth Committee was of the opinion that it would be better to postpone coming to a decision on the subject until it had completed the examination of the report of the Traffic in Women and Children Committee on the work of its eleventh session.

In conclusion, the Fifth Committee notes the report of the Child Welfare Committee on its eight session and emphasises the importance it attaches to the continuance and expansion of the Committee's activity.

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Geneva, October 10th, 1932.

## LEAGUE OF NATIONS

# COLLABORATION OF WOMEN IN THE WORK OF THE LEAGUE

### Report submitted by the Sixth Committee to the Assembly

*Rapporteur* : Miss Kerstin HESSELGREN (Sweden).

The question of the collaboration of women in the organisation of peace was raised at the twelfth ordinary session of the Assembly by the Spanish delegation and referred to the Third Committee. It became clear during the discussions that the Committee meant to limit itself to the question of unofficial collaboration, as it considered that official collaboration by means of appointments of women to the delegations of the League Assemblies and Conferences and on League Committees had already been settled by Article 7 of the Covenant, which stipulates that " all positions under or in connection with the League, including the Secretariat, shall be open to men and women ".

The Committee thought, however, that the influence of women on public opinion, and their educative and moral power, could be of great value and produce important results. It suggested that schemes for closer collaboration should be studied. The Assembly took the same view and asked the Council to examine the possibilities of increasing the collaboration of women in the work of the League.

The Council took up this question at its meeting of September 1931, and requested the Secretary-General to consult the Women's Organisations as to their views and to prepare a report for the 1932 Assembly. Document A.10.1932 contains the suggestions made by the chief Women's International Organisations. This document was taken as a basis for the discussion in the Sixth Committee and gave rise to the following considerations :

The Committee was of the opinion that, as the Women's Organisations' memoranda were unanimous in attaching the greatest importance to *official* collaboration, which is considered a *sine qua non* for a full realisation of the object in view, it was justified in reconsidering the line taken last year. Several speakers emphasised the view that the best way to secure the full collaboration of women in the work of the League was to increase the possibility of their taking an official part in its proceedings. They recognised that this possibility was already given by Article 7 of the Covenant — a fact that had also been stressed by the Women's Organisations in their report — but that experience had shown that the opportunities offered by this article had not been taken advantage of in many countries. The Committee thought that, in order to change this situation, it might be desirable to call the attention of the Governments to Article 7.

The *Danish delegate* pointed out that, in countries where women took part in the work of the League in an official capacity, interest and sympathy for this work were more widely awakened amongst women and that their power to influence public opinion in favour of the League was thereby increased. Several other delegates drew attention to the fact that the experience of women in work connected with the League would be a great asset, and pointed to the advantages their more liberal representation on all League Committees would bring.

The *delegate of the United Kingdom* considered that the demand for women's collaboration in an official form involved the elementary principles that women and men must possess equal political rights. The number of women qualified to fill higher posts still being small, Governments might, without trespassing on their sovereignty, be asked to grant women the same possibility as men of gaining the necessary knowledge and experience.

The *Spanish delegate* and several others insisted on the intimate connection which existed between the question of women's status and that of the effective collaboration of women in the work of the League.

The *Czechoslovak delegate* thought it advisable that an investigation should be made into the position of women in the world in order to determine their political and civic rights as well as to gain an idea of their training and the part they are allowed to take in the economic life of their country.

Though the memoranda summarised in the Secretary-General's report (document A.10. 1932) laid special stress on the official collaboration, other useful suggestions were made which might be taken account of by the Secretary-General, such as a more liberal supply of League documents, easier communications with the various departments and organs of the League and closer connection with the League Secretariat. Several of the suggestions contained in the report were taken up by the various delegates.

The *Hungarian delegate* thought that Governments should maintain a more intimate contact with public opinion than was at present the case. This could be done by Women's Organisations being consulted as to their views in regard to questions brought before the League. In some countries, this custom existed already in questions connected with social and charitable works, but might well be extended to all League problems.

The *Australian delegate* recommended, in order to facilitate the collaboration of Women's Organisations, that a panel of the Women's Organisations should be kept open at the Secretariat and also suggested a register of competent women available for various kinds of international service.

The general feeling of the Committee seems, however, to be that, in view of the difficulties which the compilation of such a list would raise, the best means to meet this last demand would perhaps be to make the lists already compiled by a number of organisations available to the Secretariat and to ask the Secretary-General to complete this list in the way he thinks most useful.

The *French delegate* thought that the official collaboration of women was the salient point of the discussion, and presented a resolution which was supported by several delegates. The resolution was endorsed by the Committee, and is therefore submitted to the Assembly for approval :

“ The Assembly,

“ Expresses its warm appreciation of the work done by women in support of the League of Nations, and welcomes wholeheartedly the efforts made to increase their collaboration ;

“ Notes that the Women's Organisations consulted are unanimous in declaring that equal status between men and women is a prerequisite of effective collaboration of women in the work of the League and that their collaboration can be most effectively exercised through the competent official organs of the League and of the Governments ;

“ Reminds all the States Members of the League of Article 7 of the Covenant, which has in view the possibility :

“ (a) For the Governments of the States Members to appoint competent women to Assembly delegations, to Conferences and on Governmental Committees of the League ;

“ (b) For the Council to appoint competent women on technical League Committees, as assessors and experts ;

“ (c) For the Secretary-General to include competent women in the higher posts of the Secretariat. ”

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Geneva, October 10th, 1932.

**LEAGUE OF NATIONS**

**TRAFFIC IN WOMEN AND CHILDREN**

**REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY**

*Rapporteur* : Mlle. FORCHHAMMER. (Denmark).

It is sometimes useful to look back over a number of years to note the progress made in regard to a certain subject, and a subject which has unquestionably made considerable progress since the League of Nations came into being is the campaign against traffic in women and children.

This question was originally raised by private individuals and organisations. It was the subject of two Government Conferences, which resulted in the "Agreement" of 1904 and the "Convention" of 1910. These are still in force, but, when the League came into being, there were only sixteen States parties to the 1904 Agreement and nine States parties to the 1910 Convention.

In the first draft of the Covenant of the League of Nations, published in February 1919, no mention was made of the traffic, but, on the application of the International Council of Women and the International Suffrage Alliance, the question was inserted in Article 23 of the Covenant. It appeared on the agenda of the first Assembly; it has since then been on the agenda of every Assembly and has been discussed every year in the Fifth Committee.

This continuity in dealing with the question by the Assembly, by the Social Section of the Secretariat and from 1922 by the Traffic in Women and Children Committee has been of immense importance to the progress made.

The new Convention which was a result of the Conference held in 1921 under the auspices of the League was signed in the first six months by over thirty Governments, and this number has been constantly increasing, though it must be noted with regret that a number of countries have not yet adhered to it.

Various investigations have been made in regard to problems affecting the traffic in the course of the last ten years, the most important being the enquiry undertaken by a special body of experts into the nature and extent of the traffic in Europe, America and certain parts of North Africa. The report was published in 1927 and has been of very great value in the campaign. Lately, an enquiry into the traffic in the East has been undertaken, and the results will be known in the near future.

The development of one aspect of the problem is interesting — namely, the question of the regulation of prostitution. In the 1921 Conference, this question was ruled out of order as of a purely domestic nature. Now, it is freely discussed both in the Fifth Committee of the Assembly and in the Traffic in Women and Children Committee. It has been more and more generally acknowledged that national and international traffic cannot be separated, and the experts' report left no doubt about the intimate connection between traffic and the system of licensed houses and regulation of prostitution.

It is therefore extremely gratifying to note that, during the last ten years, an increasing number of countries have abolished this system.

The chief document before the Fifth Committee was the report on the eleventh session of the Traffic in Women and Children Committee (document C.390.M.220.IV.1932).

Since the last Assembly, Egypt, Mexico and the Sudan have adhered to the Convention of 1921, and the United Kingdom has deposited ratifications of the three Conventions on behalf of Palestine and several Crown Colonies and Protectorates. The delegate of Persia informed the Committee of the recent ratification of the Convention by his Government. There are, however, fourteen Members of the League which are not yet parties to the

Conventions and, of those who have signed, five have not ratified. The Fifth Committee hopes that more ratifications will have taken place at the next Assembly. It noted with satisfaction the declarations of the delegates of Colombia and the Irish Free State, who stated that their countries would shortly ratify or adhere to the Conventions, as well as the Spanish delegate's statement that a draft law for the abolition of State regulation of prostitution was under consideration.

One of the questions which have for some time occupied the attention of the Traffic in Women and Children Committee is that of "central authorities". The Committee passed, at its last session, a resolution recommending the improvement of these organisations in order to render their work more efficient. The Members of the Assembly will no doubt take note of this question.

The report of the Fifth Committee last year drew the attention of the Assembly to the moral dangers that attend the present condition of economic depression and the importance of obtaining conclusive evidence on the relations between economic depression and prostitution. This question was discussed by the Traffic in Women and Children Committee, which suggested that such an investigation might be carried out by the voluntary organisations. The Committee asked the International Bureau for the Suppression of Traffic in Women and Children, which already had the question on its agenda, to submit a report at the next meeting.

The chief item on the agenda of the Committee was the proposed revision of the Conventions on the traffic in women and children with regard to the abolition of the age-limit and the repression of the activities of *souteneurs*.

As to the last question, the punishment of *souteneurs*, the Traffic in Women and Children Committee decided last April to ask its Legal Sub-Committee to study the answers from Governments and private organisations, and to report to the next session of the Committee. The Fifth Committee thought it preferable, therefore, not to enter into discussions on the Additional Draft Protocol concerning *souteneurs* at this time, but to delay expressing its opinion until the Legal Sub-Committee and the Advisory Commission have had an opportunity to submit their observations on the answers received.

The question of the abolition of the age-limit was raised as early as 1921 at the Conference on the Traffic in Women and Children held at Geneva. It has been before the Traffic in Women and Children Committee for a number of years, and in 1931 the opinion of the Governments signatories to the 1921 Convention was asked for. About thirty Governments have declared that, in principle, they were in favour of eliminating the age-limit either with or without limitations; also a great many private organisations have advocated the proposed change in the Convention.

The Advisory Commission adopted at its last meeting a resolution of which the essential parts read as follows:

"Considering that traffic in women is always and in all circumstances a profoundly immoral and anti-social act;

"Considering that experience has shown that impunity as regards traffic in women who are over age and who consent is hampering the effective suppression of traffic in minors:

"Expresses the opinion that the traffic in women, even if the victims are over age and consent, should be punished; and begs the Council to approach Governments with a view to obtaining the introduction of the necessary modifications in their national legislations and in the above-mentioned Conventions."<sup>1</sup>

Upon the request of the Council, the Secretary-General has already transmitted this resolution to the Governments. The question of revision of the 1910 and 1921 Conventions has been referred by the Council, at its May 1932 meeting, to the present Assembly. Accordingly, the Fifth Committee examined the steps to be taken in order to bring about the necessary changes in the existing international Conventions on the traffic in women and children. In the opinion of the Fifth Committee, the abolition of the age-limit in the texts of the 1910 and 1921 Conventions could best take place at the moment when the Governments will be called upon to enter into an international agreement for the punishment of *souteneurs*, the possibility of which is being studied by the Legal Sub-Committee of the Advisory Committee. The Fifth Committee expressed the wish that the same Sub-Committee should be asked at its next meeting to study the question how the international Conventions may best be amended simultaneously both with regard to the age-limit and with regard to the punishment of *souteneurs*.

It is to be foreseen that some time will still elapse before the international Conventions can be changed. The Fifth Committee hopes therefore that the Members of the League and parties to the Conventions of 1910 and 1921 should proceed, if necessary, to the abolition of the age-limit in their national legislations on the traffic in women and children, as soon as an opportunity should arise, and without waiting for the amendment which will be made on this question in the Conventions of 1910 and 1921.

The Fifth Committee discussed three questions which presented a common interest for the two Committees which form the Advisory Commission for the Protection and Welfare of Children and Young People. These are the reconstitution of the Advisory Commission, the publicity to be given to its work, and its budgetary situation.

<sup>1</sup> Document C.503.M.244.1932.IV.

The reorganisation of the Committees had been referred by the Council to a Sub Committee which will meet in January 1933. This also evoked a discussion, from which it appeared that some of the members of the Fifth Committee were in favour of the principle of renewing the States represented on the Committees by a system of rotation. The view was expressed that this principle is intrinsically justified and has often been applied to League organisations. The Fifth Committee was of opinion that it would be desirable for the Committees to continue to have the collaboration of private organisations and to have, to an increased extent, the co-operation of experts on the different questions on the agenda. In this connection, the Indian delegate thought that it would be well for women experts from India and other Oriental countries to be co-opted to the Advisory Commission.

In regard to the question of ensuring wider publicity for the work of the Committees and thus to facilitate the carrying out of their recommendations, it was suggested that an adequate distribution of documents should be made to interested circles and that the co-operation of these circles should be secured in order to make these recommendations known by every possible means, such as the Press, lectures and, above all, broadcasting. The Fifth Committee adopted a resolution on this question presented by the delegate of the United Kingdom and amplified at the instance of the Danish delegate. This resolution, the text of which will be found at the end of this report, was adopted by twenty votes to two and four abstentions.

The Fifth Committee had a long discussion on the budgetary situation of the Advisory Commission on the Protection and Welfare of Children and Young People and its secretariat. It was much struck by the fact that in the general budget of the League for the fourteenth financial period, out of a total of about thirty-three million gold francs the budget for social questions amounted to only 114,838 francs. Impressed by the extremely small appropriation made for this important branch of the activities of the League, it thought it desirable to approach, by means of a resolution (see text document A.48.1932, page 3) through its President, the Fourth Committee to ensure that the credits asked for 1933 in the ordinary and supplementary budgets were not reduced in any way, and in addition it adopted the following resolution :

“ Considering that the work done by the Advisory Commission for the Protection and Welfare of Children and Young People and by its secretariat is of primary importance — a fact which is unanimously recognised in all countries — and that this work is likely to gain for the League of Nations fresh sympathies and additional public support ;

“ Noting with regret that the means at the disposal of this Commission and its secretariat have already been drastically reduced and appear to be disproportionate to those assigned to other forms of League activities :

“ The Fifth Committee urges that, in establishing future League budgets, the importance of the Advisory Commission's work should never be overlooked, and that this work should be more liberally encouraged as soon as the financial position permits, so as to enable the Commission, not merely to continue its activities, but to enlarge their scope as may be desirable.”

Before concluding this report, it might be useful to draw the attention of the Assembly to the fact that the annual reports of Governments on the traffic in women and children submitted to the last meeting of the Advisory Committee mention over a thousand cases. This must be considered as a conclusive proof of the necessity for the League of Nations, for the Governments and for private organisations to continue their campaign against the traffic in women and children.

On behalf of the Fifth Committee, I have the honour to submit to the Assembly, for approval, the following resolutions :

#### I.

“ The Assembly,

“ Having taken note with great interest and satisfaction of the work carried on during the past year by the Traffic in Women and Children Committee ;

“ Sharing the Committee's opinion that the traffic in women is always and in all circumstances a profoundly immoral and anti-social act and that this traffic should be punished even if the victims are over age and consent :

“ Requests the Governments to introduce as soon as possible the necessary modifications on this subject in their national legislations ;

“ Decides to seek a revision of the international Conventions on the Traffic in Women and Children of 1910 and 1921 by abolishing the age-limit contained in the said Conventions ; and

“ Asks the Committee on the Traffic in Women and Children to study, with the advice of its Legal Sub-Committee, the means by which the above-mentioned Conventions may be revised with regard to the age-limit simultaneously with the amendments proposed for the punishment of *souteneurs*.”

II.

“ The Assembly,

“ Noting that the reports of the 1932 sessions of the Traffic in Women and Children Committee and the Child Welfare Committee lay special stress on the need of increased publicity for their work ;

“ (1) Recognising gratefully the efforts of the International Federation of League of Nations Societies to educate public opinion in all countries in support of the League of Nations :

“ Requests it especially to consider, and to apply, as urgently as possible, methods of giving wider publicity to the reports of the League of Nations on the subject of the traffic in women and children and of child welfare ;

“ (2) Recognising the great value of the services which have been rendered in each of the two Committees which compose the Advisory Commission for the Protection and Welfare of Children and Young People by international organisations represented on them by assessors :

“ Urgently appeals to those private organisations to give, by all the means which lie in their power or which they are able to put into action, more publicity to the work of the two Committees in which they collaborate with so much competence and efficiency.”

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Geneva, October 10th, 1932.

## LEAGUE OF NATIONS

# PENAL AND PENITENTIARY QUESTIONS

## REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY

*Rapporteur* : Professor V. V. PELLA (Roumania).

The Fifth Committee had before it for examination the Secretary-General's report on Penal and Penitentiary Questions (documents A.6.1932, pages 85-87, and A.6(a).1932, page 48), together with other documents communicated to it and bearing on the same questions.

### I.

The Fifth Committee noted with satisfaction that the International Penal and Penitentiary Commission has given effect to the resolution of the last Assembly inviting it to submit the *Standard Minimum Rules for the Treatment of Prisoners* to a further examination in the light of the observations submitted to the League of Nations on the subject. This Commission, on the occasion of its session in May 1932, set up a sub-committee to re-consider these Standard Rules. The secretary-general of the Commission is at present studying the observations of the various Governments on the Standard Rules, in order to submit to the sub-committee the fullest possible information on the subject.

It is consequently to be hoped that the International Penal and Penitentiary Commission will be able to communicate its reply to the League of Nations in the course of next year.

In this connection, the Fifth Committee noted a proposal of the Howard League for Penal Reform on the subject of the *conclusion of an international convention for the improvement of penal administration*. The Czechoslovak delegation associated itself with this proposal and warmly supported it.

On the other hand, the opinion has been expressed that it would be premature to discuss this question at the present moment, seeing that the International Penal and Penitentiary Commission has not yet concluded the revision of the Standard Minimum Rules for the Treatment of Prisoners. The question therefore remains open for a subsequent discussion.

### II.

The 1931 Assembly, in point 2 of its resolution, requested the Secretary-General "to develop a policy of *co-operation with organisations* dealing with the international aspect of penal and penitentiary problems on an international scale". The Fifth Committee has been informed by the Secretary-General's report that he has given effect to these instructions, among other measures, by having himself represented by an observer at the Fourth Conference for the Unification of Penal Law held at Paris in December 1931 under the auspices of the French Government.<sup>1</sup>

<sup>1</sup> This Conference sent the League of Nations a message on behalf of the official delegates of the States which up to the present have acceded to the conferences for the Unification of Penal Law, namely : Belgium, Bulgaria, Czechoslovakia, Denmark, Egypt, France, Greece, Italy, Latvia, Lithuania, Luxemburg, Poland, Portugal, Roumania, Spain, Turkey and Yugoslavia. The following passages in this message were communicated to the Fifth Committee :

"The Fourth Conference for the Unification of Penal Law, having noted the conclusions adopted last September by the twelfth Assembly of the League of Nations on the motion of the Fifth Committee, desires to express its entire satisfaction, on learning that the League of Nations has instituted an enquiry as to the form which its own assistance might take in the matter of the progressive unification of penal law and the co-operation of States for the prevention and suppression of crime.

"It has no doubt but that this consultation will show increasingly clearly the necessity for States to co-ordinate the principles and texts of their respective penal laws progressively and methodically with the assistance of the League of Nations, and it sees in the decision taken by the twelfth Assembly a step forward of the highest importance in the work of international judicial *rapprochement*."

### III.

By point 3 of the resolution of 1931, the Secretary-General had been instructed to ask the *International Labour Office* to continue its study in connection with *prison labour*.

The *International Labour Office* has completed the memorandum which it submitted to the last Assembly and has published it in the *International Labour Review* (March 1932). It has likewise prepared a supplementary report on prison labour, which has been distributed to the members of the thirteenth Assembly (document D.16/1932/N.200/19/0/1). In view of the importance of the latter document, certain delegations expressed the opinion that it should be transmitted to the States Members of the League. The Fifth Committee noted, however, that the reports constituted in reality a supplement to the study on the same subject presented last year by the *International Labour Office*. Since the *International Penal and Penitentiary Commission* had the observations on the subject of the *Standard Minimum Rules for the Treatment of Prisoners* before it, together with the first study of the *International Labour Office*, the Fifth Committee considered that it would be preferable, for reasons of economy, to be content for the moment with communicating this important document to the *International Penal and Penitentiary Commission*.

### IV.

The 1931 Assembly, considering "the importance of the efforts which have already been made, both by means of a number of international conventions and by certain organs of the League of Nations and various institutions, to achieve a gradual unification of penal law and to establish the co-operation of States in the prevention and suppression of crime", requested the Secretary-General (point 4 of the resolution) to forward the report and the Minutes of the Fifth Committee to the *International Penal Law Association*, the *International Bureau for the Unification of Penal Law*, the *International Criminal Police Commission*, the *International Penal and Penitentiary Commission*, the *Howard League for Penal Reform*, the *International Law Association*, the *International Penal Law Union*, and any other international organisations which may be proposed by the Governments to the Secretary-General, and to ask them in what manner they considered that the assistance of the League of Nations might be of value with a view to achieving gradual unification of criminal law and the co-operation of States in the prevention and suppression of crime.

All this documentary material has been forwarded to the organisations mentioned above. The latter, giving effect to a recommendation contained in the report adopted by the Assembly in 1931, held an important meeting at Geneva from May 8th to 10th, 1932.<sup>1</sup>

This meeting resulted in the unanimous adoption of a resolution, which, after having been unanimously ratified by all the organisations consulted, formulated the joint reply of those organisations on the questions of the unification of penal law and the co-operation of States in the campaign against crime (document A.6.1932, pages 86 and 87).

As a result of this resolution and as concerning solely the progressive unification of penal law, the Fifth Committee has had before it a new communication, dated September 28th, 1932, from the aforementioned organisations and the representatives of States forming the *International Bureau for the Unification of Penal Law*<sup>2</sup> (document A.V/4.1932).

The Fifth Committee proceeded to an exchange of views on these two documents. The rapporteur expressed the opinion that it was useless to enter this year upon a thorough

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<sup>1</sup> There were present at this meeting :

1) Count CARTON DE WIART, Minister of State, and M. RAPPAPORT, Judge in the Supreme Court of the Polish Republic ; representing the *International Penal Law Association*.

2) M. ALOISI, President of the Italian Court of Cassation ; M. DONNEDIEU DE VABRES, Professor in the Faculty of Law at Paris ; M. SASSERATH, Advocate at the Brussels Court of Appeal : representing the *International Bureau for the Unification of Penal Law*.

3) Dr. BUMKE, President of the Supreme Court of the Reich, and Dr. SIMON VAN DER AA, Professor at the University of Groningen (retired) : representing the *International Penal and Penitentiary Commission*.

4) Dr. SCHULTZ, Director of Police at the Viennese Prefecture, and M. MONDANEL, Divisional Commissioner at the French Ministry of the Interior : representing the *International Criminal Police Commission*.

5) Miss EATON, Vice-President of the *Howard League for Penal Reform*.

6) M. BEWES, honorary secretary, and M. CALOYANNI, Greek National Judge at the Permanent Court of International Justice : representing the *International Law Association*.

7) M. KOHLRAUSCH, Rector of the University of Berlin ; M. DELAQUIS, Professor at the University of Hamburg ; and M. GOLL, Public Prosecutor at the Copenhagen Court of Appeal : representing the *International Union of Penal Law*.

<sup>2</sup> This communication brings forward certain considerations in favour of the unification of penal law. It contains likewise a brief summary of the contemporary movement towards such unification, and concludes with an exposition of the facts which necessitated the creation of the *International Bureau for the Unification of Penal Law*. The communication was signed on behalf of the Executive Committee of the re-organised Bureau by M. Tommaso PERASSI, Professor at the University of Rome (for M. D'AMELIO, First President of the Italian Court of Cassation) ; M. KOHLRAUSCH, Professor of Penal Law and Rector of the University of Berlin ; M. J. A. ROUX, Professor of Penal Law, Counsellor in the French Court of Cassation ; M. SIMON VAN DER AA, Secretary-General of the *International Penal and Penitentiary Commission*, Professor of Penal Law at the University of Groningen (retired) ; M. W. GLEISFACH, Professor of Penal Law at the University of Vienna ; M. Th. GIVANOVITCH, Professor of Penal Law at the University of Belgrade ; M. E. RAPPAPORT, Judge at the Polish Supreme Court ; MOURAD SID AHMED Pasha, Egyptian Minister Plenipotentiary ; M. CALOYANNI, Greek National Judge at the Permanent Court of International Justice ; M. E. DELAQUIS, Professor of Penal Law at the University of Hamburg ; M. S. SASSERATH, Professor at the Institute of Higher Studies of Belgium.



discussion of each of the questions contained in the resolution of May 10th, 1932. The delegations of France, Italy, Poland, Spain, Belgium, Czechoslovakia, Hungary, Roumania, Cuba, Greece, Portugal and Yugoslavia pointed out the importance their countries attached to the unification of penal law. They also felt that they ought at once to signify their agreement to the formulæ contained in the resolution of May 10th, 1932, of the organisations consulted by the League of Nations. Finally, they expressed their desire that the League should co-operate with them with a view to promoting the unification of penal law. Some of these delegations pointed out that the resolution of May 10th, 1932, aimed in the first place at removing the divergencies between national laws, since those divergencies were liable to hinder the co-operation of Governments in the campaign against crime, especially as regards the prevention and punishment of international offences. They also expressed the opinion that the resolution in question in reality merely provided a programme of work for the League of Nations, and that it was for the organs of the League to judge in each case of the expediency of studying the questions indicated in that programme. Most of those questions had already been under consideration by the League (see also Chapters 1 and 2 in document A.70.1931.IV). In the opinion of certain of these delegations, therefore, what was required was more in the nature of a work of co-ordination, which did not imply any new expenditure for the League, since the resolution of May 10th, 1932, provided the means whereby the League could secure the gratuitous co-operation of certain existing organisations which were particularly well qualified to deal with the subject.

The Hungarian delegation urged, moreover, the necessity for establishing extradition conventions in accordance with a model treaty, and of all efforts being directed towards the universal suppression of crime, that being, in his opinion, the supreme goal of the evolution of penal law.

The Indian delegation, while recognising that the unification of penal law was an ideal, felt bound to remind the Committee that psychological and social conditions varied in different parts of the world and that it was necessary to reckon with such differences in the work which it was desired to undertake.

The German and United Kingdom delegations declared that it would be preferable not to enter at present into a discussion of the substance of the resolution of May 10th, 1932.

Furthermore, the delegations of Germany, Austria, France, Italy, Poland and Cuba expressed their satisfaction in regard to the work of *rapprochement* and co-operation between the seven organisations which were dealing on international lines with penal and prison questions, in virtue of the resolution voted by the Assembly the previous year. The German delegation laid stress on the importance of re-organising the International Office for the Unification of Penal Law.

Taking into account the various observations which had been made in that connection, the Fifth Committee decided not to discuss the substance of the resolution of May 10th, 1932, but to request the Assembly to instruct the Secretary-General to communicate the present report to the States Members of the League, together with the resolution of the organisations consulted, so that the Governments might be acquainted with the opinions expressed by the various delegations.

The Fifth Committee further proposed to send to the Governments any other document which might later be transmitted to the Secretary-General by the seven technical organisations in reference to the resolution of May 10th, 1932, so far as such documents fulfilled the conditions laid down in the report adopted by the Assembly in 1931 (see document A.70.1931.IV, page 7, paragraph 2).

## V.

Point 5 of the resolution adopted by the Assembly in 1931 states that the Secretary-General is requested, "after having received the observations of those organisations, to forward them, together with the report and Minutes of the Fifth Committee, to the States Members of the League, and to ask them whether they wish the League of Nations to lend its assistance also in regard to the questions referred to in No. 4".

As the reply of the organisations consists in *the resolution adopted unanimously by them on May 10th, 1932, and ratified by them*, the Fifth Committee received proposals from the delegations of France, Belgium, Poland, Austria, Spain, Italy, Czechoslovakia and Yugoslavia to the effect that that resolution be recommended to the States Members of the League. A discussion took place regarding the scope of such a recommendation. The delegations of Australia, the United Kingdom, Germany, and the Netherlands pointed out that the very importance of the resolution of the organisations consulted by the League, which certain delegations had not yet studied thoroughly, made it imperative that only the instructions contained in point 5 of the Assembly resolution of 1931 should be carried out.

On the proposal of the French delegation, supported by the delegations of the United Kingdom, Czechoslovakia, Italy, and the Netherlands, the Fifth Committee, while deciding that the reply of the organisations should be sent to the States Members in accordance with point 5 of the Assembly resolution of 1931, also unanimously adopted the following resolution, which it submits to the Assembly :

"The Assembly calls the very special attention of the Governments to the joint reply made by the seven technical organisations consulted by the League of Nations on the questions of the progressive unification of penal law and the co-operation of States in the prevention and punishment of crime."

VI.

The Fifth Committee noted that the Secretary-General was not in a position to give effect to point 6 of the Assembly resolution of 1931, since a revision of the rules for the treatment of prisoners was still being studied by the International Penal and Penitentiary Commission. On the other hand, point 3 of the resolution of May 10th, 1932, which would be submitted to the States Members for examination, expressly laid down that "the development of the League's activities in the matters mentioned under points 1 and 2, and without in any way prejudging future needs, *does not involve the creation of new organisations* which, in certain cases, might overlap the work of existing institutions." The Fifth Committee consequently considered that it should not for the moment submit to the Governments of the States Members the question whether a special League committee should be set up or whether the League should co-operate with the International Penal and Penitentiary Commission.

The Fifth Committee preferred to await the opinion of the Governments on the question of principle raised by point 3 of the resolution of the organisations consulted. It will therefore be for the next Assembly to decide whether or not the Secretary-General should give effect to point 6 of the Assembly resolution of 1931.

VII.

The delegations of France, Italy, Czechoslovakia, Yugoslavia, Poland and Austria also asked that the Secretary-General should give the Assembly annually, in a special document, a short account of the activity of the seven organisations mentioned in the resolution of the twelfth Assembly. Certain of those proposals were also based on point 2 of that resolution.

The German delegation expressed doubts as to the advisability of supplementing or changing point 2 of that resolution in any way before the Governments had given their views on point 5 of the same resolution. The rapporteur associated himself with the opinion that no modification should be made in point 2 of the resolution of 1931.

The Fifth Committee, without in any way adding to point 2 of the resolution of 1931 or prejudging the decisions of the Governments in regard to point 5 of that resolution, decided, with a view to promoting the scientific and wholly objective examination of penal and penitentiary questions by the seven organisations in question, to ask the Assembly to instruct the Secretary-General to submit annually to the Council and to the Assembly information on any important activities of those organisations, if such information was communicated by the organisations on their own initiative. Such information might be followed by a brief summary of the current work of the various League organisations dealing with penal and penitentiary questions.

On behalf of the Fifth Committee, I have the honour to submit the present report to the Assembly with a request for its adoption.

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Henceforth, the reports of the Child Welfare and Traffic in Women and Children Committees will not be issued separately. It has been decided for administrative reasons to include them in a single volume.

[Communicated to the Council  
and the Members of the  
League.]

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Geneva, May 9th, 1933.

LEAGUE OF NATIONS

ADVISORY COMMISSION  
FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE

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REPORT ON THE WORK  
OF THE COMMISSION IN 1933

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TABLE OF CONTENTS

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	Page
Report on the Work of the Ninth Session of the Child Welfare Committee, held at Geneva, March 27th to 30th, 1933 . . . . .	5
Report of the Joint Session of the Traffic in Women and Children Committee and Child Welfare Committee, held at Geneva, March 31st to April 5th, 1933 . . . . .	13
Report on the Work of the Twelfth Session of the Traffic in Women and Children Committee, held at Geneva, April 6th to 8th, 1933 . . . . .	27

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**CHILD WELFARE COMMITTEE**

**REPORT ON THE WORK OF THE NINTH SESSION**

*(Geneva, March 27th to 30th, 1933.)*

The ninth session of the Child Welfare Committee opened at Geneva on March 27th, 1933, His Excellency M. Enrique BUERO, delegate of Uruguay, being in the chair, and Professor POLLIGKEIT, delegate of Germany, acting as Vice-Chairman.

**Composition of the Committee.**

*Government Delegates :*

His Excellency M. Enrique BUERO ( <i>Chairman</i> )	<i>Uruguay.</i>
Professor POLLIGKEIT ( <i>Vice-Chairman</i> )	<i>Germany.</i>
His Excellency Count CARTON DE WIART M. Isidore MAUS, technical expert	<i>Belgium.</i>
Mme. HEIN	<i>Denmark.</i>
Mme. MARTINEZ-SIERRA M. MARTINEZ-AMADOR, substitute delegate	<i>Spain.</i>
Miss LENROOT	<i>United States of America.</i>
His Excellency M. REGNAULT M. BOURGOIS, substitute delegate Mlle. CHAPTAL, technical adviser (absent)	<i>France.</i>
Mr. S. W. HARRIS Miss WALL, substitute delegate	<i>United Kingdom.</i>
Count Ugo CONTI	<i>Italy.</i>
M. YOKOYAMA M. SASAGAWA, expert M. KOSUGE, expert	<i>Japan.</i>
His Excellency M. CHODZKO Mme. WOYTOWICZ-GRABINSKA, substitute delegate	<i>Poland.</i>
Mme. ROMNICIANO	<i>Roumania.</i>

*Assessors :*

Mlle. BURNIAUX	International Federation of Trade Unions, Amsterdam.
Sir Montagu BURROWS	International Boy Scout and Girl Guide Organisations.
Mlle. DALMAZZO	International Union of Catholic Women's Leagues.
M. Augusto d'OLIVEIRA	Association internationale pour la Protection de l'Enfance.
Mlle. GOURD	International Women's Organisations.
M. SAAVEDRA	Pan-American Child Welfare Institute.
Dr. René SAND	League of Red Cross Societies.
Mme. VAJKAI	Save the Children International Union.
Dame Rachel CROWDY	(Appointed in a personal capacity.)

*Liaison Officers :*

Dame Janet CAMPBELL	Health Organisation of the League.
Mr. G. A. JOHNSTON	International Labour Office.

*Secretariat :*

M. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.
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## REPORT OF THE CHILD WELFARE COMMITTEE

### CHANGES IN THE COMPOSITION OF THE COMMITTEE.

Mme. Gertrud Bäumer, delegate of the German Government, was replaced by Professor Polligkeit.

Miss Grace Abbott, delegate of the United States of America, was replaced for the ninth session of the Committee by Miss Lenroot.

M. Sawada, delegate of Japan, was replaced by M. Yokoyama.

Dr. Paulina Luisi was replaced by Dr. Carlos Rucker, but, as the latter was unable to come to Geneva, the Uruguayan Government was represented by His Excellency M. Enrique Buero.

Dr. Humbert, delegate of the League of Red Cross Societies, having resigned his office in that organisation, was replaced on the Committee by Dr. René Sand, Technical Adviser to the League of Red Cross Societies.

Dame Katharine Furse, representing the International Boy Scout and Girl Guide Organisations, was unable to attend the session, and her place was taken by Sir Montagu Burrows.

M. Rollet, representing the Association internationale pour la protection de l'enfance, was replaced by M. Augusto d'Oliveira, President-in-Office of the Association.

His Excellency M. Valdés-Mendeville, representing the Pan-American Child Welfare Institute, was replaced for this session by M. Saavedra.

Mme. Vajkai replaced Professor Polligkeit as delegate of the Save the Children International Union.

The Committee paid a moving tribute to the memory of M. Velghe, who died at Geneva in October 1932, having served for several years as liaison officer for the Health Organisation. His place was taken by Dame Janet Campbell, Chairman of the Maternal and Infant Hygiene Sub-Committee of the Health Organisation.

### REPORTS.

#### SECRETARY'S PROGRESS REPORT.

The Secretary's progress report was presented (document C.P.E.401).

#### *Offence of Deserting the Family.*

The Secretary observed that the Fifth Committee of the thirteenth Assembly decided to call the Child Welfare Committee's special attention to the importance of introducing the offence of desertion into all legislations and to the desirability of making the component factors of this offence uniform in all legislations, if possible, in order the better to ensure its effective punishment.

The Roumanian delegate explained to the Committee the numerous international aspects of the question which bring it within the Committee's scope.

The Committee adopted the following resolution expressing its desire to receive the data regarding the study of this question which it has been offered by the Roumanian Government :

“ The Child Welfare Committee,

“ Having taken note of the passage in the report of the Fifth Committee adopted by the thirteenth Assembly, which reads as follows :

“ “ The Fifth Committee decided to draw the special attention of [the Child Welfare Committee to the importance of introducing the offence of desertion into all legislations and to the desirability of making the component factors of this offence uniform in all legislations, if possible, in order the better to ensure its effective punishment. The Roumanian Government offered the Fifth Committee to assume the charge of the documentation relating to the examination of this question. The Fifth Committee expressed its deep gratitude to the Roumanian Government.’

“ Is of opinion that the question of the offence of deserting the family should be placed on its agenda for a later session.

“ In order to prepare for a fruitful discussion on this question, it will be happy to receive the data which the Roumanian Government has spontaneously offered to procure for it.”

The Committee expressed its deep gratitude to the Roumanian Government for this important contribution to its work.

*Effects of the Economic Crisis and Unemployment on Children and Young People.*

The delegate of Poland emphasised the importance of the resolution submitted by the Turkish delegation, with the support of the French delegation, in the Fifth Committee of the thirteenth Assembly, regarding the disastrous effects of the economic crisis on children and young people. He added that the growth of unemployment was steadily aggravating the moral dangers to which young unemployed persons above all were exposed and submitted a resolution dealing with young unemployed persons.

During the discussion, it was pointed out that there are two distinct problems, that of the children of unemployed parents and that of young people condemned by lack of employment to idleness and all the dangerous consequences it involves.

For children, their parents' unemployment is not merely a cause of poverty but may be a cause of demoralisation. Attention was drawn to the fact that, at its eighth session, the Committee had asked voluntary organisations, such as the International Save the Children Union, to report on the effect of the crisis on the welfare of the child of school age.

The International Labour Office has undertaken an enquiry into the effects of unemployment on young people and the possible remedies.

At the close of the discussion, the Committee adopted the following resolution :

“ The Child Welfare Committee,

“ Having taken note of the resolution of the Fifth Committee adopted by the thirteenth Assembly :

“ “ The thirteenth Assembly strongly urges all States Members of the League to redouble their efforts to assist both through their public authorities and through private associations those children who are suffering most from the effects of the economic crisis ” ;

“ In view of the extremely urgent character of this problem and being desirous of following up the Assembly's resolution :

“ Again draws the attention of the Governments to the said resolution ;

“ And urgently appeals to voluntary organisations to communicate to the Secretariat at the earliest possible date the results of all the enquiries which they have conducted with regard to the effects produced on children by the unemployment of their parents and also on the special measures which are, or should be, applied in order to remedy this state of affairs ;

“ In view of the moral and social dangers which unemployment involves in the case of young people whom it condemns to complete inactivity with all that that entails, and,

“ In view of the fact that the International Labour Office has undertaken an enquiry into this problem :

“ Requests the International Labour Office to keep it informed of its efforts in this connection and to submit a report to the Committee before its next session.

“ The Committee further requests the Secretariat to supply its members and assessors with a summary of the information and suggestions collected in accordance with the foregoing recommendations.”

REPORT OF THE LIAISON OFFICER OF THE HEALTH ORGANISATION.

The liaison officer of the Health Organisation summarised the activities of this organisation in the sphere of child welfare (document C.P.E.387). She reported that sub-committees were dealing with such questions as tuberculosis, venereal disease, the health of mother and infant, and the health of the child of pre-school age. The effects of malnutrition due to the economic crisis were being investigated by comparing conditions amongst groups of unemployed workers with conditions amongst workers in better economic circumstances.

REPORT OF THE LIAISON OFFICER OF THE INTERNATIONAL LABOUR OFFICE.

The liaison officer of the International Labour Office submitted a report (document C.P.E.382) on the adoption by the International Labour Conference of a draft Convention fixing a minimum age for the employment of children in non-industrial occupations. He observed that the Conference had paid considerable attention, in drafting the Convention, to the recommendations made to it by the Child Welfare Committee at its eighth session regarding the employment of children in light work and the issue of individual permits in the interests of art and science.

REPORTS OF THE LIAISON OFFICERS WITH THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

The liaison officers with the International Educational Cinematographic Institute observed in their reports (documents C.P.E.389 and 396) that the Rome Institute had discussed, among other questions, the desirability of producing films specially for children. They laid stress upon the danger of using the cinema as an instrument of political propaganda.



The General Convention for Facilitating the Circulation of Films of an Educational Character has been put into its final form, though certain questions of procedure are still under consideration.

Lastly, in response to the desire expressed by the Governing Body of the International Educational Cinematographic Institute at its fifth session (October 26th and 27th, 1932), the Child Welfare Committee, at its meeting on March 27th, 1933, exchanged views on the present requirements in the matter of films of both a recreational and an educational character for children and young people. The following considerations emerged from this discussion :

Taking the world as a whole, hundreds of thousands of children and young people attend cinema performances. The art of the cinema, which has all the outward appearances of real life, exercises a direct and forceful influence on their mentality and their senses. It is, however, extremely rare, except in productions of an informative nature, to find films which, in their composition and execution, present all the recreational and educational qualities suitable for this class of young spectator.

This deficiency seems to be chiefly due to financial causes. Film producers and cinema managers are generally anxious to provide the public with productions that will please as many spectators as possible, irrespective of age, sex, condition or nationality, and have learnt by experience that the production of films intended for a special limited public such as young people or children is much less commercially profitable than the production of films of universal appeal.

While unable to indicate all the means by which this situation could be remedied, the Child Welfare Committee ventures to call it to the attention of the International Educational Cinematographic Institute, which will be able to ascertain whether certain advantages could not be accorded, either by exemption from or a reduction of Customs duties, as provided for in the International Convention for Facilitating the Circulation of Educational Films, or by preferential fiscal treatment within each country, or by subsidies for the circulation of films which, being at once recreational and educational, are specially suited to the needs of children and young people.

To meet these requirements, it is by no means necessary that such films should point a moral. On the contrary, their educational lesson will be all the more effective if it emerges, without any effort and without having to be looked for, from the attractive or amusing adventure depicted on the screen. A piece of history, legend, natural history or folklore, a little comedy or drama in which there is room, not only for science, but also for phantasy and even for the marvellous, will offer better themes than the classic lessons of applied morality. Above all, it must be remembered that the child, like the adult, looks upon the cinema primarily as an amusement, and that, in his eyes even more than in those of adults, anything is good so long as it is not boring.

It has been suggested by M. Louis Lumière, that animated cartoons would be very useful for this type of film. The technique of these animated cartoons, with all its unexpected humour and ingenious fancy, has a powerful effect on the young imagination. It is indeed somewhat astonishing that such a process, on which so much verve and talent are expended, has as yet scarcely exceeded the bounds of the comic.

Realising that first-rate films are costly to produce and that financial considerations must be an important factor in the supply of such films, the Child Welfare Committee hopes that film producers will devote an increasing degree of attention to establishing a special and judiciously selected repertory, in the form of informative films (natural history, travels, episodes from real life) and imaginative composition, suited to the needs of a young public which is to-day too much neglected, and to which the cinema is doing much harm when it might be doing much good.

The Committee believes that the writers of scenarios and the producers of films have hitherto considered mainly the tastes of adult audiences and that the needs of the younger section of the audience have been largely neglected. The cinema is, of course, often a family entertainment and it is right that many films should be suitable for parents and children alike ; but there is a legitimate field of entertainment which belongs peculiarly to the young. There is a large body of literature written for the young by writers of genius, and their success should serve as an example to the authors of films, who might set up a repository of films for young people just as there are libraries for young people. Moreover, the precious storehouse of children's and young people's literature has been only slightly drawn upon for the purposes of the cinema.

Bearing these considerations in mind, the Committee requests the Secretariat to be good enough to collect such information as may be available by next session on the results of enquiries that have been made to ascertain the types of films that appeal particularly to children ; as to the steps which have been taken to supply the demand by the production of special films ; and as to the arrangements, if any, which have been made to provide special performances for children, so that the matter can be more fully discussed in all its aspects.

The Child Welfare Committee was also informed that the Council, at its session in May next, will be asked to reappoint the Governing Body of the International Educational Cinematographic Institute, which includes two members of the Child Welfare Committee.

For reasons of expediency and economy, the Governing Body of the Institute has decided to lay before the Council a scheme of re-organisation, which would involve, among other things, a reduction in the membership of the Governing Body from seventeen to ten; in consequence, only one member of the Child Welfare Committee would in future be able to sit on the Governing Body.

On the motion of the Polish delegate, the Committee decided to recommend the Council to appoint Count Carton de Wiart to be a regular member of the Governing Body of the Institute, and Madame Martinez-Sierra to be substitute member.

#### BLIND CHILDREN.

The Danish delegate submitted a report (document C.P.E.368) on the education of blind children. She observed that her work had been made particularly difficult by the dissolution of the Sub-Committee appointed to enquire into the question, the resignation of Dr. Humbert and the death of M. Velghe having deprived her of her collaborators.

Several members of the Committee emphasised the importance of discovering blind children at an early age, and the expediency of promoting the education of blind children of pre-school age, through nursery homes or nursery schools and through advice and assistance to parents of young blind children. It was also pointed out that the physical education of blind children and young people was deserving of the greatest attention, and that adequate recreation should be provided for them. In the provision of recreation for blind children, it is important to bring them into association with those who are not blind. This method is followed by the Boy Scouts and Girl Guides Organisation with most encouraging results. Sir Montagu Burrows gave a very interesting account of what had been done in this direction, and a valuable paper prepared by Dr. Elsa Matz on the physical education of the blind was also before the Committee. It is not enough to see that blind young people receive medical treatment and school instruction. There must also be a social service which will bring the home into closer contact with medical and educational services.

Finally, the Rapporteur observed that it would be a very useful thing to make the various Braille systems uniform, both for literature and for music, and to encourage the international exchange of works published in Braille.

Summarising the observations made, the Committee drew attention to the following points :

(1) Provision should be made for the admission of blind infants and children of pre-school age to nursery homes or nursery schools (day or residential);

(2) The placing of such children in homes or schools should be facilitated by means of financial support from public funds;

(3) Assistance and guidance should be given to parents who keep their blind young children at home;

(4) Great stress should be laid upon the physical development of blind children, both as part of their educational training in school and also by means of games, recreational activities and camping, which can be carried on in association with normal children and under the direction of such societies as the Girl Guides and Boy Scouts and the Junior Red Cross;

(5) Vocational guidance should be given to all young blind persons;

(6) Medical care and educational training for the blind should be supplemented through a social service, which would act as a link between the hospitals and educational services and the home.

(7) The international exchange of Braille literature and music should be facilitated by encouraging the efforts for the establishment of a uniform Braille system.

The Committee decided to make an enquiry as to the best procedure for discovering the existence of blind children at the earliest possible age and asked the Council to obtain this information from Governments for the next session.

The Committee reconstituted the Sub-Committee for Blind Children, inviting Dame Janet Campbell and Dr. René Sand to collaborate under the Chairmanship of Mme. Hein.

#### OFFICIAL ACTS NOT DIVULGING ILLEGITIMACY.

The Committee noted the report of the Secretariat (document C.P.E.399) on the law and procedure of certain States which issue abridged extracts of birth certificates and of other official documents in order that the illegitimacy of the person concerned may not be made public.

The Committee recognised that it would seem difficult to recommend the suppression of all mention of the legitimacy or illegitimacy of births in the official documents of personal status issued by registrars; but, in certain cases in which affiliation is not in question, extracts indicating only the name, place and date of birth of the person concerned might suffice. It recommended that States which have not yet taken this step should consider the desirability of allowing the issue of abridged documents in addition to the full documents.

The Danish delegate submitted a draft resolution which, after various amendments, was adopted in the following form :

“ The Child Welfare Committee,

“ Having taken cognisance of the information collected by the Secretariat on the subject of official documents which do not disclose illegitimacy (document C.P.E.399) ;

“ Noting that several States have introduced provisions into their legislation or administrative practice with a view to avoiding any reference to illegitimacy in extracts from official documents ;

“ Considering that such measures deserve to be recommended :

“ Draws the Council’s attention to the importance of requesting the Governments Members and non-members of the League of Nations :

“ (1) To study the report by the Secretariat (document C.P.E.399) relating to official documents which do not disclose illegitimacy ;

“ (2) To examine the possibility of authorising the issue of abridged birth certificates and other official documents which make no reference to illegitimacy and which would be regarded as adequate in all cases where information regarding parentage is unnecessary ;

“ Requests the Council to instruct the Secretary-General to ask the Governments to furnish him with their observations on the extent to which they may be able to act upon the present resolution.”

During these discussions, various members and assessors again drew attention to the importance of simplifying the administrative formalities required for marriage, so as to facilitate the legitimation of children born out of wedlock. They also again urged the Committee to institute an enquiry into the material and social situation of the children of unmarried mothers.

#### INFORMATION AND COMMUNICATIONS.

(a) *Memorandum on the Organisation and Activities of the American International Child Welfare Institute.*

The representative of this Institute summarised the memorandum sent by its President, Dr. Louis Morquio (document C.P.E.391).

On the proposal of the United States delegate and of the delegate of the United Kingdom, the Committee paid a tribute to the organisation and work of the Institute and its Director, and the influence exercised by Uruguay on the direction and progress of the work.

The Uruguayan delegate referred to the importance of the contribution which the United States of America had made to the whole social work carried out by the Institute and thanked the Committee on behalf of his Government.

(b) *Family Allowances.*

The Committee noted the documentation supplied on this question by the International Labour Office (document C.P.E.388), thanked the Office for this valuable report, and decided to keep the question on its agenda and to ask the International Labour Office to report developments.

(c) *Protection of Children of Migrant Workers.*

The delegate of the International Women’s Organisations, on whose proposal this question had been placed on the agenda of the Child Welfare Committee, explained its importance and suggested that the voluminous documentary material collected by the International Labour Office and the Permanent Conference for the Protection of Migrants would make it possible for the Committee to see what practical conclusions might be drawn therefrom.

The United Kingdom delegate thought that the question was too vast to be examined as a whole ; he proposed that the matter should be referred to the Agenda Sub-Committee, in order that the latter might indicate what aspects of the question it would be desirable for the Child Welfare Committee to take into consideration.

At the end of the discussion, the Committee adopted the following resolution submitted to it by the United States delegate :

“ After taking note of documents C.P.E.338, 338 Addendum, 383 and 393, concerning the protection of the children of migrant workers, the Child Welfare Committee ;

“ Considering that the question of the protection of children of migrant workers comes directly within its programme of work :

“ Decides to refer this difficult problem to the Agenda Sub-Committee, with a view to its being placed on the agenda of one of its next sessions ;

“ Requests the private organisations, such as the Permanent Conference for the Protection of Migrants, to communicate to it at an early session any recent information they may have been able to collect on the points mentioned in the Secretariat’s note, and thanks the International Labour Office for its most interesting report.”

(d) *Juvenile Courts.*

At its eighth session, the Committee decided that the Sub-Committee which had drafted the questionnaire concerning the institutions to which erring or delinquent minors are entrusted should prepare for its 1933 session, jointly with the International Prison Commission, a questionnaire by means of which a fourth enquiry could be conducted regarding the measures not included in the three questionnaires already issued. Two of the members of this Sub-Committee have sent the Secretariat a preliminary draft questionnaire (document C.P.E.390).

The Child Welfare Committee decided that it would be preferable to take cognisance of the information collected concerning institutions for erring or delinquent minors before reaching any decision as to the desirability of preparing a fourth questionnaire. As soon as the information concerning institutions is available, the Committee will possess full documentary material concerning juvenile courts, their auxiliary services and the institutions to which erring or delinquent minors are entrusted. It will then be able to see what points have not been covered by previous enquiries.

The Committee decided to continue the work of the Sub-Committee for the question of erring children, and to instruct it to submit concrete proposals in regard to the fourth questionnaire for the next session of the Committee.

It will also have to lay down a plan for the presentation of the documentation collected on the subject of institutions for erring or delinquent children and for the discussion of this documentation at its tenth session.

The Sub-Committee was reconstituted as follows : Mlle. DALMAZZO, Mme. ROMNICIANO, Miss WALL, Mme. WOYTOWICZ, M. CONTI, M. D'OLIVEIRA and Professor POLLIGKEIT.

ADOPTION OF THE BUDGET.

The Polish delegate observed that the budget of the Social Questions Section had been continuously decreasing during the last few years, whereas the various economic difficulties experienced by most countries had obliged these countries, in spite of the crisis, to increase their own expenditure on social welfare. He pointed out the consequences of these successive cuts, which made it impossible to extend in any way the social work entrusted to the League.

The delegates of Belgium, the United Kingdom, France, Denmark, Roumania and Spain, and several assessors, supplemented the remarks of the Polish delegate on the subject of finance, which were unanimously approved. At the request of the representative of the International Women's Organisations, the Committee decided to send a delegation, consisting of the Chairman, the Vice-Chairman, the delegates of Belgium, the United Kingdom, France, Poland, Roumania and Spain, and two assessors, to explain to the Secretary-General the reasons why it would be glad to see its budget restored to at least the level at which it had stood three years previously.

Finally, the Committee adopted a draft resolution submitted by the Polish delegate and worded as follows :

“Whereas great importance has in recent years been attached to social questions in all countries, which, in spite of the economic crisis, have been obliged considerably to increase their social welfare budgets, as unemployment and distress increased ;

“Whereas solutions of a social character are often necessary as providing an excellent means of mitigating the growing distress which threatens to shake the very foundations of modern civilisation ;

“Whereas the League of Nations, under Article 23 of the Covenant, cannot ignore these problems ;

“Whereas no effective action which might be of useful and prompt service to the States Members of the League can be taken by the Child Welfare Committee with its present budget :

“The Committee expresses the opinion that the present state of the budget greatly restricts its work and does not correspond to the needs of the present time, and,

“Whereas the Fifth Committee of the thirteenth Assembly recognised the need for increased financial support :

“Requests the Council to recommend the next Assembly, and, in particular, the Fourth Committee, to increase the Committee's budget to its standard of three years ago.”

A draft budget was finally adopted.

DATE OF THE NEXT MEETING.

The Committee decided that its next session should begin on Tuesday, April 17th, 1934.

(Signed) Eric Einar EKSTRAND,  
Secretary.

(Signed) Enrique E. BUERO,  
Chairman.

(Signed) Professor W. POLLIGKEIT  
Vice-Chairman.

## REPORT OF THE JOINT SESSION OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE AND THE CHILD WELFARE COMMITTEE

(March 31st to April 5th, 1933.)

The Advisory Commission for the Protection and Welfare of Children and Young People, having placed upon its agenda three questions concerning both Committees, proceeded to examine them in joint session.

### I. RE-ORGANISATION OF THE COMMISSION.

In April 1932, the Commission, sitting in joint session of both Committees, considered certain proposals which had been made for altering its constitution and for improving its methods of work, and it decided to appoint a Sub-Committee to examine these proposals. This Sub-Committee, which met at Geneva from January 16th to 20th, 1933, made a report, which is printed as an appendix to the present document.<sup>1</sup>

At the joint session held this year, the report of the Sub-Committee was presented by the Rapporteur (the United Kingdom delegate), and formed the basis of a full discussion. The speakers who took part in this discussion gave evidence of their desire to extend the usefulness of the Commission and especially to secure improvement in its work by better organisation and more careful planning, but they realised that the ultimate success of their efforts must depend to a large extent on adequate financial support.

The principal matters on which the Commission desires to comment are as follows :

#### *Constitution.*

The Commission approved the recommendation of the Sub-Committee in paragraph 6 of its report — namely, that the Commission should continue to consist of two Committees, one dealing with the traffic in women and children and the other dealing with child welfare.

Several members of the Committee pointed out that, on different occasions, the Committee had noted the connection which existed between the questions under consideration and that of assistance to adults. They thought that the Social Questions Section would in the future find itself called upon to consider questions of assistance in general. One member suggested that, with this end in view, the Committee might, at some future date, propose to the Council that the number of committees attached to the Consultative Commission be increased by the creation of a body to be known as the Committee on Assistance Questions, which might be composed of Government delegates and special assessors.

Other members expressed disagreement with this proposal. The Commission was reminded that the Council had already invited Governments to set up a special Committee to examine the question of assistance to foreigners, and the hope was expressed that arrangements could be made for that Committee to meet as soon as practicable.

#### *Government Representatives.*

The Commission examined carefully the observations of the Sub-Committee in paragraphs 7, 8 and 9 of its report. It appeared to the Commission that there is a real need for strengthening the official element and for making it more representative. The problems with which the Commission is dealing concern the welfare of young people throughout the world, but there are many countries with different social institutions and with different social problems which are not represented on the Commission. As the Sub-Committee points out, the official element is at present largely derived from Europe. Wider representation would not only tend to secure the support of a larger international interest and opinion but would place a greater stock of knowledge at the disposal of the Commission. The Commission recognises that it could not be made fully representative without increasing the number of official members beyond a limit which is reasonably practicable in a consultative body, and it has come to the conclusion that the only method by which adequate representation of different States can be secured is by periodical changes in the countries which send delegates to the Commission. On the other hand, it is important that there should be sufficient permanence in the constitution of the Commission, so as to secure continuity in its plan of work. The Commission agreed with the Sub-Committee in its recommendation that three other countries should be invited by the Council to participate in the work of the Commission, so as to increase the number of official delegates from twelve to fifteen. It appears to the Commission that the accession of three new countries, if selected so as to include national groups not represented, would bring about as great a change in the composition of the Commission as is immediately desirable and that it would be wise to postpone the question of further changes until a later date. It is accordingly suggested that the Council, in inviting

<sup>1</sup> See Appendix I, page 19.

three additional countries to serve on the Commission, should limit its invitation to a period of five years. At the end of this period, the question of making further changes should again be considered in relation to the whole membership.

#### *Assessors.*

The observations of the Sub-Committee on the subject of assessors are contained in paragraphs 10 to 14 of its report. The need for periodical changes which the Commission has accepted in regard to the official element on the Commission applies also to the Assessors. With the exception of one or two persons added to the Commission for special reasons, the Assessors are nominated mainly by international associations connected with the problem with which the Commission is dealing, but there are other important international associations also concerned in these problems which are not represented on the Commission and some of these have expressed to the Council a desire to be associated with the work. The Commission is satisfied that the question of making periodical changes in the representation of international associations must be taken into consideration, not only for the reason given above, but also because the comparative importance of the different international associations is bound to be affected as social conditions change. The principle indeed has already been recognised by the provision in the rules of procedure of the two Committees that the :

“ . . . appointment of assessors shall be for a period of five consecutive years and is renewable. Whenever a vacancy occurs, the Committee shall consider whether any changes are desirable as regards the organisation represented.”

After a long discussion, in the course of which most of the speakers expressed the opinion that there was no reason for reducing the number of assessors, the Commission decided, by nine votes and one abstention, to introduce into the report the following passage :

“ The Commission, however, has not accepted the view that the number of assessors should be reduced, as all the associations represented have rendered great services to the Commission. It thinks, however, that any proposal to add to their number would be inopportune.”

The Commission considered that, apart from the assessors who regularly attend its meetings, valuable assistance may also be given to the Commission on the consideration of a particular subject by the representatives of national associations which have made a special study of this subject. The Commission therefore proposes in suitable cases to invite the temporary co-operation of such national associations when the need arises.

#### *Secretariat.*

The Commission strongly endorses the recommendation of the Sub-Committee for the strengthening of the Secretariat by the addition of permanent or temporary members for the purposes specified in paragraph 16 of the report. It desired members of the Secretariat to be enabled to visit countries from time to time in order to study aspects of social welfare work on the spot, and would like to see established a correspondent in every country with whom the Social Section might communicate.

#### *Procedure.*

Effect has been given to the proposal of the Sub-Committee on the subject of procedure in paragraph 18 of its report by the adoption of new rules of procedure, which are included in the Appendix to this report.<sup>1</sup>

#### *Financial Questions.*

The Commission desires to draw attention to the recommendation inserted by the Sub-Committee in paragraph 19 of its report on the financial question, which has also been dealt with by the Child Welfare Committee.

In view of the large reductions made in the budget, it was unanimously decided that the Chairman of the Commission, accompanied by M. Regnault, Mr. Harris, M. Maus, Mme. Martinez-Sierra, Mme. Romniciano, Mme. Avril de Sainte-Croix and Mlle. Gourd, would submit the question to the Secretary-General of the League for his consideration. It was also decided that the Chairman of the Commission, M. Enrique Buero, would write to the Chairman of the Supervisory Commission explaining the position in which the Commission was placed owing to the lack of the credits necessary for its work.

Subject to the above observations, the Commission approved the report of the Sub-Committee and expressed a unanimous opinion that the recommendations of the Sub-Committee will materially assist the future work of the Commission.

#### *Reservation made by the United Kingdom Delegation on the Subject of the Number of Assessors.*

The United Kingdom delegation, while expressing its appreciation of the services rendered by the existing assessors, remains strongly of the opinion that it is desirable to effect a reduction in the number of assessors as opportunity offers.

<sup>1</sup> See Appendix II, page 24.

It has seemed to it impossible to defend in principle the retention of so large a body of permanent assessors, especially as, in joint sessions of the Traffic in Women Committee with the Child Welfare Committee, the assessors number eighteen, thus outnumbering the existing twelve Government members by 50 per cent, and the assessors will continue to outnumber them even if, as is proposed, the number of Government members be raised to fifteen. As experience has shown that joint sessions are necessary and desirable, it appears all the more essential to the efficient conduct of the work that the size of the Commission should be kept within reasonable limits.

Further, the United Kingdom delegation believes that a smaller body of permanent assessors would make it more possible for the Commission, in its consideration of special subjects, to have the occasional and temporary assistance of organisations which have specialised in such subjects, but this form of assistance cannot be called upon conveniently while the Commission remains unduly large.

As pointed out in the report of the Commission, there are important international organisations which are not directly represented on the Commission although they are active in the same field of work and have applied to be associated with the Commission.

The United Kingdom delegation drew attention to the recommendations of the Fifth Committee of the Assembly of 1929 on these points, which are substantially to the same effect.

In order therefore to ensure more fully representative and more concentrated association of the unofficial element on the Commission, the British delegation would be glad to see the existing principles governing the representation of international associations examined, and they feel confident that, if such associations, whether represented on the Commission or not, would exchange views, they would be able to make proposals for participation in the work of the Commission which would, while economising the number of permanent assessors, permit of changes from time to time in the associations represented. In this way, the British delegation believes that contact with international organisations would be extended and the work of the Commission would be greatly strengthened and improved.

#### *Programme of Work.*

The Sub-Committee set up to study the proposals concerning the Commission's programme of work<sup>1</sup> reached the following conclusions :

It might be expedient to attempt during the coming years to draw up a synoptic table of questions likely to come within the scope of its activity. This table should not be restrictive, as new problems might arise at any moment. In the time at its disposal, the Sub-Committee could not attempt even a tentative outline of so complex and vast a task as that which devolves upon the Child Welfare Committee. In its opinion, however, the choice of subjects to be retained from among the innumerable questions falling within its sphere of activity would be easier at the present stage if Governments were requested in future to furnish an annual report on the legislative and administrative measures adopted or contemplated during the year, and if such measures were subsequently brought up for discussion.

The information furnished by these reports will be very helpful to the Commission in its choice of problems, since questions to which Governments are devoting their attention are naturally those deemed to be of immediate importance and are thus ripe for investigation.

They would also enable the Secretariat to collect valuable material and to carry out its task as an international information centre.

The Sub-Committee accordingly proposed that the Commission adopt the following resolution :

“ The Child Welfare Committee,

“ Being desirous of informing itself of progress in matters relating to the protection of children and young persons and being anxious to diffuse knowledge on this subject :

“ Requests the Council to ask Governments to submit a brief report on any developments of importance during the past few years in their legislation, regulations or administrative practice which relate to the protection and welfare of children and young persons.

“ In addition, the Committee would be glad to know that new aspects of protection of children and young persons are engaging the attention of the authorities, such as projects for legislation or draft laws and regulations. Thereafter, the Committee would be glad to be informed annually of all new developments in these matters.

“ This information is desired in so far only as it is not already forwarded to other specialist organisations of the League of Nations, in which case cross-references only need be made to its existence.”

The Sub-Committee also agreed to suggest that the Commission should not place a question on its programme unless it felt certain that it could effectively contribute towards the solution of the problems raised. In this connection, the Sub-Committee considered what

<sup>1</sup> Examined in the light of documents C.T.F.E.574 (C.P.E.384) and C.T.F.E.571 (C.P.E.386).



special contribution the Commission could make in taking up a question. The placing of a question on the Commission's programme might have the three following objectives :

(1) Organisation of an international exchange of information. This work would consist in collecting data from the various countries, printing them and distributing them, free of charge, to Governments and private persons or organisations specially concerned.

(2) An exhaustive study by the Secretariat, sub-committees or other organisations within the League or outside it. The object of such studies would be to enable the Commission to reach conclusions and to propose concrete measures to the Governments. The studies carried out by the Secretariat might relate more especially to the replies to the questionnaires sent to Governments.

(3) Preparatory work with a view to the framing of an international convention.

In the case of each question taken up, it should be specified which of these three objectives was aimed at.

The resolution proposed was unanimously adopted.

## II. PUBLICITY FOR THE COMMISSION'S WORK.

The Commission discussed the existing possibilities of giving more adequate publicity to the Commission's work, on the basis of a report prepared by the Information Section. It was of opinion that this publicity was insufficient and might be increased with the help of technical newspapers and reviews intended for persons who are professionally engaged in social work. It asked its members and assessors to assist it in its efforts, by giving lectures and approaching the publishers of those reviews in their respective countries.

During the examination of the report of the Commission of Enquiry into the Traffic in Women and Children in the East, several delegates and assessors of the Commission expressed the opinion that it would be expedient to prepare an abridged edition of this report, which would enable it to become more widely known, in accordance with the desire expressed by the League Council. The Commission asked the Director of its secretariat to take the necessary steps for this purpose.

Reference was made to the Assembly resolution on propaganda by the International Organisations represented on the Commission and by the League of Nations Unions, and some delegates reported that liaison had been effected with the League of Nations Societies in their respective countries.

## III. REPORT OF THE COMMISSION OF ENQUIRY INTO TRAFFIC IN WOMEN AND CHILDREN IN THE EAST.

### *Preliminary Examination of the Report.*

The Commission undertook a preliminary examination of this report (document C.849.M.393.1932.IV) in the light of a summary of the essential facts submitted for its consideration by the Rapporteur, Mr. Bascom Johnson, Chairman of the Commission of Enquiry. It was decided that, as the report had only just been published, full discussion must be postponed until the next year, when more time would be devoted to it. The observations which various associations were being requested to make would then be available.

The report shows that there is a considerable stream of international traffic in women of Oriental races in the Far, Middle and Near East. It states that the traffic in Western women to the East has appreciably declined in recent years, but calls attention to the position of the Russian women in the Far East who have become victims of the traffic in Manchuria and North China. Mr. Bascom Johnson commented on the measures advocated in the report for the purpose of putting down the traffic, namely :

(1) The appointment of central authorities in China and Persia and the need for closer co-operation between the existing authorities in the East ;

(2) The appointment of a larger number of women officials in the departments concerned with the suppression of the traffic in the East ;

(3) The adoption of a more constructive policy in regard to female immigrants under age who become victims of the traffic — such a policy, for instance, as has been adopted in the Netherlands Indies and British Malaya ;

(4) Closer co-operation between the Chinese officials and the authorities of the foreign settlements in China.

It is emphasised in the report that licensed houses are a cause of the international traffic, and Governments are asked to consider the possibility of abolishing them.

The Chinese delegate and M. Pindor, a member of the Commission of Enquiry, laid stress, *inter alia*, on point 4 above.



The Chinese delegate, with the support of other delegates, expressed the opinion that it might be well to request the Council to invite the Governments which had concessions in China and extra-territorial privileges to study the possibility of closer collaboration with the Chinese authorities in questions relating to the traffic in women and children. The Commission considered that, during the present preliminary examination of the report, it was not desirable to adopt isolated recommendations, but it noted the suggestion made by the Chinese representative with a view to considering it on the occasion of the detailed examination of the Commission of Enquiry's report at the next session.

The United States delegate felt sure the Department of Labour would consider the report with special reference to the position of the Philippines and would be prepared to establish closer co-operation and to collaborate with the organisations of the other countries.

The Japanese delegate gave details of certain points raised in the report in regard to conditions in Japan. He requested that some small errors of fact in the text should be corrected when a new edition of the report was published. He pointed out that in Japan proper no foreign woman was employed in licensed houses and that these houses were not the cause of foreign prostitutes entering Japan. Although there was no international traffic in women in Japan, the Japanese Government was willing to act in conjunction with the other Governments for the suppression of international traffic. The abolition of licensed houses in Japan was a delicate question which lay outside the scope of the international traffic, and which, as the result of a strong movement in favour of abolition, was at present being considered by the Government.

The delegate of the International Women's Organisations said she had been asked to put forward the point of view of the Young Women's Christian Association and the International Alliance for Women's Suffrage and Civic Action, as set forth in resolutions recently passed by the International Alliance at the Conference of Marseilles. Those organisations approved the recommendation for the abolition of licensed houses.

With regard to the lack of co-ordination in applying the measures for the suppression of the traffic in women, she hoped that central authorities would be set up where they were not already in existence and that more effective co-operation would be secured between them. The International Women's Organisations were gratified to read the highly favourable passage in the report regarding the use of women officials in the campaign against the traffic in women and desired that their number should be increased and a force of policewomen set up wherever possible. The women's organisations urged the need to take educative measures and to develop a sense of responsibility among youths and girls as a protection against social evils.

The Chinese delegate, while congratulating the Commission of Enquiry on its impartial work, expressed regret that certain passages in the first part of the report might give the impression abroad that it was Chinese girls in particular who became victims of prostitution.

Although in the Far East the number of Chinese victims of the international traffic in women was greater than that of the victims of any other nationality, the number of victims of the traffic should be compared with the total number of persons of the same nationality for whom that traffic catered, and the percentage thus arrived at for the Chinese people was undoubtedly lower than that of other nationalities.

Any action for the protection of Chinese emigrant minors depended chiefly on the countries to which they immigrated. He drew attention to the action taken by his Government in the campaign against the traffic in women and against prostitution; that action had been acknowledged in the report of the Commission of Enquiry.

In the course of the discussion, the delegate of Poland dwelt upon the urgent need of assistance for Russian women in the Far East who became victims of the traffic, and several other delegates stressed the important part played by education in the abolition of the traffic and the importance of appointing women to posts in the departments entrusted with the duty of protecting young girls and women.

#### *Influence of Licensed Houses on the International Traffic.*

The Commission noted that, as a result of the report on the traffic in women and children made by the Special Committee of Experts in Europe and America (1927), the Traffic in Women and Children Committee made a special study of the effect of the licensed-house system in relation to the whole problem. Governments were asked for a statement of the methods pursued by them, and the results of these enquiries were summarised in a document published by the League of Nations in 1929 (document C.T.F.E.336(2)). The Traffic in Women and Children Committee subsequently decided to examine the situation in countries where the system of licensed houses has been abolished. The Governments were again consulted and the results of the further enquiries were presented in a second published document (document C.T.F.E.466(1)).

The report of the Commission of Enquiry into Traffic in Women and Children in the East which has just been published draws attention to the connection between the traffic in women and licensed houses and indicates that considerable changes have been made in regard to the licensed-house system in recent years in several Eastern countries. The Commission understands that changes have also taken place in some European countries.

As the Commission proposes at its next session to discuss fully the results of the Far-Eastern enquiry, it is important that it should be in possession of full and accurate information of the latest developments in regard to the licensed-house system and, where licensed houses have been closed, in regard to the results of such measures, especially in cosmopolitan centres, seaports and garrison towns.

The Commission accordingly recommends, upon the proposal of Mr. Cohen, that the Secretariat shall be enabled to prepare a report, supplementing the information contained in the reports referred to above. As the Commission is reluctant to suggest that a further request for information on this subject should at the present moment be addressed directly to the Governments, it proposes that the Secretariat should, in its discretion, obtain the necessary material by application to members of the Commission, by personal enquiry in the countries concerned, or otherwise.

#### *Co-operation among the Various Authorities.*

The Commission recognised the necessity for adequate co-operation between the various authorities responsible for dealing with the problem of the traffic in women and children in the East, but until it should have studied the question more fully and heard the views of other organisations, as desired by the Council of the League, it reserved its own view as to possible new measures of co-operation. In the meantime, it considered that it would be desirable for the competent authorities of those countries in the East which were particularly concerned with the problem to keep each other informed as to the existing position and as to any new measures proposed to restrict the traffic, and that an immediate co-ordination of already existing measures, pending possible new suggestions, appeared more desirable.

#### *Invitations to Missions and Associations.*

The Council had invited the Commission to request "the central organs of missions and of private international or national (but not local) organisations to study the report and submit written suggestions for communication to the members and assessors of the Advisory Commission for the Protection and Welfare of Children and Young People".

After studying the question, the Commission proposed that these invitations should be sent to the following missions and organisations :

- (1) International organisations represented on the Advisory Commission for the Protection and Welfare of Children and Young People ;
- (2) International missions and organisations — in particular, those which have branches in the countries concerned ;
- (3) National organisations in the countries concerned, dealing with social and health questions and the protection of children or similar questions.

It considered that the Chairman of the Advisory Commission, in sending these invitations, should draw special attention to the suggestions formulated in the report and request observations thereon.

The Commission considered whether it was necessary to prepare a questionnaire in order to make clear on what points the missions and private organisations should give their replies and suggestions. In view of the variation in the activity of the different missions and associations to be consulted, the Commission decided not to draw up a questionnaire, but recommended that the attention of the missions and associations be drawn to the points specially referred to in the considerations and suggestions submitted to the League of Nations Council in the report of the Commission of Enquiry into Traffic in Women and Children in the East. The points in question do not, however, in any way restrict the communications to be made.

In accordance with the above proposal, it would be advisable to use the list of missions and international and national organisations contained in Appendix III and to supplement this list with the help of the representatives of the countries concerned.

The Commission considered in what manner action could be taken on the Council's decision, which implies that the written suggestions of the missions and private organisations will be communicated to the members and assessors of the Advisory Commission. After an exchange of views, the Commission recommended that the organisations be requested to send, in addition to their complete report, a short summary. The summary alone will be communicated to the members and assessors, while the complete documents will be placed at the disposal of applicants, in the original language, only in so far as the organisation in question has sent a sufficient number of copies. This procedure will enable the Secretariat to avoid difficulties of interpretation in summarising the reports, while giving the members authentic information.

The Advisory Commission fixed December 1st, 1933, as the date by which the information sent by the organisations must reach the Secretariat. This date has been chosen in order to give the members of the Commission time to prepare for the discussions of the next session.

The Polish delegate considered that, between now and the next session, the Advisory Commission might take up certain principles arising out of the discussion and act upon them. He submitted the following resolution :

"The Advisory Commission for the Protection and Welfare of Children and Young People requests the Council of the League of Nations to invite Governments which have not yet done so.:

- "(1) To ratify the Agreement of 1904 and the Conventions of 1910 and 1921 for the suppression of the traffic in women and children on behalf both of their own countries and of their colonies, protectorates and mandated territories ;

“(2) To set up, where they do not yet exist, the central authorities provided for by the Agreement of 1904.

“ It requests the Director of the Social Questions Section :

“(3) To consider ways and means of co-ordinating the measures taken by Governments in the East and those of private organisations in their campaign against the traffic, through the intermediary of the League of Nations ;

“(4) To study by what methods financial aid and the necessary protection could be afforded to women of Russian nationality who have been abandoned and are in Far-Eastern territories, and to submit a report to it on that question at its next session.”

The Commission expressed its gratitude to the members of the Committee of Experts on the Traffic in Women and Children for the work it has done, which will be of great value for the whole of the Commission's future work.

It also expressed its thanks to the Bureau of Social Hygiene for placing the necessary funds for this enquiry at the League's disposal.

(Signed) Eric Einar EKSTRAND,  
*Secretary, Director of the Opium Traffic  
and Social Questions Sections.*

(Signed) Enrique E. BUERO,  
*Chairman.*

(Signed) Professor W. POLLIGKEIT,  
*Vice-Chairman.*

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#### Appendix I.

#### REPORT OF THE SUB-COMMITTEE ON THE REORGANISATION OF THE COMMISSION.

(January 16th to 20th, 1933.)

1. *Meeting of Sub-Committee.* — The Sub-Committee appointed by the Advisory Commission at its eighth session, in April 1932, to enquire into its constitution and working met at Geneva from January 16th to 20th, 1933. The members of the Sub-Committee appointed by the Commission were : Mme. ROMNICIANO (*Chairman*), Dr. BÄUMER, Mr. HARRIS, M. REGNAULT, Count CARTON DE WIART, Mr. COHEN, Mlle. DALMAZZO and Mlle. GOURD. All the members were present except M. Regnault, who was replaced by M. BOURGOIS, and Count Carton de Wiart, who was replaced by M. MAUS. Miss WALL was present by permission of the Sub-Committee to assist Mr. Harris, who was Rapporteur on the question of re-organisation.

2. *Documents.* — The Sub-Committee had before it the observations and suggestions made by Government delegates and assessors in response to the invitation issued by the Commission. It also had under its consideration a revised report made by the Rapporteur as a result of the discussion in the Commission and the comments made subsequently by members, and a report by M. Bourgois containing a number of observations as to the aims of the Commission and its procedure and a valuable summary of its past activities. All these documents have been circulated to the Commission and are available for reference.

3. *Functions of the Commission.* — Before discussing in detail the constitution of the Commission, the Sub-Committee conceived it to be its duty to attempt to give some account of the functions of the Commission in both its branches of work : Traffic in Women and Children and Child Welfare. The task is not difficult in the former case. The Traffic in Women and Children Committee was formed to advise the Council of the League of Nations in carrying out its duty under the Covenant of supervising the execution of the international instruments on this subject. It is clearly the function of the Traffic in Women and Children Committee, not only to consider the ways and means of preventing the exploitation of women and children for the purposes of prostitution, but to enquire into and report on all social measures which bear directly on the alleviation of the evils connected with the traffic.

4. In the case of the Child Welfare Committee the answer is not so simple. When the establishment of the Committee was proposed, its sphere of action, as M. Bourgois points out, was defined as comprising all matters relating to the protection of children from a legal, health, educational and moral point of view. It takes the whole field of child welfare for its province, and, as most social questions have an aspect which concerns child welfare, it follows that the Committee has more or less unlimited scope for its activities. The Sub-Committee

has found it impracticable to suggest any definite limits, but in view of this lack of definiteness it is all the more necessary that, before deciding to begin the study of any question, the Commission should consider the importance of the question in relation to others and should endeavour to define exactly the scope which it is desirable to include. It is suggested that the Commission should refrain from taking up any question which is being dealt with effectively by another organisation, unless there is some special aspect of the question which needs supplementing from another point of view. It may, however, be desirable for the Commission to keep in touch with the work being done by other organisations and to make suggestions in connection with the carrying out of it. Proposals made later in this report in connection with procedure should help the Child Welfare Committee to give greater precision to its work.

5. The Sub-Committee thinks that the Child Welfare Committee should, broadly speaking, aim at becoming :

I. An "action centre", by securing :

(a) Co-operation of Governments by the preparation of conventions, agreements, international conferences, etc. ;

(b) Co-operation of voluntary associations.

II. A "study centre", by directing or carrying out studies or investigations, through its own members and assessors, special experts, sub-committees, or through other organisations.

III. A "world documentation centre" designed to facilitate the exchange of information :

(a) Between Governments (conventions, agreements, laws, regulations, official institutions, statistics, etc.) ;

(b) Between private bodies (list of existing institutions, work of congresses, examination of books and reviews, publication of a review, etc.).

6. *Constitution.* — Having attempted in this way to form an idea of the Commission's functions, the Sub-Committee proceeded to review its existing constitution. It was agreed that the inclusion of unofficial as well as official elements in the Commission had been productive of excellent results and should be maintained, and it was also agreed that the division of the Commission into two committees should be continued. It was felt that certain advantages which would undoubtedly be gained by getting rid of this division of the work and by substituting a single commission with a different title would probably be outweighed by even greater disadvantages. Nor did the Sub-Committee favour the complete separation of the Committees which had also been suggested. This suggestion was carefully considered when the Child Welfare Committee was established, and it was decided that, as there were questions to be studied which concerned both committees alike, it would be desirable that the two committees should form an organic whole. Experience appears to the Sub-Committee to have confirmed the soundness of this opinion.

7. *Government Representatives.* — The Sub-Committee considered carefully the official and non-official elements of the Commission both as regards number and character. The question of number cannot safely be disregarded because, while the Commission must be large enough to be sufficiently representative of different points of view and interests, it is obvious that, unless the size of the Commission is kept within reasonable limits, the transaction of business is hampered and expense is increased with a decreased efficiency. As regards the Government representatives, the feature which impresses the Sub-Committee is not so much the number (twelve) as the restricted character of the representation. Nine of the twelve countries represented are European. Moreover, it appeared to the Sub-Committee that the principle of permanent representation needs modification so as to widen the sphere of influence and interests of the Commission and to bring new points of view under examination.

8. Bearing in mind these two considerations, the Sub-Committee proposes that the future constitution of the Commission on its official side should be in accordance with the following general principles :

(a) The Commission should include the representatives of fifteen countries and, so far as practicable, the countries selected should be representative of different groups according to the general character of their social organisation and institutions, legal systems, etc. ;

(b) Every five years, the Commission should propose the replacement of five countries represented on the Commission by five other countries falling as far as possible within their respective groups ;

(c) In future, when a country is selected for representation, it should be limited to a period of five years, provided that this period should be renewable for a further period of five years and so on ;

(d) Any country which is displaced from the Commission under this scheme should be eligible for re-selection at the next or any future quinquennial revision ;

(e) Any country which is displaced should be made a corresponding member of the Commission until it re-enters and should receive documents and be entitled to express its views in writing on any question under consideration.

The increase in the number of Governments from twelve to fifteen will make it unnecessary at first to make more than two changes in the existing representation. One at least of the two changes should be to substitute a non-European for a European country. The Sub-Committee recommends that the additions and the changes should take place in time for the annual session in 1934 and that the revision as respects five countries should take place thereafter at intervals of five years — the next taking place in 1939.

9. The Sub-Committee considered carefully other alternative proposals, as, for instance, that the Government representatives should follow the constitution of the Council both as regards its permanent and non-permanent membership, and as regards the countries actually selected. Other proposals were that the countries to retire should be chosen by the drawing of lots or by alphabetical order. The Sub-Committee rejected these suggestions although they appeared to offer considerable advantages in some directions. The Sub-Committee is convinced that, while the element of change is required, the element of permanence is also essential to its work and that the loss of the assistance of certain countries, at any rate at the present stage of its development, would be disadvantageous.

It does not follow that these are necessarily the countries which are of the greatest political importance or that the Council's plan of rotation would be altogether applicable to the purposes of the Commission. Moreover, retirement by lot or alphabetical order might result in the removal of countries the assistance of which might be specially required at the time. The Sub-Committee has come to the conclusion that some other method must be found of providing for a change in official representation, and it believes that it can best be decided by the good sense and loyal co-operation of the members of the Commission in the light of all the circumstances at the time.

10. *Assessors.* — The unofficial element on the Commission is represented by assessors. Before considering the existing arrangements in regard to assessors, it will be convenient to consider the purposes they fulfil. These purposes can be stated briefly as follows :

- (a) To provide special information on particular subjects ;
- (b) To assist in carrying out the decisions and recommendations of the Commission ;
- (c) To focus international public opinion on the work of the Commission and to secure support for its recommendations.

11. The considerations affecting the assessors are somewhat different from those affecting the Government delegates, though, in this direction also, the Sub-Committee thinks there is need for change in representation from time to time. The Sub-Committee proposes that, to secure this object, associations which are selected to nominate assessors on the Commission should be so selected as from 1934 for a period of five years, and that thereafter the Commission should consider every five years what changes should be made in the associations so selected. Any organisation should be eligible for reappointment. In the selection of associations, regard shall be paid to the character of their work and the choice should be limited to those which are international.

In addition to the regular assessors, the Sub-Committee realises that, in the consideration of a particular question, it may occasionally be necessary to ask an organisation which is concerned directly with some question under consideration to send a representative to attend the session of the Committee at which the subject is being discussed.

12. There are, at present, nineteen assessors attached to the Commission, of which seven attend the meetings of the Traffic in Women and Children Committee and twelve those of the Child Welfare Committee. The Sub-Committee thinks that there has been a tendency in the past to add new assessors without sufficient consideration of the effect on numbers or of the principles on which the selection of assessors should be based. While allowing therefore for the possible strengthening of the assessors in certain directions, regard must be had to the desirability of decreasing the number as opportunity offers.

The Sub-Committee suggests that it is misleading to include among the assessors " persons appointed in a private capacity ", and that such persons should, in future, be classified under the title " additional unofficial members " with the description of the person concerned.

13. Having suggested these general principles regarding the appointment of assessors, the Sub-Committee thinks it desirable to consider the circumstances of the two committees separately. As regards the Traffic in Women and Children Committee, experience has shown the advantage to the Committee of having the assistance of the international associations engaged in dealing with the problem. These associations should be in a position to inform the Committee of public opinion, as well as to secure the support of public opinion for the measures recommended by the Committee. The Sub-Committee ventures to hope that, by consultation and co-operation between the various associations concerned, it may be possible to reduce the number of assessors appointed by associations from six to five.

14. As regards the Child Welfare Committee, the Sub-Committee observes that, of the twelve assessors, two belong to associations which are not of an international character. While the assistance of the assessors has been much appreciated, a reduction in numbers is to be desired when opportunity offers. It must not, however, be overlooked that the panel of assessors might usefully be strengthened by the addition of international associations representing the interests of the adolescent and the interests of women in the Far East. Attention was drawn in the Fifth Committee of the Assembly in 1932 to the desirability of securing the help of Indian or other Oriental representatives.

15. *Liaison.* — In addition to the assessors, there are liaison officers attached to the Commission from the International Labour Office, the Health Organisation and the Committee on Intellectual Co-operation. The Commission has received substantial help by this system of liaison and the Sub-Committee recommends that it should be continued. It suggests, however, that, if the agenda is more carefully planned, as recommended later, it will be possible for the liaison officers to arrange their attendance more conveniently and to be present only when a question with which their particular organisation is concerned is under consideration.

16. *Secretariat.* — The Sub-Committee considered the position of the Director and his assistance in relation to the work of the Commission.

(1) *Character of Work.* — The Sub-Committee finds that the Secretariat work falls into two main divisions :

(a) General administrative duties, consisting of the dealing with documents, correspondence, enquiries of all kinds and of preparation for meetings of the Commission and its sub-committees and for meetings of the Council and Assembly ;

(b) Special studies consisting of the compilation of reports on different types of legislation or on lengthy and complicated replies from Governments to questionnaires on special subjects.

The Sub-Committee thinks that to this work might be added at some future date some general reviews on the welfare of children and young people, to appear from time to time but not necessarily annually, which should contain information on amendments in legislation on subjects studied, accounts of interesting experiments or new methods being practised, or descriptions of any interesting developments.

(2) *Co-operation.* — The Sub-Committee considers that closer contact should be kept between the Secretariat and welfare work among the young in different countries. To effect this co-operation, it felt that money should be available to enable members of the Secretariat to visit countries from time to time and study aspects of their welfare work on the spot.

It further desired to see established a correspondent in every country with whom the Social Section might communicate. In the case of countries represented on the Commission, it was suggested that the Members might be willing to act as correspondents. In the case of countries not so represented, the Social Section might be able to find some official or other authority in each country who would be willing to undertake this function.

(3) *Composition.* — The staff of the Section is too small and too overworked to be able to do more than carry out the heavy general duties with which it is charged. The Sub-Committee therefore considered that one or more members should be added for special purposes in either a permanent or a temporary capacity. To these members might be given the task of drawing up the special studies mentioned above. Temporary members for special studies might be drawn from various nationalities, and, in that way, they would help to spread knowledge of this work on their return home. They would require qualifications enabling them to do research and draw up reports, and they would be assisted generally by the advice of their colleagues. These temporary assistants would have the time to study a subject thoroughly and to consult recognised authorities or works of reference in order to establish a complete and scientific report.

17. *Expert Assistance.* — The Sub-Committee considered the rôle of the expert in relation to the Commission's work. To some extent, the Commission now refers the more technical questions, such as those on health or on labour subjects, to technical organisations, so that, in this direction, it has the expert assistance which is required. In other cases where the Commission requires special expert assistance, it is important that the Commission itself should choose the expert or experts who are to be employed.

Further, it was felt that, in such a case, the expert might attend at the stage when a subject was being considered for study, to outline its scope and suggest the principal features worthy of special attention. It was, however, considered that no expert should be regarded as indefinitely attached to the Commission or to any of its sub-committees merely because his subject was still on the agenda. Later consultation, if desired, might be called for if the Commission so decided. It should always be open to the Secretariat to consult experts in the compilation of its reports if this is found necessary.

18. *Procedure.* — The Sub-Committee gave careful attention to methods of work and received much valuable assistance and information from Mr. Johnston, of the International Labour Office, on the procedure adopted by his Organisation in carrying through its work. The Sub-Committee's conclusions may be summarised in relation to the work of the Agenda Sub-Committee, the treatment of questions coming before the Commission, and the final stage of each subject.

(1) Agenda Sub-Committee. — (a) The Sub-Committee unanimously felt that there were too many subjects on the Commission's agenda and that efforts should be made to reduce the number of questions to be actively discussed to no more than one or two for each session.

(b) To ensure this limitation, the Agenda Sub-Committee should have sufficient time before and after, and, if necessary, between, the sessions to consider and plan each agenda.

(c) Every question proposed should be submitted to the Agenda Sub-Committee, which should assign it a place on a list of subjects arranged in order of importance.

To establish priority of place, each question should be considered in relation to the importance or urgency of the problem, the scope or international character of the subject, its constructive value when studied, etc. Having considered and classified the subjects, the Agenda Sub-Committee would report its findings to the Commission.

(2) Treatment of Questions. — The Sub-Committee found that the subjects coming before the Commission are of two kinds :

(a) *Permanent*, such as the annual reports to the Traffic in Women and Children Committee from Governments, from liaison officers and from voluntary organisations.

These questions are mainly of a documentary character and should not require verbal exposition, but should rather promote interesting comment, raise questions for elucidation, or suggest further lines of study.

(b) *Non-permanent*, such as special studies either carried out by the Commission or furnished by other organisations on the initiative of the Commission.

Such subjects also include resolutions by the Assembly giving directions and suggestions for special study.

The Sub-Committee recommends that the Commission should draw up rules of procedure as to the manner in which questions are to be dealt with when placed on the agenda so as to secure full and systematic treatment. To give an idea of what the Sub-Committee had in mind, some suggestions have been added at the end of this report. It will be seen that three or four developments in the progress of the work are outlined so as to ensure procedure by regular stages.

(3) Final Stage of Subject. — The Sub-Committee considered that after each piece of work is finished, and not until then, the Commission should complete its task by :

(a) Making proposals for international action or agreement ;

(b) Passing resolutions when required in definite and practical terms based on the findings of carefully-prepared documentation ;

(c) Following up regularly so far as possible the response to its resolutions, reports and recommendations ;

(d) Endeavouring to increase the sphere of influence of all its activities.

19. *Financial Matters.* — The Sub-Committee is satisfied that the work of the Commission is seriously handicapped by inadequacy of funds. It notes that the Assembly of 1932 pressed for more generous budgetary assistance, and it desires to emphasise the direction in which increased credits should be paid — as, for example :

(a) Additional number of members in the Social Section ;

(b) Visits to study or establish contacts between the Secretariat and welfare work for the young in different countries ;

(c) Occasional expert assistance ;

(d) Meetings of sub-committees ;

(e) The printing of the Minutes of the Commission ;

(f) Greater supply of documents for propaganda and publicity purposes.

20. *Length of Session.* — It may be useful to refer to the length of the Commission's sessions. Hitherto, it has been the practice of the Commission to hold one session in the spring of each year for a fortnight, equally divided between the two committees. Meetings of the sub-committees have been held as required at other periods. The work of the Commission ought not to be allowed to suffer by lack of time for adequate discussion. Experience has shown that, unless sufficient time is allowed, the quality of the work is bound to suffer. On the other hand, the programme of work must, to some extent, be regulated by



the time available, as, apart from the question of finance, the amount of time which the average member can spare for meetings is necessarily limited. On the whole, the Sub-Committee thinks that an annual session of about a fortnight should suffice, though, in particular cases, the time might be extended to three weeks.

21. *Title of Commission.* — In conclusion, the Sub-Committee wishes to add that it is not entirely satisfied with the title of the Commission and its two committees, and, though it is unable at the moment to make definite proposals, it would be glad to see the matter further examined.

**Annex to the Report of the Sub-Committee.**

**SUGGESTED PROCEDURE FOR THE TREATMENT OF SUBJECTS.**

1. As subjects in their turn come on the agenda after they have passed through the Agenda Sub-Committee and have been assigned their place, the first stage should be that of general discussion. This discussion will deal with the suitability of the subject, its scope, aspects of special interest and the object in view; for instance, whether it is desired to prepare an international convention, to make a comparative study of law and practice, to conduct special research, etc.

2. After the decision as to the character of the study has been taken, the Commission will ask the Secretariat, according to the nature of the question, either to prepare a report of the material available on the subject and a plan of study, or to draft a questionnaire to be addressed to Governments.

The report on material available or the draft questionnaire will come before the Commission for discussion (and, in the case of answers to a questionnaire, this material will again come before the Commission, or a sub-committee, for consideration).

3. After the collection of material has been completed and fully discussed, the Secretariat will proceed to the drawing up of a report on the lines indicated by the Committee. It is not until this final stage has been reached that documents should be printed. It follows that the Commission itself shall decide both the form of the document to be printed and the material to be included.

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**Appendix II.**

**RULES OF PROCEDURE TO REPLACE EXISTING RULES OF PROCEDURE, DATED MAY 16TH, 1930.**

*Article 1.*

The Committee shall meet as the Council may direct and at least once a year. The Committee shall be convened by communications addressed in the name of the Council by the Secretary-General both to the Governments concerned and to the members and assessors of the Committee.

*Article 2.*

The members of the Committee shall serve in turn as Chairman of the Committee. The Chairman shall hold office from the date of the opening of one annual ordinary session until the opening of the annual ordinary session of the following year. The order of rotation in which the members shall serve as Chairman shall be the French alphabetical order adopted by the Assembly of the States which they respectively represent.

*Article 3.*

The assessors shall have the same rights as members, except the right of voting and the right to act as Chairman. They shall, except in special cases, represent international organisations whose work is recognised as coming more particularly within the scope of this Committee. Their appointment shall be for a period of five consecutive years and may be renewed.

Whenever a vacancy occurs, the Committee shall consider whether any changes are desirable as regards the organisations represented.

*Article 4.*

The Secretariat of the Committee shall be provided by the Secretary-General of the League.

*Article 5.*

The Committee shall appoint an Agenda Sub-Committee, which shall meet immediately before and during or immediately after each session of the Committee. The Agenda Sub-Committee shall be appointed for a period of three years and thereafter shall be reappointed triennially, but any person serving on the Agenda Sub-Committee shall be eligible for re-election.



*Article 6.*

Any member or assessor who desires to place a subject on the agenda shall send notice in writing to the Secretariat, together with information in support of the proposal. The Secretariat shall bring any such proposal and any proposal made by the Assembly before the Agenda Sub-Committee at its next meeting and shall also furnish the Agenda Sub-Committee with a statement of the progress of all questions under consideration and a list of those outstanding.

*Article 7.*

At its meeting immediately before each session, the Agenda Sub-Committee shall place all subjects submitted to it in order of priority according to the urgency, importance, constructive value or international character of each problem, and shall prepare a provisional agenda for the session, having regard to the time available for the effective discussion and treatment of each subject. In preparing the provisional agenda, the Agenda Sub-Committee shall indicate the particular part of the subject which, in its opinion, requires prior consideration.

*Article 8.*

The provisional agenda, after confirmation by the Committee, shall form the agenda of the session without further alteration; provided that a question not on the agenda may be added on the ground of special urgency, with the approval of the Committee by a majority of two-thirds of its members.

*Article 9.*

At its meeting during or immediately after each session, the Agenda Sub-Committee shall prepare a provisional agenda for the following session, which shall be circulated forthwith to the members and assessors of the Committee.

*Article 10.*

The Committee may appoint one of its members or assessors to be rapporteur on any subject or may appoint a sub-committee of its members or assessors to enquire into any subject and make a report.

*Article 11.*

Before asking the Secretariat or any member or assessor of the Committee to obtain information or to prepare a report on any subject, the Committee shall hold a preliminary discussion to determine the exact scope of the subject, the method of treatment, and the object in view (as, for example, the preparation of an international convention or the making of a special study or research, etc.).

*Article 12.*

When it appears to the Committee that sufficient material has been collected to enable it to come to a conclusion on any subject on the agenda, the Committee shall consider and discuss the matter fully and shall take such action as appears to be necessary whether by the passing of a formal resolution or otherwise. Before the publication of any report, the general scheme shall be approved as far as practicable by the Committee.

*Article 13.*

All documents relating to questions on the provisional agenda for any session shall be circulated by the Secretariat to members and assessors so as to reach them, if possible, one month at least before the session of the Committee, but no responsibility shall be placed on the Secretariat in regard to any material which reaches it too late to be included in the circulation.

*Article 14.*

During the discussion of any question, any member may move the previous question or the adjournment. Such a motion shall have priority and shall be voted on without discussion on substance.

*Article 15.*

A majority of the members of the Committee shall constitute a quorum. Except as provided by Article 8, the Committee shall take all decisions by a majority of the members present at the sitting. The Chairman has only one vote as delegate of his country. In the case of votes being equal, the motion will be regarded as lost, except in questions of procedure, where the Chairman shall have a casting vote.

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**Appendix III.**

LIST OF ORGANISATIONS TO BE CONSULTED.

*Category I. — Organisations represented on the Advisory Commission for the Protection and Welfare of Children and Young People.*

1. International Catholic Association of the Organisations for the Protection of Young Girls.
2. International Federation of Girls' Friendly Societies.
3. Jewish Association for the Protection of Girls and Women.
4. International Bureau for the Suppression of Traffic in Women and Children.
5. International Union of Catholic Women's Leagues.
6. International Women's Organisations.
7. International Federation of Trade Unions, Amsterdam.
8. International Boy Scouts and Girl Guides Organisations.
9. League of Red Cross Societies.
10. International "Save the Children" Union.
11. International Association for the Promotion of Child Welfare.
12. Pan-American Institute for Child Welfare.
13. Canadian Council for Child Welfare and Council of Social Work in Canada.

*Category II. — Missions and Other Organisations.*

Sacred Congregation of Propaganda, Rome.

International Missionary Council, 2, rue de Montchoisy, Geneva.

Salvation Army, Queen Victoria Street, London.

International Abolitionist Federation, International Centre, Zeist, Netherlands.

All-Asian Women's Association, Randall's Road, Vepery, Madras.

Young Men's Christian Association, 3, rue Général-Dufour, Geneva.

Young Women's Christian Association, 2, rue Daniel-Colladon, Geneva.

*Category III.*

*China:*

1. Women's Association of the Kuomintang, Nankin.
2. National Child Welfare Committee of China, Shanghai.  
(List to be completed in consultation with M. Hoo, delegate of China.)

*Japan:*

1. Fujū Kyōfukai, Tokio.
2. Chūō-Shakai-jigyō, Kyōkai, Tokio.  
(List to be completed in consultation with M. Yokoyama, delegate of Japan.)

*United States of America; Philippines:*

1. American Social Hygiene Association.
2. National Catholic League of Philippine Women.  
(List to be completed in consultation with Miss Lenroot, delegate of the United States of America.)

The list for the Netherlands East Indies, Syria, Indo-China, India, the British colonies and mandated territories, Macao, Persia, Iraq and Siam will be drawn up in consultation with the Governments and persons concerned. The Director of the Social Section is authorised to consult other associations which he considers in a position to give useful information.

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

**REPORT ON THE WORK OF THE TWELFTH SESSION**

*(Geneva, April 6th to 8th, 1933.)*

The twelfth session of the Traffic in Women and Children Committee opened at Geneva on April 6th, 1933, under the Chairmanship of His Excellency M. Enrique E. BUERO, delegate of Uruguay, and the Vice-Chairmanship of Professor POLLIGKEIT, delegate of Germany.

**Composition of the Committee.**

*Government Delegates :*

His Excellency M. Enrique E. BUERO ( <i>Chairman</i> )	<i>Uruguay.</i>
Professor POLLIGKEIT ( <i>Vice-Chairman</i> )	<i>Germany.</i>
M. WAGNER, substitute delegate	
M. Isidore MAUS	<i>Belgium.</i>
Mr. S. W. HARRIS	<i>United Kingdom.</i>
Miss WALL, substitute delegate	
Dr. Estrid HEIN	<i>Denmark.</i>
Mme. MARTINEZ-SIERRA	<i>Spain.</i>
M. MARTINEZ-AMADOR, substitute delegate	
Miss LENROOT	<i>United States of America.</i>
His Excellency M. REGNAULT	<i>France.</i>
M. BOURGOIS, substitute delegate	
Professor CONTI ( <i>absent</i> )	<i>Italy.</i>
Donna Cristina GIUSTINIANI-BANDINI, substitute delegate	
M. YOKOYAMA	<i>Japan.</i>
M. SASAGAWA, expert	
M. KOSUGE, expert	
His Excellency M. CHODZKO	<i>Poland.</i>
Mme. WOYTOWICZ-GRABINSKA, substitute delegate	
Mme. SIEMIENSKA, expert	
Mme. H. ROMNICIANO	<i>Roumania.</i>

*Assessors :*

Mlle. THURLER	International Catholic Association for the Protection of Young Girls.
Mr. S. COHEN	Jewish Association for the Protection of Girls and Women.
Mr. F. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mlle. KURZ	International Federation for the Protection of Girls.
Mme. G. AVRIL DE SAINTE-CROIX	Women's International Associations.
Miss BALFE	International Union of Catholic Women's Leagues.
Dame Rachel CROWDY	(Appointed in a personal capacity.)
Mr. BASCOM JOHNSON	(Appointed in a personal capacity.)

*Liaison Officer :*

Mr. G. A. JOHNSTON	International Labour Office.
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*Secretariat :*

M. E. E. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.
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At the beginning of its report, the Traffic in Women and Children Committee desires to point out that much time was devoted to the mixed session of the Child Welfare and Traffic in Women and Children Committees, which considered questions of common interest to both Committees, and accordingly its session this year has been curtailed to an extent that has

seriously compromised its work. Several of the questions on the agenda could not be discussed with sufficient thoroughness, and a number of delegates and assessors expressed the hope that more time might be reserved next year for the session of the Traffic in Women and Children Committee.

The delegate of Poland pointed out that the report under discussion was too brief, as no time had been given for its preparation. He would, however, not object to its discussion and approval on condition that the Minutes of the Traffic in Women and Children Committee were communicated *in extenso* to the Council at the same time as the report.

#### I. REPORT BY THE SECRETARY ON THE PROGRESS OF THE WORK.

The Secretary informed the Committee that, since the previous session, Persia, Egypt, Mexico and the Sudan had acceded to or ratified the 1921 Convention, bringing the number of signatories of the Convention to 44. The Turkish Government has appointed a special Commission to consider whether new provisions should be introduced in the legislation at present in force, in order to bring it into line with the Conventions. A Bill relating to Turkey's accession to the 1921 Convention will shortly be submitted to the Grand National Assembly.

#### II. ANNUAL REPORTS OF GOVERNMENTS.

The annual reports of Governments for 1931 on traffic in women and children and on obscene publications were noted without discussion, some delegates merely commenting briefly on a few passages.

The Belgian delegate gave information in regard to measures taken by his Government to protect young artistes proceeding abroad. The Roumanian delegate referred to the alleged discovery of a band of traffickers in Bucharest. She described the measures taken by the Roumanian authorities at the request of the Danzig and Hungarian central authorities for corroboration of the statement, and informed the Committee that the information given had been false. The Roumanian delegate also described the activity of the voluntary organisations in Roumania and referred more particularly to their work for the protection of girls.

The Polish delegate noted with satisfaction that account had been taken of his request to publish statistics in the annual reports. He drew attention to the number of foreign prostitutes expelled and noted with regret that the figure was still very high.

Several delegates emphasised the desirability of receiving very complete reports. The assessors pointed out that the information contained in them was of great use to them as propaganda material.

It was suggested that a list of central authorities might be printed and issued separately to the Governments.

When taking note of the report on obscene publications, several delegates supplied information concerning certain features of the report.

At the request of the Secretary, the Committee decided that annual reports should henceforth refer to a period from July 1st to June 30th, Governments being requested to send such information to the Secretariat not later than November 1st of the same year.

#### III. REPORT OF THE INTERNATIONAL VOLUNTARY ASSOCIATIONS.

1. The representative of the *International Catholic Association for the Protection of Young Girls* supplied information concerning the progress of the society and emphasised the importance of railway missions for the protection of girls. In answer to a desire expressed by the Committee, she submitted a report on the movements of young girl emigrants (their employment abroad and the conditions and laws which govern emigration in various countries).

2. The representative of the *Jewish Association for the Protection of Girls and Women* explained the difficulties encountered in social work in the present economic conditions, but said that the committees were unremittingly pursuing their activities. The report paid special attention to the activity of the committees in South America, whilst showing a record of work in other parts of the world. He read a letter he had received showing that in Rosario (Argentine) all the brothels had been closed on December 31st, 1932.

3. The representative of the *International Bureau for the Suppression of the Traffic in Women and Children* explained the principal points that had been submitted to the national committees of the Bureau for consideration before the Bureau's next meeting. The questions retained for examination were : a study of the means of protecting and rehabilitating women and girls in countries where the system of licensed houses had been abolished, an examination of the possibilities of stimulating public opinion in favour of the closing of such houses, and a study of the question whether the economic depression was increasing or decreasing prostitution. The Committee was particularly interested to hear of the progress being made in Egypt.

4. The representative of the *International Federation for the Protection of Girls* gave chief attention in her report to the questions which more particularly affect the Committee's work (campaign against prostitution, enquiry into unemployment, etc.).

5. The representative of the *International Women's Associations* gave interesting information regarding the activities of the International Women's Organisations of Australia, Austria, the United Kingdom, Czechoslovakia, Denmark, Finland, France, Germany, Greece, Hungary, India, Irish Free State, Japan, the Netherlands, Norway, Poland, Roumania, Switzerland, Syria and Yugoslavia. This information dealt, *inter alia*, with the desirability or undesirability of novels and films on traffic in women and children and on the use of women police. The National Councils of Women approached their respective Governments to secure the ratification or the application of the Conventions relating to the Traffic in Women and Children.

6. The representative of the *International Union of Catholic Women's Leagues* surveyed the Union's work at its Congress at Lucerne, where special attention was paid to abolishing the age-limit in Conventions against the traffic in women, the penalties to be imposed on *souteneurs*, and the usefulness of women police.

Most of the associations dealt in their reports with the influence of unemployment on prostitution. Some of them were of opinion that professional prostitution has declined with the economic crisis, whilst casual prostitution has increased. The Polish delegate emphasised the importance of studying this problem, and suggested that it would be desirable for the organisations represented on the Committee to co-operate in studying the question according to an agreed plan.

The representative of the *Jewish Association for the Protection of Girls and Women* gave particulars regarding the repatriation of necessitous women and children, as part of the work of the International Conference for the Protection of Migrants. As, however, the examination of this question required time, the Committee decided to refer consideration of the question to the Special Committee of the League which was to meet shortly for that purpose, and expressed the hope that it would meet within the year.

The Committee took note of the reports submitted by the Secretariat on women police<sup>1</sup> and on central authorities.<sup>2</sup>

#### IV. AMENDMENTS TO THE CONVENTIONS RELATING TO THE TRAFFIC IN WOMEN AND CHILDREN.

(a) *Abolition of the Age-limit.* — In October 1932, the thirteenth Assembly approved the opinion expressed by the Committee at its previous session that the traffic in women is always and in all circumstances a profoundly immoral and anti-social act, and that this traffic should be punished even if the victims are over age and consent. It asked the Committee to study by what means the Conventions of 1910 and 1921 might be revised with regard to the age-limit.

The French delegation submitted a proposal with regard to the revision suggested, the object of which was to insert in an international agreement to be drawn up a clause providing that any person who, in order to gratify the passions of another, has procured, enticed or led away a woman or girl over age, even with her consent, for immoral purposes in a foreign country, should be punished. The authors, in submitting this proposal, pointed out that it referred only to traffic in women over age who had given their consent and were sent to a foreign country.

The French delegation explained that the countries which have maintained the system of regulation could go no further at present, and, indeed, the abolitionist countries themselves could hardly agree upon a text acceptable to all, in view of the diversity of their penal legislation on the question as regards women over age. Almost all these countries have numerous and varied reservations in their legislation. In these circumstances, it appeared difficult to draw up the text of a convention which could be accepted by a reasonably large number of signatories.

The French delegation asked that agreement should be reached immediately on its proposal, so that the latter might serve as a basis for an international agreement which should be drawn up during the current year. The representatives of the voluntary international organisations represented on the Committee and a great number of Government delegates have stated that, though the French proposal did not fulfil their hopes that traffic in women over age who gave their consent should in all cases be punished, they recognised that the French proposal was a step forward to fill a gap in the Conventions and had the advantage of being immediately practicable.

Most of the delegates congratulated the French delegation and thanked it for its practical formula, which provided a partial but immediate solution of a problem which the Committee had studied for a number of years.

The Committee has drawn up a preliminary draft protocol, which should be submitted to the Governments for their observations in time to enable them, if possible, to sign an international agreement on these lines at the next Assembly. This draft containing three articles is annexed to the report.<sup>3</sup>

<sup>1</sup> Documents C.T.F.E.579 and 579 (a).

<sup>2</sup> Document C.T.F.E.576.

<sup>3</sup> See Appendix, page 31.

The Committee adopted the following resolution :

“ The Committee requests the Council to be good enough to communicate to Governments the draft Protocol regarding the suppression of the Traffic in Women and to ask them to submit their observations to the Secretary-General of the League of Nations in the hope that, if there are no serious objections to the draft, it will be possible for the delegates of Governments present at the 1933 Assembly to sign an international agreement.

“ The Committee requests the Council to have a draft text prepared for the usual final clauses (signature, ratification, etc.) which necessarily will form part of the protocol proposed by the Committee, and to submit them to Governments together with the substantive articles recommended by the Committee.”

(b) *Penalties to be inflicted on Souteneurs.* — For a number of years, the Committee has studied the possibility of suppressing the activities of *souteneurs*. The Governments' observations on a preliminary draft protocol on this subject were studied by the Legal Sub-Committee at a meeting held in January 1933. The Committee has been informed of the difficulties encountered by the Legal Sub-Committee in revising the text of the preliminary draft in order to bring it into line with the observations submitted by the Governments. In particular, the Sub-Committee could not agree regarding the elements constituting the offence. The Committee recognised that effective suppression of the activities of *souteneurs* necessitates a standardised definition of the offence in all national legislations, whereas very great differences at present exist between those legislations.

For certain delegations the fact that some countries maintain the system of licensed houses entails difficulties in drawing up a sufficiently wide definition of the offence to satisfy all parties.

The Committee did not think it could, at this session, overcome the difficulties encountered. It wishes to point out that any progress which might be made towards the abolition of licensed houses would greatly facilitate an agreement between the Governments on the draft protocol in question, as that would enable all persons living on the immoral earnings of women to be punished. The Committee pointed out in this connection that the Joint Committee had already requested the Secretariat to make an investigation and prepare in time for next year's session a pamphlet on the abolition of licensed houses. Pending this investigation, certain delegates expressed the hope that the system of licensed houses may steadily be abolished, as this will enable it to continue its efforts to draw up an international agreement directed against the activities of *souteneurs*.

While noting that it appears impossible to make much progress this year in this question, the Committee decided to retain it on its agenda and to continue to study it at a later session.

In the meantime, the Committee recommends that, in view of the great dangers to society of the activities of *souteneurs*, Governments which do not yet possess penal legislation applicable to this category of individuals should enact penal provisions involving exemplary punishments. The Committee requests the Council to draw the special attention of Governments to this recommendation when the report is adopted.

## V. BUDGET.

The Committee adopted a budget providing for a total credit of 36,960 francs. In adopting the budget, the Committee agreed not to convene, as had been proposed, a special sub-committee to study the observations submitted by private organisations on the report of the Commission of Enquiry on Traffic in Women in the East, and requested that a temporary expert should be attached to the Social Questions Section to study the replies received.

With a view to economies, the Committee decided to reduce the number of members of sub-committees in the future to four or five.

The Chairman was requested and agreed to approach the Supervisory Commission personally in order to point out to it the necessity of granting the sums provided for in the budget adopted by the Committee.

## VI. DATE OF THE NEXT SESSION.

The Committee decided to open its next session on Tuesday, April 10th, 1934.

(Signed) Eric Einar EKSTRAND,  
Secretary, Director of the Opium Traffic  
and Social Questions Sections.

(Signed) Enrique E. BUERO,  
Chairman.

(Signed) Professor W. POLLIGKEIT,  
Vice-Chairman.

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**Appendix.**

DRAFT PROTOCOL REGARDING THE SUPPRESSION OF TRAFFIC IN WOMEN OF FULL AGE,  
SIGNED AT GENEVA ON . . . .

The undersigned, duly authorised for the purpose, have agreed, on behalf of the countries they represent, upon the following provisions :

*Article 1.*

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes in another country shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

*Article 2.*

The High Contracting Parties whose laws are at present inadequate to deal with the offences specified in the preceding article agree to take, or propose to their respective legislatures, the necessary steps to ensure that these offences shall be punished in accordance with their gravity.

*Article 3.*

The High Contracting Parties undertake to communicate to each other, in regard to any person of either sex who has committed or attempted to commit any of the offences referred to in the present Protocol or in the Conventions of 1910 and 1921 on the suppression of the traffic in women and children, the various constituent acts of which were, or were to have been, accomplished in different countries, the following information (or corresponding information in accordance with the laws and regulations of the country concerned) :

- (a) Official notice of sentence ;
- (b) A notice containing all useful particulars of the offender and, as far as possible, his civil status, description, finger-prints, photograph and police record and an indication of his methods of operation ;
- (c) Particulars of any measures of refusal of admission or of expulsion.

These documents and particulars will be sent direct and without delay to the authorities of the countries concerned by the authorities named in Article 1 of the Arrangement concluded in Paris on May 18th, 1904. They will be sent, if possible, in all cases of proved offences, sentences, refusal of admission or expulsion.

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Communicated to the Council  
and the Members of the League.

Officiel No.: C.247. M.129. 1933. IV.  
(C.P.E.416(1). C.T.F.E.602(1).)  
(C.T.F.E.604.(1). C.P.E.428.(1).)  
Erratum.

Geneva, May 29th, 1933.

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE.

Report on the Work of the Commission in 1933.

On page 10 line 15 of the English text of the Child Welfare Committee's resolution on official acts not divulging illegitimacy, the word "illegitimacy" should be replaced by the word "parentage". The text of the resolution should read as follows:-

"To examine the possibility of authorising the issue of abridged birth certificates and other official documents which make no reference to parentage and which would be regarded as adequate in all cases where information regarding parentage is unnecessary".

Series of League of Nations Publications  
IV. SOCIAL  
1933. IV. 1. Erratum.



Geneva, June 20th, 1933.

**LEAGUE OF NATIONS**

**CHILD WELFARE COMMITTEE**

**DISCLOSURE OF ILLEGITIMACY IN OFFICIAL DOCUMENTS**

The Council, at its seventy-second session, held in May 1933, approved the following resolution adopted at its ninth session by the Child Welfare Committee (March 1933):

“ The Child Welfare Committee,

“ Having taken cognisance of the information collected by the Secretariat on the subject of official documents which do not disclose illegitimacy (document C.P.E.399);

“ Noting that several States have introduced provisions into their legislation or administrative practice with a view to avoiding any reference to illegitimacy in extracts from official documents;

“ Considering that such measures deserve to be recommended;

“ Draws the Council's attention to the importance of requesting the Governments Members and non-members of the League of Nations :

“ (1) To study the report by the Secretariat relating to official documents which do not disclose illegitimacy (see below);

“ (2) To examine the possibility of authorising the issue of abridged birth certificates and other official documents which make no reference to parentage and which would be regarded as adequate in all cases where information regarding parentage is unnecessary;

“ Requests the Council to instruct the Secretary-General to ask the Governments to furnish him with their observations on the extent to which they may be able to act upon the present resolution.”

**REPORT OF THE SECRETARIAT ON THE DISCLOSURE OF  
ILLEGITIMACY IN OFFICIAL DOCUMENTS**

At its eighth session, the Child Welfare Committee's attention was drawn to the fact that certain States provide in their legislation for the issue of official documents, and, in particular, of abridged birth certificates, which do not disclose illegitimacy. The possibility offered by such legislation, which enables the fact of a person's illegitimacy to remain undisclosed — *e.g.*, when entering a school or competing for a post — is often of vital importance for children or young people born out of wedlock.

For this reason, the Child Welfare Committee instructed the Secretariat to make a study of the question. The Secretariat thereupon communicated with correspondents particularly well qualified to give information in various countries, with a view to obtaining particulars on abridged birth certificates which might serve as examples of official documents not disclosing illegitimacy.

This report contains a summary of the information received on legislation and practice in the following countries : Germany, South Africa, Belgium, the United Kingdom, Canada,

Cuba, Denmark, United States of America, Finland, France, Greece, Italy, Norway, Netherlands (Netherlands Indies, Surinam and Curaçao), Poland, Portugal, Roumania, Sweden, Switzerland.

The enquiry has elicited the following facts :

I. A NUMBER OF STATES PROVIDE FOR THE ISSUE OF ABRIDGED BIRTH CERTIFICATES WHICH DO NOT DISCLOSE THE ILLEGITIMACY OF THE HOLDER.

Examples :

(a) *Germany.* — The forms for abridged birth certificates read as follows :

*Certificate of Birth.*

Christian names and surname .....	
Born on .....	
At .....	
Date .....	
[Stamp]	The Registrar.

(b) *Canada.* — In the province of *Ontario*, the authorities issue a birth certificate giving the name and sex and the date and place of birth.

(c) *United States of America.* — The following forms are used : *Maryland* mentions the name of the holder and the date of birth ; *New York* issues a certificate of age, mentioning the name of the holder and the date and place of birth ; *Wisconsin* has a birth certificate giving the name of the holder, the maiden name of the mother and the date and place of birth.

(d) *Finland.* — For admission to an elementary school, a certificate is regarded as sufficient in practice if it contains the full name of the child and the date and place of birth.

(e) The authorities of *Surinam* issue a birth certificate giving the family name, the Christian names and the place and date of birth.

(f) *The Netherlands* have introduced a document which reads as follows :

“ The registrar of the commune of ..... declares, after having consulted the register of births of that commune, that to the best of his knowledge a child of the ..... sex, which received the name of ..... was born at that place on ..... (date).”

(g) *Switzerland.* — The registrar is authorised to issue an abridged extract from the birth register, stating surname and Christian name, place of origin and place and date of birth.

II. MANY COUNTRIES DO NOT YET FOLLOW THE PRACTICE OF ISSUING ABRIDGED BIRTH CERTIFICATES WHICH DO NOT DISCLOSE ILLEGITIMACY.

In some countries, birth out of wedlock is mentioned explicitly. In other countries, the mention of the word “ illegitimate ” or “ natural ” in such extracts is forbidden, though the extracts give the names of the father and mother, so that it is generally possible to infer that the holder was born out of wedlock. In other cases, again, persons born out of wedlock may obtain a certificate showing only the name and sex and the date and place of birth ; but these certificates are issued only to illegitimate children, whence it may be inferred that the holder is illegitimate.

III. USE MADE OF ABRIDGED BIRTH CERTIFICATES WHICH DO NOT DISCLOSE ILLEGITIMACY.

The use which can be made of abridged birth certificates varies with the legislation of the country. The following uses may be mentioned : for admission of the holder to school and to military service, obtaining a permit to work (legislation on child labour), competing for Government posts, taking out insurance policies, obtaining an immigration permit, claiming pension rights, etc.

IV. ABRIDGED BIRTH CERTIFICATES DO NOT SUFFICE FOR ALL PURPOSES.

In cases where the holder must prove his or her parentage, the abridged birth certificates cannot be used. Therefore, the countries in which abridged birth certificates are issued provide more complete extracts on the request of the persons concerned. The laws of certain States allow of the issue of such full extracts for persons born out of wedlock only on the order of a court or on the request of the mother (e.g., Massachusetts, Michigan, Minnesota, Virginia). Other countries have provisions protecting the holder against the publication of details contained in a full extract showing illegitimate birth. In Switzerland, for instance, on marriage, a full extract from the birth register is required, showing the parentage of the

bride and bridegroom ; but the official publication which precedes the marriage does not mention the names of the bride and bridegroom's father and mother, in order to avoid disclosing whether the parties are legitimate or illegitimate.

- V. THE TENDENCY OF THE LAWS OF CERTAIN COUNTRIES TO REDUCE AS FAR AS POSSIBLE THE OCCASIONS ON WHICH ILLEGITIMACY IS MADE PUBLIC APPLIES, NOT ONLY TO BIRTH CERTIFICATES, BUT ALSO TO OTHER OFFICIAL DOCUMENTS, SUCH AS CERTIFICATES OF ORIGIN, MARRIAGE CERTIFICATES, ETC.

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## SUMMARY OF INFORMATION RECEIVED.

### Germany.

I. In Germany, the abridged birth certificate is called *Geburtsschein* ; it was introduced by the Reich Ordinance of February 14th, 1924, which took effect as from April 1st, 1924, for the whole territory of the Reich (§§ 15a and 15b of the Reich Law on Entries in the Register of Births, etc., and in the Marriage Register) ; some German States have had these *Geburtsscheine* for a long time (for instance, Prussia since 1905).

II. An abridged birth certificate is issued on request for a small fee amounting to only a third of the charge made for a full extract copy of a birth register.

III. The abridged birth certificate contains the surname and Christian names of the child and the place and date of birth. It mentions only the surname borne by the child at the time of the issue of the document. Any additional information showing that the child formerly bore another name is forbidden.

IV. The abridged birth certificate merely shows that the person was born at the place and on the day indicated and that the birth was registered at the Registry Office under the given number. It is consequently not sufficient in all cases where the parentage of the child is of importance and has to be established (for instance, in the case of adoption, marriage or claim to a legacy).

For pension claims under the Reich insurance and public relief systems, a form is used which does not disclose illegitimate birth in the case of subsequent adoption or legitimation through the marriage of the parents. The same applies to the form introduced in Prussia by the National Law for the Registration of Children in Schools and to the form used in Prussia for marriages. These two forms are also used in other German States.

V. There are no statistics for the issue of abridged birth certificates. The Registry Office of Frankfort-on-Main estimates the number for its district at about 5 per cent of the issue of birth certificates of all kinds.

### South Africa.

There are no abridged birth certificates issued in South Africa. The birth certificates show the full name of both parents. The possibility and desirability of securing abridged certificates was under discussion at the meeting of the South African National Council of Child Welfare in June 1932. This Council felt that the question affected, not only the illegitimate child, but adopted children, the fact of whose adoption had not been communicated to them by the adopting parents. The Council will probably defer further discussion of the issuing of abridged birth certificates, pending the report of the Child Welfare Committee.

### Belgium.

In Belgium, no abridged birth certificates which do not indicate the parentage are issued. A circular of the Ministry of Justice, dated July 27th, 1841, gave its sanction to the custom, which is still in existence, of drawing up, besides literal copies, simplified summaries called extracts, on condition that the extracts contain everything "essential to the document". These extracts may be issued to those concerned on their request.

These extracts must contain everything "essential to the document" — that is to say, to a birth certificate — the surname and Christian names of the person concerned, the place and date of his or her birth and the surnames and Christian names of the parents. The particulars given in the margin of the birth certificate are not reproduced, but are duly taken into account in drawing up the document.

Further, administrative practice allows, in the case of legitimised children, of extracts from birth registers merely stating that the person concerned is a legitimate child, without mentioning the fact that the legitimation is due to the marriage of his parents subsequent to birth. This rule cannot, however, be extended to children born in Belgium of a foreign father, as the laws of a number of foreign countries do not acknowledge legitimation by subsequent marriage.

These extracts have the same value as literal copies, but it should be pointed out that, in the case of inscriptions to be made in their registers, the communal administrations of the Kingdom require the production of literal copies of the documents in question.

Extracts such as have just been described are frequently issued.

### United Kingdom.<sup>1</sup>

There is no provision in England and Wales for the issue of abridged birth certificates. It may be observed that in the English form of birth register there is no express statement of legitimacy or illegitimacy. There are, however, particulars of parentage, from the form of which the legitimate or illegitimate status of the child can be inferred. Under the English law, the name of the father may not be entered in the column reserved for the father's name if the child is illegitimate unless the putative father joins with the mother in giving information and both sign the register. Thus, the illegitimacy of the child may be inferred, apart from any other implications derivable from the respective surnames of the father and mother.

There is a document, however, which might be incorrectly regarded as an abridged birth certificate, but which in fact is provided for other purposes. As the duty of giving information for the purpose of the registration of a birth is a legal liability of certain individuals, the Registration Acts provide that the person discharging that duty can obtain from the registrar, for a fee of 3d., a "certificate of registry" — viz., an acknowledgment that the informant's duties have been performed. In the past, this document contained certain brief particulars which, though intended merely to identify the particular occasion in respect of which the duty had arisen, led to its being offered as evidence of the date of birth, etc., of the child in question. The evidence which it provided was, however, inadequate; and its use as a birth certificate was believed to be misleading and conducive to fraud. For these reasons, the form of certificate of registry was amended some few years ago, with the object of preventing its being used for any purpose other than that for which it was obtained. Generally, the reason why no steps have been taken in England and Wales to provide an abridged birth certificate is as follows: Under the system prevailing in England, the possession of a birth certificate affords no guarantee whatever that the person possessing it or tendering it in evidence is the person to whose birth it relates. Any number of certified copies of any birth entry in the registers can be obtained by any member of the public on payment of the appropriate fees. The acceptance therefore of a birth certificate as evidence of the age of a person with respect to whom the evidence is tendered depends entirely upon the person accepting the evidence being satisfied that the certificate relates to the person whose age it is intended to prove. In some cases, the possession of an unusual conjunction of Christian and surnames may in itself be sufficient identification, but, in the majority of cases, this would not be enough, and the particulars of parentage could alone afford sufficient means of identification. It is not seen therefore how a birth certificate which omitted the particulars of parentage could be of any real utility as evidence of age of a particular individual. Indeed the official issue of such an abridged certificate would go far to confirm in the public mind the impression, which is already to some extent present in it, that a birth certificate proffered as evidence with regard to some particular person must, in some miraculous way, relate to that person, notwithstanding the absence of any evidence of identity.

It would be as well to bear in mind, moreover, that any special form of certificate expressly designed to assist the illegitimate would defeat its own ends by proclaiming that the case was one to which the special form applied. Illegitimate children would in no respect be assisted unless there were provided a form of certificate (*a*) which omitted particulars indicating illegitimacy, and (*b*) which was also in general use in the case of legitimate children. It would be hard to find a plan which satisfied both requirements.

### Canada.

The Provinces of *Alberta*, *New Brunswick*, *Prince Edward Island* and *Quebec* do not use abridged birth certificates.

*British Columbia* uses an abridged birth certificate for certain purposes. This certificate is in reality an extract of the personal particulars given in the certificate of registration of birth; such a certificate would nevertheless show the illegitimacy of a child by reason of the particulars regarding the father being omitted, and further, in all probability, the signature of the mother would appear in her maiden name. If the natural parents of an illegitimate child contract a legal marriage at any time after the registration of the birth has been effected, the Legitimacy Act enables the registrar to enter the particulars of the father upon the registration in the form of a marginal note and the child is deemed to have been legitimate to all intents and purposes from the time of the birth; an ordinary birth certificate issued therefrom after the marginal notation had been entered upon the original would not disclose the former illegitimacy.

In cases where a child has been adopted subsequent to the birth being registered, the particulars of that adoption are entered upon the original registration in the form of a marginal note and a special adoption birth certificate is issued in such cases which gives the particulars as at the time of adoption.

*Manitoba* also, since 1929, uses an abridged birth certificate both for persons born out of wedlock or otherwise on request. Only 209 such certificates have been issued since the

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<sup>1</sup> The information on the United Kingdom is given in the form requested by the United Kingdom delegation on the Child Welfare Committee.

provision came into force — *i.e.*, in the three years, an average of 70 per annum, usually in cases of adopted children.

Since about October 1925, *Ontario* has also an abridged birth certificate. The provision is neither legislative nor departmental; the abridged form was adopted merely for convenience. These abridged certificates are not issued merely on simple request. An endeavour is made to ascertain the circumstances of the applicant. If the application is for an illegitimate birth or a birth of a child who has been adopted, the abridged form is used. The certificate gives the name, date and place of birth, and sex. These abridged certificates are accepted in nearly all cases, but are not issued if required for use in foreign countries. About 25 per cent of the birth-certificate issues are made in the abridged form.

In the Province of *Saskatchewan*, two forms of birth certificates are issued, the first giving an exact copy of the registration record and the second giving only abridged information. The abridged certificates are not accepted as proof in a legal court. The abridged certificate is only used in the case of an illegitimate birth, when legal adoption has taken place; it shows that the child is the legal child of the adopting parents.

#### Cuba.

Abridged birth certificates are not issued in Cuba. Nevertheless, in order to prevent natural children legitimised by subsequent marriage from suffering in any way, Article 1 of Presidential Decree No. 999 promulgated on May 26th, 1925, provides that :

“ As from to-day's date, registrars shall draw up extracts from birth certificates of natural children legitimised by subsequent marriage in terms which do not disclose the fact of legitimation. With this object, when such extracts are drawn up, the marginal note will simply be omitted and the word ' natural ' which occurs in the registration form will be replaced by the word ' legitimate ' .”

#### Denmark.

According to circulars to the bishops of October 7th, 1914, April 16th, 1920, and February 24th, 1930, abridged birth certificates are in use in Denmark (special rules are in force in Slesvig).

Abridged certificates are issued on request of the person concerned or his parents (tutor), but not if the birth certificate is requested by public authorities, in which case full particulars are given.

In the case of adopted children, such certificates give the name of the adoptive parents and not the name of the real parents, together with the permission and the date of adoption (in such cases there will be no mention of an illegitimacy).

In the case of illegitimate children who are not adopted, the certificate gives the name of the mother, without mentioning the fact of her being married. Abridged certificates may be used for entering schools, other institutions of education, military service and in matters of social insurances (with the exception of invalidity insurance).

#### United States of America.

There is no federal law providing for registration of births in the United States, as this is a responsibility of the individual States. Only some States have definite legislative provisions for safeguarding the child of illegitimate birth from public knowledge of his status, but, in several others, the State Bureau of Vital Statistics has recognised the need for protecting these children and has adopted procedures which prevent indiscriminate giving out of information.<sup>1</sup>

The statutes of *Massachusetts*, *Michigan*, *Minnesota* and *Virginia* require that the procedure of keeping and furnishing transcripts of any birth certificate shall be confidential. The State of *Minnesota*, for example, makes a certified transcript of the record of birth *prima-facie* evidence in the courts, but safeguards the interests of the child by providing that the fact of illegitimacy shall not be disclosed except when ordered by a court of competent jurisdiction. The relevant law of this State reads as follows :

“ Except when so ordered by a court of record, no member of the State board of health, nor any State or local registrar, nor any person connected with the office of either, shall disclose the fact that any child was illegitimate. The district court shall have jurisdiction, upon petition against and notice to the State registrar, to issue such orders permitting or requiring the inspection of records of births and deaths, as to it may seem just and proper, and the making and delivery of certified copies thereof. . .

“ The State registrar, or any local registrar, shall furnish any applicant therefor a certified copy of the record of any birth or death recorded under the provisions of this

<sup>1</sup> The Division of Vital Statistics of the American Public Health Association has appointed a committee to study the problems connected with records of children of illegitimate birth or who have been adopted. This committee has been especially concerned with safeguarding the needs of children of illegitimate birth, and presented the subject for discussion at the National Conference of the Association in 1930.

act; provided that the fact that any child was illegitimate shall not be disclosed except when ordered by a court of competent jurisdiction in accordance with Section 5365-N.” — *Mason's Stat.*, 1927, Sections 5365B, 5366.

With respect to records and certificates of children born out of wedlock, the so-called Uniform Illegitimacy Act is apparently also intended to prohibit disclosure of the facts concerning the birth status of such children, in transcripts of birth records. The uniform provision in force in a number of States is as follows :

“ In all records, certificates, or other papers hereafter made or executed, other than birth records and certificates or records of judicial proceedings in which the question of birth out of wedlock is at issue, requiring a declaration by or notice to the mother of a child born out of wedlock or otherwise requiring a reference to the relation of a mother to such child, it shall be sufficient for all purposes to refer to the mother as the parent having the sole custody of the child or to the child as being in the sole custody of the mother, and no explicit reference shall be made to illegitimacy. . . .”

Simplified forms to be used in certifying the age and place of birth of a child have been adopted by a large number of States. Such forms may be used for all purposes requiring proof of age, such as school admission and work permits. In a number of States, the bureau of vital statistics has adopted the policy of sending birth certificates of this type to the mother of each child born in the State, within a short time after its birth. These “mothers' certificates” can be used later for all purposes where evidence of age is necessary. The facts given on this form are : (1) the name of the child, (2) sex, (3) date born, (4) place born, (5) name of father, (6) maiden name of mother.

Although these forms do not show directly that the child is not born out of wedlock, the fact that the name of the father is omitted and the maiden name of the mother and that of the child is the same indicates the probability of illegitimate birth. A few States especially concerned with the problems of children of illegitimate birth have provided special safeguards in the use of this certificate. In Michigan, New York, Pennsylvania and Virginia, “mothers' certificates” are not sent to mothers of illegitimate children except on special request.

Four of the forty-six birth registration States have adopted an abridged form for certifying the date of birth of a child which does not require the name of the father. A small card with the name of the child and the date of his birth has been issued since 1922 in *Maryland* for all children for school admission, work permits and all general purposes requiring the establishment of date of birth. *Wisconsin* has provided a certificate of birth registration since 1916 which gives information as to (1) the name of the child ; (2) maiden name of mother ; (3) birth-place of child ; (4) date of birth. The Division of Vital Statistics of *New York* has prepared a proof of age form which gives the name of the child and the date and place of birth. This form is issued for any child, whether legitimate or not, on request of parents.

In *Virginia*, a special card has been prepared showing the name of the child, sex and date of birth. This card is used exclusively for children of illegitimate birth and serves as a mother's certificate and school and work certificate.

Certified copies of the complete birth certificate are issued in every State on special request. Such certified transcripts are required for all legal purposes, for passports, for veterans' compensation and similar purposes necessitating family history.

Certified copies of birth certificates of children born out of wedlock are issued only upon court order or on request of mother, in Massachusetts, Michigan, Minnesota and Virginia.

#### **Finland.**

The father's name must be stated in the official certificates issued for the use of the courts ; if his name is unknown, the name of the mother is stated instead. Similarly, it must be indicated whether the person was born in or out of wedlock. These particulars must also be contained in the certificates issued in the case of a change of residence. The forms used in these cases by the ecclesiastical and civil authorities are officially approved.

When a certificate is required, the applicant must say for what purpose he requires it. The necessary particulars are then copied from the register into the certificate form. A certificate is valid if it mentions the parents or the fact that the person was born in wedlock.

In practice, in the case of admission to an elementary school, a certificate is regarded as adequate if it contains the full name of the child and the date and place of birth.

#### **France.**

##### **1. Rules for the Drawing-up of Birth Certificates.**

If the child is legitimate, the Christian names, ages, occupations and addresses of the parents are given in the certificate.

In the case of an illegitimate child, no mention is made of the parents if their names are not communicated to the registrar.

## 2. *Rule concerning the Publication of Birth Certificates.*

The Law of November 30th, 1906, provides, not only for the *certified copy* of the certificate, but for a simple *extract*, containing only certain particulars: date and place of birth, sex, Christian names, as well as the names and address of the father and mother, without any other information.

Certified copies are issued only to certain applicants enumerated in the law. Other persons not so enumerated are entitled to an extract only, unless they obtain a special authorisation from the Justice of the Peace of the district in which the certificate was drawn up granting them permission to have a full copy.

### Greece.

The Registry Office issues only one type of birth certificate, in which the names of the parents must be given.

### Italy.

Extracts from the Registry Office documents are issued in an abridged form and give the particulars contained in the original document, with due reference, if the document relates to natural children, to the rules established by Royal Decree No. 1945 of November 11th, 1926. This Decree provides that:

“ In attestations concerning birth and marriage certificates relating to natural children, the registrar must omit any indication which might allow it to be inferred that the father or mother is unknown.

“ In the case of a natural child, recognised or legitimised, only the name(s) of the parent(s) who has/have recognised or legitimised the child shall be stated. In the case of a natural child who has been neither recognised nor legitimised and has been adopted or has been granted by Royal Decree the right to use only the name of the person who has adopted him, that name alone must be stated in the certificate, together with the fact that the child is an adopted son or daughter, and the name(s) of the person(s) who has/have adopted him.”

The registrar issues extracts containing the full text of the certificate only if expressly requested to do so.

In all cases in which the production of extracts from or copies of documents issued by the Registry Office is prescribed or required by the public authorities, it is sufficient to produce extracts drawn up in accordance with the above provisions.

### Norway.

There are no strict rules in Norway concerning birth certificates. The Department of Cults has drawn up forms for the various certificates issued by ministers of religion, including in particular birth certificates which they issue in their capacity as registrars.

These birth-certificate forms also contain special headings for the name of the parents of the party, and these headings are intended to be filled up. Further, one of the ideas on which the adoption of the Children's Law of 1915 was based (the law which places children born in wedlock and children born out of wedlock on the same footing) was that there should be no reason for the latter to hide their origin.

Nevertheless, there is nothing to prevent a minister of religion from issuing a birth certificate containing no information with regard to the parents. The Department of Justice has indeed, for a particular category of cases, expressly recommended this course in a circular dated June 29th, 1921, in which it states that it assumes that there is nothing to prevent the names of the child's parents being omitted in a birth certificate relating to an adopted child. If, however, the name of the adoptive parents of the child is entered in the certificate, it must be expressly stated that they are adoptive parents.

Birth certificates which do not mention the name of the parents are, however, very rarely issued in Norway.

### Netherlands.

Abridged birth certificates which do not disclose parentage exist in the Netherlands since 1918 (Circular Letter of the Minister of Justice and the Minister of the Interior, dated July 29th and 4th, 1918).

Abridged birth certificates are issued on the request of the person concerned. They give the place, date and year of birth and the surname and Christian name of the child.

Abridged birth certificates may also take the place of complete certificates for several purposes, including the case of entries for an examination and candidature for a post in a provincial or communal administration.

#### **Netherlands Indies, Surinam and Curaçao.**

Neither in the Netherlands Indies nor in Curaçao are abridged birth certificates issued which do not disclose the parentage of the child.

In Surinam, however, declarations of birth are issued on the request of the parties, which contain only the place, date and year of birth and the surname and Christian names of the child.

There are no official statistics of these declarations, which seem to be seldom asked for.

Similar abridged declarations cannot, however, in all cases replace complete birth certificates or the extracts from such certificates prescribed by law. In fact, the abridged declarations have not the validity which the Netherlands Civil Code attributes to extracts from the register of births, deaths and marriages.

Thus these declarations cannot be used in the case of marriages if the law requires that the birth certificate be produced.

#### **Poland.**

There is no law in Poland allowing of the drawing up of abridged birth certificates which do not mention the parentage.

#### **Portugal.**

Since the publication of the Code of February 18th, 1911, relating to the registry of births, marriages and deaths, abridged birth certificates which do not state the parentage have been issued in Portugal.

Abridged birth certificates are issued and supplied on the request of any person.

They give the name of one or both parents, without mentioning legitimacy or illegitimacy, and without stating whether the child has been acknowledged or not. Abridged birth certificates are issued on receipt of a verbal or written request from any person. These certificates mention only the year, the month, the day, the hour and the place of birth, and the names, addresses and occupations of the father and mother (unless the child has been acknowledged secretly). Abridged birth certificates take the place of full certificates, save in certain cases provided for by special laws.

Abridged certificates are frequently issued, more frequently indeed than full certificates.

At a wedding, the registrar reads the relevant documents to the parties and witnesses, but always omits any reference to parentage or legitimation and does not state whether the child has been acknowledged or not. Nevertheless, he must allow either of the parties or any witnesses to read and verify the entries in the registers, which may not be read aloud.

#### **Roumania.**

No abridged birth certificates are issued in Roumania.

#### **Sweden.**

When a person desires to leave one parish for another, the pastor issues to him a certificate of change of domicile, which must be handed to the pastor of the new parish. According to the Law of December 3rd, 1915 (as subsequently amended), this certificate must give the name of the parents, in the case of an unconfirmed child under 15 years of age not living with its parents. With regard to certificates issued for other purposes, there is no such stipulation, but generally speaking the procedure is the same. There are sometimes differences in the application of this principle, arising, for instance, out of the fact that the name of the father is often not given in the case of illegitimate children.

The question of abridged extracts of birth certificates is of no importance in Sweden except in the case of children under 15, as the certificates for older persons do not mention the parentage.

#### **Switzerland.**

Abridged birth certificates were introduced in Switzerland by the Federal Ordinance of May 18th, 1928. The word "illegitimate" is forbidden, both in the case of full extracts and of abridged extracts.

These birth certificates are issued by the registrars of births, deaths and marriages on the request of the parties concerned. Article 134, paragraph 2, of the Ordinance provides that :

" He (the registrar) shall also issue on request abridged extracts relating to births, deaths and marriages ".

Abridged extracts of birth certificates state the name, Christian name, place of origin and place and date of birth of the holder.

They may in all cases take the place of full certificates, save in cases where specification of parentage is essential.

The issue of abridged extracts is rare, as, in practice, these are generally not sufficient.

Abridged extracts were introduced in Swiss legislation on the example of Germany, in order to avoid the necessity of disclosing illegitimate birth. The same object had already led to the clause in the preceding Federal Ordinance of 1910 relating to the Registry of Births, Deaths and Marriages (a clause also appearing in the present Ordinance) to the effect that the official publications preceding marriages should no longer contain particulars of the parentage of the bride and bridegroom — that is to say, as to whether they are illegitimate or not.



Geneva, September 15th, 1933.

**LEAGUE OF NATIONS**

**TRAFFIC IN WOMEN AND CHILDREN**

10

**DRAFT PROTOCOL FOR THE SUPPRESSION OF TRAFFIC  
IN WOMEN OF FULL AGE.**

*Note by the Secretary-General.*

The Traffic in Women and Children Committee adopted the following resolution at its session in April 1933:

“ The Committee requests the Council to be good enough to communicate to Governments the draft Protocol regarding the suppression of the traffic in women,<sup>1</sup> and to ask them to submit their observations to the Secretary-General of the League of Nations in the hope that, if there are no serious objections to the draft, it will be possible for the delegates of Governments present at the 1933 Assembly to sign an international agreement.”

At its seventy-third session, in May 1933, the Council of the League of Nations instructed the Secretary-General to give effect to the wish expressed by the Traffic in Women and Children Committee and adopted the following suggestions put forward by the representative of Panama, the Rapporteur on that question:

“ In view of the fact that the Committee agreed unanimously on the draft protocol for the suppression of the traffic in women of full age, and also in view of the fact that Governments have already been consulted on the principle of the abolition of the age-limit in the Conventions of 1910 and 1921, I feel that it might be possible to have this new instrument signed in the autumn of 1933, according to the hope expressed by the Committee.

“ With regard to the procedure to be followed in drawing up the final text of the new instrument, I think it might be advisable to ask the Governments to meet in special Conference in September 1933 while their delegates are at Geneva for the purpose of the fourteenth Assembly of the League. If my colleagues agree, I would suggest that the Secretary-General, when submitting the Committee's draft to Governments for observations, should invite them to give their delegates to the next Assembly the necessary full powers for taking part in the proposed special Conference and for signing the instrument in question.

“ The final decision on the question whether this special Conference should meet next September should, in my opinion, be left to the Assembly, which might take a decision after having received the observations requested from Governments on the Committee's draft Protocol for the suppression of the traffic in women of full age.

“ I should have hesitated to suggest that the Governments geographically far distant from Geneva should be asked to make their observations on the Committee's draft within such a relatively short time, were it not for the fact that they have already been consulted on the principle involved.”

According to the Council's instructions, the Secretary-General, on June 29th, 1933, communicated the draft Protocol to the Governments. The Governments of the countries mentioned below submitted the following observations:

1. Belgium: No objection as to substance (see page 3).
2. Colombia: Approves the Protocol (see page 4).
3. Danzig: Reserves the right to express an opinion later on (see page 4).
4. Egypt: Cannot take part in the Diplomatic Conference (see page 4).
5. Estonia: Is in favour of the Protocol (see page 4).
6. Greece: Is in favour of the Protocol (see page 4).
7. Hungary: Will be represented at the Diplomatic Conference (see page 4).

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

8. Italy: Makes reservations as to the advisability of pushing forward the adoption of the Protocol (see page 4).
9. Monaco: Is in favour of the Protocol (see page 4).
10. Netherlands: Is in favour of the Protocol, but proposes certain changes in the text (see page 4).
11. Poland: Has no objection (see page 5).
12. Roumania: Has no objection (see page 5).
13. Sudan: Cannot take part in the Diplomatic Conference (see page 5).
14. Switzerland: Has no objection (see page 5).
15. Czechoslovakia: Will be represented at the Diplomatic Conference (see also suggestions, page 5).
16. Yugoslavia: Has no objection (see page 5).

A detailed summary of these replies is given in Annex II.

The Governments of Cuba, Mexico, Uruguay and Venezuela acknowledged receipt of the Secretary-General's communication and promised to send their observations on the draft Protocol later on.

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**Annex I.**

**DRAFT PROTOCOL FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN OF  
FULL AGE**

SUBMITTED BY THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

The undersigned, duly authorised for the purpose, have agreed, on behalf of the countries they represent, upon the following provisions:

*Article 1.*

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes in another country shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

*Article 2.*

The High Contracting Parties whose laws are at present inadequate to deal with the offences specified in the preceding article agree to take, or propose to their respective legislatures, the necessary steps to ensure that these offences shall be punished in accordance with their gravity.

*Article 3.*

The High Contracting Parties undertake to communicate to each other, in regard to any person of either sex who has committed or attempted to commit any of the offences referred to in the present Protocol or in the Conventions of 1910 and 1921 on the Suppression of the Traffic in Women and Children, the various constituent acts of which were, or were to have been, accomplished in different countries, the following information (or similar information which it may be possible to supply under the laws and regulations of the country concerned):

- (a) Official notice of sentence;
- (b) A notice containing all useful particulars of the offender and, as far as possible, his civil status, description, finger-prints, photograph and police record and an indication of his methods of operation;
- (c) Particulars of any measures of refusal of admission, or of expulsion.

These documents and particulars shall be sent direct and without delay to the authorities of the countries concerned by the authorities named in Article 1 of the Arrangement concluded in Paris on May 18th, 1904. They shall be sent, if possible, in all cases when the offence, sentence, refusal of admission or expulsion has been duly established.

*Article 4.*

If there should arise between the High Contracting Parties a dispute of any kind relating to the interpretation or application of the present Protocol, and if such dispute cannot be satisfactorily settled by diplomacy, it shall be settled in accordance with any applicable agreements in force between the Parties providing for the settlement of international disputes.

In case there is no such agreement in force between the Parties, the dispute shall be referred to arbitration or judicial settlement. In the absence of agreement on the choice of another tribunal, the dispute shall, at the request of any one of the Parties, be referred to the Permanent Court of International Justice, if all the Parties to the dispute are Parties to the Protocol of December 16th, 1920, relating to the Statute of that Court, and, if any of the Parties to the dispute is not a Party to the Protocol of December 16th, 1920, to an arbitral tribunal constituted in accordance with the Hague Convention of October 18th, 1907, for the Pacific Settlement of International Disputes.

*Article 5.*

The present Protocol, of which the French and English texts shall both be authoritative, shall bear this day's date, and shall until ..... be open for signature on behalf of any Member of the League of Nations, or of any non-member State which was represented at the Conference which drew up this Protocol or to which the Council of the League of Nations shall have communicated a copy of the Protocol for this purpose.

*Article 6.*

The present Protocol shall be ratified. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all Members of the League and to the non-member States referred to in the preceding article.

*Article 7.*

As from ....., the present Protocol may be acceded to on behalf of any Member of the League of Nations or any non-member State mentioned in Article 5.

The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all the Members of the League and to the non-member States mentioned in that article.

*Article 8.*

The present Protocol shall come into force after the Secretary-General of the League of Nations has received two ratifications or accessions.

It shall be registered by the Secretary-General of the League of Nations on the day of its entry into force.

*Article 9.*

The present Protocol may be denounced by notification addressed to the Secretary-General of the League of Nations. Such denunciation shall take effect one year after its receipt. Denunciation may apply simply to the territories referred to in Article 10.

The Secretary-General shall notify denunciations thus received to all Members of the League of Nations and to the non-member States referred to in Article 5.

*Article 10.*

Any High Contracting Party may, at the time of signature, ratification or accession, declare that, in accepting the present Protocol, he does not assume any obligation in respect of all or any of his colonies, protectorates and overseas territories or territories under suzerainty or mandate.

Any High Contracting Party may declare to the Secretary-General of the League of Nations subsequently that he desires that the Protocol shall apply to all or any of his territories which have been made the subject of a declaration under the preceding paragraph. The said declaration shall have effect as from the date of receipt.

The Secretary-General shall communicate to all the Members of the League, and to the non-member States mentioned in Article 5, all the above-mentioned declarations.

IN FAITH WHEREOF the under-mentioned Plenipotentiaries have signed the present Protocol.

DONE at Geneva ....., in a single copy, which shall remain deposited in the archives of the Secretariat of the League of Nations, and certified true copies of which shall be delivered to all the Members of the League and to the non-member States referred to in Article 5.

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**Annex II.**

**SUMMARY OF REPLIES FROM GOVERNMENTS.**

**I. BELGIUM.**

The Belgian Government sees no objection to the adoption, in principle, of the draft Protocol regarding the suppression of traffic in women of full age.

It considers that the final text should be drawn up and adopted at a special Conference of the delegates of Governments, to be held at Geneva during the fourteenth session of the Assembly of the League of Nations, in accordance with the procedure proposed by the Council.

2. COLOMBIA.

The Government of Colombia, not yet having ratified the Convention of 1921 regarding the traffic in women and children, the Bill approving the Convention and empowering the Government to accede to the Arrangement of 1904 and the Convention of 1910 has recently been submitted to the National Congress for the third time, with a special recommendation.

When the desired approval has been obtained, the Secretary-General will be advised, and the instruments of accession will be deposited.

In any case, the Ministry for Foreign Affairs of Colombia considers that the above-mentioned draft Protocol is wholly in consonance with the aims underlying the campaign against this traffic, and contains really effective and practical provisions.

3. DANZIG.

The Senate of the Free City of Danzig does not intend to send a representative to the special Conference for drawing up the final text of the Protocol regarding the suppression of traffic in women of full age. It reserves the right to give its opinion on this Protocol at a later date.

4. EGYPT.

The Egyptian Government very much regrets that it is not in a position to take part in a diplomatic Conference for drawing up the final text of the Protocol regarding the suppression of traffic in women of full age.

5. ESTONIA.

The Estonian Government is in favour of the draft Protocol, and the permanent delegate accredited to the League of Nations will have full powers to participate in the special Conference for drawing up the final text and to sign the Protocol.

6. GREECE.

The Hellenic Government is in favour of the adoption of the draft Protocol, and has invested its permanent delegate to the League of Nations with the full powers necessary for the diplomatic Conference proposed.

7. HUNGARY.

The Hungarian Government will be represented at the special Conference to discuss the draft Protocol for the suppression of the traffic in women of full age.

8. ITALY.

The Italian Government, while appreciating the considerations and intentions by which the Traffic in Women and Children Committee was guided in drawing up the draft Protocol, considers that, in view of its complexity, the problem of the suppression of traffic in women of full age should be still more carefully studied. A subsequent examination might show the desirability of co-ordinating the provisions of the draft in a general body of measures dealing with the problem at issue.

For these reasons, the Italian Government is compelled to make reservations with regard to the desirability of hastening the adoption of the draft Protocol drawn up by the Committee.

As regards procedure, the Italian Government is, in principle, of opinion that, from a practical point of view, it would not be entirely satisfactory to entrust the conclusion of international agreements on particular questions such as the question here under consideration to a special Conference to be held during the session of the Assembly.

9. MONACO.

The Principality of Monaco, having acceded to the 1904 Arrangement and to the Conventions of 1910 and 1921 regarding the traffic in women and children, considers that the adoption of the terms of the Protocol proposed would present nothing but advantages. The difficulty in the way of adopting the system of complete protection provided for by the Protocol does not arise in the case of the Principality of Monaco.

10. NETHERLANDS.

As long ago as the 1921 Conference, the Netherlands delegation proposed the abolition of the age-limit in the 1910 Convention, and on more than one occasion the Netherlands Government has

expressed the same view. In the circumstances, the Netherlands Government is happy to note that the studies undertaken by the Committee on the revision of the 1910 and 1921 Conventions, as regards the age-limit, have led to the establishment of a draft Protocol. The Netherlands Government naturally regrets that the text proposed applies only to the traffic in women of full age sent abroad. Although the Netherlands Government would have preferred a more general solution, making the traffic in women of full age punishable in all cases, it must be admitted that the draft Protocol is a step in the direction of making good a very serious defect in the Conventions in force. The Netherlands Government adds the following detailed observations:

1. As Article 3 of the 1921 Convention refers only to offences mentioned in the 1910 Convention, it would seem desirable to insert after Article 2 a new article reading as follows:

“ The High Contracting Parties agree to take the necessary steps to secure the punishment of attempts to commit, and, within legal limits, of acts preparatory to the commission of, offences specified in the present Protocol.”

2. Article 4, on the settlement of disputes, deals only with the interpretation and application of the Protocol. As the 1910 and 1921 Conventions do not contain any article on the settlement of disputes, it would be well, in Article 4, to replace the words “ of the present Protocol ” by the words “ of the present Protocol and the Conventions of 1910 and 1921 ”.

In answer to the argument that such wording would be outside the special scope of the Protocol, it is sufficient to refer to Article 3 of the Protocol, which lays down rules with regard to offences referred to in the Conventions of 1910 and 1921.

3. Some of the final clauses are less complete than those in the Conventions concluded under the auspices of the League of Nations during the last few years. For instance, there is no stipulation as to when the ratifications or accessions deposited after the date of the coming into force of the Protocol are to take effect. Next to Article 8, which deals with the coming into force of the Protocol, there should be inserted an article analogous to Article 31 of the Convention of July 13th, 1931, for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.

## II. POLAND.

The Polish Government has no objection to the signing of an international agreement regarding the suppression of traffic in women of full age.

The Polish Government is willing to take part in a special Conference for drawing up the final text of such an agreement.

## 12. ROUMANIA.

The Roumanian Government has no objection to the delegations to the fourteenth Assembly of the League being given full powers to establish the final text of the Protocol on the suppression of the traffic in women of full age, and to sign the same should it be so decided.

## 13. SUDAN.

In view of the remoteness of the problem from the Sudan, its Government is not in a position to offer any useful observations on the draft Protocol. The Sudan Government does not desire to be represented in the special diplomatic Conference which may be held for the purpose of drawing up the final text of the Protocol.

## 14. SWITZERLAND.

The competent authorities have no special observation to make with regard to the Protocol. Its adoption would not involve any change in Swiss legislation.

## 15. CZECHOSLOVAKIA.

The Government of the Czechoslovak Republic has no objection to the text of the draft Protocol, but believes that the purpose contemplated in the Protocol could be achieved merely by amending Article 1 of the 1910 International Convention—namely, by the deletion of the words “ under age ”.

The Government of the Czechoslovak Republic will be represented at the Diplomatic Conference.

## 16. YUGOSLAVIA.

The Royal Government of Yugoslavia has no objection to the draft Protocol on the suppression of the traffic in women of full age, and will be represented at the special Conference to establish the final text of the Protocol.

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Geneva, September 27th, 1933.

LEAGUE OF NATIONS

**TRAFFIC IN WOMEN AND CHILDREN**



**DRAFT PROTOCOL FOR THE SUPPRESSION OF TRAFFIC  
IN WOMEN OF FULL AGE**

*Note by the Secretary-General.*

Since the publication of document A.24.1933.IV, the following eight replies have been received from the Governments mentioned below with regard to the draft Protocol for the Suppression of the Traffic in Women of Full Age.

SUMMARY OF REPLIES.

1. CHINA.

The Chinese Government is in favour of signing an international agreement on the suppression of traffic in women of full age. The detailed observations of China with regard to the proposed Protocol will be presented by its delegation at the diplomatic Conference envisaged for drawing up the final text of the agreement.

2. DENMARK.

The draft in question proposes that the contracting parties should undertake to punish whoever has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes in another country. Article 228, paragraph 2, of the Criminal Law of Denmark, dated April 15th, 1930, enacts, however, that complicity in such abduction may only be punished if the person led away is under 21 years of age or is unaware of the purpose of the abduction, and the competent Danish authorities are reluctant to propose amendments to this provision. Consequently, they cannot agree to the provision of the draft on this point. Otherwise, the Danish authorities have no objection to raise to the draft.

3. ESTONIA.

The Government of Estonia informs the Secretary-General that it will take part in the Conference envisaged for drawing up the final text of the Protocol concerning the suppression of traffic in women of full age.

4. UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND.

His Majesty's Government in the United Kingdom of Great Britain and Northern Ireland are in sympathy with the general object of the draft Protocol for the Suppression of the Traffic in Women of Full Age. His Majesty's Government have, however, the following observations to make in regard to the draft:

*Ad Heading and Preamble.*

His Majesty's Government doubt whether the term "Protocol" is altogether suitable for this instrument, unless it is to be regarded as definitely supplementary to the existing series of Conventions dealing with the traffic in women. They consider, moreover, that, if it is to be linked to the previous Conventions on the subject of 1904, 1910 and 1921, and, in particular, to that of 1910, which deals with persons under age, some mention of the fact should be made

in the Preamble. A paragraph similar to paragraph 2 of the Preamble to the 1921 Convention would be suitable.

In this connection, it may be remarked that Article 8 of the 1910 Convention and Article 1 of the 1921 Convention have no counterpart in the present draft.

*Ad Articles 1 and 2.*

Although these articles are more limited in scope than the original proposals for abolishing the age-limit, both in respect of traffic in women within the country as well as traffic to foreign countries, His Majesty's Government concur generally in their provisions. They consider, however, that the words "propose to their respective legislature" should be omitted from Article 2, since it is obviously the duty of every Government to ensure before the ratification of a Convention that the necessary legislative measures have been taken to enforce it. An undertaking merely to propose measures to a legislature which that legislature may refuse to pass is insufficient, in the view of His Majesty's Government, for the purposes of an international instrument of this nature.

*Ad Article 3.*

His Majesty's Government observe that this article would entail the setting up of somewhat elaborate international machinery for the exchange of police information, much of which does not correspond with police methods and practice in the United Kingdom. Furthermore, they observe that no discretion is allowed by the article, in that the full penal record and personal description of an offender is to be circulated whether he is a first offender or a young man or even if the offence was merely attempted. In certain cases, the results of such circulation would be to prevent the individual from obtaining a visa to enter a foreign country for legitimate purposes at any subsequent period of his life and might cause him to be blacklisted for the rest of his days in the police registers of several countries. In these circumstances, His Majesty's Government would prefer to see the article deleted and replaced by Article 7 of the International Convention for the Suppression of the White Slave Traffic, 1910, which runs as follows:

"The Contracting Parties undertake to communicate to each other the records of convictions in respect of offences covered by the present Convention where the various acts constituting such offences have been committed in different countries.

"These documents shall be forwarded direct by the authorities designated in conformity with Article 1 of the Agreement concluded at Paris on May 18th, 1904, to the corresponding authorities of the other Contracting States."

Apart from these objections to the substance of the article, His Majesty's Government consider that the form of it leaves something to be desired. It is stated that the documents and particulars are to be sent to "the countries concerned". It is not clear whether this is intended to mean the countries concerned in the operations of an individual or whether it means all countries concerned in cases of traffic in women and children. In the latter case, police records in all countries would become overcharged with miscellaneous information in different languages, and time would be wasted and expense incurred in translating and filing a vast quantity of material of little value. Further, His Majesty's Government observe that some of the formal articles and the Preamble are not in the usual League of Nations form. They presume that the Preamble and formal articles will be redrafted so as to bring them into conformity with other international Conventions between Heads of States. In this connection, particular attention is invited to the following points:

*Ad Article 4.*

His Majesty's Government consider that the arbitration clause contained in this article should be amended so as to provide for reference to the Permanent Court of International Justice at The Hague in all cases, unless the parties to the dispute agree on reference to some other court. The following text is suggested:

"If there should arise between the High Contracting Parties a dispute of any kind relating to the interpretation or application of the present Protocol, the dispute shall, in the absence of agreement on the choice of another tribunal, be referred, at the request of any one of the parties, to the Permanent Court of International Justice if all the parties to the dispute are parties to the Protocol of December 16th, 1920, relating to the Statute of the Court; or, if any of the parties to the dispute is not a party to the said Protocol, to an arbitral tribunal constituted in accordance with the Hague Convention of October 18th, 1907, for the Pacific Settlement of International Disputes."

*Ad Article 8.*

His Majesty's Government consider that the words "on the day" or "on the . . . day" should be inserted between the words "come into force" and the words "after the Secretary-General".

His Majesty's Government further consider that, for practical purposes, the number of ratifications or accessions necessary to bring the Protocol into force should be increased from two to five or six.

Ad Article 9.

His Majesty's Government consider that the last sentence of paragraph 1 should be removed and inserted in Article 10 as a third paragraph and should be redrafted as follows:

" Any High Contracting Party may at any time declare that he desires that the present Protocol shall cease to apply to all or any of his colonies, protectorates, overseas territories or territories under suzerainty or mandate, and the Protocol shall cease to apply to the territories named in such declaration one year after its receipt by the Secretary-General of the League of Nations.

" The Secretary-General of the League of Nations shall communicate to all the Members of the League of Nations and to the non-member States referred to in Article 5 all declarations received under any of the paragraphs of this article."

#### 5. HUNGARY.

It would be advisable for the Preamble of the draft Protocol to place it on record that the representatives of the States concerned have met in order to extend the prevention and punishment of the traffic in women, and that for that purpose they have decided to alter and amend the Conventions of May 4th, 1910 (Paris), and September 30th, 1921 (Geneva); the idea being to bring out in the introduction itself the connection between the Protocol and the two above-mentioned Conventions.

The expression in Article 3, paragraph (b), " his police record ", does not seem sufficiently clear. If this is to be taken as meaning the sentences previously passed on the offender, it might perhaps be better to say something like " judicial antecedents ", thus avoiding ambiguity.

Article 5 does not yet show the date up to which the Protocol may be signed. In the Hungarian Government's opinion, the Protocol should be open for signature until January 1st, 1934, at least.

Article 7, paragraph 1, provides that the Protocol may be acceded to as from the date of the closure of the signatures.

In the Hungarian Government's opinion, it would be better to insert a clause under which countries could accede " after the entry into force of the Protocol ". There is the possibility that a country might accede to the Protocol immediately after the term fixed for signature—*i.e.*, at a time when, failing sufficient ratifications, the Protocol has not yet come into force. Since, in principle, an international convention cannot be acceded to until it has come into force, it would be better to allow accession only as from the date on which the Protocol has already come into force.

Under Article 8, the Protocol will come into force after the Secretary-General of the League of Nations has received two ratifications or accessions.

According to the draft Protocol, however, though no country might yet have ratified it, the Protocol would automatically come into force by the fact of two States' having acceded to it.

In these circumstances, the Protocol could come into force by the accession of two States, independently of the signatory States; this, in the Hungarian Government's opinion, should be avoided, since, as I have ventured to point out above, only a Convention which is already in force can be acceded to.

Accordingly, the words " or accessions " should be deleted in Article 8, paragraph 1, and the entry into force of the Protocol should be made subject to its being ratified by two signatory States. It would also be better to put back the date of the entry into force of the Protocol to the sixtieth or ninetieth day after the second ratification has been lodged, so that the Secretary-General could notify all the States concerned of the date in proper time.

Article 8 would need further amendment in the sense that the Secretary-General should also notify all the States concerned of the date of receipt of the second ratification and the date of the entry into force, which is dependent thereon.

#### 6. LITHUANIA.

The Lithuanian Government approves the draft Protocol for the Suppression of Traffic in Women of Full Age and states that its delegates to the fourteenth Assembly will have power to sign the Protocol.

#### 7. NORWAY.

The Norwegian Government has no observations to make with regard to the draft Protocol relating to the Suppression of the Traffic in Women of Full Age and will be represented at the special Conference envisaged for drawing up the final text of the Protocol.

#### 8. UNION OF SOUTH AFRICA.

The Government of the Union of South Africa will send a representative to attend the special Conference for drawing up the Protocol for the Suppression of Traffic in Women of Full Age.

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[Communiqué au Conseil,  
aux Membres de la Société des Nations  
et aux Etats non membres  
représentés à la Conférence.]

N<sup>o</sup> officiel: **C. 590. M. 276.** 1933. IV

Genève, le 25 octobre 1933.

SOCIÉTÉ DES NATIONS

Conférence diplomatique pour la répression  
de la traite des femmes majeures

(Genève, 9-11 octobre 1933)

12

**CONVENTION INTERNATIONALE**

relative à la répression de la traite des femmes majeures

LEAGUE OF NATIONS

Diplomatic Conference concerning the  
Suppression of Traffic in Women of Full Age

(Geneva, October 9th-11th, 1933)

**INTERNATIONAL CONVENTION**

for the Suppression of the Traffic in Women of Full Age

Série de Publications de la Société des Nations

IV. QUESTIONS SOCIALES ✓

1933. IV. 5.

## CONVENTION INTERNATIONALE RELATIVE A LA RÉPRESSION DE LA TRAITE DES FEMMES MAJEURES

.....

Désireux d'assurer d'une manière plus complète la répression de la traite des femmes et des enfants;

Ayant pris connaissance des recommandations contenues dans le rapport au Conseil de la Société des Nations par le Comité de la traite des femmes et des enfants sur les travaux de sa douzième session;

Ayant décidé de compléter, par une convention nouvelle, l'Arrangement du 18 mai 1904 et les Conventions du 4 mai 1910 et du 30 septembre 1921, relatifs à la répression de la traite des femmes et des enfants,

Ont désigné à cet effet pour leurs plénipotentiaires:

.....

Lesquels, après avoir communiqué leurs pleins pouvoirs reconnus en bonne et due forme, sont convenus des dispositions suivantes:

### *Article premier.*

Doit être puni quiconque, pour satisfaire les passions d'autrui, a embauché, entraîné ou détourné, même avec son consentement, une femme ou fille majeure en vue de la débauche dans un autre pays, alors même que les divers actes qui sont les éléments constitutifs de l'infraction auraient été accomplis dans des pays différents.

La tentative est également punissable. Il en est de même, dans les limites légales, des actes préparatoires.

Au sens du présent article, l'expression « pays » comprend les colonies et protectorats de la Haute Partie contractante intéressée, ainsi que les territoires sous sa suzeraineté et ceux pour lesquels un mandat lui a été confié.

### *Article 2.*

Les Hautes Parties contractantes dont la législation ne sera pas, dès à présent, suffisante pour réprimer les infractions prévues par l'article précédent s'engagent à prendre les mesures nécessaires pour que ces infractions soient punies suivant leur gravité.

### *Article 3.*

Les Hautes Parties contractantes s'engagent à se communiquer au sujet de tout individu de l'un ou l'autre sexe qui aura commis ou tenté de commettre l'une des infractions visées par la présente Convention, ou par les Conventions de 1910 et 1921, relatives à la répression de la traite des femmes et des enfants, si les éléments constitutifs de l'infraction ont été ou devaient être réalisés dans des pays différents, les informations suivantes (ou des informations analogues que permettent de fournir les lois et règlements intérieurs):

a) Les jugements de condamnation avec toutes autres informations utiles qui pourraient être obtenues sur le délinquant, par exemple sur son état civil, son signalement, ses empreintes digitales, sa photographie, son dossier de police, sa manière d'opérer, etc.

b) L'indication des mesures de refoulement ou d'expulsion dont il aurait été l'objet.

Ces documents et informations seront envoyés directement et sans délai aux autorités des pays intéressés dans chaque cas particulier par les autorités désignées conformément à l'article premier de l'Arrangement conclu à Paris le 18 mai 1904. Cet envoi aura lieu, autant qu'il est possible, dans tous les cas de constatation de l'infraction, de condamnation, de refoulement ou d'expulsion.

**INTERNATIONAL CONVENTION FOR THE SUPPRESSION  
OF THE TRAFFIC IN WOMEN OF FULL AGE**

.....

Being anxious to secure more completely the suppression of the traffic in women and children;

Having taken note of the recommendations contained in the Report to the Council of the League of Nations by the Traffic in Women and Children Committee on the work of its twelfth session;

Having decided to complete by a new Convention the Agreement of May 18th, 1904, and the Conventions of May 4th, 1910, and September 30th, 1921, relating to the suppression of the traffic in women and children,

Have appointed for this purpose as their Plenipotentiaries:

.....

Who, having communicated their full powers, found in good and due form, have agreed as follows:

*Article 1.*

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes to be carried out in another country, shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

Attempted offences, and, within the legal limits, acts preparatory to the offences in question, shall also be punishable.

For the purposes of the present Article, the term "country" includes the colonies and protectorates of the High Contracting Party concerned, as well as territories under his suzerainty and territories for which a mandate has been entrusted to him.

*Article 2.*

The High Contracting Parties whose laws are at present inadequate to deal with the offences specified in the preceding Article agree to take the necessary steps to ensure that these offences shall be punished in accordance with their gravity.

*Article 3.*

The High Contracting Parties undertake to communicate to each other in regard to any person of either sex who has committed or attempted to commit any of the offences referred to in the present Convention or in the Conventions of 1910 and 1921 on the Suppression of the Traffic in Women and Children, the various constituent acts of which were, or were to have been, accomplished in different countries, the following information (or similar information which it may be possible to supply under the laws and regulations of the country concerned):

(a) Records of convictions, together with any useful and available information with regard to the offender, such as his civil status, description, finger-prints, photograph and police record, his methods of operation, etc.

(b) Particulars of any measures of refusal of admission or of expulsion which may have been applied to him.

These documents and information shall be sent direct and without delay to the authorities of the countries concerned in each particular case by the authorities named in Article 1 of the Agreement concluded in Paris on May 18th, 1904, and, if possible, in all cases when the offence, conviction, refusal of admission or expulsion has been duly established.

*Article 4.*

S'il s'élève entre les Hautes Parties contractantes un différend quelconque relatif à l'interprétation ou à l'application de la présente Convention ou des Conventions de 1910 et 1921, et si ce différend n'a pu être résolu de façon satisfaisante par voie diplomatique, il sera réglé conformément aux dispositions en vigueur entre les parties concernant le règlement des différends internationaux.

Au cas où de telles dispositions n'existeraient pas entre les parties au différend, elles le soumettront à une procédure arbitrale ou judiciaire. A défaut d'un accord sur le choix d'un autre tribunal, elles soumettront le différend, à la requête de l'une d'elles, à la Cour permanente de Justice internationale, si elles sont toutes parties au Protocole du 16 décembre 1920, relatif au Statut de ladite Cour, et, si elles n'y sont pas toutes parties, à un tribunal d'arbitrage constitué conformément à la Convention de La Haye du 18 octobre 1907 pour le règlement pacifique des conflits internationaux.

*Article 5.*

La présente Convention, dont les textes français et anglais feront également foi, portera la date de ce jour et sera, jusqu'au premier avril 1934, ouverte à la signature de tout Membre de la Société des Nations ou de tout Etat non membre qui s'est fait représenter à la Conférence qui a élaboré la présente Convention, ou auquel le Conseil de la Société des Nations aura communiqué copie de la présente Convention à cet effet.

*Article 6.*

La présente Convention sera ratifiée. Les instruments de ratification seront transmis au Secrétaire général de la Société des Nations, qui en notifiera le dépôt à tous les Membres de la Société, ainsi qu'aux Etats non membres visés à l'article précédent.

*Article 7.*

A dater du 1<sup>er</sup> avril 1934, tout Membre de la Société des Nations et tout Etat non membre visé à l'article 5 pourra adhérer à la présente Convention.

Les instruments d'adhésion seront transmis au Secrétaire général de la Société des Nations, qui en notifiera le dépôt à tous les Membres de la Société, ainsi qu'aux Etats non membres visés audit article.

*Article 8.*

La présente Convention entrera en vigueur soixante jours après que le Secrétaire général de la Société des Nations aura reçu deux ratifications ou adhésions.

Elle sera enregistrée par le Secrétaire général le jour de son entrée en vigueur.

Les ratifications ou adhésions ultérieures prendront effet à l'expiration d'un délai de soixante jours, à partir du jour de leur réception par le Secrétaire général.

*Article 9.*

La présente Convention pourra être dénoncée par une notification adressée au Secrétaire général de la Société des Nations. Cette dénonciation prendra effet un an après sa réception et seulement à l'égard de la Haute Partie contractante qui l'aura notifiée.

*Article 10.*

Toute Haute Partie contractante pourra déclarer au moment de la signature, de la ratification ou de l'adhésion, qu'en acceptant la présente Convention, elle n'assume aucune obligation pour l'ensemble ou une partie de ses colonies, protectorats, territoires d'outre-mer, territoires placés sous sa suzeraineté ou territoires pour lesquels un mandat lui a été confié.

Toute Haute Partie contractante pourra ultérieurement déclarer au Secrétaire général de la Société des Nations que la présente Convention s'applique à l'ensemble ou à une partie des territoires qui auront fait l'objet d'une déclaration aux termes de l'alinéa précédent. Ladite déclaration prendra effet soixante jours après sa réception.

Toute Haute Partie contractante pourra, à tout moment, retirer en tout ou en partie la déclaration visée à l'alinéa 2. Dans ce cas, cette déclaration de retrait aura effet un an après sa réception par le Secrétaire général de la Société des Nations.

Le Secrétaire général communiquera à tous les Membres de la Société des Nations, ainsi qu'aux Etats non membres visés à l'article 5, les dénonciations prévues à l'article 10 et les déclarations reçues en vertu du présent article.

Malgré la déclaration faite en vertu de l'alinéa premier du présent article, l'alinéa 3 de l'article premier reste applicable.

*Article 4.*

If there should arise between the High Contracting Parties a dispute of any kind relating to the interpretation or application of the present Convention or of the Conventions of 1910 and 1921, and if such dispute cannot be satisfactorily settled by diplomacy, it shall be settled in accordance with any applicable agreements in force between the Parties providing for the settlement of international disputes.

In case there is no such agreement in force between the Parties, the dispute shall be referred to arbitration or judicial settlement. In the absence of agreement on the choice of another tribunal, the dispute shall, at the request of any one of the Parties, be referred to the Permanent Court of International Justice, if all the Parties to the dispute are Parties to the Protocol of December 16th, 1920, relating to the Statute of that Court, and, if any of the Parties to the dispute is not a Party to the Protocol of December 16th, 1920, to an arbitral tribunal constituted in accordance with the Hague Convention of October 18th, 1907, for the Pacific Settlement of International Disputes.

*Article 5.*

The present Convention, of which the English and French texts are both authoritative, shall bear this day's date, and shall until April 1st, 1934, be open for signature on behalf of any Member of the League of Nations, or of any non-member State which was represented at the Conference which drew up this Convention or to which the Council of the League of Nations shall have communicated a copy of the Convention for this purpose.

*Article 6.*

The present Convention shall be ratified. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all Members of the League and to the non-member States referred to in the preceding Article.

*Article 7.*

As from April 1st, 1934, the present Convention may be acceded to on behalf of any Member of the League of Nations or any non-member State mentioned in Article 5.

The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all the Members of the League and to the non-member States mentioned in that Article.

*Article 8.*

The present Convention shall come into force sixty days after the Secretary-General of the League of Nations has received two ratifications or accessions.

It shall be registered by the Secretary-General on the day of its entry into force.

Subsequent ratifications or accessions shall take effect at the end of sixty days after their receipt by the Secretary-General.

*Article 9.*

The present Convention may be denounced by notification addressed to the Secretary-General of the League of Nations. Such denunciation shall take effect one year after its receipt, but only in relation to the High Contracting Party who has notified it.

*Article 10.*

Any High Contracting Party may, at the time of signature, ratification or accession, declare that, in accepting the present Convention, he does not assume any obligation in respect of all or any of his colonies, protectorates, overseas territories, territories under his suzerainty, or territories for which a mandate has been entrusted to him.

Any High Contracting Party may subsequently declare to the Secretary-General of the League of Nations that the present Convention is to apply to all or any of the territories which have been made the subject of a declaration under the preceding paragraph. The said declaration shall take effect sixty days after its receipt.

Any High Contracting Party may at any moment withdraw, in whole or in part, any declaration made under the second paragraph of this Article. Such withdrawal will take effect one year after its receipt by the Secretary-General of the League of Nations.

The Secretary-General shall communicate to all the Members of the League, and to the non-member States mentioned in Article 5, the denunciations referred to in Article 10, and the declarations received under the present Article.

Notwithstanding any declaration made under the first paragraph of the present Article, the third paragraph of Article 1 remains applicable.

EN FOI DE QUOI les plénipotentiaires sus-mentionnés ont signé la présente Convention.

FAIT à Genève, le onze octobre mil neuf cent trente-trois, en un seul exemplaire, qui sera déposé dans les archives du Secrétariat de la Société des Nations et dont les copies certifiées conformes seront remises à tous les Membres de la Société des Nations et aux Etats non membres visés à l'article 5.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE at Geneva, the eleventh day of October, one thousand nine hundred and thirty-three, in a single copy, which shall remain deposited in the archives of the Secretariat of the League of Nations, and certified true copies of which shall be delivered to all the Members of the League and to the non-member States referred to in Article 5.

ALBANIE

Lec KURTI.

ALBANIA

ALLEMAGNE

WOERMANN

GERMANY

AUTRICHE

Dr. Erhard SCHIFFNER

AUSTRIA

BELGIQUE

Sous réserve de l'article 10.<sup>1</sup>

J. MÉLOT

BELGIUM

GRANDE-BRETAGNE

ET IRLANDE DU NORD

ainsi que toutes parties de l'Empire britannique  
non membres séparés de la Société des Nations.

GREAT BRITAIN

AND NORTHERN IRELAND

and all parts of the British Empire which are  
not separate Members of the League of Nations.

William G. A. ORMSBY GORE.

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<sup>1</sup> *Translation by the Secretariat of the League of Nations :*  
With reservation as regards Article 10.

AUSTRALIE

S. M. BRUCE

AUSTRALIA

UNION SUD-AFRICAINE

C. T. TE WATER.

UNION OF SOUTH AFRICA

CHINE

V. K. Wellington Koo  
Quo Tai-chi

CHINA



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POLAND

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<sup>1</sup> Translation by the Secretariat of the League of Nations :  
Including the Netherlands Indies, Surinam and Curaçao.

PORTUGAL

J. LOBO D'AVILA LIMA

PORTUGAL

SUÈDE

K. I. WESTMAN

SWEDEN

Sous réserve de ratification de S. M. le Roi de Suède avec l'approbation du Riksdag. <sup>1</sup>

TCHÉCOSLOVAQUIE

Rudolf KÜNZL-JIZERSKÝ

CZECHOSLOVAKIA

Copie certifiée conforme.

Pour le Secrétaire général:

Certified true copy.

For the Secretary-General:

*Conseiller juridique  
du Secrétariat.*

*Legal Adviser  
of the Secrétariat.*

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<sup>1</sup> Translation by the Secretariat of the League of Nations :  
Subject to ratification by His Majesty the King of Sweden with the approval of the Riksdag.

[Communicated to the Council  
and the Members of the League.]

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Geneva, December 20th, 1933.

LEAGUE OF NATIONS

RECORDS

OF THE

DIPLOMATIC CONFERENCE

CONCERNING THE

SUPPRESSION OF TRAFFIC  
IN WOMEN OF FULL AGE

(Geneva, October 9th to 11th, 1933.)

13

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## CONTENTS

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	Page
LIST OF MEMBERS . . . . .	5
FIRST MEETING, October 9th, 1933, at 10 a.m.:	
1. Opening of the Conference . . . . .	6
2. Election and Report of the Committee on the Verification of Credentials . . . . .	6
3. Election of the President of the Conference . . . . .	6
4. Reservations regarding the Convening of the Conference . . . . .	6
5. Draft Convention for the Suppression of the Traffic in Women of Full Age prepared by the Fifth Committee of the Fourteenth Assembly: General Discussion . . . . .	6
6. Detailed Discussion of the Draft Convention . . . . .	6
7. Appointment of a Drafting Committee . . . . .	9
SECOND MEETING, October 10th, 1933, at 10.15 a.m.:	
8. Draft Convention prepared by the Drafting Committee: Statement by M. Basdevant, Rapporteur of the Drafting Committee . . . . .	9
9. Detailed Examination of the Draft Convention prepared by the Drafting Committee . . . . .	10
10. Date of Signature of the Convention . . . . .	12
THIRD MEETING, October 11th, 1933, at 12 noon:	
11. Examination and Adoption of the Final Text of the Convention . . . . .	12
12. Signature of the Convention . . . . .	13
13. Close of the Conference . . . . .	14

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## ANNEXES

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1. Text of the Draft Convention for the Suppression of the Traffic in Women of Full Age, drawn up by the Sub-Committee of the Fifth Committee . . . . .	15
2. Text of the Draft Convention drawn up by the Drafting Committee of the Conference . . . . .	17
3. Letter, dated October 11th, 1933, from the President of the Conference to the President of the Fourteenth Assembly . . . . .	19
4. Final Text of the Convention for the Suppression of the Traffic in Women of Full Age. . . . .	21

LIST OF MEMBERS

- President* : M. J. LIMBURG (Netherlands).
- Australia* : The Right Honourable S. M. BRUCE, C.H., M.C., M.P., Delegate.  
Lieutenant-General Sir Talbot HOBBS, K.C.B., K.C.M.G., V.D., Substitute Delegate.  
Major O. C. W. FUHRMAN, O.B.E., Secretary.
- Austria* : Dr. Erhard SCHIFFNER, Delegate.
- Belgium* : M. Joseph MÉLOT, Delegate.
- United Kingdom of Great Britain and Northern Ireland* : The Right Honourable William George Arthur ORMSBY-GORE, M.P., Delegate.  
Miss F. HORSBRUGH, M.P., Delegate.  
Sir William MALKIN, K.C.M.G., C.B., K.C., Legal Adviser.
- China* : M. Hoo Chi-tsai, Delegate.  
M. LIU Chieh, Assistant Delegate.
- Czechoslovakia* : His Excellency M. Rudolf KÜNZL-JIZERSKÝ, Delegate.
- Free City of Danzig* : Dr. Johann FERBER, Delegate.
- Estonia* : His Excellency M. Auguste SCHMIDT, Delegate.
- Finland* : His Excellency Dr. Rudolf HOLSTI, Delegate.  
M. P. K. TARJANNE, Assistant Delegate.
- France* : M. Jules GAUTIER, Delegate.  
M. Jules BASDEVANT, Substitute Delegate.  
M. Gaston BOURGOIS, Substitute Delegate.
- Germany* : Herr Dr. WOERMANN, Delegate.  
Fräulein Dr. UNGER, Assistant Delegate.
- Greece* : His Excellency M. R. RAPHAËL, Delegate.  
M. B. P. PAPADAKIS, Delegate.  
M. Alexandre CONTOUMAS, Substitute Delegate.
- Hungary* : M. Jean PELÉNYI, Delegate.  
Countess Albert APPONYI, Assistant Delegate.  
M. Béla DE SZENT-ISTVÁNY, Assistant Delegate.
- Irish Free State* : Mr. Thomas J. COYNE, Delegate.
- Italy* : M. Tommaso PERASSI, Delegate.
- Japan* : M. Masayuki YOKOYAMA, Delegate.
- Lithuania* : His Excellency M. Vaclovas SIDZIKAUSKAS, Delegate.
- Netherlands* : M. Joseph LIMBURG, Delegate.  
M. MORESCO.
- Norway* : Mme. Ingeborg AAS, Delegate.
- Poland* : His Excellency Count Edouard RACZYŃSKI, Delegate.  
Mme. HUBICKA, Assistant Delegate.
- Portugal* : His Excellency Dr. José Lobo D'AVILA LIMA, Delegate.  
His Excellency Dr. José Capelo Franco FRAZÃO, Count DE PENHA GARCIA, Delegate.
- Spain* : Mme. Isabel OYARZABAL DE PALENCIA, Delegate.
- Sweden* : M. Karl-Ivan WESTMAN, Delegate.  
Mlle. Kerstin HESSELGREN, Assistant Delegate.
- Switzerland* : M. Camille GORGÉ, Delegate.  
M. Franz STAMPFLI, Delegate.
- Union of South Africa* : Mr. C. T. TE WATER, Delegate.
- Yugoslavia* : His Excellency M. Constantin FOTITCH, Delegate.
- Denmark* : Mlle. H. FORCHHAMMER, Observer.

The secretarial work of the Conference was entrusted by the Secretary-General of the League of Nations to:

M. E.E. EKSTRAND, Director of the Sections for Opium Traffic and for Social Questions, and to the following members of the Social Questions Section and of the Legal Section: Princess G. Radziwill, M. Max Habicht and M. E. Giraud.

## FIRST MEETING

*Held on Monday, October 9th, 1933, at 10 a.m.*

### 1. Opening of the Conference.

M. EKSTRAND, Director of the Opium Traffic and Social Questions Sections, welcomed the delegations on behalf of the Secretary-General and declared the Conference open.

### 2. Election and Report of the Committee on the Verification of Credentials.

*The Conference elected Mme. DE PALENCIA (Spain), M. WESTMAN (Sweden) and M. GORGÉ (Switzerland) as members of the Committee on the Verification of Credentials.*

Following a short adjournment, Mme. DE PALENCIA (Spain), Chairman of the Credentials Committee, reported that the delegates of the following countries were duly accredited to take part in the Conference: Australia, Austria, Belgium, United Kingdom, China, Czechoslovakia, Free City of Danzig, Estonia, Finland, France, Greece, Hungary, Irish Free State, Italy, Japan, Lithuania, Netherlands, Norway, Poland, Portugal, Spain, Sweden, Switzerland, Union of South Africa, Yugoslavia.

The credentials of the German delegate would follow forthwith, and the Committee proposed that he should, in the meantime, attend as an observer.

*The Conference noted the report of the Committee on Credentials and adopted its proposal with regard to the representation of Germany.*

### 3. Election of the President to the Conference.

On the proposal of Mme. DE PALENCIA (Spain), seconded by numerous delegates, M. LIMBURG (Netherlands) was unanimously elected President of the Conference.

### 4. Reservations regarding the Convening of the Conference.

COUNT DE PENHA GARCIA (Portugal) said that it would be unfortunate were future international gatherings to be convened at such short notice as was the present meeting. While realising that the action had been taken for reasons of expediency and economy, Portugal must submit a reservation to the effect that it should not constitute a precedent.

M. GAUTIER (France), M. GORGÉ (Switzerland) and M. PERASSI (Italy) endorsed this reservation on behalf of their delegations.

### 5. Draft Convention for the Suppression of the Traffic in Women of Full Age prepared by the Fifth Committee of the Fourteenth Assembly: General Discussion.

The PRESIDENT stated that the first draft of the Convention drawn up by the Traffic in Women and Children Committee in April 1933 had been submitted to the Governments in June. The Fifth Committee of the Assembly had amended it and had drawn up a second draft, which formed the basis of the Conference's present discussion (Annex 1).

M. PERASSI (Italy), referring to the principles upon which the draft Convention was based, said that the Italian Government had already expressed its view, both in the Fifth Committee and in its communication to the Secretary-General regarding the Conference. Italy had ratified all the existing agreements on the subject — that of 1904, that of 1910 fixing the age-limit at 20, and that of 1921 raising it to 21. The new draft was intended to fill a gap in the 1921 Convention by abolishing the age-limit. He submitted that this step involved the breaking of entirely new ground and that its consequences would affect the problem as a whole. It raised great difficulties in view of the different systems existing in the various countries with regard to the regulation of the traffic, and, in the special case of Italy, presented technical drawbacks in view of the legal difficulties in the way of changing the special laws just embodied in the 1931 Penal Code, though that Code went further than did the existing international Conventions.

The Italian Government, while fully appreciating the work of the Traffic in Women and Children Committee, would frankly find it difficult to carry out the wishes of the Conference in regard to the Convention under discussion.

### 6. Detailed Discussion of the Draft Convention.

#### *Preamble.*

On the proposal of the PRESIDENT, it was agreed to postpone discussion of the preamble pending the adoption of the various articles of the Convention.

*Article 1, Paragraph 1.*

“ Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes to be carried out in another country shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries. ”

COUNT DE PENHA GARCIA (Portugal) would have preferred to see the offences described in the terminology normally used in criminal law.

M. GORGÉ (Switzerland) proposed that, in order to bring the text into harmony with the 1910 Convention, the words “ de la pratique ” (French text) should be deleted — the phrase to read “ en vue de la débauche ”, as in the text originally drafted by the Traffic in Women and Children Committee (document A.24.1933.IV, page 2).

M. GAUTIER (France) agreed; the Convention was directed against the act of procuring and came into play whether or not immorality was practised later.

Miss HORSBRUGH (United Kingdom) agreed that this was the purpose of the Convention, but submitted that in the English text the retention of the words “ to be carried out ” rendered the meaning clearer.

Mr. COYNE (Irish Free State) would have preferred, for reasons of euphony, the substitution of the words “ immoral practices ” for the words “ immoral purposes to be carried out ”, if it were really the desire of the Conference to qualify the expression “ immoral purposes ” which appeared in previous Conventions and was well understood; in any case, the Irish delegation regarded the words “ to be carried out ” as unnecessary.

The Conference, noting that under Article 6 both texts were authoritative, *agreed* to adopt, for the French text, M. Gorgé's proposal to delete the words “ de la pratique ” and, for the English text, Miss Horsbrugh's proposal to retain the words “ to be carried out ”.

*Article 1, Paragraph 2.*

“ For the purposes of the present article, the term ‘ another country ’ includes the colonies and protectorates of the High Contracting Party concerned as well as territories under his suzerainty or mandate. This term includes every such country, even if it has been excluded from the application of the Convention by a declaration made in accordance with Article 11. ”

The PRESIDENT stated that, as the two sentences of this paragraph covered different points — the first being a geographic provision regarding the *locus delicti* and the second being connected with Article 11 — the application of the Convention in colonies and protectorates by the mother-country — the sentences had best be discussed separately, the second being postponed until Article 11 came up for discussion.

M. WOERMANN (Germany) asked that a greater distinction should be drawn between a suzerainty and a mandate, and proposed the substitution for the words “ or mandate ” of the phrase “ and countries for which a mandate has been entrusted to a High Contracting Party ”.

He would prefer to see Article 4 either embodied in Article 1 or inserted between Articles 1 and 2.

M. SCHIFFNER (Austria) proposed the following four drafting amendments:

(a) Replace the words “ the present Article ” by the words “ the present Convention ”, since the provision fitted all the articles of the Convention alike;

(b) Deletion of the word “ another ” in the expression “ another country ”. If paragraph 2 remained as it stood, paragraph 1 could be taken to read, “ for immoral purposes to be carried out in a colony ”, and the traffic would therefore be punishable even if the offender were guilty of procuring in a colony for immoral purposes to be carried out in the same colony;

(c) Deletion of the words “ of the High Contracting Party concerned ”, since the provision was equally applicable in every colony and protectorate;

(d) Addition of the mention “ of oversea territories ” as in Article 11; the first sentence, therefore, to read: “ the term ‘ country ’ includes colonies, protectorates and oversea territories as well as territories under suzerainty or mandate ”.

The PRESIDENT ruled that M. Schiffner's amendments should be discussed *seriatim*.

*Amendment (a).*

M. GORGÉ (Switzerland) submitted that, if the sentence were to apply to the whole Convention, the provision should appear at the head of the Convention and not in the middle of Article 1.



Sir William MALKIN (United Kingdom), while refraining from any expression of opinion upon the desirability of the amendment, pointed out that its adoption would mean that Article 3 would apply to colonies which had been excluded under Article 11.

On the proposal of the PRESIDENT, *it was agreed provisionally to leave the text as it stood; the change might be made later, should the Conference consider it fitting after discussion of Article 3.*

*Amendment (b).*

Count DE PENHA GARCIA (Portugal) agreed with M. Schiffner that the drafting was loose. The basic idea of the Convention was that it should apply all the world over, and the sole reason for specific mention of colonies, protectorates and territories under mandate had been that conditions in such territories varied enormously. It must be clear in the final text that a sovereign State had a right to punish a procurer even when the immoral practices carried on took place in the colony or protectorate of a mother-country which might have no wish or occasion to punish the offence.

The PRESIDENT thought M. Schiffner's amendment reasonable; the use of the word "country" alone presented the added advantage of covering both mentions of the word "country" in paragraph 1.

Mr. COYNE (Irish Free State) and Mme. HUBICKA (Poland) agreed with the President.

Sir William MALKIN (United Kingdom) thought that the amendment was not an improvement. If the word "country" stood alone in paragraph 2, paragraph 1 could be taken to read, "for immoral purposes to be carried out in another colony" or "another protectorate", so giving the effect of excluding the mother-country.

M. PERASSI (Italy) agreed with Sir William Malkin.

*Amendment (b) proposed by M. Schiffner was adopted.*

*Amendment (c).*

*Adopted.*

*Amendment (d).*

Count DE PENHA GARCIA (Portugal) argued that, now that reference to the High Contracting Party had been dropped, the term "oversea territories" was not clear.

Sir William MALKIN (United Kingdom) and M. GAUTIER (France) supported this argument.

On the proposal of Sir Talbot HOBBS (Australia), *it was agreed to refer the sentence to a Drafting Committee together with the amendments earlier proposed by M. Woermann.*

*Article 2.*

"The High Contracting Parties whose laws are at present inadequate to deal with the offences specified in the preceding article agree to take the necessary steps to ensure that these offences shall be punished in accordance with their gravity."

The PRESIDENT preferred the text originally drafted by the Traffic in Women and Children Committee, in which the High Contracting Parties agreed to propose the matter to their respective legislatures. This text presented two advantages. In the first place, it was psychologically inadvisable to "agree to take the necessary steps" without any reference to consultation of the Legislature; secondly, it enabled countries to ratify the Convention before the slow process of passing the necessary legislation was completed. He instanced, in support of his contention, a similar provision in the Versailles Treaty with regard to the International Labour Office.

M. PAPADAKIS (Greece) supported the President's view. Early ratification presented the advantage that the exchanges of information provided for in the Convention could take place even though the necessary changes in legislation might not have been completed.

M. GAUTIER (France) preferred to retain the text as it stood. If the President's suggestion were adopted, there was a grave risk that, though ratifications would be received earlier, the necessary changes in legislation would not follow and the Convention would become a dead letter. This had been the experience of the International Labour Office in regard to Article 408 of the Versailles Treaty, to which the President had referred.

Miss HORSBRUGH (United Kingdom) agreed with M. Gautier. She pointed out that, though the phrase preferred by the President had been used in 1910, it had been dropped in the 1921 Convention.

The PRESIDENT stated that, though he did not agree with M. Gautier, he was prepared to withdraw his amendment.

*Article 2 was adopted.*

#### 7. Appointment of a Drafting Committee.

On the proposal of the PRESIDENT, Sir William MALKIN (United Kingdom), M. BASDEVANT (France), M. SCHIFFNER (Austria) and the members of the Bureau were appointed to form a Drafting Committee to consider the Convention as a whole, the Committee's terms of reference covering the amendments already submitted and any other amendments to be received from delegations.

M. WOERMANN (Germany) asked permission to take part in the work of the Drafting Committee.

*Agreed.*

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### SECOND MEETING

*Held on Tuesday, October 10th, 1933, at 10.15 a.m.*

---

*President: M. J. LIMBURG (Netherlands).*

#### 8. Draft Convention prepared by the Drafting Committee: Statement by M. Basdevant, Rapporteur of the Drafting Committee.

M. BASDEVANT (France), as Rapporteur of the Drafting Committee, explained the changes which the Committee had made in the original draft (Annex 1) after consideration of the amendments submitted to the Conference and in the Drafting Committee itself. The order of certain articles in the new text (Annex 2) had been changed with a view to rendering the structure of the Convention more logical. As now drafted, Articles 1 and 2 referred to the obligation to punish certain acts; Article 3 provided for the communication of information; while Article 4 and the subsequent articles contained general and formal provisions relating to the settlement of disputes, ratifications, accessions, etc.

He wished to give the following explanations of certain points in the new text:

(a) He would first draw attention to the expression "for immoral purposes to be carried out in another country" in Article 1. Those words made it quite clear that the act covered by the Convention was an act which had occurred in a contracting State and was to produce its effects in another country. Under the draft Convention, a contracting party was obliged to punish an act of trafficking which had been committed in its territory when the immoral purposes for which that act had been committed were to be carried out in another country, whether the latter was a contracting party or not or whether the home territory, a colony or a protectorate of that other country was involved. On the contrary, the Convention would not be applicable when the acts in question did not exceed the boundaries of a single State. However, the third paragraph of Article 1 went further than this, since it covered acts of trafficking committed in a contracting State, the immoral purposes to be carried out in another part of that same State, when such other part was a colony, a protectorate or a territory placed under the mandate of that State. Hence, under this paragraph, an act of trafficking committed in the home territory of State A, a contracting State, for immoral purposes intended to be carried out in a colony of that State, should be punished;

(b) Paragraph 2 of Article 1, which corresponded to Article 3 of the 1921 Convention, had been inserted in Article 1, so that all the punishable acts might be enumerated in the latter. As in the case of the 1921 Convention, this text laid down strict rules for the punishment of attempted offences, but allowed a certain margin for the punishment of acts preparatory to the offences, binding the signatories only "within the legal limits". The Drafting Committee had found that this margin was not reduced by Article 2;

(c) Article 10 referred to the application of the Convention within the colonies, protectorates or possessions of a contracting party. This was a complex problem, in view of the great diversity of the legal systems applied in the different territories. A State which was prepared to accept the Convention might have very great difficulty in making the appropriate changes in the legislation of its colonies, protectorates or territories under its mandate so as to meet the requirements of Articles 1 and 2. Similar difficulties might arise in connection with the application of Article 3.

Some uncertainty might be felt as to the choice of the formula which would meet this situation. Under Article 11 of the draft which had been discussed on the previous day (Annex 1), the contracting parties might declare, at the time of signature, that they did not assume any obligation in respect of all or any of their colonies, etc., whereas in the new Article 10 a positive formula was adopted, the contracting parties being invited to state, at the time of signature, the names of the colonies, protectorates, etc., to which the Convention would apply. This change had been proposed because the Committee felt that certain members of women's organisations which took a great interest in and did very valuable work in connection with the suppression of the traffic in women saw certain psychological and moral drawbacks in the earlier text.

M. Basdevant pointed out that, even if a given colony did not come under the Convention in the absence of the declaration provided for in Article 10, an act of trafficking committed in

the territory of a contracting party, the immoral purposes to be carried out in that colony, would nevertheless be punishable under Article 1, as stated in paragraph 2 of Article 10.

9. Detailed Examination of the Draft Convention prepared by the Drafting Committee.

*Article 1, Paragraph 1.*

M. PERASSI (Italy) asked that, to avoid misunderstanding, a definition of the term " woman or girl of full age " should be embodied in the Convention.

The PRESIDENT thought the addition unnecessary. Article 5 of the 1921 Convention defined minors as persons of up to " twenty-one completed years of age ". The proposed addition would raise a difficulty, as under almost all legislations a married woman under twenty-one years was regarded as being of full age.

*Paragraph 1 was adopted.*

*Article 1, Paragraph 2.*

*Paragraph 2 was adopted.*

*Article 1, Paragraph 3.*

M. PERASSI (Italy) asked that " oversea territories " should be included in the enumeration, which was, without this addition, defective.

M. BASDEVANT (France), Rapporteur of the Drafting Committee, said that the Drafting Committee had decided to omit the term in the interests of uniformity; it was geographic and was unsuitable in a list of legal and political terms. He was therefore opposed to the addition.

*Paragraph 3 was adopted.*

*Article 1 as a whole was unanimously adopted*, the following States voting for the article: Australia, Austria, Belgium, United Kingdom, China, Czechoslovakia, Estonia, France, Germany, Greece, Hungary, Japan, Lithuania, Netherlands, Norway, Poland, Portugal, Spain, Sweden, Switzerland, Union of South Africa.

*Abstentions:* Finland, Irish Free State, Italy.

Mr. COYNE (Irish Free State) pointed out that he abstained merely owing to lack of instructions from his Government.

*Absent:* Free City of Danzig, Yugoslavia.

*Article 2.*

*Already adopted.*

*Articles 3, 4, 5 and 6.*

*Adopted.*

*Article 7.*

M. DE SZENT-ISTVÁNY (Hungary) objected to the opening sentence of Article 7, which enabled States to accede to a convention which was not yet in force. He therefore proposed that the opening phrase should read, " After the entry into force of the present Convention, it may be acceded to ". This amendment would involve deletion of the words " or accessions " at the end of the first paragraph of Article 8.

The PRESIDENT, while recognising the force of the Hungarian delegate's remarks, pointed out that the system proposed was that invariably adopted in recent years; he thought any change unnecessary.

*Article 7 was adopted.*

*Article 8.*

Subject to the deletion of the words " of the League of Nations " in paragraphs 2 and 3 of Article 8, *Article 8 was adopted.*

*Article 9.*

*Adopted.*

*Article 10.*

M. Hoo (China), while recognising that this article occurred in all multilateral conventions, and though aware of the administrative difficulties which rendered its inclusion desirable, said that the Chinese Government would have preferred it to be omitted. It involved a certain discrimination which his Government considered unfair; if, however, the contracting parties applied the Convention to all their possessions, all discrimination would be avoided.

The negative form in which Article 11 of the previous text had been drafted was, to his mind, infinitely preferable: first, on psychological grounds, since States would be unwilling to give a very long list of exceptions and would therefore tend to apply the Convention more generally; secondly, on practical grounds, because it enabled anyone to see at a glance to which territories it did not apply. This very convenient system had been used in the 1921 Convention.

M. PERASSI (Italy) pointed out that the enumeration of types of territory was, as in Article 1, paragraph 3, incomplete. Unless the expression "oversea territories" or its equivalent were included, the article as revised would be open to considerable misunderstanding. As it stood, a ratification would bind the mother-country only and not its possessions, unless specifically mentioned. It presented a further complication: supposing the contracting party concerned had made no declaration regarding a territory which was neither colony, protectorate, territory under suzerainty nor territory under mandate, how was that territory to be regarded?

M. BASDEVANT (France), Rapporteur of the Drafting Committee, explained that "oversea territories" had been omitted for the sake of uniformity with Article 1. The Drafting Committee had felt that the new form in which the article was drafted, enabling countries to give a specific list of the territories to which the Convention should apply, repaired any omission in the list of the various types of possession.

Mr. COYNE (Irish Free State), like the Chinese delegate, preferred the old negative rather than the new positive form of article. He asked for information as to the reasons for the change. Who were the members of women's organisations referred to and what arguments had they put forward?

Mme. HUBICKA (Poland) also agreed with the Chinese delegate.

M. BASDEVANT (France), Rapporteur of the Drafting Committee, said that either text was equally acceptable to the French delegation. The Drafting Committee had adopted the new text because it understood that the change would tend to avoid resistance from public opinion.

Miss HORSBRUGH (United Kingdom) said that either text was acceptable to the United Kingdom delegation. She had accepted the new text in view of certain representations as to the resistance likely to be offered by the women's organisations, if the old text were maintained.

In reply to Mr. Coyne's question, the PRESIDENT explained that the change had been made because the Drafting Committee had been convinced, following upon representations transmitted through the Secretariat, that Article 11 in the original draft would meet with opposition from certain women's organisations. The Hague Convention on the Nationality of Women had been opposed by them because account had not been taken of their wishes expressed in regard to the Convention, and it was desirable to avoid this occurring again, solely because of the drafting of an article which was acceptable to all States in either form.

On the proposal of M. HOO (China) and Mme. DE PALENCIA (Spain), the PRESIDENT put the alternative Articles 10 (new text) and 11 (old text) to the vote, it being understood that the article finally accepted would be subject to certain drafting amendments.

*Article 10 (new text) was rejected in favour of Article 11 (old text) by thirteen votes to six.*

#### *Addition of a New Article.*

On the proposal of M. GORGÉ (Switzerland), it was agreed to embody in the Convention an article making provision for extradition as contained in Article 5 of the 1910 Convention and Article 4 of the 1921 Convention.

Following a short adjournment, the Conference *approved* the following text proposed by its Drafting Committee to be included in the new Convention as Article 4:

"The provisions of Article 5 of the Convention of May 4th, 1910, and of Article 4 of the Convention of September 30th, 1921, relating to extradition are also applicable to the offences specified in Article 1 of the present Convention."

It was agreed that, in view of the insertion of the new Article 4, the present Articles 4 to 10 would become Articles 5 to 11, and that the necessary changes would be made in any references to these articles occurring in the text of the Convention.

#### *Article 11.*

On the proposal of the Drafting Committee, *Article 11 was adopted in the following form:*

"Any High Contracting Party may, at the time of signature, ratification or accession, declare that, in accepting the present Convention, he does not assume any obligation in respect of all or any of his colonies, protectorates, oversea territories,

territories under his suzerainty or territories for which a mandate has been entrusted to him.

“ Any High Contracting Party may subsequently declare to the Secretary-General of the League of Nations that the present Convention is to apply to all or any of the territories which have been made the subject of a declaration under the preceding paragraph. The said declaration shall have effect sixty days after its receipt.

“ Any High Contracting Party may at any moment withdraw, in whole or in part, any declaration made under the second paragraph of this article. Such withdrawal will take effect one year after its receipt by the Secretary-General of the League of Nations.

“ The Secretary-General shall communicate to all the Members of the League and to the non-member States mentioned in Article 6 the denunciations referred to in Article 10 and the declarations received under the present article.

“ Notwithstanding any declaration made under the first paragraph of the present article, the third paragraph of Article 1 remains applicable. ”

*Preamble.*

On the proposal of the PRESIDENT, *the preamble was unanimously adopted.*

**10. Date of Signature of the Convention.**

The PRESIDENT announced that the Convention would be open for signature at noon on Wednesday, October 11th, 1933.

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**THIRD MEETING**

*Held on Wednesday, October 11th, 1933, at 12 noon.*

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*President: M. J. LIMBURG (Netherlands).*

**11. Examination and Adoption of the Final Text of the Convention.**

*Extradition: Deletion of Article 4 and Adoption of a Resolution.*

The PRESIDENT recalled that at the end of the previous meeting it had been agreed, on the proposal of the Swiss delegate, to include in the Convention a new article concerning extradition, which appeared as Article 4 in document Conf. T.F.M./2(1)<sup>1</sup>. Subsequently, several delegates had asked for instructions from their Governments on this question, and some had received an answer authorising them to sign the Convention only if the new article were omitted. He would therefore propose, in order to avoid jeopardising the whole Convention, that the new article should be withdrawn and that the Conference should pass the following resolution:

“ The Conference expresses the view that the Convention on the Traffic in Women of Full Age signed on October 11th, 1933, should be completed by a provision dealing with extradition in the case of the offence referred to in Article 1.

“ The Conference suggests that the Council might invite the Committee on the Traffic in Women and Children to make proposals for submission to the Governments with a view to the signature, at as early a date as possible, of an additional provision dealing with this subject ”.

M. GAUTIER (France) stated that, although he had been authorised by his Government to sign the Convention with the article on extradition, he agreed to the President's proposal, the reasons for which he appreciated.

M. GORGÉ (Switzerland) had no objection to the omission of the article, which he did not regard as essential. Moreover, if the proposed resolution were adopted, the question would merely be postponed.

*It was agreed to delete the new article.*

The PRESIDENT drew attention to the changes which this decision entailed in the numbering of the other articles.

M. WOERMANN (Germany) thought that, as the doctrine regarding extradition had recently been somewhat modified, it might be desirable to find a uniform formula on this subject for the 1910, 1921 and 1933 Conventions. He would therefore venture to suggest that an addition reading somewhat as follows should be made to the resolution:

“ ...and, if necessary, for uniform rules with regard to extradition for the three Conventions of 1910, 1921 and 1933 ”. He did not insist on this proposal if it involved any difficulty.

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<sup>1</sup> This document is not reproduced as an annex, as it is identical with the final text except for the article on extradition given on page 11.

M. GAUTIER (France) feared that such a provision might give rise to complications, since the signatories of the three Conventions might not be the same. The point could, however, be considered when the time came to add to the Convention an article regarding extradition.

M. WOERMANN (Germany) said that in these circumstances he was willing to withdraw his suggestion.

*The resolution was adopted.*

*Article 8 (Final Text).*

M. D'AVILA LIMA (Portugal) referred to the following words in the article which would be numbered 8 in the final text: " It shall be registered by the Secretary-General on the day of its entry into force ". This provision seemed to him to be somewhat at variance with the letter of the Covenant and with the spirit of the League. A League Convention was not valid until it had been registered by the Secretary-General, and the registration must therefore precede the entry into force.

The PRESIDENT hoped that M. d'Avila Lima would not insist on a change in this wording, which had been used on previous occasions.

M. D'AVILA LIMA (Portugal) explained that his observation had only been intended to express a personal opinion and that he would not put forward any proposal in the matter.

*Adoption of the Convention as a Whole.*

The PRESIDENT stated that a vote would be taken on the Convention as a whole, since the Conference had so far only adopted the articles separately.

M. PERASSI (Italy) wished to explain the reasons for which he would abstain from voting. It must not be thought that his Government was indifferent to the problem of the traffic in women. The laws already in force in Italy, the activities of the administrative authorities and the collaboration of the Italian delegate in the work of the Committee on the Traffic in Women and Children were sufficient proof of the interest taken by his Government in this question. In their view, however, it was a very complex and delicate one, of which the various aspects must be dealt with as a whole and not separately.

M. YOKOYAMA (Japan) would abstain from voting as he had not yet received from his Government the instructions for which he had felt bound to ask in view of the considerable modifications which had been made in the Convention. The Japanese Penal Code was at present being amended and would correspond with the provisions of the Convention, and he hoped that his Government would shortly take the necessary steps to sign the Convention.

Mr. COYNE (Irish Free State) was also unable to take part in the vote on the Convention in the absence of instructions from his Government. He was, however, sure that his Government had great sympathy with the objects of the Convention and he hoped that the Irish Free State would be in a position to accede to it at a later date.

The PRESIDENT emphasised that the vote on the Convention was distinct from the decision with regard to signature. Some delegates might, perhaps, be in a position to vote in the affirmative though they might not be prepared to sign. The vote was taken, with the following result:

*In favour:* Australia, Austria, Belgium, United Kingdom, Czechoslovakia, Free City of Danzig, France, Germany, Greece, Hungary, Lithuania, Netherlands, Poland, Portugal, Spain, Sweden, Switzerland, Union of South Africa.

*Abstentions:* Irish Free State, Italy, Japan.

The delegates of the following countries were *absent*: China, Estonia, Finland, Norway, Yugoslavia.

The PRESIDENT announced that eighteen delegates had voted in favour of the Convention, three had abstained and five were absent, and that the *Convention was therefore unanimously approved* (Annex 3).

## 12. Signature of the Convention.

M. MÉLOT (Belgium) wished to state, before signing the Convention, that his Government would avail itself of the option provided in Article 10. Belgium declared that, in accepting the Convention, she did not assume any obligation in respect of her colonies, or the territories for which a mandate had been entrusted to her. The only reason for this reservation was that there had never been a case of traffic in white women in Belgium's colonies or mandated territories. Whereas the Convention would probably not be operative so far as these territories were concerned, it would necessitate various legislative measures which, in the circumstances, would be of no practical value.

The delegates of the following countries then signed the Convention: Austria, Belgium, United Kingdom, Czechoslovakia, Free City of Danzig, France, Germany, Greece, Lithuania, Netherlands, Poland, Portugal, Spain, Sweden.

The delegates of Australia, Hungary, Switzerland, the Union of South Africa, and Yugoslavia stated that the signatures of their delegations would shortly be appended.<sup>1</sup>

13. Close of the Conference.

M. GAUTIER (France) thanked the President for the admirable way in which he had directed the Conference.

The PRESIDENT thanked the delegates and the Secretariat for their collaboration and pronounced the Conference closed.

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<sup>1</sup> The delegates of the following countries signed the Convention after the close of the Conference: Albania, Australia, China, Norway, Panama, Switzerland, Union of South Africa, Yugoslavia.

ANNEX 1  
DRAFT CONVENTION  
FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN FULL AGE

TEXT DRAWN UP BY THE SUB-COMMITTEE OF THE FIFTH COMMITTEE  
OF THE FOURTEENTH ASSEMBLY

[Names of States.]

Being anxious to secure more completely the suppression of the traffic in women and children;

Having decided to conclude a convention supplementary to the Agreement of May 18th, 1904, and the Conventions of May 4th, 1910, and September 30th, 1921, relating to the suppression of the traffic in women and children;

Having taken note of the recommendations contained in the report to the Council of the League of Nations by the Traffic in Women and Children Committee on the work of its twelfth session,

Have appointed for this purpose as their Plenipotentiaries:

Who, having communicated their full powers found in good and due form, have agreed as follows:

*Article 1.*

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes to be carried out in another country shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

For the purposes of the present article, the term "another country" includes the colonies and protectorates of the High Contracting Party concerned as well as territories under his suzerainty or mandate. This term includes every such country, even if it has been excluded from the application of the Convention by a declaration made in accordance with Article 11.

*Article 2.*

The High Contracting Parties whose laws are at present inadequate to deal with the offences specified in the preceding article agree to take the necessary steps to ensure that these offences shall be punished in accordance with their gravity.

*Article 3.*

The High Contracting Parties undertake to communicate to each other in regard to any person of either sex who has committed or attempted to commit any of the offences referred to in the present Convention and the Conventions of 1910 and 1921 on the Suppression of the Traffic in Women and Children, the various constituent acts of which were, or were to have been, accomplished in different countries, the following information (or similar information which it may be possible to supply under the laws and regulations of the country concerned):

- (a) Records of convictions, together with any useful and available information with regard to the offender, such as his civil status, description, finger-prints, photograph and police record, his methods of operation, etc. ;
- (b) Particulars of any measures of refusal of admission or of expulsion.

These documents and information shall be sent direct and without delay to the authorities of the countries concerned in each particular case by the authorities named in Article 1 of the Agreement concluded in Paris on May 18th, 1904, and, if possible, in all cases when the offence, conviction, refusal of admission or expulsion has been duly established.

*Article 4.*

The High Contracting Parties agree to take the necessary steps with a view to the punishment of attempted offences and, within the legal limits, acts preparatory to the offences covered by the present Convention.

*Article 5.*

If there should arise between the High Contracting Parties a dispute of any kind relating to the interpretation or application of the present Convention and the Conventions of 1910



and 1921, and if such dispute cannot be satisfactorily settled by diplomacy, it shall be settled in accordance with any applicable agreements in force between the parties providing for the settlement of international disputes.

In case there is no such agreement in force between the parties, the dispute shall be referred to arbitration or judicial settlement. In the absence of agreement on the choice of another tribunal, the dispute shall, at the request of any one of the parties, be referred to the Permanent Court of International Justice, if all the parties to the dispute are parties to the Protocol of December 16th, 1920, relating to the Statute of that Court, and, if any of the parties to the dispute is not a party to the Protocol of December 16th, 1920, to an arbitral tribunal constituted in accordance with the Hague Convention of October 18th, 1907, for the Pacific Settlement of International Disputes.

*Article 6.*

The present Convention, of which the English and French texts are both authoritative, shall bear this day's date, and shall until April 1st, 1934, be open for signature on behalf of any Member of the League of Nations, or of any non-member State which was represented at the Conference which drew up this Convention or to which the Council of the League of Nations shall have communicated a copy of the Convention for this purpose.

*Article 7.*

The present Convention shall be ratified. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all Members of the League and to the non-member States referred to in the preceding article.

*Article 8.*

As from April 1st, 1934, the present Convention may be acceded to on behalf of any Member of the League of Nations or any non-member State mentioned in Article 6.

The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all the Members of the League and to the non-member States mentioned in that article.

*Article 9.*

The present Convention shall come into force sixty days after the Secretary-General of the League of Nations has received two ratifications or accessions.

It shall be registered by the Secretary-General of the League of Nations on the day of its entry into force.

Subsequent ratifications or accessions shall take effect at the end of sixty days after their receipt by the Secretary-General of the League of Nations.

*Article 10.*

The present Convention may be denounced by notification addressed to the Secretary-General of the League of Nations. Such denunciation shall take effect one year after its receipt.

*Article 11.*

Any High Contracting Party may, at the time of signature, ratification or accession, declare that, in accepting the present Convention, he does not assume any obligation in respect of all or any of his colonies, protectorates and oversea territories or territories under suzerainty or mandate.

Any High Contracting Party may declare to the Secretary-General of the League of Nations subsequently that he desires that the Convention shall apply to all or any of the territories which have been made the subject of a declaration under the preceding paragraph. The said declaration shall have effect sixty days after receipt.

Any High Contracting Party may at any moment state his desire that the present Convention should cease to apply to all or any of his colonies, protectorates, oversea territories or territories under suzerainty or mandate, and the Convention shall cease to apply to the territories mentioned in that declaration one year after its receipt by the Secretary-General of the League of Nations.

The Secretary-General of the League of Nations shall communicate to all the Members of the League and to the non-member States mentioned in Article 6 the denunciations referred to in Article 10 and the declarations received under the present article.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE at Geneva . . . . . in a single copy, which shall remain deposited in the archives of the Secretariat of the League of Nations, and certified true copies of which shall be delivered to all the Members of the League and to the non-member States referred to in Article 6.

ANNEX 2

Conf. T.F.M./2.

DRAFT CONVENTION  
FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN OF FULL AGE

TEXT DRAWN UP BY THE DRAFTING COMMITTEE OF THE CONFERENCE

[Names of Heads of States]

Being anxious to secure more completely the suppression of the traffic in women and children;

Having taken note of the recommendations contained in the report to the Council of the League of Nations by the Traffic in Women and Children Committee on the work of its twelfth session;

Having decided to complete by a new convention the Agreement of May 18th, 1904, and the Conventions of May 4th, 1910, and September 30th, 1921, relating to the suppression of the traffic in women and children,

Have appointed for this purpose as their Plenipotentiaries :

Who, having communicated their full powers, found in good and due form, have agreed as follows :

*Article 1.*

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes to be carried out in another country shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

Attempted offences and, within the legal limits, acts preparatory to the offences in question shall also be punishable.

For the purpose of the present article, the term "country" includes the colonies and protectorates of the High Contracting Party concerned, as well as territories under his suzerainty and territories for which a mandate has been entrusted to him.

*Article 2.*

The High Contracting Parties whose laws are at present inadequate to deal with the offences specified in the preceding article agree to take the necessary steps to ensure that these offences shall be punished in accordance with their gravity.

*Article 3.*

The High Contracting Parties undertake to communicate to each other in regard to any person of either sex who has committed or attempted to commit any of the offences referred to in the present Convention or in the Conventions of 1910 and 1921 on the Suppression of the Traffic in Women and Children, the various constituent acts of which were, or were to have been, accomplished in different countries, the following information (or similar information which it may be possible to supply under the laws and regulations of the country concerned):

(a) Records of convictions, together with any useful and available information with regard to the offender, such as his civil status, description, finger-prints, photograph and police record, his methods of operation, etc. ;

(b) Particulars of any measures of refusal of admission or of expulsion which may have been applied to him.

These documents and information shall be sent direct and without delay to the authorities of the countries concerned in each particular case by the authorities named in Article 1 of the Agreement concluded in Paris on May 18th, 1904, and, if possible, in all cases when the offence, conviction, refusal of admission or expulsion has been duly established.

*Article 4.*

If there should arise between the High Contracting Parties a dispute of any kind relating to the interpretation or application of the present Convention or of the Conventions of 1910 and 1921, and if such dispute cannot be satisfactorily settled by diplomacy, it shall be settled in accordance with any applicable agreements in force between the parties providing for the settlement of international disputes.

In case there is no such agreement in force between the parties, the dispute shall be referred to arbitration or judicial settlement. In the absence of agreement on the choice of another tribunal, the dispute shall, at the request of any one of the parties, be referred to the Permanent Court of International Justice, if all the parties to the dispute are parties to the Protocol of December 16th, 1920, relating to the Statute of that Court, and, if any of the parties to the dispute is not a party to the Protocol of December 16th, 1920, to an arbitral tribunal constituted in accordance with the Hague Convention of October 18th, 1907, for the Pacific Settlement of International Disputes.

*Article 5.*

The present Convention, of which the English and French texts are both authoritative, shall bear this day's date, and shall until April 1st, 1934, be open for signature on behalf of any Member of the League of Nations, or of any non-member State which was represented at the Conference which drew up this Convention or to which the Council of the League of Nations shall have communicated a copy of the Convention for this purpose.

*Article 6.*

The present Convention shall be ratified. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all Members of the League and to the non-member States referred to in the preceding article.

*Article 7.*

As from April 1st, 1934, the present Convention may be acceded to on behalf of any Member of the League of Nations or any non-member State mentioned in Article 5.

The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all the Members of the League and to the non-member States mentioned in that article.

*Article 8.*

The present Convention shall come into force sixty days after the Secretary-General of the League of Nations has received two ratifications or accessions.

It shall be registered by the Secretary-General of the League of Nations on the day of its entry into force.

Subsequent ratifications or accessions shall take effect at the end of sixty days after their receipt by the Secretary-General of the League of Nations.

*Article 9.*

The present Convention may be denounced by notification addressed to the Secretary-General of the League of Nations. Such denunciation shall take effect one year after its receipt, but only in relation to the High Contracting Party who has notified it.

*Article 10.*

Any High Contracting Party may, at the time of signature, ratification or accession, or subsequently, declare to the Secretary-General of the League of Nations that the present Convention is to apply to all or any of his colonies, protectorates, territories under his suzerainty, or territories for which a mandate has been entrusted to him. The said declaration shall take effect sixty days after its receipt.

The third paragraph of Article 1 remains applicable even if no such declaration is made.

Any High Contracting Party may at any moment withdraw, in whole or in part, any declaration made under the first paragraph of this article. Such withdrawal will take effect one year after its receipt by the Secretary-General of the League of Nations.

The Secretary-General shall communicate to all the Members of the League and to the non-member States mentioned in Article 5 the denunciations referred to in Article 9 and the declarations received under the present article.

IN FAITH WHEREOF the above-mentioned Plenipotentiaries have signed the present Convention.

DONE at Geneva . . . . . in a single copy, which shall remain deposited in the archives of the Secretariat of the League of Nations, and certified true copies of which shall be delivered to all the Members of the League and to the non-member States referred to in Article 5.

ANNEX 3.

LETTER FROM THE PRESIDENT OF THE CONFERENCE TO THE PRESIDENT  
OF THE FOURTEENTH ASSEMBLY

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Geneva, October 11th, 1933.

On October 7th, 1933, the fourteenth Assembly adopted a report by the Fifth Committee regarding the holding of a diplomatic conference to establish the final text of the Convention for the Suppression of the Traffic in Women of Full Age (see document A.47.1933,IV).

The Conference was held at the Secretariat of the League of Nations from October 9th to 11th, 1933, and I was honoured by being elected President. The Conference instructed me to convey to you the following information:

1. The Governments of the under-mentioned countries were represented at the Conference: Australia, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, China, Czechoslovakia, Free City of Danzig, Estonia, Finland, France, Germany, Greece, Hungary, Irish Free State, Italy, Japan, Lithuania, the Netherlands, Norway, Poland, Portugal, Spain, Sweden, Switzerland, the Union of South Africa, and Yugoslavia.

The Danish Government was represented by an observer.

2. The Conference unanimously adopted the text of the attached Convention regarding the Suppression of the Traffic in Women of Full Age.

At the final meeting of the Conference, the Convention was signed by the following countries: Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Czechoslovakia, Free City of Danzig, France, Germany, Greece, Lithuania, the Netherlands, Poland, Portugal, Spain and Sweden.

The delegates of Australia, Hungary, Switzerland, the Union of South Africa, and Yugoslavia stated that their Governments would shortly sign the Convention.

3. Before adopting the Convention, the Conference passed the following resolution, which it requested me to convey to you:

“ The Conference expresses the view that the Convention on the Traffic in Women of Full Age signed on October 11th, 1933, should be completed by a provision dealing with extradition in the case of the offence referred to in Article 1.

“ The Conference suggests that the Council might invite the Committee on the Traffic in Women and Children to make proposals for submission to the Government with a view to the signature, at as early a date as possible, of an additional provision dealing with this subject. ”

(Signed) J. LIMBURG,

*President of the Diplomatic Conference  
on the Traffic in Women of Full Age.*

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ANNEXE 4

Série de Publications : 1933.IV.5

N° officiel : C.590.M.276.1933.IV.

TEXTE DE LA CONVENTION INTERNATIONALE RELATIVE A LA RÉPRESSION  
DE LA TRAITE DES FEMMES MAJEURES

*adopté par la conférence, le 11 octobre 1933*

CONVENTION INTERNATIONALE  
RELATIVE À LA RÉPRESSION DE LA TRAITE DES FEMMES MAJEURES

Désireux d'assurer d'une manière plus complète la répression de la traite des femmes et des enfants ;

Ayant pris connaissance des recommandations contenues dans le rapport au Conseil de la Société des Nations par le Comité de la traite des femmes et des enfants sur les travaux de sa douzième session ;

Ayant décidé de compléter, par une convention nouvelle, l'Arrangement du 18 mai 1904 et les Conventions du 4 mai 1910 et du 30 septembre 1921, relatifs à la répression de la traite des femmes et des enfants,

Ont désigné à cet effet pour leurs plénipotentiaires :

Lesquels, après avoir communiqué leurs pleins pouvoirs reconnus en bonne et due forme, sont convenus des dispositions suivantes :

*Article premier.*

Doit être puni quiconque, pour satisfaire les passions d'autrui, a embauché, entraîné ou détourné, même avec son consentement, une femme ou fille majeure en vue de la débauche dans un autre pays, alors même que les divers actes qui sont les éléments constitutifs de l'infraction auraient été accomplis dans des pays différents.

La tentative est également punissable. Il en est de même, dans les limites légales, des actes préparatoires.

Au sens du présent article, l'expression « pays » comprend les colonies et protectorats de la Haute Partie contractante intéressée, ainsi que les territoires sous sa suzeraineté et ceux pour lesquels un mandat lui a été confié.

*Article 2.*

Les Hautes Parties contractantes dont la législation ne sera pas, dès à présent, suffisante pour réprimer les infractions prévues par l'article précédent s'engagent à prendre les mesures nécessaires pour que ces infractions soient punies suivant leur gravité.

*Article 3.*

Les Hautes Parties contractantes s'engagent à se communiquer au sujet de tout individu de l'un ou l'autre sexe qui aura commis ou tenté de commettre l'une des infractions visées par la présente Convention, ou par les Conventions de 1910 et 1921, relatives à la répression de la traite des femmes et des enfants, si les éléments constitutifs de l'infraction ont été ou devaient être réalisés dans des pays différents, les informations suivantes (ou des informations analogues que permettent de fournir les lois et règlements intérieurs) :

a) Les jugements de condamnation avec toutes autres informations utiles qui pourraient être obtenues sur le délinquant, par exemple sur son état civil, son signalement, ses empreintes digitales, sa photographie, son dossier de police, sa manière d'opérer, etc. ;

b) L'indication des mesures de refoulement ou d'expulsion dont il aurait été l'objet.

Ces documents et informations seront envoyés directement et sans délai aux autorités des pays intéressés dans chaque cas particulier par les autorités désignées conformément à l'article premier de l'Arrangement conclu à Paris le 18 mai 1904. Cet envoi aura lieu, autant qu'il est possible, dans tous les cas de constatation de l'infraction, de condamnation, de refoulement ou d'expulsion.

ANNEX 4

*Series of Publications:* 1933.IV.5.

*Official No.:* C.590.M.276.1933.IV.

TEXT OF THE INTERNATIONAL CONVENTION FOR THE SUPPRESSION  
OF THE TRAFFIC IN WOMEN OF FULL AGE

*adopted by the Conference on October 11th, 1933*

INTERNATIONAL CONVENTION  
FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN OF FULL AGE

Being anxious to secure more completely the suppression of the traffic in women and children;

Having taken note of the recommendations contained in the Report to the Council of the League of Nations by the Traffic in Women and Children Committee on the work of its twelfth session;

Having decided to complete by a new Convention the Agreement of May 18th, 1904, and the Conventions of May 4th, 1910, and September 30th, 1921, relating to the suppression of the traffic in women and children,

Have appointed for this purpose as their Plenipotentiaries:

Who, having communicated their full powers, found in good and due form, have agreed as follows:

*Article 1.*

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl of full age for immoral purposes to be carried out in another country, shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

Attempted offences, and, within the legal limits, acts preparatory to the offences in question, shall also be punishable.

For the purposes of the present Article, the term "country" includes the colonies and protectorates of the High Contracting Party concerned, as well as territories under his suzerainty and territories for which a mandate has been entrusted to him.

*Article 2.*

The High Contracting Parties whose laws are at present inadequate to deal with the offences specified in the preceding Article agree to take the necessary steps to ensure that these offences shall be punished in accordance with their gravity.

*Article 3.*

The High Contracting Parties undertake to communicate to each other in regard to any person of either sex who has committed or attempted to commit any of the offences referred to in the present Convention or in the Conventions of 1910 and 1921 on the Suppression of the Traffic in Women and Children, the various constituent acts of which were, or were to have been, accomplished in different countries, the following information (or similar information which it may be possible to supply under the laws and regulations of the country concerned);

(a) Records of convictions, together with any useful and available information with regard to the offender, such as his civil status, description, finger-prints, photograph and police record, his methods of operation, etc. ;

(b) Particulars of any measures of refusal of admission or of expulsion which may have been applied to him.

These documents and information shall be sent direct and without delay to the authorities of the countries concerned in each particular case by the authorities named in Article 1 of the Agreement concluded in Paris on May 18th, 1904, and, if possible, in all cases when the offence, conviction, refusal of admission or expulsion has been duly established.

*Article 4.*

S'il s'élève entre les Hautes Parties contractantes un différend quelconque relatif à l'interprétation ou à l'application de la présente Convention ou des Conventions de 1910 et 1921, et si ce différend n'a pu être résolu de façon satisfaisante par voie diplomatique, il sera réglé conformément aux dispositions en vigueur entre les parties concernant le règlement des différends internationaux.

Au cas où de telles dispositions n'existeraient pas entre les parties au différend, elles le soumettront à une procédure arbitrale ou judiciaire. A défaut d'un accord sur le choix d'un autre tribunal, elles soumettront le différend, à la requête de l'une d'elles, à la Cour permanente de Justice internationale, si elles sont toutes parties au Protocole du 16 décembre 1920, relatif au Statut de ladite Cour, et, si elles n'y sont pas toutes parties, à un tribunal d'arbitrage constitué conformément à la Convention de La Haye du 18 octobre 1907 pour le règlement pacifique des conflits internationaux.

*Article 5.*

La présente Convention, dont les textes français et anglais feront également foi, portera la date de ce jour et sera, jusqu'au 1<sup>er</sup> avril 1934, ouverte à la signature de tout Membre de la Société des Nations ou de tout Etat non membre qui s'est fait représenter à la Conférence qui a élaboré la présente Convention, ou auquel le Conseil de la Société des Nations aura communiqué copie de la présente Convention à cet effet.

*Article 6.*

La présente Convention sera ratifiée. Les instruments de ratification seront transmis au Secrétaire général de la Société des Nations, qui en notifiera le dépôt à tous les Membres de la Société, ainsi qu'aux Etats non membres visés à l'article précédent.

*Article 7.*

A dater du 1<sup>er</sup> avril 1934, tout Membre de la Société des Nations et tout Etat non membre visé à l'article 5 pourra adhérer à la présente Convention.

Les instruments d'adhésion seront transmis au Secrétaire général de la Société des Nations, qui en notifiera le dépôt à tous les Membres de la Société, ainsi qu'aux Etats non membres visés audit article.

*Article 8.*

La présente Convention entrera en vigueur soixante jours après que le Secrétaire général de la Société des Nations aura reçu deux ratifications ou adhésions.

Elle sera enregistrée par le Secrétaire général le jour de son entrée en vigueur.

Les ratifications ou adhésions ultérieures prendront effet à l'expiration d'un délai de soixante jours, à partir du jour de leur réception par le Secrétaire général.

*Article 9.*

La présente Convention pourra être dénoncée par une notification adressée au Secrétaire général de la Société des Nations. Cette dénonciation prendra effet un an après sa réception et seulement à l'égard de la Haute Partie contractante qui l'aura notifiée.

*Article 10.*

Toute Haute Partie contractante pourra déclarer au moment de la signature, de la ratification ou de l'adhésion, qu'en acceptant la présente Convention, elle n'assume aucune obligation pour l'ensemble ou une partie de ses colonies, protectorats, territoires d'outre-mer, territoires placés sous sa suzeraineté ou territoires pour lesquels un mandat lui a été confié.

Toute Haute Partie contractante pourra ultérieurement déclarer au Secrétaire général de la Société des Nations que la présente Convention s'applique à l'ensemble ou à une partie des territoires qui auront fait l'objet d'une déclaration aux termes de l'alinéa précédent. Ladite déclaration prendra effet soixante jours après sa réception.

Toute Haute Partie contractante pourra, à tout moment, retirer en tout ou en partie la déclaration visée à l'alinéa 2. Dans ce cas, cette déclaration de retrait aura effet un an après sa réception par le Secrétaire général de la Société des Nations.

Le Secrétaire général communiquera à tous les Membres de la Société des Nations, ainsi qu'aux Etats non membres visés à l'article 5, les dénonciations prévues à l'article 9 et les déclarations reçues en vertu du présent article.

Malgré la déclaration faite en vertu de l'alinéa premier du présent article, l'alinéa 3 de l'article 1<sup>er</sup> reste applicable.

*Article 4.*

If there should arise between the High Contracting Parties a dispute of any kind relating to the interpretation or application of the present Convention or of the Conventions of 1910 and 1921, and if such dispute cannot be satisfactorily settled by diplomacy, it shall be settled in accordance with any applicable agreements in force between the Parties providing for the settlement of international disputes.

In case there is no such agreement in force between the Parties, the dispute shall be referred to arbitration or judicial settlement. In the absence of agreement on the choice of another tribunal, the dispute shall, at the request of any one of the Parties, be referred to the Permanent Court of International Justice, if all the Parties to the dispute are Parties to the Protocol of December 16th, 1920, relating to the Statute of that Court, and, if any of the Parties to the dispute is not a Party to the Protocol of December 16th, 1920, to an arbitral tribunal constituted in accordance with the Hague Convention of October 18th, 1907, for the Pacific Settlement of International Disputes.

*Article 5.*

The present Convention, of which the English and French texts are both authoritative, shall bear this day's date, and shall until April 1st, 1934, be open for signature on behalf of any Member of the League of Nations, or of any non-member State which was represented at the Conference which drew up this Convention or to which the Council of the League of Nations shall have communicated a copy of the Convention for this purpose.

*Article 6.*

The present Convention shall be ratified. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all Members of the League and to the non-member States referred to in the preceding Article.

*Article 7.*

As from April 1st, 1934, the present Convention may be acceded to on behalf of any Member of the League of Nations or any non-member State mentioned in Article 5.

The instruments of accession shall be transmitted to the Secretary-General of the League of Nations, who shall notify their receipt to all the Members of the League and to the non-member States mentioned in that Article.

*Article 8.*

The present Convention shall come into force sixty days after the Secretary-General of the League of Nations has received two ratifications or accessions.

It shall be registered by the Secretary-General on the day of its entry into force.

Subsequent ratifications or accessions shall take effect at the end of sixty days after their receipt by the Secretary-General.

*Article 9.*

The present Convention may be denounced by notification addressed to the Secretary-General of the League of Nations. Such denunciation shall take effect one year after its receipt, but only in relation to the High Contracting Party who has notified it.

*Article 10.*

Any High Contracting Party may, at the time of signature, ratification or accession, declare that, in accepting the present Convention, he does not assume any obligation in respect of all or any of his colonies, protectorates, oversea territories, territories under his suzerainty, or territories for which a mandate has been entrusted to him.

Any High Contracting Party may subsequently declare to the Secretary-General of the League of Nations that the present Convention is to apply to all or any of the territories which have been made the subject of a declaration under the preceding paragraph. The said declaration shall take effect sixty days after its receipt.

Any High Contracting Party may at any moment withdraw, in whole or in part, any declaration made under the second paragraph of this Article. Such withdrawal will take effect one year after its receipt by the Secretary-General of the League of Nations.

The Secretary-General shall communicate to all the Members of the League, and to the non-member States mentioned in Article 5, the denunciations referred to in Article 9, and the declarations received under the present Article.

Notwithstanding any declaration made under the first paragraph of the present Article, the third paragraph of Article 1 remains applicable.



EN FOI DE QUOI les plénipotentiaires sus-  
mentionnés ont signé la présente Convention.

FAIT à Genève, le onze octobre mil neuf  
cent trente-trois, en un seul exemplaire, qui  
sera déposé dans les archives du Secrétariat  
de la Société des Nations et dont les copies  
certifiées conformes seront remises à tous les  
Membres de la Société des Nations et aux Etats  
non membres visés à l'article 5.

IN FAITH WHEREOF the above-mentioned  
Plenipotentiaries have signed the present Con-  
vention.

DONE at Geneva, the eleventh day of Octo-  
ber, one thousand nine hundred and thirty-  
three, in a single copy, which shall remain  
deposited in the archives of the Secretariat of  
the League of Nations, and certified true  
copies of which shall be delivered to all the  
Members of the League and to the non-mem-  
ber States referred to in Article 5.

ALBANIE

Lec KURTI.

ALBANIA

ALLEMAGNE

WOERMANN

GERMANY

AUTRICHE

Dr. Erhard SCHIFFNER

AUSTRIA

BELGIQUE

Sous réserve de l'article 10<sup>1</sup>.

BELGIUM

J. MÉLOT

GRANDE-BRETAGNE

ET IRLANDE DU NORD

ainsi que toutes les parties de l'Empire britannique non membres séparés de la Société des Nations.

GREAT BRITAIN

AND NORTHERN IRELAND

and all parts of the British Empire which are not separate Members of the League of Nations.

William G. A. ORMSBY-GORE.

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<sup>1</sup> Translation by the Secretariat of the League of Nations:  
With reservation as regards Article 10.

AUSTRALIE

S. M. BRUCE

AUSTRALIA

UNION SUD-AFRICAINE

C. T. TE WATER.

UNION OF SOUTH AFRICA

CHINE

V. K. Wellington Koo  
Quo Tai-chi

CHINA

VILLE LIBRE DE DANTZIG

Edouard RACZYŃSKI.

FREE CITY OF DANZIG

ESPAGNE

Isabel OYARZABAL DE PALENCIA

SPAIN

FRANCE

Jules GAUTIER

FRANCE

GRÈCE

R. RAPHAËL

GREECE

LITHUANIE

Vaclovas SIDZIKAUSKAS

LITHUANIA

PANAMA

R. A. AMADOR

PANAMA

PAYS-BAS

Y compris les Indes néerlandaises, le Surinam et Curaçao<sup>1</sup>.

THE NETHERLANDS

LIMBURG

POLOGNE

Edouard RACZYŃSKI.

POLAND

---

<sup>1</sup> Translation by the Secretariat of the League of Nations:  
Including the Netherlands Indies, Surinam and Curaçao.

PORTUGAL

J. LOBO D'AVILA LIMA

PORTUGAL

SUÈDE

K. I. WESTMAN

SWEDEN

Sous réserve de ratification de S. M. le Roi de Suède avec l'approbation du Riksdag <sup>1</sup>.

TCHÉCOSLOVAQUIE

Rudolf KÜNZL-JIZERSKÝ

CZECHOSLOVAKIA

Copie certifiée conforme.

Pour le Secrétaire général :

Certified true copy.

For the Secretary-General:

*Conseiller juridique  
du Secrétariat.*

*Legal Adviser  
of the Secretariat.*

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<sup>1</sup> Translation by the Secretariat of the League of Nations:  
Subject to ratification by His Majesty the King of Sweden with the approval of the Riksdag.

Geneva, January 15th, 1934.

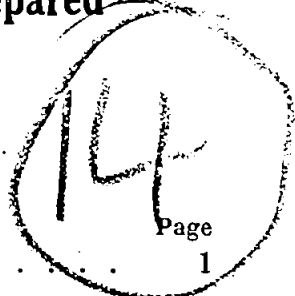
LEAGUE OF NATIONS

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE,**

**Summary of Annual Reports for 1932-33, prepared  
by the Secretariat.**

CONTENTS.

Part I. — Traffic in Women and Children . . . . .	1
Part II. — Traffic in Obscene Publications . . . . .	27



**Part I.**

**TRAFFIC IN WOMEN AND CHILDREN**

The Governments of the following States have communicated to the Secretariat their annual reports on traffic in women and children for the year 1932.<sup>1</sup>

Union of South Africa,<sup>2</sup> Germany, Australia, Austria, Belgium, United Kingdom, Canada, China, Colombia,<sup>2</sup> Cuba,<sup>2</sup> Denmark, Danzig, Spain, Estonia,<sup>2</sup> United States of America, Finland, France, Hungary, India, Italy, Latvia,<sup>2</sup> Lithuania,<sup>2</sup> Monaco,<sup>2</sup> Netherlands, Norway,<sup>2</sup> Poland, Roumania, Salvador,<sup>2</sup> Sweden, Switzerland, Czechoslovakia, Yugoslavia.

Replies have also been received from Governments of the following colonies, protectorates, possessions and mandated territories :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahama Islands,<sup>2</sup> Barbados,<sup>2</sup> Basutoland,<sup>2</sup> Bechuanaland Protectorate,<sup>2</sup> Cayman Islands,<sup>2</sup> Ceylon, Cyprus, Falkland Islands,<sup>2</sup> Fiji,<sup>2</sup> Gambia,<sup>2</sup> Gibraltar,<sup>2</sup> Gilbert and Ellice Islands,<sup>2</sup> Gold Coast,<sup>2</sup> Grenada,<sup>2</sup> British Guiana,<sup>2</sup> British Honduras,<sup>2</sup> Hong-Kong, Jamaica,<sup>2</sup> Leeward Islands,<sup>2</sup> Federated Malay States, Unfederated Malay States, Malta, Mauritius,<sup>2</sup> New Hebrides,<sup>2</sup> Nigeria,<sup>2</sup> Nyasaland Protectorate,<sup>2</sup> Palestine, Northern and Southern Rhodesia,<sup>2</sup> Seychelles,<sup>2</sup> Sierra Leone,<sup>2</sup> St. Lucia,<sup>2</sup> British Solomon Islands,<sup>2</sup> Straits Settlements, Swaziland,<sup>2</sup> Tanganyika Territory,<sup>2</sup> Transjordan,<sup>2</sup> Trinidad and Tobago,<sup>2</sup> the Turks and Caicos Islands,<sup>2</sup> Uganda,<sup>2</sup> Windward Islands,<sup>2</sup> Zanzibar.

*Mandated Territory of South West Africa.*

*French Colonies, Protectorates, and Mandated Territories:* Levant and Togoland.

*Netherlands Colonies:* Netherlands Indies, Curaçao and Surinam.

**LIST OF STATES MEMBERS OF THE LEAGUE WHICH HAVE NOT SENT IN ANNUAL REPORTS FOR 1932.**

Abyssinia, Albania, Argentine, Bolivia, Bulgaria, Chile, Dominican Republic, Irish Free State, Greece, Guatemala, Haiti, Honduras, Japan,<sup>3</sup> Liberia, Luxemburg, Mexico, Nicaragua, New Zealand, Panama, Paraguay, Peru, Persia, Portugal, Siam, Turkey, Uruguay, Venezuela.

<sup>1</sup> The following States have sent in, as requested by the Traffic in Women and Children Committee in 1933, additional reports covering the period January 1st to June 30th, 1933 : Union of South Africa, Australia, Austria, Belgium, Canada, Denmark, Estonia, Finland, India, Latvia, Monaco, Norway, Netherlands Indies, Poland, Roumania, Sweden, Czechoslovakia.

<sup>2</sup> No case of traffic reported.

<sup>3</sup> The Japanese Government informed the Secretariat that, owing to administrative difficulties connected with the change of date in the period covered by the reports, the report for 1932 could not be ready before the end of the year.

## QUESTION 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.

“ 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.

UNION OF SOUTH AFRICA. — No case of traffic in the Union of South Africa was reported.

*Mandated Territory of South West Africa.* — There was one conviction for rape and seven under the Girls' and Mentally Defective Women's Protection Proclamation (No. 28 of 1921). In the rape case both accused and complainant were Klip Kaffirs. In six of the cases for contravening the provisions of Proclamation No. 28 of 1921 all the parties concerned were either native or coloured. In the remaining case a European was convicted for committing indecent acts with young girls under the age of 16 years.

GERMANY. — In 1932, no case was discovered of the kind mentioned under Question 1 which could be regarded as connected with the traffic in women or as giving rise to the application of Article 48 of the German Law on Emigration, or any case of procuring connected with foreign countries.

AUSTRALIA. — Two men, natives of Italy, who arrived in Sydney in March and October 1925, endeavoured by fraud, to entice a female over the age of 21 to be carnally known. These men opened a boarding-house at Little Keen Street, Lismore, N.S.W., wrote to an Italian in Queensland and obtained his co-operation in procuring a woman, a native of England, aged 28 years, through the Government Labour Bureau, to become a prostitute upon arrival in Lismore. The woman concerned reported the case to the Police, and the men were arrested and charged before the Lismore Session on April 27th, 1932, when they were each sentenced to three years' penal servitude. They appealed against the sentence. A new trial was granted, and at the Sydney Quarter Sessions they were sentenced to nine months' hard labour on September 5th, 1932.

AUSTRIA. — The report notes for 1932 one case of procuring of minors. In addition, 181 charges of suspected procuring were brought before the criminal investigation authorities, as a result of which fifty-one persons appeared before the criminal courts and were sentenced for procuring within the meaning of paragraphs 512 to 515 of the Austrian Penal Code. Forty-nine out of the fifty-one mentioned were Austrian nationals, and two were Hungarian nationals. The victims, who were all over the age of 18, were of Austrian nationality. The age of the offenders was between 24 and 71. The Federal Police Headquarters also made investigations following on a statement contained in a newspaper with regard to an Austrian woman said to have been abducted, who was employed as cook by a Moroccan at Bordeaux (France). The investigations showed that she was a prostitute, but of her own free will. She was repatriated to Innsbruck by the Austrian Legation in Paris.

During the period January 1st to June 30th, 1933, seventy-five charges were brought on suspicion of procuring, as a consequence of which twenty-nine persons were tried by the criminal courts and sentenced (twenty-five Austrian women, one Hungarian, one Yugoslav, one Swiss and one Roumanian woman). Except for one Czech and one German woman, the victims of these offences were Austrian women (all over 18 years of age). The age of the offenders varied from 25 to 73 years.

BELGIUM. — Eight offences were discovered between January 1st, 1932, and June 30th, 1933. The sentences were as follows:

(a) *Judicial District of Brussels.* — 1. A Frenchwoman, aged 32, domiciled in Brussels, was sentenced to three months' imprisonment and a fine of 350 francs (or alternatively fifteen days' imprisonment) and to loss of rights for five years. The victims were a French girl and a Belgian girl, both under 16.

2. M. D. L. (30), P. V. (40), both Belgian, and A. D. (47), alien, were sentenced to terms of imprisonment, the first for nine months (with immediate arrest) and the other two to six months. The victim was a girl of 16.

3. A. D. (33) was sentenced to three months' imprisonment and a fine of 700 francs (or alternatively one month's imprisonment), with postponement of sentence for five years and loss of rights for five years. The victims were two Belgian women of 22.

All the offenders kept clandestine brothels and were convicted for inciting minors to immorality.



(b) *Brussels Court of Appeal.* — V. J. C. (40) was sentenced to fifteen months' imprisonment and a fine of 700 francs (or alternatively one month's imprisonment) and loss of rights for five years, and V. B. (46) to three months' imprisonment and a fine of 700 francs (or one month's imprisonment) and loss of rights for ten years. Both kept clandestine brothels. Their victims were aged 22 and 20.

(c) *Judicial District of Mons.* — 1. J. V. (36), German, domiciled at Mons, was sentenced to ten months' imprisonment and loss of rights for five years for procuring a girl of 19.

2. E. M. and A. M. (husband and wife, domiciled at Jemmapes) were each sentenced to three months' imprisonment and a fine of 700 francs, and to loss of rights for five years for exploiting a girl of 20 in their disorderly house.

3. L. S. (26) was sentenced to eighteen months' imprisonment, a fine of 100 francs and loss of rights for five years for persuading his sister, aged 18, to become a prostitute.

The Belgian report also mentions thirty-five enquiries in which thirty-three men and twenty-eight women were implicated. Seventeen enquiries gave no result, as it was impossible to prove anything against the accused, whilst in seven cases it was proved that the acts were not connected with the traffic in women. Two cases were not proceeded with. Nine enquiries are still pending. In five of these cases, the accused have disappeared. In five other cases, arrangements are being made for deportation or extradition.

The supplementary report for the period, January 1st to June 30th, 1933, mentions a case in which the Brussels Parquet prosecuted the person concerned, a girl of 17, in the Juvenile Court, for vagrancy, the enquiry having shown that she had led a loose life for four days in company with a girl friend.

UNITED KINGDOM. — The following eight cases were discovered :

1. Female, aged 32. British. Charged with keeping a brothel. Two British women were resident in the brothel. Three months' imprisonment.

2. (a) Female, aged 30. British. Charged with keeping a brothel. Two British women (not the same as above) were resident in the brothel. Fined £5 or twenty-five days' imprisonment.

(b) Male, aged 34. British. Charged with assisting in the management of a brothel. Two months' hard labour.

3. Female, aged 40. British. Charged with exercising control over a prostitute for gain. It was noticed that the accused, known as a prostitute for the last two years, was being accompanied by her daughter, aged 18 (another daughter, aged 8, was sent to a Home by order of a Children's Court). Six months' hard labour.

4. Male, aged 23. British Indian. Charged with procuring (three charges), attempting to procure, and living on prostitutes' earnings (three charges). Accused was the keeper of a low-class eating-house in Stepney, frequented by coloured seamen. Women were induced to go there on the pretext of employment and then handed over to the black men. Not guilty on four procuration charges; twenty-two months' hard labour on the charges of living on prostitutes' earnings.

5. Male, aged 32. British Indian. Charged with procuring (four charges), and living on prostitutes' earnings (four charges). A similar case to the one above, but at different premises. A low-class eating-house frequented entirely by coloured men. The women, who in this case were of immoral character previously, were induced to live there and go with these men. Procuration charges not proceeded with, three years' penal servitude on the charges of living on prostitutes' earnings.

6. Female, aged 33. British. Charged with keeping a disorderly house (two counts). Caused persons to assemble at the house, the women for giving indecent exhibitions and the men for watching them. Three women named were procured in the sense that they were induced to take part in the matter for payment by the men, but there was no corroboration in respect of the procuration. Twenty-one months' imprisonment.

7. (a) Female, aged 60. British. Charged with : (1) keeping a disorderly house and (2) giving indecent exhibitions. A similar case to the one above, but quite separate. Twenty-one months' hard labour and fined £200.

(b) Female, aged 40. British. Charged with aiding and abetting No. 7(a). Fifteen months' hard labour.

(c) Female, aged 40. British. Charged with aiding and abetting No. 7(a). Twelve months' hard labour.

8. Female, aged 38. British. Charged with procuration of girl aged 14. The procuration was said to be for a man who was sent to prison. Not guilty.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Ceylon*. — Five cases were detected during the year; they related wholly to Ceylon. Six Sinhalese, aged between 30 and 45, were implicated. The victims numbered nine, their ages varying between 17 and 22. The action taken was the following:

1. Case pending.
2. Prosecuted and fined 150 rupees for running a brothel.
3. Prosecuted and fined 100 rupees for procuring women.
4. Sentenced to three weeks' rigorous imprisonment for soliciting to procure a woman.
5. Sentenced to two years' rigorous imprisonment for committing an unnatural offence.

It is suspected that unnatural offences are prevalent in Colombo harbour, where boys between the ages of 12 and 18 are often employed as cooks on lighters. In one such case, which occurred in November 1932, the accused was sentenced to one year's rigorous imprisonment and twelve lashes.

*Cyprus*. — Four cases were detected in which five people were implicated as offenders and four as victims. The latter's ages varied between 13 and 23. One of the offenders — a woman — was discharged, the others were sentenced respectively to one month's and two months' imprisonment. One of the women offenders was in addition sentenced to a fine of 13s. Four of the offenders were Cypriot Ottoman subjects, one woman a Greek subject of Smyrna.

*Gold Coast Colony*. — No measures, either official or unofficial, have been taken in regard to the traffic in women and children, as such cases do not arise. Native custom, says the report of the Inspector-General of Police, is in itself a preventive measure in this connection, women having equal rights with men in practically all matters.

*Hong-Kong*. — Five cases were discovered in 1932, the parties concerned being in each case Chinese.

1. Offenders (female of 38, males of 26 and 23) sentenced to six months' hard labour for procuring a woman of 22 for a Macao brothel, and further six months' for conspiring to commit this offence — sentences to run concurrently.
2. One male of 22 was sentenced to three months' hard labour, and a female of 18 was bound over to come up for judgment if required, for conspiring to take a girl of 17 to Canton for purposes of prostitution.
3. A male of 39 was sentenced to three months' hard labour for living on the earnings of prostitutes, and a female of 34 sentenced to \$200 fine and two months' hard labour for compelling girls of 17, 21 and 25 respectively to become prostitutes.
4. A male of 38 and a female of 46 were sentenced to four months' hard labour for decoying two females, both aged 32, away from the Colony for the purpose of prostitution in Fat Shan.
5. Two females of 42 and 46 were sentenced: the first to \$500, or three months' hard labour, for taking part in the sale of a girl of 16, and to three months' hard labour for obtaining the girl for prostitution, the second to a fine of \$50, or one month's hard labour, for obtaining the girl.

*Federated Malay States*. — One international (Netherlands East Indies) and eight national cases were discovered in Perak and one international (China) in Negri Sembilan. Six men and seven women were charged, aged respectively, the men between 25 and 47, the women between 33 and 48. The offenders were sentenced to rigorous imprisonment varying between two weeks and two years, and in three cases to fines of \$40, \$50 and \$100.

Except in the case of a male Indian (Tamil) charged with keeping a brothel and living on the earnings of a Tamil woman (20 years old) and a Telegu woman (30 years old), the offenders were banished or deported. The victims, aged between 17 and 38, were twelve in number. Four of them were committed to the Po Leung Kuk.

*Unfederated Malay States*.<sup>1</sup> — *Johore*. — Two cases of international traffic were brought before the courts, but, sufficient evidence not being available, they could not be followed up.

*Kedah*. — In April 1932, a Siamese girl, aged 18, was brought from Siam into Kedah by a Siamese woman, 42 years old, ostensibly on a pleasure trip and was sold to a Chinese as prospective wife. The girl ran away from this man. She was detained by the police and

brought to the Chinese Protectorate. After three weeks in the Po Leung Kuk, she was sent back to her parents in Siam. There was insufficient evidence to prefer a charge against the suspected procurer.

*Trengganu.* — The State of Trengganu is not particularly concerned with or about the traffic in women and children, as it is a very poor agricultural country. The vast majority of the inhabitants are Trengganu Malays. Amongst them the number of prostitutes is small, and there is no incentive to import prostitutes from outside the State, since the local prostitutes are believed to find it difficult to earn a living.

There were only 13,252 Chinese in Trengganu at the time of the 1931 Census, and this figure is now probably smaller. The problem of traffic in women and girls amongst this community of Trengganu cannot be said to exist, and the number of prostitutes is probably not more than ten or twenty.

*Malta.* — During the year one person (male) was sentenced to : (a) 1 month's imprisonment ; (b) £10 fine, and (c) suspension of his motor-licence for six months for having hired and permitted the use of his motor-car for the purpose of prostitution, and another (a female) was arrested for having facilitated prostitution. This woman is still awaiting trial. These two persons are Maltese British subjects.

*Palestine.* — In Tel-Aviv, a Palestinian Moslem, aged 25, a prostitute, engaged the victim, a Palestinian Christian, aged 19, as a nurse for her child, and when her clientele became too numerous for her, she ordered the nurse to submit to sexual intercourse. The case is pending.

Offences of this kind are rare, and under the Criminal Law Amendment Ordinances 1927 there are provisions for dealing very severely with offenders.

*Strails Settlements.* — Singapore. — Forty-one cases were discovered in 1932. Twenty-two Cantonese, ten Hokkien and one Hockkia women, also three Cantonese, three Hokkien, one Hockkia and one Hakka men, were implicated. The ages of the men varied from 31 to 53, of the women from 31 to 58. In one case the offender was a woman of 69 charged with compelling a girl of 21 to become a prostitute. She was discharged and recommended for deportation, but the order was not carried out on account of her age. The victims' ages were between 11 and 30, and they numbered forty-five. In four cases the offenders were charged with managing a brothel. In nine cases the charges were withdrawn, but the offenders deported. The penalties inflicted varied between two weeks' and a year's rigorous imprisonment. Fines of \$30 to \$250 were imposed in eight cases. Two of the men were condemned to respectively twelve and fifteen strokes with the rattan. The greater number of victims were sent to the Po Leung Kuk, some of them being married from there. All the offenders were deported, or are under sentence of deportation. Of these forty-one cases ten were international.

*Penang.* — Fourteen cases were brought before the Courts, cases in which one Tamil, one Hailam, one Hakka, one Siamese, three Hokkien, three Malay men, also one Cantonese and three Hokkien women, were implicated. The men's ages varied between 20 and 53, the women's between 32 and 45. Twenty-four girls were victims. In one case a Hokkien woman aged 32 was charged with exercising control of two Hokkien prostitutes, aged 13 and 16. Two other Hokkien girls, aged 4 and 8, were found on the premises. The woman pleaded guilty and was sentenced to six months' rigorous imprisonment. The four girls were received into the Po Leung Kuk. The penalties inflicted varied between six weeks' and ten months' rigorous imprisonment. One case had to be withdrawn for want of sufficient evidence. Ten of the cases were of international traffic (seven with China, one with Siam, one with the Netherlands Indies and one with India).

*Zanzibar.* — On information received by the police, the house of a well-known procuress in Zanzibar Town was raided in August 1932, when a girl, aged about 12 years, was found on the premises. The owner of the house and another woman residing therein were prosecuted on a charge of obtaining a minor for the purpose of prostitution, were convicted by the Resident Magistrate and sentenced to terms of six and four months' rigorous imprisonment respectively.

The three persons concerned in this case were all locally born, the prime offender being an African, aged about 50, the second offender being an Indo-African half-caste, aged about 20, and the victim being an African, aged about 12 years.

**CANADA.** — Traffic in women does not constitute a serious problem in Canada. Only three cases were reported during the period January 1932 to June 1933. Four men were implicated as offenders and sentenced respectively to two months', eight months', and two years' imprisonment. The victims were two girls aged 17 and 19 respectively.

**CHINA.** — During the period from January 1932 to June 1933 there were, in different parts of China, 566 cases in which persons were discovered to have engaged in procuration and prostitution of various types. Persons convicted of attempted trafficking, or of procuring,

<sup>1</sup> The central authorities of Kelantan, Perlis and Brunei report that no cases of traffic have occurred in the year.

enticing or leading away women and children for immoral purposes in order to gratify the passions of another person, numbered 935. The ages of the offenders varied from 20 to 50 and those of the victims from 5 to 30.

In 565 of these cases, the persons involved were all of Chinese nationality and, in one case, subjects of the U.S.S.R. were involved.

DENMARK. — As far as Copenhagen is concerned, no case of procuring has been reported during the period concerned. Between January 1st, 1932, and June 30th, 1933, proceedings were instituted against sixteen persons in all for criminal complicity in the immorality of others; none of these related to the direct procuring of women or children for immoral purposes, but to various forms of providing opportunities for or facilitating immoral conduct between persons of different sexes. In all the sixteen cases, the investigations led to the imposition of penalties and in one case the period of imprisonment pending trial was accepted in lieu of the penalty. The cases do not include investigations and sentences relating to the charge of living entirely or partly on the immoral earnings of women.

DANZIG. — M. M., of Polish extraction, born 1888, convicted for numerous offences of immorality, debauchery, theft and slander, opened a massage-saloon in Danzig. She was prosecuted in Lodz for procuring girls and sentenced to five years' imprisonment, a fine of 3,000 zloty and deprivation of rights for ten years.

SPAIN. — Sixty-six cases were brought to the notice of the authorities in 1932, the victims being one Portuguese, one Argentine and sixty-nine Spanish women. The offenders — one Frenchman and sixty-nine Spaniards — were handed over to the competent judicial authorities. Their ages varied from 25 to 50 years. All the victims were under 23. All the offences related to Spain. Fuller particulars are not yet available.

UNITED STATES OF AMERICA. — The annual report of the United States Attorney-General shows that, during the year ending June 30th, 1932, there were 317 convictions under the "White Slave Act" for transporting women from one State to another for immoral purposes, and 140 such cases were pending at the close of the year. Fines imposed during the year under this law amounted to \$12,899.74.<sup>1</sup>

FINLAND. — Four cases of procuring were discovered, three men and two women (30 to 49 years old) were condemned to terms of imprisonment varying between eight and eighteen months.

FRANCE. — The number of arrests or prosecutions before the courts for inciting minors to immorality was about seventy; sixty-five persons were prosecuted for procuring women for immoral purposes; thirty-three *souteneurs* were convicted. The sentences varied from two months' to four years' imprisonment. The alternative penalty of local banishment (for five years) was frequently applied.

Two cases of international trafficking were discovered, consisting of engaging women for licensed brothels and supplying false identification papers. The preliminary investigations in the two cases have not yet been completed.

FRENCH COLONIES AND MANDATED TERRITORIES. — *Levant*. — During 1932, no case of international traffic in women or children was discovered. There were fifteen cases of procuring or inciting minors to immorality. Thirteen of the offenders were Lebanese, one was a Greek and one a Syrian. The age of the offenders was from 25 to 70. The victims (Lebanese and Syrian women, one Greek woman and one Alaouite woman) were between 15 and 47 years of age. Two of these cases are being tried. The penalties inflicted varied from eight days' to four months' imprisonment. In two cases, fines of £S10 were imposed and, in one case, a fine of £S50, while orders were also given for the premises to be permanently closed. In one case, a fine of £S5 was imposed and the premises were closed for a month. It should be noted that, among the prostitutes, there is not a single woman of Armenian origin. The Armenian family forms a very solid unit, the members of which support one another. It is a striking fact that, after the exodus of the populations from Asia Minor, not a single woman became a prostitute in order to obtain a livelihood and in spite of the terrible poverty which they were suffering.

*Tunis*.<sup>2</sup>— Six cases of traffic were discovered; the penalties varied between fifteen days' and six months' imprisonment.

HUNGARY. — (a) Eleven cases of international traffic have been reported to the judicial authorities or to the Hungarian central authority, with the following results:

1. Communication from the Florence police: No case of traffic proved.
2. Communication with the Italian central authority regarding A. B., wife of a Naples lawyer, accused of enticing away eight persons: No reply up to the date of despatch of the report.

<sup>1</sup> The annual report of the Attorney-General of the United States, fiscal year ending June 30th, 1933, reached the Secretariat after document C.2.M.2. 1934, had been sent to the printers and will be included in the next report.

<sup>2</sup> Report for 1931.

3. Charge against R. I., head of a group of performers at Beirut (Asia) : All papers in order.
4. Communications exchanged between the Budapest Prefect of Police and Sopron regarding H. V. and relatives, accused of procuring : The accused have disappeared.
5. Engagement of performers for Sofia and Ujvidék : Charge not proved.
6. Complaint made by H. P. of Buenos Aires against St. E., deported by the Argentine authorities : Proceedings opened.
7. Accusation made against M. L., who had engaged dancing girls for Ankara : All papers in order.
8. Case of Str. A., accused by the Chairman of the Budapest Performers' Society of enticing away a group of dancing girls : After investigation, the Budapest Criminal Court quashed the charge of procuring.

Three other enquiries have been made, but it was found that no international traffic was being conducted.

(b) Forty-four charges were made against individuals accused of trafficking inside Hungary. Forty-four women of from 16 to 65 years of age and twelve men between 20 and 55 years of age were implicated. Eighty-four victims are mentioned in the report. Their ages varied from 12 to 39.

The action taken on these charges was as follows :

Sixteen cases are still under preliminary investigation.

Ten charges have been withdrawn for lack of evidence. In one case, the victim was sent to a reformatory.

There were three acquittals. In one of these cases, the accused (a Yugoslav) was, however, deported as undesirable.

In one case, the proceedings were stopped, as no personal charge had been laid.

In twelve cases, the following sentences were imposed :

1. Three months' imprisonment with hard labour and loss of political and labour rights for two years for inciting a minor to immorality.
2. Case brought before the Court of Appeal and the Court of Cassation — seven months' imprisonment and loss of political and labour rights for three years for four offences of procuring.
3. A 16-year-old domestic servant sentenced by the Royal Court at Debrecen to one year's probation for inciting a 13-year-old schoolgirl to immorality.
4. Sentence of the Szeged Court of Appeal — two years' and two months' imprisonment with hard labour and loss of political and civil rights for five years for inciting four minors to immorality.
5. Sentence of the Royal Court at Miskolcz — one month's imprisonment with hard labour and loss of political and civil rights for three years for persuading a domestic servant, aged 25, to become a prostitute.
6. Sentence of the Royal Court at Sopron — three months' detention for inciting two 17-year-old girls to lead an immoral life — sentence not final.
7. Sentence of the Royal Supreme Court of Budapest — one year's imprisonment and loss of political and labour rights for three years for procuring and inciting girls of 14, 15, 19 and 25 years of age to immorality.
8. Sentence of the Royal Court at Szeged — two years' imprisonment for procuring (victims aged 18, 27, 36 and 39).
9. Sentence of B. M. by the Royal Court at Veszprém — two months' imprisonment with hard labour and loss of political and labour rights for three years for procuring.
10. Sentence of two years' imprisonment and loss of political and labour rights for five years, passed by the Royal Court at Veszprém on the woman Ny. I. (38 years old) and of one year's imprisonment with hard labour and loss of political and labour rights for three years on a woman Cs. I. (27 years old) for inciting minors to immorality and for procuring.
11. Sentence of eight months' imprisonment and loss of political and labour rights for five years passed by the Royal Court of Budapest on E.I., wife of a commission agent, 64 years old, for habitual procuring — sentence not final.
12. Sentence of two years and two months' imprisonment passed by the Royal Court of Budapest on L. I., 23 years of age, for procuring and for inciting five minors to lead an immoral life. The sentence is not final.

INDIA. — *Madras*. — The Madras Suppression of Immoral Traffic Act (Act V of 1930 of Madras) came into force on April 1st, 1932. The city was cleared of more than 120 known brothels, and organised prostitution by European and Anglo-Indian agents ceased to exist. Ten brothels were raided during the year and the inmates were rescued. The raid of one brothel revealed the fact that two minor girls had been purchased by a Mohammedan brothel-keeper aged about 45 years, for purposes of prostitution.

A Hindu rowdy aged 35 years kidnapped an Indian Christian girl aged 17 years and sold her to the Mohammedan brothel-keeper for a sum of 12 rupees. The girl was kept in his brothel for purposes of prostitution. She was rescued by the police on July 30th, 1932. The brothel-keeper and the Hindu who sold the girl were prosecuted; the former was convicted and sentenced to three years' rigorous imprisonment under Sections 373 and 374 I.P.C. and the latter to five years' rigorous imprisonment under Sections 366, A and 372 I.P.C. In the other case, a Hindu motor-driver (who has not been traced) abducted a Hindu girl aged about 20 years and sold her to the same Mohammedan brothel-keeper for a sum of 50 rupees. The brothel-keeper was convicted and sentenced to six months' rigorous imprisonment under Section 368 I.P.C.

*Burma.* — During the eighteen months under report, there were eighteen cases in which persons were found buying, selling or procuring girls for immoral purposes. The victims were aged between 13 and 34. Of the thirty-four offenders, fourteen were convicted, nine discharged, one released and two acquitted. Five of these cases, in which eight offenders are implicated, are still pending.

In addition to the above, action was taken under the Burma Suppression of Brothels Act (Burma Act II, of 1921). The following shows the number of persons convicted :

(1) Convicted under Section 4 (1) :	
Soliciting . . . . .	201
(2) Convicted under Section 6 :	
Prostitution dealt with as an annoyance on complaint	4
(3) Convicted under Section 7 :	
Living on the earnings of prostitution . . . . .	35
(4) Convicted under Section 8 :	
Procuration . . . . .	10
(5) Convicted under Section 9 :	
Importing woman or girl for prostitution . . . . .	4
(6) Convicted under Section 11 :	
Keeping a brothel or allowing premises to be used as a brothel . . . . .	57
(7) Convicted under Section 12 :	
For subsequent offence punishable under Section 11 . . .	1

*Bombay.* — Twenty-six cases are reported, in which ten women aged between 20 and 60, and thirty-one men aged between 22 and 55, were implicated as offenders. In three cases, they were convicted of being pimps and sentenced to respectively six months', three months' and two months' rigorous imprisonment; in one of these cases, a fine of 50 rupees was also imposed. In six cases, the offenders were convicted of keeping a brothel, and sentenced respectively to two, three and six months' rigorous imprisonment, in one case, an additional penalty of 12 stripes being imposed. In nine of the cases, the victims being aged between 14 and 30, the offenders were sentenced to terms of rigorous imprisonment varying between two months and four years. Six cases were cases of abduction of children, namely :

1. Three Mohammedans kidnapped a child of 6 from her mother; they were sentenced to rigorous imprisonment and fined 50 rupees each.

2. A Mohammedan kidnapped his master's daughter of 7, and was sentenced to four years' rigorous imprisonment.

3. Two men and a woman disappeared with a girl of 8. Investigations led to their arrest and they were sentenced to respectively two years' rigorous imprisonment and 200 rupees fine, eighteen months' rigorous imprisonment and 100 rupees fine and one year's rigorous imprisonment and 100 rupees fine.

4. A Mahommedan of 33 kidnapped a girl of 9 from her uncle, and was sentenced to two years' rigorous imprisonment.

5. A Hindu man and woman are charged with seducing a married girl of 12 and taking her away to give in marriage to someone else. The case is pending.

Finally, the report deals with the following cases :

1. Two Hindus (man and woman) kidnapped a girl of 17. The case was tried by the court as non-cognisable. The man was sentenced to a fine of 100 rupees 6 annas, or, in default, to two months' rigorous imprisonment; the woman was discharged.

2. A female Mohammedan, charged with managing a brothel, was bound over with a surety for 50 rupees for one year.

3. A male Mohammedan of 23, living on the earnings of prostitutes and procuring girls for soldiers, was bound over for twelve months.

4. A woman of 21 was kidnapped and disposed of by sale in Kandhra. The accused, Mohammedans, were sentenced to nine years' rigorous imprisonment each by the Additional Sessions Judge of Sukkur.

*Bengal.* — Twenty-two cases were dealt with during the eighteen months under report, of which two are still pending. Eighteen Hindu men and two Hindu women, and twenty-two Mohammedan men were brought before the courts, the victims being twenty-three girls aged between 11 and 18. In eleven of the cases, the offenders were sentenced to rigorous imprisonment terms varying between ten years and three months. Eleven of the offenders were discharged and six acquitted for want of evidence. In one of the mentioned cases, five Hindus were accused of kidnapping a girl of 15 for immoral purposes, but only one was convicted and sentenced to six years' rigorous imprisonment. In another case (Calcutta), four Mohammedans kidnapped a Hindu girl of 16. Three were sentenced to ten years' rigorous imprisonment, and one to five years' rigorous imprisonment. From January 1st to December 31st, sixty-six girls were rescued from brothels by the police under the provisions of the Calcutta Suppression of the Immoral Traffic Act, against eighty-five in the previous year. Subsequent enquiries revealed that sixteen of these girls were over the prescribed age and were therefore not amenable to the provisions of the Act. Fifty girls were dealt with by the Central Children's Court, twenty of them were sent to the prescribed homes (Govind Kumar Home, Salvation Army Home and the Society for the Protection of Children), and thirty were made over to suitable custody for varying periods. From January 1st to June 30th, 1933, thirty-four minor girls were rescued from brothels by the police. Eighteen were dealt with by the Central Children's Court, two sent to the prescribed homes and sixteen were made over to suitable custody.

ITALY<sup>1</sup>. — No traffic offences were discovered in 1932, but 222 persons, including one foreigner, were denounced for procuring. Ninety-one received various sentences. Eighty-three persons were accused of exploiting women; twenty-seven of these were convicted.

Offences of procuring discovered . . . . .	166
Corruption of minors . . . . .	253

Of the accused, 176 were convicted and seventy-three acquitted; the remaining cases are still pending. All the accused are Italian citizens, with the exception of one foreigner, against whom a deportation order has been made.

Police action has been taken against 103 individuals, of whom forty have been "admonished", two assigned to a fixed place of residence under police supervision, fifty-seven proposed for "admonition", and four proposed for assignment of residence as above.

NETHERLANDS. — A case of traffic (Article 250 *ter* of the Criminal Code) was discovered at The Hague. A Dutch subject, C. N., aged 25, was endeavouring to get into touch with girls in the street and promising them well-paid situations. He was instrumental in inducing two girls of Dutch nationality, aged 17 and 20 respectively, to accept employment in a "massage establishment" at The Hague. This establishment was nothing more than a disorderly house kept by two Dutch prostitutes, aged 30 and 34 respectively. The case is still pending.

The offences mentioned in Question 1 may come under Article 250 (procuring), Article 250 *bis* (deliberately urging or encouraging immorality with another person, habitually or with a view to profit), or Article 250 *ter* (traffic in women).

The summons issued in 1932 numbered in all: twenty for offences under Article 250; fifty-three for offences under Article 250 *bis*.

In most cases, the offences under Article 250 *bis* were committed in one of the larger towns; forty-seven of the fifty-three offences under this article were brought to light in Amsterdam, Rotterdam and The Hague; fifteen of the twenty offences under Article 250 were also committed in these three cities.

There were forty-five victims of offences under Article 250 — viz., thirty-two girls of Dutch nationality, aged from 12 to 20; three girls of German nationality, aged 18, and ten boys of Dutch nationality, aged from 16 to 20.

In one case concerning girls, there were no fewer than fifteen victims:

In another case, two young girls aged 12 and 15 were incited to immorality by their parents.

The ten male victims mentioned above were exploited for homosexual purposes. One of these cases concerned eight boys who were all victims of a single offender.

The twenty offences under Article 250 were committed by twelve women of Dutch nationality, ten men of Dutch nationality, and one woman of German nationality, including three married couples.

<sup>1</sup> The additional report covering the period January 1st to June 30th, 1933, reached the Secretariat after document C.2.M.2.1934.IV, had gone to the printers, and will be included in the next report.

Offences under Article 250 *bis* do not always involve a specific victim, as it is this article which prohibits licensed houses and places of assignation to which visitors resort in couples and of their own free will. That is why it is only in seven of the fifty-three cases discovered that the offence was accompanied by exploitation of a woman. The victims were twelve women of Dutch nationality (two minors) and three women of German nationality (one minor). These offences were committed by men and women of Dutch nationality except in four cases, where the persons involved were as follows : a woman of Hungarian nationality, a woman of German nationality, a German and a Belgian.

It is not yet possible to communicate the decisions taken by the courts in the above-mentioned cases.

The cases all related to the Netherlands and no case of international traffic was discovered.

*Netherlands Indies* — The cases discovered from January 1st, 1932, to June 30th, 1933, were as follows :

(a) Six cases of international traffic :

- (1) A Chinese and a Chinese woman, who, on their arrival in the territory, were immediately sent back to Singapore ;
- (2) Two natives who were proposing to take native women to Singapore ;
- (3) A Chinaman who was deported ;
- (4) A Chinese woman, resident in Singapore, who made frequent journeys with young girls from Singapore to the island of Sumatra and back ;
- (5) A Chinese woman, her son and another Chinaman, his confederate, were imprisoned ;
- (6) A Chinaman.

(b) Four cases of national traffic : Three natives and a Chinese girl.

(c) Eleven cases of procuring.

These concerned men and women native to the territory, and in two instances a Chinese woman. The victims were all rescued.

The Government Bureau has assisted the authorities in a number of other cases, and more especially in 120 cases of clandestine brothels and places of assignation where women of full age were involved (Article 296 of the Criminal Code).

It has been notified of fifty cases of offences against morality, including cases of abduction by violence, immorality with minors of the same sex, rape, etc.

It has supplied information and furnished assistance in many cases connected with the campaign against public immorality.

Statistics are supplied in regard to the sentences inflicted from January 1st to June 30th, 1933. They vary between one and nine months' imprisonment. In one case, a fine of 25 florins was inflicted.

*Curaçao*. — One case of procuring and one of traffic were discovered in the course of the eighteen months covered by the report. The latter concerned a certain M. L., born 1908, in Paris. A detailed account is given of her history since her sixteenth year.<sup>1</sup>

*POLAND*. — The court has dealt with 268 cases of procuring, enticing into immoral conduct and profit gained in some other form from the immoral conduct of others — all offences of a local character. In 124 cases, the matter was not proceeded with by the courts ; in fifty-seven cases the accused were acquitted ; and in eighty-seven cases the offenders were subjected to penalties ranging from a fine of 10 zloty to imprisonment for five years and loss of civil rights, according to the character and nature of the offence.

The following cases are reported in detail :

1. C. G., a Pole, 20 years, forced M. S., a Polish woman, to lead an immoral life and to give him all the money earned. He ill-treated her when her earnings were too small or when she accepted no payment. Finally, he killed her with a knife. G. was sentenced to five years' imprisonment for having lived on the immoral earnings of another, ten years' imprisonment for murder when in a state of excitement, and a collective penalty of twelve years' imprisonment and the loss of civic rights.

2. J. J. K., a Pole, 42 years, was sentenced to four years' imprisonment for deriving gain from the prostitution of others and for keeping brothels. It was not found that he had procured women. This sentence was approved by the Court of Appeal and by the Supreme Court.

3. The sisters S. L., 17 years, and H. L., 16 years, Poles, enticed girls not of full age into immoral conduct : B. D., 18 years, K. B., 16 years, E. J., 13 years, and H. S., twelve years, Poles. S. L. was sentenced to five months' imprisonment, and H. L. was placed in a reformatory.

<sup>1</sup> Can be consulted in the Secretariat.



4. W. M., 49 years, citizen of the United States of America, acting from motives of gain, enticed R. L., a Polish girl under his guardianship, into immoral conduct. He was sentenced to eight months' rigorous confinement, and to deportation from Poland after serving his sentence.

Five other cases are reported, relating to five men and two women engaged in procuring and enticement into immoral conduct as a regular occupation and for the purpose of gain. The sentences varied from two years' to six months' imprisonment. In three cases, this sentence involved the loss of civic rights.

During the period January 1st to June 30th, 1933, there were recorded 197 cases of procuring, of incitement to immorality and other means of deriving gain from the prostitution of others. In ninety-four cases, the judicial proceedings were dropped; in thirty-four cases the investigations are not yet completed; in eighteen cases, the accused were acquitted and, in fifty-one cases, penalties were inflicted ranging from a fine of 10 zloty to four years' imprisonment and the deprivation of honorary public and civic rights. The report specially notes four cases in which the accused were respectively sentenced to terms of imprisonment of four years, one year and six months. In one of these cases the accused was sentenced to prison for one year, plus a fine of 200 zloty and the deprivation of honorary public and civic rights for a period of two years.

ROUMANIA. — Six cases of traffic were discovered during the period January 1st, 1932, to June 30th, 1933. Four men and four women were implicated. Three of these cases concerned the procuring of minors by proprietors of licensed brothels or similar establishments. The accused were tried in court. The report mentions in one case that M. C., ex-proprietress of a licensed brothel at Giurgiu, who had caused two minors to engage in prostitution, was sentenced to three months' imprisonment. The report says that, in spite of the Health Law Regulation under which licensed brothels are abolished, the number of prostitutes continues to grow owing to the increasingly hard conditions of life. In most cases, prostitutes have succeeded in eluding the law by setting themselves up in furnished rooms leased from former proprietresses. The new regulation for the campaign against venereal disease, which came into force on March 8th, 1933, endeavours to remedy these defects.

SWEDEN. — No case of traffic, in the true meaning of the word, has been established, but twenty-three persons of Swedish nationality — *i.e.*, eleven men and twelve women, were sentenced to penalties ranging from two months' imprisonment to eight months' imprisonment with hard labour for procuring. Their ages varied from 20 to 58.

SWITZERLAND. — Seventy-five cases of procuring which led to sentences were dealt with by the Swiss judicial authorities.

CZECHOSLOVAKIA. — Three cases are reported :

1. The first related to the procuring of a girl of 20 years, who left with an unknown man for America, taking with her Kc. 35,000. The police, having been informed that she had arrived in Buenos Aires on October 22nd, 1932, caused enquiries to be made by the authorities of that city, through the intermediary of the Czechoslovak Consulate.

2. A. K., an Austrian national, was reported to the municipal police of Ceské Budějovice for exploiting the artistes whom he engaged. He kept their passports and did not pay them. The Federal police of Vienna was informed of the activities of this trafficker.

3. The third case related to an attempt to procure a German woman of 23 years in reply to an advertisement inserted in a German newspaper in Prague.

YUGOSLAVIA. — Four cases are reported : 1. L. K., 17 years old, who had been encouraged by her mother to have relations with a manufacturer at Sombor, was arrested at Novi Sad. The two women were brought before the State court at Novi Sad. The verdict has not yet been pronounced.

2. M. I., of Velika Kikinda, a house-painter, 26 years, tried unsuccessfully to sell T. K. and J. T. to a brothel at Koprivnica on November 6th, 1932. He was brought before the State court at Velika Kikinda. The verdict has not yet been pronounced.

3. S. M., 57 years, belonging to Amina Stajflok (Roumania), café proprietor, of Czech nationality, and S. K. S., his mistress, incited to immoral conduct with a view to gain L. B. and S. S., minors, both 17 years old, Bohemians, of Vršac, and V. N. 24 years, working woman, of the same place.

4. M. D., of Senta, encouraged several women to lead an immoral life with a view to gain, among whom the following have been reported : (a) T. T., of Senta, whom she brought to Subotica and sold to B. L., merchant, for 1,000 dinars, and (b) I. B., of Senta, whom she sold to the same person for 1,000 dinars.

The above-mentioned persons have been brought before the court.

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**QUESTION 2.**

COMMUNICATIONS BETWEEN CENTRAL AUTHORITIES.

“ Please give particulars of any cases during the year in which communications have been sent to or received from other central authorities, giving the name of the central authority.”

**Replies.**

GERMANY. — The central police authority has exchanged written communications with *German* police administrations in 185 cases and with *foreign* police authorities in seventy-four cases, viz.,

Amsterdam . . . . .	9	Barcelona . . . . .	2
Prague . . . . .	2	Danzig . . . . .	7
Rome . . . . .	3	Berne . . . . .	3
Washington . . . . .	2	Geneva . . . . .	1
Vienna . . . . .	12	Copenhagen . . . . .	2
Stockholm . . . . .	2	Luxemburg . . . . .	4
Istanbul . . . . .	1	Madrid . . . . .	2
Budapest . . . . .	6	Montreal . . . . .	1
Warsaw . . . . .	4	London . . . . .	2
Nice . . . . .	2	Paris . . . . .	4
Brussels . . . . .	3		

These written communications have not disclosed any case of national or international traffic in women. The report gives details of five cases.

AUSTRIA. — The Austrian central authority has, in 236 cases, entered into communication with the central authorities of other countries : Belgium, United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Greece, Hungary, Italy, Latvia, Poland, Roumania, Spain, Switzerland, Turkey, Yugoslavia.

BELGIUM. — The Belgian central authority has, on thirty-four occasions, communicated with the authorities of other countries — viz., Albania, Argentine, Austria, Brazil, France, Germany, Italy, Netherlands, Poland, Portugal, Switzerland, Uruguay and Venezuela. The central authorities of Albania, the Argentine and Uruguay did not reply.

UNITED KINGDOM. One case : On February 3rd, 1932, the manager of a London theatre handed to the police a postcard posted at Southend-on-Sea addressed to certain dancers at the theatre, wherein the addressees were requested to communicate with a woman in Barcelona, if requiring stage employment. The postcard was forwarded to the central authority for Spain in Madrid, which was asked, in view of the circuitous and unusual method employed, to have enquiry made to ascertain whether an attempt was being made to procure young girls for immoral purposes and to obtain if possible the name of the agent at Southend-on-Sea. A reply was received on February 26th, 1932, from the central authority for Spain in Madrid saying that the Council had arranged for an interviewing inspector to go to Barcelona to enquire into the matter. As no further communication was received, a reminder was sent on June 16th, 1932, which has remained unanswered.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Ceylon*. — Communications were opened with the Mauritius police in regard to a native of Mauritius, a British subject of French extraction, carrying on prostitution on her own and not in connection with international traffickers. Warned off the island, she re-entered it and was prosecuted, but left for India on August 29th, 1932.

*Cyprus*. — Communications were exchanged with the Ministry of the Interior, Cairo, in regard to a woman, P. N., of Limassol, and a man, K. E., of Nicosia (white-slave traffickers).

*Unfederated Malay States*. — *Johore*. — The Protector of Chinese is in constant communication with the Secretary for Chinese Affairs, Straits Settlements and the Secretary for Chinese Affairs, Federated Malay States. Movements of prostitutes, female and child immigrants (and, to a less extent, female emigrants) and of girls on security bond under the Women and Girls Protection Enactment and the Female Domestic Servants Enactment, are regularly reported between the various Chinese Protectorates in Malaya. In suspicious cases, enquiries are undertaken by one Protectorate on behalf of another.

DANZIG. — Seventeen cases were brought to the notice of the central authority — eight by the local police, five on the strength of newspaper articles, and four by the police authorities of Germany and Poland. Fifteen cases were definitely dealt with, two are pending. In no case could traffic in women or children be proved.

The Danzig central authority communicated ten times with the German and Polish authorities.

SPAIN. — 1. The Secretary of the Jewish Association for the Protection of Children and Women wanted to know the whereabouts of a woman who was supposed to be exploited by M. W., a trafficker, who had induced her to go to Barcelona. The woman having returned to her own country, the offender was not apprehended.

2. The Secretariat of the League of Nations having forwarded to the Spanish central authority a letter from the Bucharest Police Department referring to an organisation of traffickers for the benefit of brothel-keepers in the Italian colonies, the Spanish central authority requested the Criminal Investigation Department to warn the Spanish police forces, the Spanish High Commissioner in Morocco and the civil governors of all the Spanish coastal provinces of the Mediterranean to check the reported traffic.

3. Information was received that traffickers had organised themselves and were sending victims from Portugal to France through Spain. The competent authorities were enjoined to watch the Portuguese and French frontiers, and the Portuguese and French central authorities were requested to take whatever measures they thought best in order to check the traffic, irrespective of those already in operation in Spain. An agent was sent on special duty to collect all necessary information.

FRANCE. — The central authority has often exchanged information with foreign police authorities. It has also reported to all the national gendarmerie and police services the descriptions of individuals suspected of trafficking in women.

FRENCH MANDATED TERRITORIES. — *Levant.* — Two persons were reported to the Palestine and Egyptian authorities.

The first, a Greek national, was in Palestine and had some years previously been deported from the territories under French mandate because he was trying to traffic in women and was living on the earnings of such traffic.

The second was in Egypt and, on the pretext of recruiting performers, was really trying to traffic in women. He was eventually deported by the Egyptian authorities.

HUNGARY. — The Hungarian central authority has been in communication with the central authorities of Czechoslovakia, France, Germany, Italy, Netherlands, Poland and Switzerland. It also applied to the Hungarian Legation at Constantinople for information regarding S. A., an Austrian subject.

ITALY. — Only general reports and information were received from Italian diplomatic and consular authorities abroad concerning Italian nationals suspected of being engaged in the traffic in women abroad; the movements of suspects are followed, as far as possible, their frequent changes of address being reported to the foreign authorities and, should such persons enter Italy, they are placed under special police supervision.

NETHERLANDS. — The State office for the suppression of the traffic in women and children and the traffic in obscene publications has been in touch with the German central authority regarding seven cases.

Details were supplied to the French central authority regarding the actions and conduct of H. E. and G. F., who were suspected of trafficking in women in the Netherlands.

The Curaçao central authority reported the departure for the Netherlands of a French national, J. D., a suspected trafficker. On his arrival in Amsterdam he was interrogated and deported.

NETHERLANDS INDIES. — *Curaçao.* — In the course of 1932, the police communicated with the Netherlands central authority in the matter of a traveller suspected of traffic in women. This suspicion turned out to be unfounded.

POLAND. — In the course of the eighteen months covered by the report, the central office was in communication with the Austrian central authority to obtain information regarding a certain R., suspected of being engaged in the traffic in women and children; with the French central authorities regarding three girls proceeding from Poland to South America, who were assumed to be victims of the traffic; with the same authorities for information about two Polish nationals; and with the Belgian central authorities, who wished to obtain information regarding the date of C. J.'s stay in Poland, and regarding the activities of J. L. v. S., suspected of traffic in women.

SWITZERLAND. — The Swiss central authority has applied to foreign central authorities in three cases (Paris twice and Brussels once). Foreign authorities have applied to the Swiss central authority in three cases (Brussels twice and Valence once).

These were all cases of suspicious affairs, which it was possible to settle after a brief investigation.

CZECHOSLOVAKIA. — Communications have been exchanged with the central authorities of Vienna and the Bremerhaven police.

The Vienna Federal Police Administration asked for information regarding a woman dancer, aged 27, wrongly suspected of being the victim of traffickers, and reported two members of an Argentine traffickers' organisation who stayed in Czechoslovakia. Their domicile was ascertained, but they had already left Czechoslovak territory. The frontier authorities have been warned in case of their return.

An exchange of correspondence took place with the competent authorities of Šaly nad Vóhem in regard to a traffic case reported in the paper *A.-Zet.* The enquiries proved that a clandestine brothel had been opened, but that no case of traffic, or offence within the meaning of the migration law, had taken place.

### QUESTION 3.

#### 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.”

#### Replies.

GERMANY. — During the year under review, the competent authorities (*Pflegeämter*) repatriated fifty-seven persons, mainly foreign prostitutes and very young girls who had been victims of procurers or had voluntarily engaged in prostitution in the larger towns ; one boy was also repatriated. The countries concerned were Switzerland, Czechoslovakia, Latvia, Austria, Hungary, Italy, Roumania and England.

About 700 young women or girls were brought to the competent authorities (*Pflegeämter*) by the women police and railway missions, and were restored to their homes in Germany. Seventeen foreigners were prosecuted on the charges of living on the immoral earnings of women. One Austrian and one Czech were sentenced to four months' imprisonment ; one Czech was deported.

No female was deported.

AUSTRIA. — (a) The person mentioned in Question 1 has been repatriated from Bordeaux to Innsbruck. She was 21 years old.

(b) Twenty-five foreign prostitutes have been prohibited from staying in the country (fifteen Czechoslovak, three Hungarian, three Yugoslav, one German, two Polish and one Russian).

(c) Six foreign procurers have been deported from Austria (two men and four women).

BELGIUM. — J. S. (French, 41 years old), having been convicted in France, was expelled from Belgium and conducted to the French frontier on October 7th, 1932. Since his departure, the French Government has claimed his extradition for procuring women with a view to immoral conduct, but the accused has disappeared. Fifty-two foreign prostitutes have been deported under ministerial decisions and forty-seven under Royal Decree.

An extradition treaty was concluded with Poland on May 13th, 1931.

UNITED KINGDOM. — Eleven aliens were deported from the United Kingdom during 1932 for convictions relating to (1) living on the earnings of prostitution, (2) managing a brothel. They were six Italians (five men and one woman), one Nigerian, one Greek, one Portuguese (all men) and one Austrian (a woman). They were sentenced before deportation to imprisonment ranging between twenty-one days and six months and to fines ranging between £2 and £100.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Cyprus.* — (c) I. K. of Budapest (Hungary), male, aged 35, P. L. of Kopona (Czechoslovakia), female, aged 32, both Hungarian nationals, were fined £10 and deported on January 3rd, 1932.

*Ceylon.* — One British subject of French extraction has been deported.

*Federated Malay States.* — One Malay woman, aged 33 ; twelve Cantonese women, aged between 35 and 66 ; five Cantonese men between 27 and 69 ; three Hokkien men between 30 and 46, and one Kwongsai man, aged 40, were deported during the year.

*Unfederated Malay States.* — Kedah. — A Siamese girl of 18 has been deported.

*Palestine.* — (b) Two Syrians (women), aged 36 and 25 respectively, were deported to Syria. One Polish woman, aged 20, was deported to Poland.

*Straits Settlements.* — (a) One Cantonese woman, aged 24, victim of offence Singapore No. 26. One Hakka girl, aged 18, victim of offence Penang No. 3.

(b) Five Cantonese prostitutes, aged between 25 and 40.

(c) Thirty-seven Cantonese women, aged between 27 and 69; nineteen Hokkien women, aged between 31 and 59; three Cantonese men, aged 36, 37 and 44, and thirteen Hokkien men aged between 32 and 53.

CHINA. — One woman prostitute of Soviet nationality was discovered in Tsingtao and deported.

CUBA. — An American citizen (female) was repatriated on the s.s. *Munargo* to the port of Miami, Florida, United States of America, for having engaged in prostitution.

DENMARK. — Six women, five of Swedish and one of German nationality, born in 1909, 1897, 1907, 1905 and 1911 respectively, were deported. With regard to one of the women, whose Swedish nationality was due to the fact that, though born in Denmark, she had married a Swede, the deportation order was subsequently withdrawn.

DANZIG. — Nine Polish women (from 25 to 35 years of age) were deported for being engaged in prostitution for gain.

UNITED STATES OF AMERICA. — The annual report of the Commissioner-General of Immigration gives the following information about aliens deported during the year ending June 30th, 1932, as prostitutes; those coming for any immoral purpose; those supported by the earnings of prostitutes or connected with houses of prostitution; aliens who procured or attempted to bring in prostitutes; aliens found in United States after having been deported as prostitutes.

A. Aliens debarred from entering the United States :<sup>1</sup>

Prostitutes and aliens coming for any immoral purposes : one German female.

B. Aliens deported (under warrant proceedings) after entering the United States :<sup>2</sup>

1. Prostitutes or aliens coming for any immoral purpose : 335, out of which 229 were Mexicans.

2. Prostitutes after entry or inmates of houses of prostitution : 230, out of which 184 were Mexicans.

3. Supported by or received the proceeds of prostitution or connected with houses of prostitution or other place habitually frequented by prostitutes : 194, out of which 118 were Mexicans.

4. Aliens who procured or attempted to bring in prostitutes or aliens for any immoral purposes, or assisted or protected prostitutes from arrest : 66, out of which 53 were Mexicans.

5. Found in the United States after having been deported as a prostitute or a procurer, or as having been connected with the business of prostitution or importation for prostitution or other immoral purposes : 81, out of which 67 were Mexicans.

FINLAND. — Five prostitutes of Estonian nationality were expelled.

FRANCE. — Eighteen foreigners have been expelled as *souteneurs*. Sixty foreign prostitutes (nationality : Italian, 11; Polish, 16; German, 20; Belgian, 3; Luxemburg, 2) have been deported, turned back from the frontier or repatriated.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Levant.* — Four French subjects, born in 1889, 1907, 1908 and 1909 respectively, a Pole, born in 1883, an Englishman, born in 1908, and a Frenchwoman, born in 1913, have been deported during the year.

In addition, a number of persons requested in this connection to leave the States under French mandate have done so without its being necessary to have recourse to expulsion orders.

*Tunis.*<sup>3</sup> — Three women (Italian, French and Belgian) were repatriated. One Italian woman was deported for living on the earnings of prostitution.

HUNGARY. — (b) Six Roumanian women and one Yugoslav woman were deported for prostitution.

INDIA. — *Bombay.* — (a) G. T., a French woman, was refused permission to come to India from Luxor in Egypt as she did not give any genuine reason for entering India and probably intended coming out for purposes of prostitution.

<sup>1</sup> Annual report of the Commissioner-General of Immigration, 1932. Table 48, page 158.

<sup>2</sup> Annual report of the Commissioner-General of Immigration, 1932. Table 53, page 164.

(b) A native of Basra was deported under Section 3 of the Foreigners Act, III of 1864, as he was found to be living on the earnings of a prostitute.

ITALY. — One foreign woman convicted of procuring and corrupting minors has been deported ; 696 minors, including two foreigners, engaged in prostitution have been repatriated.

MONACO. — (b) Three Frenchwomen, one Turkish woman (ages 20, 22, 30 and 38) have been deported.

NETHERLANDS. — (a) Two German women, of 19 and 23 years of age, who were victims of offences specified in the reply to Question 1 have been repatriated.

(b) A total of 113 women (including twenty-four minors) who were without means of support and were leading an immoral life have been deported — namely ; eighty-four Germans (seventeen minors), eleven Belgian (three minors), nine French women (two minors), eight Austrians (two minors) and one Turk.

Thirteen German women, three Belgian women and one Frenchwoman were deported several times ; one German woman of 29 years was deported for the ninth time by the Hague police.

(c) The following twenty foreign subjects, suspected of living on the earnings of prostitution, have been deported : three Germans (women) (37, 49 and 50 years), five Germans (men) (aged between 28 and 50 years), four Belgians (men) (23 to 31 years), six Frenchmen (24 to 31 years, three on two occasions), one Austrian (man) (42 years) and one Czechoslovak (man) (24 years).

NETHERLANDS EAST INDIES. — (b) Foreign prostitutes not included under (a) : five Chinese women between the ages of 20 and 30 and one Japanese woman of 26 years.

(c) Men and women found or believed to be engaged in procuration or living on the earnings of prostitution ; one Chinese man and one Chinese woman.

Curaçao. — (b) Fourteen prostitutes, aged 20 to 40, were expelled (two English, one Chinese, two Colombians, one Costa-Rican, one French and one Venezuelan).

(c) One individual of Venezuelan nationality.

POLAND. — (b) Four prostitutes have been deported from Poland — *i.e.*, one without nationality, of 32 years ; one Czechoslovak national, of 18 years ; two German nationals, of 29 and 44 years. Four Polish women, of 19, 21, 25 and 29 years, have been repatriated to Poland from the Free City of Danzig.

(c) A national of the United States of America, of 49 years, and a Danish woman, of 48 years, have been deported from Poland.

SWITZERLAND. — The following foreign prostitutes have been repatriated or expelled : 123 Germans, thirty French, twelve Austrians, seven Italians, four Roumanians, three Poles, two Hungarians, two Belgians, two Czechoslovaks and one without nationality ; total, 186. Procurers (men and women) : nine Germans, five French, four Italians, one Belgian, one Hungarian and one Czechoslovak ; total, twenty-one.

YUGOSLAVIA. — Twenty-three Yugoslav nationals have been deported from Austria ; after undergoing their penalty for various offences they have been sent back to their own communes.

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#### QUESTION 4.

##### 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 to do so.”*

##### Replies.

ITALY. — One agency abroad was reported on suspicion of being engaged in doubtful activities in connection with the placing of women in employment ; by arrangement with the local police authorities, its activities are now under supervision.

Theatrical agencies have been abolished in Italy, since the institution, by Decree of the Ministry of Corporations dated June 18th, 1932, of a national employment office for members of the theatrical and allied professions.<sup>1</sup>

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<sup>1</sup> See Question 7.

QUESTION 5.

TRAVELLERS AND MIGRANTS.

“ Please give particulars of any cases in which it is known or suspected that during the year any attempt has been made to exploit for immoral purposes persons travelling in your country, whether as migrants or otherwise.”

Replies.

CUBA. — (b) The Immigration Department keeps an extremely close and careful watch and does not allow any person to land whom it suspects of engaging in prostitution or traffic. Its vigilance is shown by the fact that, in cases where young women immigrants state that they have come to Cuba in order to get married, they are not allowed to land until the marriage has been contracted, and this takes place before the Immigration Commissioner himself.

UNITED STATES OF AMERICA. — There is no available evidence of “ exploitation ” — that is, through force or deception — of foreign women entering the United States at Ellis Island. The Foreign Language Information Service reports, in response to a request for information from the Chief of the Children’s Bureau, that a canvass of the following organisations : Hebrew Immigrant Aid Society (Hias), Council of Jewish Women, Italian Welfare League, National Catholic Welfare Conference, National Board of Y.W.C.A., Episcopal City Mission Society, Travellers’ Aid, and Lutheran Immigrant Society, showed that no case of what is usually called “ white slavery ” has come to their attention during the past year or for several years. Arriving illegitimate children or common-law wives sometimes present problems. While official and unofficial agencies endeavour to keep a close check on the situation, some cases may, of course, have escaped attention.

Some of the organisations listed above have international contacts. The Travellers’ Aid is the national organisation serving migrants both at the ports and throughout the country. Reports by the Travellers’ Aid Societies of 107 cities for 1932 are as follows :

Total number of cases . . . . .	522,949
Total number of persons assisted . . . . .	620,210
Total (males) . . . . .	172,112
Total (females) . . . . .	204,492
Total number of immigrants (persons) . . . . .	8,083
<i>Means of Travel :</i>	
Automobile . . . . .	19,008
Bus . . . . .	48,778
Hitch-hiking . . . . .	42,664
Interurban . . . . .	6,608
Railroad (including 2,987 travelling by freight, reported by six cities) . . . . .	289,352
Steamship . . . . .	7,437
Aeroplane . . . . .	15

It will be seen from the above that the number of immigrants assisted out of a total of 620,210 is only 8,083, and, of these, 7,437 arrived by steamship. The total number of aliens admitted in 1932 was 35,576, of whom 21,659 were women. The other agencies enumerated served especially their own racial groups, or, in the case of religious organisations, anyone who was referred to them or appealed to them for help.

HUNGARY. — The Hungarian report contains as an annex the reports of the charitable organisations on their work during 1932.

*The Union of Hungarian Protestant Women* assisted 351 Hungarian and 74 foreign women.

*The Association of Hungarian Catholic Housewives* reports that its branches are operating at Szeged, Győr, Miskolo and Szent Gotthard and that it is in touch with similar organisations abroad with a view to closer co-operation. It found shelter and employment for 256 persons, gave material assistance to 242, approached the authorities in 309 cases and assisted women travellers on 190 occasions. Its agents supplied information in 2,741 cases.

*The Station Mission* reports that it found shelter and employment for 177 persons, gave material assistance to 59, approached the authorities in 310 cases, assisted sick persons on 44 occasions, supplied information and assistance on 1,792 occasions.

INDIA. — *Madras*. — The Collector of Madras and Chingleput is the Protector of Emigrants.

*Burma.* — The Protector of Emigrants and Immigrants appointed by the local Government and his Assistant meet all incoming steamers. In any case in which it is suspected that a woman or girl has been imported for purposes of prostitution, she is detained while enquiries are made and, if necessary, she is sent back to her home.

The Rangoon Vigilance Society has reported that no cases of intended traffic for immoral purposes have been reported to it. The ports are properly supervised by the Hindu Association, which meets all the incoming boats.

*Bombay.* — No special agency for the protection of women and children exists. The Protector of Emigrants and the Protector of Pilgrims look after the interests of all emigrants and persons proceeding on or returning from pilgrimage. In Bombay City, protection work at the railway stations and harbour is done by the League of Mercy and other kindred societies.

*Bengal.* — New arrivals are watched at the port and railway stations and enquiries are made in suspicious cases. New arrivals are placed in homes (*e.g.*, St. Mary's Home, Y.W.C.A., and St. Vincent's Home) and measures are taken to prevent their falling into the hands of undesirables.

ITALY. — Constant supervision is exercised at railway stations, ports and in trains.

A total of 37,754 girls were assisted in 1932, including foreigners passing through the country.

Expatriation is not permitted without a passport, and, before issuing one, the police authorities are required to make careful investigations in order to prevent inexperienced girls from going abroad.

There is a considerable and increasing influx of persons into Italy for purposes of study and travel, but the number of foreigners entering the country to work is not particularly high.

Through the action of the authorities or of provincial and municipal committees, 14,629 girls were assisted or given temporary shelter in relief institutions; 608 girls engaged in prostitution were received into rescue homes; 696, including two foreigners, were repatriated to their homes; and 1,293 Italian and five foreign girls who had gone astray were placed in the hands of benevolent committees and associations.

NETHERLANDS. — The number of migrants passing through the Netherlands has been much smaller during the last few years.

The number of German women (mainly servants) who come to work in the Netherlands is still very large. One case of exploitation was discovered on the information furnished by an association for the protection of girls. The person involved was the Dutchman J. V., aged 40, who was born in Germany and married a German woman from the neighbourhood of Aix-la-Chapelle. The couple let rooms to young German girls in Amsterdam and found employment for them. Their family in Germany sent the girls to them in Amsterdam. It was subsequently revealed that the husband had had intercourse with several of the girls who were living under his roof. He brought pressure to bear on the girls, threatening not to find them a situation or to send them back to Germany.

POLAND. — The station missions, which operate in twenty-five towns, are subsidised by the State authorities.

During the eighteen months covered by the report, they granted assistance in various forms to 159,241 persons. This number was composed as follows :

Emigrants . . . . .	17,563
Seeking work . . . . .	62,764
Travelling for other reasons . . . . .	74,697
Foreigners . . . . .	4,217

YUGOSLAVIA. — There are several societies — the Yugoslav Sisters' Association, the Women's Movement and the Association of Christian Women — for the protection of travellers, particularly women and children. The last-named association, through its "Station Mission", does particularly valuable work and supplies young girls arriving without resources with various information, financial and other assistance and also with shelter for the night in its hostels. The "Station Mission" is run by the Association catholique internationale des œuvres de protection de la jeune fille.



**QUESTION 6.**

**CHILDREN.**

“ *In addition to the information given in answer to Question 1, please state whether any cases have come to light during the year in which any attempt has been made to exploit children of either sex for immoral purposes, by any system of adopting, pawning, bartering of children or other method.*”

**Replies.**

**GERMANY.** — Children of either sex are often victims of immoral acts, which the Penal Code always punishes very severely. But there is no evidence of any attempt to adopt or pawn a child for such purpose.

**AUSTRALIA.** — Police attend arrival and departure of trains at railway stations and of boats at ports for the purpose of affording protection and assisting women and children who are travelling. In some cities of Australia, women constables assist in the performance of these duties.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Unfederated Malay States.* — Johore. — C., a Hokkien girl of 13, had been sold by her parents in China, and brought by her mistress to Johore, where she was constantly ill-treated. The mistress was prosecuted for the one case of ill-treatment that could be proved in court and fined \$45.

The girl was sent to the Po Leong Kok Home.

*Palestine.* — In certain districts, particularly Hebron and district, child marriage is still prevalent. The spread of education tends to decrease this evil practice, but nothing yet has been done to make it illegal.

*Straits Settlements.* — In four of the cases mentioned in the report, the victims were children aged respectively 8, 11, 12 and 13 (three in Singapore, one in Penang).

**CHINA.** — In addition to the information given in answer to Question 1, fifty-four cases which fall within the scope of the present question have been discovered during these eighteen months.

**CUBA.** — Children are not allowed to land unless they are accompanied or received by their families or by some benevolent association.

**INDIA.** — *Bombay.* — The Children's Aid Society, Bombay, continued to do useful work in protecting children from exploitation for immoral purposes. During the year under report, 798 children were admitted to the Children's Home, Bombay. Out of these, twenty-four were victims of kidnapping, seventeen victims of unnatural offence and rape, five victims of immoral traffic and seven were rescued from moral danger.

*Bengal.* — No pawning or bartering takes place. Adopting exists. When children have been taken away from their lawful guardians for immoral purposes, action is taken under the law by the police.

**CURAÇAO.** — F. T. C., born in Bonaire in 1887 and living in Curaçao, was accessory to an offence under Article 249 of the Curaçao Penal Code, the victim being her daughter. She was sentenced to six months' imprisonment.

**SURINAM.** — In 1930, a charge was brought against a woman. The judicial decision is still pending.

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### QUESTION 7.

#### LEGISLATIVE, ADMINISTRATIVE AND PROTECTIVE MEASURES.

“(a) Please give an account of any changes during the year in legislative, administrative and protective measures.

“(b) Please give as fully as possible an account of measures, whether official or unofficial, taken during the year to prevent traffic in women and children. This need not include methods described in previous reports.”

#### Replies.

UNITED KINGDOM. — Two more towns (Bootle and Brighton) have made byelaws for the regulation of employment agencies.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Ceylon*. — Draft amendments of the Colombo Harbour Port Rules for the prevention of the employment of boys under 18 years of age on lighters are under consideration, and special attention is given by the harbour police to this matter.

*Cyprus*. — Since 1928, there has been a Home for Female Domestic Servants under 18 years of age. If girls run away or are turned out by their employers, the police send them to the home, pending arrangements for their reception by their parents or friends. Offenders are prosecuted.

*Federated Malay States*. — A new Bill, the Mui Tsai Enactment No. 23 of 1932, was passed in September 1932 and came into force on January 1st, 1933.<sup>1</sup>

*Unfederated Malay States*. — *Johore*. — 1. The Women and Girls Protection Enactment 1926 was repealed and the new Women and Girls Protection Enactment No. 15 of 1931 came into force from July 1st, 1932, declaring all brothels illegal. An extension of three months was given to brothels to wind up their business and all were closed on October 1st, 1932.

2. A new Children's Enactment, No. 4 of 1932, came into force on April 27th, 1932. This Enactment is copied from the legislation already in force in the Straits Settlements and the Federated Malay States.

*Kedah*. — A new Women and Girls Protection Enactment, based on that of the Straits Settlements, was under consideration during the year. It has since come into force on January 14th, 1933, as Kedah Enactment No. 25 of 1351.

*Brunei*. — A Mui Tsai Enactment similar to that proposed for the Straits Settlements was passed during the year and will come into force on January 1st, 1933. There are, however, very few Mui Tsais in the State and there is no reason to suspect that these are used for immoral purposes. The purpose of introducing the Enactment was to prevent the possibility of the exploitation of Mui Tsais rather than to legislate against an evil already in existence.

*Mauritius*. — (a) A measure has been introduced into the Council of Government to prevent the use of premises as brothels.

(b) Close supervision of brothel-keepers and procuresses by the police appears to have limited their activities.

*Palestine*. — The non-existence of regular traffic in women and children has rendered unnecessary any administrative or other measures, but constant watch is kept for isolated cases. With regard to the subject of young girls hired out on contract for domestic service, a Bill has been passed, called the Employment of Females Bill, 1933, by which any contract made for a girl of under the age of 17 years completed is invalid for a period exceeding one year. Child-labour in factories and workshops is prohibited and the Government is considering raising the age of children allowed to work in factories and workshops from 12 to 14 years of age. A Labour Legislation Committee has been formed to consider such questions. Its Secretary is the Government Welfare Inspector.

*Seychelles*. — Ordinance No. 8 of 1932 (the Immigration and Deportation Ordinance, 1932) regulates immigration into the colony and provides for the deportation of undesirable immigrants.<sup>1</sup>

<sup>1</sup> Text can be consulted in the Secretariat.

*Sierra Leone.* — Ordinance No. 11 of 1930 (Immigration Restriction Ordinance), as amended by Ordinance No. 15 of 1931, substitutes the words "Sierra Leone" for the words "the colony" in the second and third lines of Section 21(b) of the Immigration Restriction Ordinance, 1930.

*Zanzibar.* — The police have kept brothels and places known to be used for prostitution under close observation with a view to preventing their frequentation by young girls.

*CHINA.* — The suppression of traffic in women and children is in the charge of the police organisations, which keep a strict watch on the travellers and residents in the localities under their jurisdiction. Cases of offences detected by the police are immediately transferred to the competent courts. No important changes have been made in the legislative, administrative and protective measures during the period in question.

*DENMARK.* — The new Danish Criminal Code came into force on January 1st, 1933. This involves the coming into force of the Geneva Convention of September 30th, 1921, for the Suppression of the Traffic in Women and Children.

*SPAIN.* — A circular was issued in 1932 and enjoined to be posted in prominent places in all tolerated houses of prostitution, stating that "the women living in this house are completely free to leave it, and nobody can claim any right over them, even if they are in debt. Should any person prevent them from leaving, they may call in the police, who will protect them and hand them over to the Institution for the Protection of Women".

The following measures have been taken for the purpose of restricting the traffic :

(1) Women may not be transferred from one brothel to another, even in the same town, without the authority of the civil administration. A register shall be kept at the offices showing increases and decreases in the number of prostitutes. Declaration forms on the model of those in use in inns and hotels should be used.

(2) Civil administrations are requested to keep a register of employment agencies, which should be constantly and carefully watched as regards their women clients.

(3) The competent authorities are requested to consider whether it would be feasible to allot the whole or part of the fines inflicted on offenders to defray expenses of sheltering, reforming and educating the women under their tutelage.

(4) Minors must not be allowed to live in houses of ill-fame.

(5) Brothels and employment agencies should be constantly inspected in order to enforce all instructions.

(6) All ports and frontiers should be carefully watched in order to enforce immigration regulations.

The question of organising reformatory homes is under question, as well as the possibility of forbidding the residence of women under 23 years of age in brothels. In the case of foreign women under age, representation to the consul of the country concerned is recommended.

The Government is considering the abolition of regulated prostitution on the basis of a Bill for the Prevention of Venereal Diseases drafted by the Director-General of Health. Its chief articles state :

(1) The regulation of prostitution in the Spanish Republic is hereby abolished.

(2) The Government of the Republic does not recognise prostitution as a means of livelihood.

(3) Any person suffering from venereal disease in the contagious stage is required to undergo medical treatment either privately or in a public establishment.

The judicial penalties inflicted on offenders in this draft Bill include major or minor simple imprisonment and fines of from 500 to 10,000 pesetas.

Disciplinary penalties inflicted on doctors who fail to notify the Health Authorities of the discontinuation of their patients' treatment, or who treat venereal disease by correspondence without having made a personal examination, range from 100 to 5,000 pesetas.

Any chemist who, without medical prescription, dispenses remedies for the treatment of venereal disease other than prophylactics shall be fined from 100 to 500 pesetas.<sup>1</sup>

*UNITED STATES OF AMERICA.* — Very little social welfare legislation was enacted during 1932 other than measures for relief of distress due to the unemployment situation. An adoption law requiring court sanction became effective in one State.<sup>2</sup>

<sup>1</sup> The text of this Bill, which contains nineteen articles, can be consulted in the Secretariat.

<sup>2</sup> "Memorandum on Child Welfare Legislation of 1932" prepared by the Children's Bureau, page 10; also "Twentieth Annual Report of the Chief of the Children's Bureau", page 30.

FRENCH COLONIES AND MANDATED TERRITORIES. — *Togoland*.<sup>1</sup> — Every person of French or foreign nationality must, before being authorised to enter the territory, be provided with :

- (1) A medical certificate, duly legalised, issued less than one month before the departure of the person concerned, testifying that he is not suffering from any infectious disease ;
- (2) An extract from his judicial record ;
- (3) An annual passport issued by the competent authority and bearing the proper visas and a photograph.

If entry into the territory takes place through the port of Lome, such papers are submitted at the actual moment of landing, either on the boat or at the wharf, for visa by the Lome Police Commissioner.

If entry into the territory takes place through the port of Anecho, the passport is submitted for visa by the District Commandant.

If entry into the territory takes place by the land frontiers, the passport is submitted for visa by the Administrator of the district concerned.

*Levant*. — (a) The age of admission of women into licensed houses has been raised from 18 to 21 years (Decree 155/LR. Lebanon 49 of November 7th, 1932).

(b) There was a very definite movement in favour of the suppression of licensed prostitution towards the end of 1932. It was reflected chiefly in a Press campaign and various meetings held at Beirut, at which representatives were present of the « Alliance des associations féminines », « Association des Jeunes musulmanes », « Manaret (Lighthouse) Associations » and « Lutte contre la traite ». A collective petition pointing out the dangers of and objections to public prostitution and demanding measures of protection « for women in danger » was presented to the Government of the Lebanon.

INDIA. — *Madras*. — The Madras Suppression of Immoral Traffic Act V of 1930, with the exception of Sections 6, 7, 8 and 16 only, was brought into force in Madras City and its environs within a distance of ten miles, with effect from April 1st, 1932. The question of bringing the excepted sections into force is now under consideration. The Madras Suppression of Immoral Traffic (Amendment) Act I of 1932 came into force during 1933.

*Bengal*. — (a) The Calcutta Suppression of Immoral Traffic Act (Act XIII of 1923) has been changed into the Bengal Suppression of Immoral Traffic Act. The most noticeable feature is that the brothel-keepers, brothel-managers and landlords are liable to prosecution for letting the houses and using the same for immoral purposes, and women are also liable to prosecution for living on the earnings of prostitution.

ITALY. — (a) In Italy, prostitution is not a lawful occupation, and is therefore not regulated by law. But Decree No. 773 of June 18th, 1931, contains provisions applicable to it in the interests of public order, public health and morality.

The practice of prostitution and the conduct of brothels are governed in Italy by the provisions to be found in Part VII (Articles 190 to 208) of the above-quoted consolidated text of the public security laws, and by those laid down in Part VII (Articles 359 to 372) of the regulations for the execution of the public security law, and, as regards public health, by Royal Decree No. 846 of March 25th, 1923.

The Criminal Code promulgated by Royal Decree No. 139 of October 19th, 1930, which came into force on July 1st, 1931, and more particularly Book II, Part IX, « Offences against Public Morality and Decency », Sections II and III, « Indecent Offences and Sexual Offences », Articles 531 to 541 inclusive, contains definitions of the offences of instigating to, assisting in, and compelling to engage in, prostitution, the exploitation of prostitutes, the offences of trafficking in women and minors, the penalties for those offences, and the relevant police measures and accessory penalties.

A Decree of the Ministry of Corporations, dated June 18th, 1932, published in the *Official Gazette* of June 24th, 1932 (No. 145), set up the National Office for the Free Provision of Employment for all categories of employees incorporated in the professional associations subordinate to the National Federation of Fascist Unions of Members of the Theatrical and Allied Professions.

The office has its headquarters in Rome, at the seat of the Federation, and may have sections in the principal towns in the Kingdom.

Under the terms of the Decree, theatrical employers are required, as from October 1st, 1932, to apply to the National Employment Office in order to engage artistes and all personnel, even when the engagement is for less than a week.

It is thus prohibited, in general, to act as agent for the placing of theatrical artistes and workers ; even the activities of agencies for the employment in Italy of foreign artistes recruited abroad are, in point of fact, confined to direct or indirect preliminary agreements with foreign artistes regarding the possible conditions of work in Italy. Once foreigners have entered Italy, they too cannot actually be engaged except through the National Employment Office for Members of the Theatrical and Allied Professions.

<sup>1</sup> Report for 1931.

(b) In 1932, all foreign prostitutes in Italy were interrogated.

The census carried out on December 31st showed that there were 146 foreign prostitutes of various nationalities and 3,198 Italian prostitutes in the Kingdom.

In 1932, the local police authorities detected and closed 209 premises in which clandestine prostitution was being carried on.

LATVIA. — The Administrative Department of the Ministry of the Interior issued, on December 8th, 1931, a circular enjoining the strictest supervision at the frontiers and at the seaports in order to prevent cases of traffic. This instruction makes it incumbent upon the competent authorities to proceed with the examination of suspect cases at the place of destination of the persons in question. If the suspicions appear to be justified, the officials are bound to arrest the parties concerned and to send them to the Criminal Police Directorate, together with the report on the subject. The parties are placed under arrest, their examination is entrusted to the Public Prosecutor's Office, and the depositions of the victims, together with any information concerning them, are communicated by the Police Directorate to the central police authority of the country concerned. The victims are placed in refuges or in the charge of reliable organisations or families, or are entrusted to the care of the consul of the country of which they are nationals. Repatriation as far as the frontier is carried out by the police if the consul in question has not seen to it; it is preceded by the sending of a notice to the central authority of the country concerned.

The authorities responsible for issuing passports for foreign countries are required to ascertain that nothing stands in the way of such issue. If there is reason to suspect a case of traffic, the passport must be refused and the Criminal Police Directorate immediately informed. The instruction of December 8th makes it incumbent upon the police to supervise tourist agencies, employment agencies, theatrical agencies, concert agencies, etc., dancing-schools, cinema schools, etc., and any place of entertainment, in order to ascertain that the women applying to them or employed in them are not sent abroad for immoral purposes and are not forced to lead an immoral life.

NETHERLANDS. — (a) Reference may be made to the changes which have occurred as the result of the entry into force, on January 1st, 1932, of the law concerning employment agencies (*Legal Bulletin*, 1930, No. 433). No one may in future own and direct an employment bureau for purposes of gain without previous authorisation. Such authorisation will be granted only to persons who were already engaged in that business on March 1st, 1929. So far as is known, no authorisation was granted in 1932. Applications (numbering, at Amsterdam, upwards of 150) are under examination.

(b) The various public and private institutions have continued to concern themselves with the campaign against the traffic in women and children. This matter has repeatedly formed the subject of discussions by the Committee for the Campaign against Public Immorality.

Public and private institutions have been consulted with regard to a preliminary draft law on emigrants.

NETHERLANDS INDIES. — An amendment has been introduced in the articles of the Penal Code, as they appear in the Report of the Commission of Enquiry in the East (pages 255 and 256); Article 297 as amended (*Bulletin of Laws of the Netherlands Indies*, 1932, No. 62) now reads as follows :

“Traffic in women and traffic in minors of the male sex are punishable by a term of imprisonment not exceeding six years.”

The Order on Extradition (*Bulletin of Laws of the Netherlands Indies*, 1883, No. 188) was subjected to various amendments by Royal Decree of July 16th, 1932 (*Bulletin of Laws of the Netherlands Indies*, No. 490), in order to bring it into line with the 1921 Convention.

Curaçao. — Article 260 of the Curaçao Penal Code was amended as follows on February 24th, 1928 :

“Traffic in women and traffic in minors of the male sex are punishable by a term of imprisonment not exceeding six years.”

Surinam. — Article 255ter of the Surinam Penal Code has been amended in the same terms on March 14th, 1928.

POLAND. — In 1932, the new Polish Penal Code, bearing the date of July 11th, 1932, was published and put into force.<sup>1</sup>

ROUMANIA. — Articles 267 and 268 of the Roumanian Penal Code provide for the punishment of persons who aid or abet the corruption of children and women under the age of 21, or who in any way exploit prostitutes. Under Article 305 of the Law on Public Health and Social Welfare of June 14th, 1930, all licensed brothels are abolished.

The problem of prostitution is still being considered by the competent authorities, and the Government proposes to prepare a new draft law which will allow more effective steps to be

<sup>1</sup> The text of the articles concerning traffic in women and children and all offences connected with immorality can be consulted at the Secretariat.

taken. The draft of the new Penal Code provides imprisonment for procurers even when the victim is over 21 years of age.

SWEDEN. — The Administration of Labour and Social Welfare has had posted up in certain stations notices directing attention to the dangers of the traffic in women and children and giving useful addresses at which women and children can obtain lodging, help and protection.

### STATISTICAL INFORMATION

(Year ending December 31st, 1932).<sup>1</sup>

#### CASES REFERRED TO IN QUESTION 1.

	(a) National	(b) International
South Africa . . . . .	8	—
Mandated Territory . . . . .	—	1
Australia . . . . .	1	1
Austria (procuring included) . . . . .	74	7
Belgium . . . . .	9	—
United Kingdom . . . . .	8	—
British Colonies, Possessions, Protectorates and Mandated Territories :		
Ceylon . . . . .	5	—
Cyprus . . . . .	4	—
Straits Settlements . . . . .	35	20
Hong-Kong . . . . .	5	—
Unfederated Malay States . . . . .	2	1
Federated Malay States . . . . .	8	2
Malta . . . . .	2	—
Palestine . . . . .	1	—
Zanzibar . . . . .	1	—
Canada . . . . .	3	—
China . . . . .	565	1
Denmark <sup>2</sup> . . . . .	16	—
Danzig . . . . .	—	1
Spain . . . . .	66	—
France (procuring, etc.) . . . . .	169	2
French Colonies and Mandated Territories :		
Levant . . . . .	15	—
Tunis . . . . .	6	—
Finland . . . . .	4	—
Hungary . . . . .	42	8
India <sup>3</sup> . . . . .	87	—
Italy (procuring) . . . . .	221	1
Netherlands . . . . .	28	0
Netherlands East Indies and Curaçao . . . . .	10	5
Poland (procuring included) . . . . .	247	—
Roumania . . . . .	6	—
Sweden (procuring) . . . . .	23	—
Switzerland (procuring) . . . . .	75	—
Czechoslovakia . . . . .	3	2
Yugoslavia . . . . .	4	—
<b>Total . . . . .</b>	<b>1,753</b>	<b>52</b>

<sup>1</sup> In the cases of fifteen countries, the statistics refer to eighteen months.  
<sup>2</sup> The Danish figures do not refer to cases of traffic in the sense of the law.  
<sup>3</sup> Bombay, 45; Bengal, 22; Burma, 18; Madras, 2. In addition, 312 persons were convicted in Burma under different headings.

CASES COMMUNICATED.

	To other central authorities	By other central authorities	Foreign prostitutes repatriated, deported or refused admittance	Persons repatriated or deported for procurement or for living on earnings of prostitution
Germany . . . . .	26	48	56	1
Austria . . . . .	104	132	69	5
Belgium . . . . .	13	10	99	—
United Kingdom . . . . .	1	—	1	10
British Colonies, Posses- sions, Protectorates and Mandated Terri- tories :				
Ceylon . . . . .	1	—	1	—
Cyprus . . . . .	—	1	—	2
Unfederated Malay States . . . . .	16	256	1	—
Federated Malay States . . . . .	—	—	—	22
Straits Settlements . . . . .	—	—	5	72
China . . . . .	—	—	1	—
Denmark . . . . .	—	—	16	4
Danzig . . . . .	10	4	—	9
United States of America . . . . .	—	—	—	906
Finland . . . . .	—	—	5	—
France . . . . .	—	—	60	18
French Mandated Terri- tories :				
Levant . . . . .	2	—	—	7
Tunis . . . . .	—	—	4	—
Hungary . . . . .	5	3	7	1
India . . . . .	—	—	—	—
Bombay . . . . .	—	—	—	1
Italy . . . . .	—	1	20	1
Netherlands . . . . .	1	8	113	20
Netherlands East Indies and Curaçao . . . . .	—	—	18	1
Poland . . . . .	6	5	4	2
Switzerland . . . . .	3	3	186	21
Czechoslovakia . . . . .	2	2	—	—
Yugoslavia . . . . .	—	—	—	23
Total . . . . .	190	473	666	1,126

STATISTICAL SUMMARY SENT BY THE ITALIAN GOVERNMENT

(covering the period January 1st to December 31st, 1932).

CASES RELATING TO TRAFFIC AND TO PROSTITUTION.

Procuring (national) . . . . .	221
Procuring (international) . . . . .	1
Sentenced to various penalties (national) . . . . .	90
Sentenced to various penalties (international) . . . . .	1
Persons living on the immoral earnings of women (national) . . . . .	82
Persons living on the immoral earnings of women (international) . . . . .	1
Persons sentenced (national) . . . . .	26
Persons sentenced (international) . . . . .	1
Offences discovered (procuring) . . . . .	166
Offences discovered (corruption of minors) . . . . .	253
Convictions . . . . .	176
Acquittals . . . . .	73
Police measures . . . . .	103
Foreign prostitutes refused admission to the country . . . . .	8
Foreign prostitutes extradited . . . . .	4
Foreign prostitutes deported . . . . .	8
Foreigners repatriated or deported for procuring . . . . .	1

POLICE MEASURES AND ASSISTANCE MEASURES.

Brothels tolerated . . . . .	896
Brothels closed by the police . . . . .	21
Brothels opened . . . . .	35
Brothels spontaneously closed . . . . .	20
Clandestine brothels ordered to be closed by the local police authorities . . . . .	209
Alien prostitutes living in tolerated brothels on December 31st, 1932 . . . . .	146
Italian prostitutes . . . . .	3,198
Alien prostitutes handed over to committees and associations for assistance . . . . .	5
Italian prostitutes handed over to these committees and associations . . . . .	1,293
Women received permanently in rescue institutions . . . . .	608
Women assisted or sheltered temporarily in private institutions . . . . .	14,629
Minors (female) repatriated (nationals) . . . . .	692
Minors (female) repatriated (aliens) . . . . .	2
Women assisted by Italian and foreign station committees. . . . .	37,754
Committees and associations for the protection of girls . . . . .	136

CUBAN STATISTICAL INFORMATION.

The following statistics relate to the number of immigrant women and minors allowed to enter Cuban territory during the year 1932, after complying with all the requirements of the Immigration Department and, in particular, with the requirements of the section dealing with traffic in women and children.

Females over 21 . . . . .	284
Females under 21 . . . . .	168
Total . . . . .	452
Married . . . . .	176
Single . . . . .	251
Widows . . . . .	24
Divorced . . . . .	1
Total . . . . .	452
Males under 21 . . . . .	147



## Part II.

### OBSCENE PUBLICATIONS

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The Governments of the following States have communicated to the Secretariat their annual reports on obscene publications : Union of South Africa,<sup>1</sup> Australia, Austria, Belgium, the United Kingdom, the British colonies, possessions, protectorates and mandated territories,<sup>2</sup> China, Czechoslovakia, Denmark, Danzig, Finland, France, the French colonies and mandated territories,<sup>3</sup> Germany, India, Italy, Latvia, Monaco,<sup>1</sup> Netherlands, Netherlands Indies, Curaçao and Surinam, Norway,<sup>1</sup> Poland, Roumania, Spain, Switzerland.

#### QUESTION 1.

##### OFFENCES DISCOVERED.

*“ Please give full information as to offences discovered during the year and of the action taken. It should be stated whether the cases relate (a) wholly to your own country or (b) partly to another country (giving the name of the country). ”*

##### Replies.

GERMANY. — In 1932, the total number of cases which led to prosecutions was 708. Of these, 699 took place in Germany and nine abroad.

The cases relating to Germany resulted in 288 convictions and three acquittals ; 408 cases were dismissed for lack of evidence.

As regards the cases relating to foreign countries, we have received information of eight convictions (Austria 4, France 2, Hungary 1, Poland 1) and one case (Austria) dismissed for lack of evidence.

BELGIUM. — Five offences were discovered :

1. N. D., of Cuesmes, publicly exhibited a book of obscene pictures in a café. The Criminal Court of First Instance at Mons sentenced him to eight days' imprisonment and a fine of 26 francs. The origin of the book could not be discovered.

2. The Belgian Customs at Quiévrain seized pamphlets coming from France, which were returned to the sender.

3. The Criminal Court of First Instance at Liège sentenced a woman, M. V., 32, to a fine of 700 francs for having exhibited or sold indecent figures and pictures.

4. This court sentenced a hawker, J. D., 46, to a fine of 182 francs and one month's imprisonment for having on several occasions sold or distributed indecent figures or pictures.

5. It sentenced a house-painter, B. B., 53, for the same offence, to a fine of 182 francs, six months' imprisonment and deprivation for five years of the rights enumerated in Article 31 of the Criminal Code, Nos. 1, 3, 4 and 5.

In every case the articles seized were confiscated.

UNITED KINGDOM. — During the year 1932, the number of cases of trafficking in indecent publications discovered totalled 1,055. Legal proceedings were taken in four cases (particulars of which are given below), and in a further seventeen cases the persons concerned were cautioned by the police. In addition to the 1,055 cases referred to, attempts to obtain indecent wares from abroad were frustrated in 204 cases, and in 58 of these cases a warning was given.

In 178 cases, the discovery was made by the Customs and resulted in the seizure of :

243 books ;

3,550 photographs ;

11 postcards ;

39 prints.

Information is not available as to the countries of origin in these cases.

<sup>1</sup> Traffic non-existent.

<sup>2</sup> Ceylon, Fiji, Hong-Kong, Federated Malay States, Unfederated Malay States, Gold Coast, Jamaica, Nigeria, Tanganyika, Zanzibar. (All the British colonies, possessions, protectorates and mandated territories not mentioned in this note state that traffic in obscene publications is not known in their territories).

<sup>3</sup> The French colonies report also that this traffic is non-existent.

The Post Office discovered 873 of the cases, as shown below :

- (a) 157 packets containing indecent or obscene books ;
- (b) 99 packets containing indecent or obscene photographs ;
- (c) 38 lots comprising a total of 167 packets containing catalogues of indecent or obscene wares ;
- (d) 3 packets containing indecent films ;
- (e) 2 packets containing indecent articles ;
- (f) 574 packets containing a total of 1,278 copies of periodicals.

Packets (a) to (e) were posted in the following countries : England, 5 ; France, 253 ; Germany, 22 (including 8 packets of photographs ordered from a dealer in Estonia) ; Denmark, 1 ; Austria, 1 ; Switzerland, 3 ; Spain, 2 ; Netherlands, 1 ; Italy, 1 ; Norway, 1 ; Czechoslovakia, 1 ; and Estonia, 8 (including 3 batches comprising a total of 132 circulars offering grossly obscene photographs for sale). Of the periodicals stopped, 500 were French and 778 German.

In all cases, the indecent matter was confiscated.

The following particulars of prosecutions are given :

1. A man charged with selling obscene photographs was sentenced to three months' imprisonment with hard labour.

2. A shopkeeper was summoned to show cause why certain magazines and photographs displayed for sale should not be destroyed. The court made an order for destruction.

3. A shopkeeper convicted of wilfully exposing for sale obscene cards and periodicals was fined £5 and £10 10s. costs and the court ordered the goods to be destroyed.

4. The shopkeeper referred to in (3) was again convicted of a similar offence and was fined £15 and £10 10s. costs, the goods being destroyed by order of the court.

In all four cases, the indecent matter was of foreign origin.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Ceylon.* — There were prosecutions in three cases, two concerning Sinhalese magazines and one a Tamil magazine. In two of these cases, the accused were convicted and fined.

*Fiji.* — For some time past, religious controversies have been carried on by the Hindu sects Arya Samaj and Sanatan Dharm. The disputes gradually became intense and, in an effort to vilify the tenets of their opponents, the leaders of the Arya Samaj published in pamphlet form the most obscene extracts to be found in the Puranas. Of these pamphlets, 254 copies were seized and destroyed ; the offenders were convicted.

*Gold Coast Colony.* — Semi-obscene patent medicine advertisements have appeared in the local Press relating to sex matters. In each case, the editors of the papers publishing these advertisements have been interviewed by senior police officers, and the advertisements have been withdrawn in subsequent issues.

*Hong-Kong.* — A shopkeeper of 60 was convicted and cautioned for having four books containing salacious pictures of Chinese origin. The books were confiscated.

An accountant of 30 was sentenced to a fine of \$250 or three months' hard labour for being in possession of three boxes containing 200 obscene pictures of French, Chinese and Japanese origin. The pictures were confiscated.

*Federated Malay States.* — Two cases were reported, one in *Central Ipoh*, the other in *Kuala Lumpur*. In the first case, obscene photographs were seized and fourteen cards destroyed ; in the second, 36 very obscene postcards (probably from Shanghai) were found. In the latter case, the offender was fined \$25. The fine not being paid, he was sentenced to one month's rigorous imprisonment.

*Unfederated Malay States.* — *Johore.* — A Southern Indian moneylender was found in possession of 200 obscene postcards of French origin, was prosecuted, convicted and sentenced to a fine of \$25 in the Court of the Magistrate, Muar, Johore.

The postcards were stated to have been obtained from a Chinese hawker in Malacca town. The Malacca police were informed.

*Tanganyika Territory.* — Two offences were discovered during the year 1932.

1. A Madagascar native, a passenger on a French ship, endeavoured to sell obscene pictures whilst the ship was anchored in Dar-es-Salaam harbour. He was prosecuted and sentenced to two months' imprisonment with hard labour.

2. An Indian visitor from Uganda endeavoured to sell obscene pictures of his own local manufacture in Bukoba township. He was prosecuted and sentenced to four months' imprisonment with hard labour, or a fine of 800 shillings.

*Zanzibar.* — During the year under review, the importation by private individuals of Indian nationality, through the medium of the post, of publications dealing with sexual matters has engaged the attention of the Government. Although the information contained in these publications is conveyed in pseudo-scientific form, their real object would appear to be pornographic. One such consignment, having been pronounced by both the Medical and the Legal Adviser to the Government to be obscene, was confiscated and destroyed under the provisions of the Post Office Decree, 1917. A strict watch is being kept on further importations of this nature.

*CHINA.* — During the eighteen months under review, twenty-five cases relating to obscene publications were discovered. All these offences were committed for profit, and the offenders were all of Chinese nationality.

*DENMARK.* — In Copenhagen, six persons were sentenced to fines for dealing wholesale or retail in so-called nudist culture publications imported into Denmark under various names.

*DANZIG.* — Twenty-two cases were brought to the notice of the authorities — thirteen through administrative channels. Twenty cases were settled in the course of the year, thirteen by the police and seven by the courts. The latter were cases of an international character, the publications having been held up by the Customs authorities. In two cases, proceedings are still in progress.

*FINLAND.* — A citizen of Finland was condemned to a fine for selling postcards of Estonian origin deemed obscene.

*FRANCE.* — In the Department of the Seine, thirty-eight persons were convicted for selling obscene postcards, photographs, films or books. The editors of five periodicals were convicted for "obscene advertising". Nudist reviews and pamphlets advocating the use of contraceptives or neo-Malthusianism were seized at the frontier.

*INDIA.* — *Burma.* — Three persons were fined 30 rupees each or three weeks' rigorous imprisonment for publishing 3,000 obscene handbills in Tamil.

*Punjab.* — Two convictions for publishing obscene books — sentences : fines of 100 rupees and 20 rupees. One case of obscene pictures found (origin Paris) was cancelled on the grounds that mere possession was no offence.

*Calcutta (City).* — Two convictions :

1. Discovery of an obscene film : sentence of two offenders to three months' rigorous imprisonment and a fine of 200 rupees each, or, in default, three weeks' rigorous imprisonment.

2. Discovery of obscene pictures for purposes of sale : sentence of a fine of 300 rupees, which, on appeal, was reduced to 5 rupees.

In all these cases, the objects were of Indian origin.

The Collectors of Customs report the following seizures of obscene publications during 1932 :

1. *Karachi.* — Eight cases (senders : Hamburg firm in two cases, Paris firm in three cases, unknown in the other cases).

2. *Bombay.* — One hundred and fifty-eight cases — namely :

(a) Alexander Dock : Thirty-five cases of obscene pictures, two cases of obscene books. Penalties ranged between 3 rupees and 75 rupees. Pictures confiscated.

(b) Prince's and Victoria Docks : Two cases of obscene photographs and plates and pictures. Penalties, 5 and 10 rupees.

(c) Bombay : Five cases (books, magazines, photographs, postcards, etc.). Matter confiscated. Origin : U.S.A. in two cases, Japan in one, Germany in one, unknown in one.

Obscene literature and photographs were sent by post in 157 cases, the objects coming, in all except five cases, from France. They were confiscated, and in one case a fine of 10 rupees and in three cases fines of 5 rupees were imposed. Films of French origin were sent on four occasions. In one of these cases, a fine of 1,000 rupees and, in another, of 10 rupees were imposed.

(d) Bombay City : Four cases were discovered. Sentences : 75 rupees, 50 rupees and 10 rupees in fines, and 150 rupees fine with 3 months' rigorous imprisonment.

3. *Madras.* — Eighteen cases of obscene pictures ; fines ranging between 10 rupees and 8 annas were imposed.

4. *Calcutta.* — (a) A cigarette-case with an obscene picture was sent as a sample by letter ; (b) a Japanese tea-set inscribed with obscene pictures was seized (exporter's name in Secretariat files) ; (c) periodicals and books ; (d) one roll of obscene pictures.

5. *Rangoon*. — Ten cases (pictures, books ; in one case twelve pieces of smoker's requisites containing small lens with obscene picture behind).

ITALY. — In spite of the strict vigilance exercised by the competent authorities during 1932, police action for the suppression of the traffic in obscene publications was not necessary in very many cases, as the production in Italy of pornographic literature, which is already very small, is steadily decreasing. Rigorous measures are also taken to prevent the introduction of such literature from abroad. A small number of postcards and photographs and a few books and magazines of a somewhat doubtful character were seized ; they came chiefly from abroad.

The police took preventive and repressive action in twenty-four different towns. The following were seized :

At *Arezzo*: A cinematograph poster, regarded as immoral.

At *Bologna*: Copies of novels and reviews and 740 copies of a poster reproducing the cover of a contraceptive product.

At *Campobasso*: One postal parcel containing forty-five pornographic photographs sent by an unknown foreign firm to a certain T. V.

At *Florence*: Six postcards advertising a contraceptive, which were being shown in pharmacies, and some copies of an immoral novel and of reviews containing obscene drawings.

At *Fiume*: Several foreign reviews (German and Austrian) containing drawings of naked women in indecent attitudes.

At *Genoa*: Seven pornographic photographs sent from abroad to a certain A. S., of foreign nationality.

At *Imperia*: Copies of foreign reviews containing pictures of naked women in indecent attitudes.

At *Lucca*: Copies of an immoral novel.

At *Milan*: A number of photographs of dancers and music-hall artistes shown in a public place or reproduced on an advertisement poster. The display in shops and pharmacies of articles of female hygiene was also forbidden.

At *Naples*: Forty-seven photographs and five pornographic postcards sent from Paris, and a copy of an immoral novel.

At *Parma*: A number of photographs of women in indecent attitudes.

At *Pistoia*: Reviews containing obscene pictures.

At *Pola*: A number of copies of reviews and foreign newspapers regarded as immoral.

At *Ravenna*: A copy of an immoral novel.

At *Rome*: Copies of reviews and newspapers, foreign or Italian publications, reproducing pictures of naked women in indecent attitudes, and also several copies of immoral novels.

At *Turin*: Copies of foreign reviews and publications, catalogues of pornographic novels, photographs or postcards representing naked women, copies of an advertisement for a contraceptive and copies of various obscene novels.

At *Trieste* and *Trent*: Pornographic reviews and prints coming from abroad or from Italian towns.

At *Venice*: Reviews and publications containing obscene pictures ; copies of an immoral novel.

In addition to the above :

At *Catania*: G. C. was sentenced to a fine and reported to the judicial authorities for exposing seventy-one pornographic postcards for sale in his shop. He was not punished, as he came under the terms of the amnesty.

At *Frosinone*: N. M., reported to the judicial authorities for having offered for sale copies of a prohibited periodical, was sentenced to a fine of 35 lire and costs (25 lire).

At *Massa-Carrara*: Four persons found in possession of pornographic postcards were reported to the judicial authorities.

At *Naples*: R. C. was reported to the judicial authorities for having been found in possession of two albums of obscene postcards taken from the frescoes at Pompeii.

Pornographic productions in Italy are very rare, and the seizures effected by the police would seem to show that they tend to decrease more and more.

The matter confiscated was chiefly imported from abroad. From January 1st to June 30th, 1933, the introduction into Italy and the sale of fifteen reviews containing nudist propaganda or photographs of completely naked women were prohibited.

The importation of thirteen books (all issued in Paris) was also prohibited.<sup>1</sup>

Individual numbers of six reviews<sup>1</sup> were also confiscated by the administrative authorities for similar reasons.

Copies were confiscated by the Prefectures of Arezzo, Bari, Bologna, Catania, Cuneo, Genoa, Milan, Naples, Palermo, Pisa, Rome, Siena, Taranto, Turin, Trieste and Venice.

The sale of three other books, published in Milan and Rome, was also prohibited.

Prohibition was enforced against the large-scale publicity organised for various works and catalogues deemed to be obscene. A new catalogue for advertising purposes, with different illustrations from those originally included, was, however, authorised for distribution to daily newspapers, medical and scientific reviews, doctors and lawyers.

About 1,500 pornographic photographs or postcards were confiscated in various towns. Most of these were enclosed in packets which came from France and were addressed to residents in Italy. Several reviews imported from abroad (France, Germany and Austria) which reproduced pictures of nudes in obscene attitudes or contained advertisements relating to contraception were also confiscated. A pornographic cinematograph film, which was shown to a few people in a cinema, was confiscated and the proprietor of the place was reported to the judicial authorities. Finally, the Milan police took repressive action on various occasions.

LATVIA. — (a) A book of anecdotes and a book containing popular songs were seized as obscene publications in virtue of a judicial decision.

(b) In virtue of Article 18 of the Press Law, the Minister of the Interior prohibited the import and sale of eighteen publications coming from Germany, three from Austria and two from France.

(c) In virtue of the provisions relating to the protection of children and young persons against trashy and obscene literature, thirty-six publications were placed on the list of publications likely to harm young people either as being obscene or as being utterly worthless.

NETHERLANDS. — In 1932, twenty-eight official reports were drawn up in connection with infringements of Article 240 of the Criminal Code. In most of the cases, the acts were committed by traffickers who circulated writings or prints calculated to offend decency, or who had such articles in stock with a view to circulating them. The writings and prints were confiscated.

In three of these cases, the offender was the publisher of a Dutch illustrated weekly; in a few others, a publisher of obscene publications. It is not yet possible to communicate all the judicial decisions.

The following sentences were passed :

- (1) A fine of 25 florins or five days' imprisonment ;
- (2) Fourteen days' imprisonment ;
- (3) A fine of 20 florins or ten days' imprisonment ;
- (4) One month's imprisonment with postponement of sentence for three years.

In twelve cases, no action was taken on the reports.

In the twenty-eight cases mentioned above, the publications were circulated in the Netherlands. In some cases, traffickers procured publications abroad (Germany, Austria, France) ; in other cases, Netherlands traffickers sent their obscene goods to foreign countries.

It was discovered that a trafficker abroad had offered a number of obscene photographs to a colleague in the Netherlands in exchange for a list of purchasers in the Netherlands Indies.

Apart from the twenty-eight cases mentioned above, the Netherlands Post Office authorities intercepted on thirty-nine occasions, in virtue of Article 45 of the Postal Convention, consignments of publications of an immoral character. These consignments were forwarded, after examination, to the Government Office for the Suppression of the Traffic in Obscene Publications. Thirty-six of these consignments came from abroad (twenty-five from Germany and eleven from France).

A trafficker, J. K., in Austria, circulated among doctors in the Netherlands a large number of prospectuses of publications and prints which seemed to be of an obscene nature.

NETHERLANDS EAST INDIES. — From January 1st, 1932, to June 30th, 1933, reports were drawn up in ten cases, including the following :

1. The Office of " . . . Paris " had sent obscene publications (films, photographs and literature). This was reported to the Ministry of Justice in Paris.

2. At Kloengkoeng, reports were drawn up in the first place against nineteen and in the second place against twenty-four women for publicly selling obscene pictures to tourists. Five of them were acquitted ; the others were sentenced to fines of 5 florins or five days' imprisonment. The pictures were destroyed.

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<sup>1</sup> Names in the files of the Secretariat.

3. The managers of a publishing firm at Soerabaya were sentenced to fines of 25 florins each, or five days' imprisonment, for having despatched obscene printed matter.

4. A Chinaman at Soerabaya was sentenced to a fine of 10 florins or ten days' imprisonment for having publicly exhibited obscene pictures.

*Curaçao.* — Thirty-two postcards of a more or less obscene character were discovered at the shop of a bookseller, A. L. de W., and were destroyed. Judicial proceedings were deemed unnecessary.

**POLAND.** — Five cases were reported. The persons concerned were sent to prison for seven days, one month and three months. In one case, the accused was an Austrian, the proprietor of the firm of R. V., Vienna, who had sent prospectuses of pornographic publications. His current account at the Postal Savings Bank of Warsaw was closed at the request of the Central Office. Another case related to the import of a large number of pornographic publications from Germany. The offence was discovered mainly through information communicated by the German central authority. The offender was sentenced to one month's imprisonment and a fine of 1,110 zloty, and the publications were confiscated. In 1932, the courts on several occasions seized copies of foreign reviews as obscene publications. Six cases brought for circulation of pornographic articles and publications, and three for production of such articles and publications, are not yet terminated.

**ROUMANIA.** — During the period January 1st, 1932, to June 30th, 1933, the competent authorities confiscated four publications in German and seven in Hungarian.<sup>1</sup> The latter, according to the statements of the accused, B., came from a Vienna publishing firm, which sends out French, Hungarian and German editions to all countries.

**SWITZERLAND.** — At the request of the German authorities, criminal investigations were opened against an Austrian and a German woman for an offence committed in Germany. As a result of the judicial assistance thus accorded, the two offenders were arrested; they were afterwards expelled.

Of the sixteen cases which came before the Swiss tribunals, eight cases were dismissed for lack of evidence and eight others resulted in convictions, fines being imposed in six cases and imprisonment in two cases.

**CZECHOSLOVAKIA.** — From January 1st to December 31st, 1932, there were seven prosecutions. One concerned publications coming from Paris, and the French central authority was asked to take action. In another case, a German national, W. S., employed by the firm of A. V. of Berlin, organised in Czechoslovakia the sale of books prohibited in Germany. These books were printed by the firm of K. P. at Cesky Tésin and were to be sent to Germany, Denmark, Poland and Sweden. The offender was sentenced to imprisonment and expulsion from Czechoslovak territory. In a third case, the accused was sentenced to a fine of 200 Czechoslovak crowns or four days' imprisonment, without postponement of sentence.

From January 1st to June 30th, 1933, ten cases of the sale of pornographic publications and obscene photographs were reported to police headquarters. Two were offences committed by one F. T., known to the police and proprietor of a publishing firm at Prague. He was sentenced to a fine of 1,000 Czechoslovak crowns.

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## QUESTION 2.

### COMMUNICATIONS BETWEEN CENTRAL AUTHORITIES.

*“ Please give particulars of any cases during the year in which communications have been sent to or received from other central authorities, giving the name of the central authority.”*

### Replies.

**GERMANY.** — A total of 156 cases were reported to the central authorities of other countries (South Africa, 1; Danzig, 5; Estonia, 12; France, 20; United Kingdom, 8; Netherlands, 4; Austria, 25; Poland, 1; Switzerland, 70; Czechoslovakia, 9; United States of America, 1).

The German central authority was informed of 182 cases (South Africa, 1; Danzig, 8; Estonia, 6; France, 25; United Kingdom, 10; Netherlands, 3; Austria, 12; Poland, 1; Roumania, 1; Switzerland, 108; Czechoslovakia, 4; Hungary, 2; United States of America, 1).

**UNITED KINGDOM.** — Twenty-one cases were reported to the central authorities of other countries (Germany, Austria, Estonia, France, Switzerland). The Estonian case relates to a large number of circulars, printed in English, offering grossly obscene photographs for sale

<sup>1</sup> The names of these publications have been filed by the Secretariat.

and enclosing miniature specimens of these. On eight different occasions, these circulars were posted in Germany, but sent in reply to orders addressed to Estonia. Fourteen reports in all were sent to the Estonian central authority, which stated that the responsible people were two old offenders, who had repeatedly been convicted, and that proceedings were being taken against them. One was sentenced to a fine of 500 kroner or six months' imprisonment, the other to half that sentence. Both men appealed, the result not yet being known.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Hong-Kong.* — The Chief Police Officer of Singapore reported that one P. P. N., alias L. K. L., Chinese, was sentenced to six months' imprisonment and deportation from the Straits Settlements in 1931 on a charge of manufacturing for sale obscene pictures and books, and that he was believed to be carrying on the same business in Hong-Kong. This man could not be traced.

*Zanzibar.* — A communication was addressed to the Government of India calling attention to the position outlined in the reply to Question 1 and indicating the exact source of origin of these publications. The matter is still under consideration.

**DANZIG.** — The central authority at Danzig keeps in regular touch with the central authority in Berlin, with a view to the suppression of this traffic.

**FRANCE.** — The police authorities of Berlin, Liège and London reported the seizure of obscene publications coming from France or published in French. The Bombay police seized obscene films despatched from France. The Direction de la Sûreté Générale on several occasions made communications to foreign police authorities in the matter of obscene publications.

**INDIA.** — (a) On May 19th, 1932, a packet of obscene photographs, together with a letter from the sender, was forwarded for disposal to "Le Sous-Directeur chargé du Troisième Bureau de la Direction de la Sûreté Générale, Paris", the designated authority in France. A reply was received from the French authority expressing his inability to prosecute the sender of the photographs.

(b) On July 26th, 1932, three out of twenty reels of obscene film, measuring about 6,000 feet, consigned from Paris by post to a dealer in Bombay, were forwarded for disposal to the French authority referred to above. In this case, the importer in India was fined 1,000 rupees. A label attached to one of these parcels in which the film was sent, which bore an inscription,<sup>1</sup> was also sent to the French authority. In September 1932, a reply was received from the French authority stating that he had transferred the case to the judicial authorities and that he would inform the Director, Intelligence Bureau, of any action taken. No further communication has so far been received.

No case was communicated to the Bureau by other central authorities, but one case was referred by the Government of Zanzibar to the Government of India. In addition, one case which was included in the 1931 report was communicated during 1932 by the Director, Intelligence Bureau, to the central authority concerned.

**ITALY.** — No special communications were sent to, or received from, foreign authorities during 1932. Ordinary correspondence goes through the diplomatic channel, through the intermediary of the Ministry of Foreign Affairs, which is itself informed of action taken to seize obscene publications, etc., as and when such action takes place.

In the Department of the Director-General of Police at the Ministry of the Interior, the Central Office for the Supervision of Theatres and Cinemas is responsible, in accordance with the regulations in force, for the suppression of pornography and of obscene publications. The same Office is responsible for discharging the duties which fall on the Italian Government under international agreements, and also for all other matters relating to such suppression.

**LATVIA.** — The competent Latvian authority (Press and Companies Section of the Ministry of the Interior) asked the criminal police authorities in 1932 to report to the Vienna criminal police the seizure of a circular (with a reply form attached) coming from an organisation suspected of the secret distribution of obscene publications. In the course of information supplied by the Directorate of Criminal Police in Vienna, it was discovered that the correspondence in question came from the founder of the Nudist League.

Through the intermediary of the Ministry of Foreign Affairs, the competent authority in 1932 received a communication from the Swiss Depeschagentur with regard to a writer who has been sentenced to several years' imprisonment for maintaining correspondence with practically every country in the world. No correspondence of the kind was discovered in Latvia.

**NETHERLANDS.** — The State Office for the Suppression of the Traffic in Obscene Publications has been in correspondence with the central authorities of the following countries :

<sup>1</sup> Kept in the files of the Secretariat.

*Germany*, with regard to two books and the exchange of a list of forbidden writings (Polumbi-Katalog).

*Austria*, with regard to :

- (a) The publisher J. K. mentioned in the reply to Question I ;
- (b) The publications of the V. F. K. in Vienna ;
- (c) The publishing house A. P., which is said in a prospectus to be situated in the Netherlands but has not been discovered ;
- (d) The publishing house of J. V., in Austria, which was circulating a prospectus.

*France*, in regard to a pornographic trafficker, M., residing in France.

*Hungary*, in regard to a judicial decision concerning a book.

*Switzerland*, in regard to the methods of punishment in use in the Netherlands.

POLAND. — Communications have passed with the German and Austrian central authorities.

SWITZERLAND. — The Swiss central authority applied to the following central authorities of foreign countries : Berlin, in 107 cases ; Vienna, in nine cases ; Paris, in four cases, and London, in one case, making a total of 121 cases.

The majority of these cases concerned the despatch of prospectuses of foreign origin which were retained in order to allow of enquiry as to the senders.

The central authorities of Berlin, London, Budapest and Vienna each applied in one case ; to the Swiss central authority.

CZECHOSLOVAKIA. — On six occasions the Office of the Berlin Chief of Police was in communication with the Czechoslovak central office concerning the activities of certain publishing firms or private individuals. The central authority in Budapest communicated a copy of a decision reached concerning a book printed at Brno (not regarded as indecent in Prague). The Office of the Public Prosecutor of the Swiss Confederation in Berne reported the activities of a publishing firm at Brno. The Paris central authority sent a report regarding the " P " firm in Paris, which disseminates pornographic publications in Czechoslovakia.

The Czechoslovak central office requested the French central authority to take action against a Czechoslovak publishing firm in Paris.

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### QUESTION 3.

#### GENERAL OBSERVATIONS.

*" Under this heading shall be given an account of any changes in legislation, difficulties experienced, new questions arising, etc."*

#### Replies.

UNITED KINGDOM. — The most common method by which persons get into touch with dealers in indecencies abroad is through the medium of advertisements inserted in illustrated foreign periodicals of the " comic " type. Although these advertisements are not in themselves indecently worded, they leave little doubt as to the class of wares offered, and, if action could be taken to prohibit such advertisements, a considerable diminution in the international traffic would result.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Ceylon*. — Editors of the vernacular newspapers have been warned for publishing obscene advertisements. The regulations (Section 285 of the Ceylon Penal Code and Ordinance 4 of 1927) prohibit the sale, distribution and exhibition of obscene literature, etc., for the purpose of trade, but do not prohibit mere possession. Prosecution is therefore impossible when trade purposes cannot be proved. Obscene postcards, apparently of French origin, are often procured from sailors on ships visiting Colombo harbour.

*Fiji*. — Ordinance No. 24 of 1932 was issued for the suppression of obscene publications.

*Jamaica*. — The Suppression of Obscene Publications Law, 1927, provides for summary conviction before a resident magistrate, liability to a penalty of £20, and, in default of payment, imprisonment for three months, with or without hard labour.



*Nigeria.* — (a) The Undesirable Advertisements Ordinance 1932 was enacted in order to prohibit the publication of obscene and undesirable advertisements.<sup>1</sup>

(b) General : An advertisement (address given : “ F. C., Nice, France ”) appeared in a local paper regarding “ Modern French Novels translated into English ”, and “ Curious Albums with Folies-Bergère Models ”. The editor of the paper was warned not to publish any further advertisements of this nature. It is doubtful whether a prosecution would have succeeded and therefore no further action was taken. So far as can be ascertained, none of the articles advertised were received in Nigeria.

*Palesline.* — There is no market for obscene publications in Palestine, and existing legislation is adequate to deal with any isolated case which may arise.

*CHINA.* — During the period covered by this report, no change in the law has been made for the suppression of obscene publications. Such publications are generally sold by street hawkers, and the places of origin are in most cases the foreign concessions.

*DENMARK.* — The new Danish Criminal Code, in the provisions relating to obscene publications, has, in various respects, extended the offences punishable.

*DANZIG.* — On December 17th, 1932, an addition was made to the Criminal Code in the form of a Decree, dated July 8th, 1932, to the effect that all publications deemed to be harmful to young people should be placed on a black-list. This Decree prohibits their sale or display in bookshops, stalls and public places, or their communication to persons under eighteen years of age.

*SPAIN.* — Very few cases are discovered, and they relate exclusively to Spain.

*FRANCE.* — There have been no amendments to the laws, but the police are becoming stricter and the courts more severe (seizure of illustrated papers from bookstalls, prosecutions in respect of obscene advertisements, more numerous convictions, heavier penalties, etc.).

*INDIA.* — The Collector of Customs of Bombay notes that there has been an increase in the number of cases as compared with the previous three years.

The Collector of Customs of Madras notes a decided fall in the number of cases reported.

The report of the Government of India notes that the great bulk of the matter seized at ports is of a nature that would not be regarded as objectionable in Europe, but is regarded as undesirable by the authorities in India.

*ITALY.* — No new legal provisions relating to the campaign against pornography were enacted in 1932. The laws in force are those provided for in Articles 528 and 529 of the new Criminal Code of July 1st, 1931, in Articles 112 and 114 of the Text of the Consolidated Police Laws approved by Royal Decree No. 773 dated June 18th, 1931, and in Article 264 of the regulations relating thereto.

*NETHERLANDS.* — There have been no amendments to the Netherlands laws relating to the suppression of the traffic in obscene publications, but the advisability of certain modifications has been suggested, more particularly as regards the introduction of new provisions, as a result of which certain existing abuses might be dealt with.

The Netherlands authorities have for some years conducted an energetic campaign against the publication of certain illustrated weeklies, the advertisements in which relate to various forms of immorality (*e.g.*, prostitutes who offer their services as masseuses or as manicurists and for conversation lessons in foreign languages). In 1932, a test case was brought with a view to securing a judicial decision on the question whether—even if such disguised advertisements cannot be regarded as “ likely to offend modesty ”—the publisher of a periodical containing such advertisements may be convicted for infringement of Article 250 *bis* of the Criminal Code (making a business or habit of inciting to or intentionally encouraging immoral conduct with a third person). The judge of the Court of First Instance and the Appeal Court acquitted the publisher in respect of that part of the charge which related to the advertisements. No further measures can be taken until the Court of Cassation has given its decision.

An important step was taken in June 1932, when, with a view to introducing a method of repression which should be both more effective and more uniform, the Government Office was authorised to recommend certain rules of conduct to the local police. In order to facilitate local suppression, the Office compiled two lists of books and periodicals — viz. :

(1) List A, containing publications which, in most cases, have been in circulation for a long time and the contents of which are undoubtedly “ likely to offend modesty ”, with the result that the success of any prosecution instituted in virtue of Article 240 of the Criminal Code is practically certain ;

(2) List B, containing publications the free circulation of which may have undesirable results, although there is no certainty that their contents will in all cases be regarded by the courts as “ likely to offend modesty ”.

<sup>1</sup> Text can be consulted in the Secretariat.

These lists are also of interest to dealers who wish to know what kind of publications will henceforth be considered illicit.

For practical purposes, no early judicial decision can be expected concerning the publications mentioned in List B (which contains seventy-two titles), although favourable results may be obtained by collaboration between the police and the Public Prosecutor.

The local police have been recommended to proceed gradually to a stricter observance of the legal provisions and to begin by warning the traffickers concerned.

In order to avoid mistakes and the undesirable publicity that might ensue, the police do not, as a general rule, confiscate books which are not included in the above-mentioned lists without first consulting the Government Office for the Suppression of the Circulation of Obscene Publications. In doubtful cases, the Director of the Office may apply to an Advisory Committee.

Attention should be drawn to one difficulty which occasionally arises with regard to consignments of books or catalogues coming from abroad. In such cases, it is impossible to ascertain at once whether the publications in question are considered to be illicit in the country from which they come. Only in that event can the central authority of the forwarding country be successfully approached with a request that measures should be taken against the consignor. This question was considered at the Conference held in Rome in 1932 of the International Criminal Police Commission. A recommendation was there made that the central authorities of the different countries should reciprocally communicate their lists of illicit publications.

NETHERLANDS INDIES. — An ordinance (*Bulletin of Laws of the Netherlands Indies*, 1932, No. 62) has been issued introducing modifications in Articles 282 and 283 *bis*<sup>1</sup> of the Criminal Code.

Curaçao. — Following on the signature of the Geneva Convention of 1923, Article 245 of the Curaçao Criminal Code has been amended in 1928 and a new article 246<sup>1</sup> inserted.

Surinam. — The Criminal Code of Surinam has been modified in the same terms in 1928, the articles being numbered 245 and 245 *ter*.<sup>1</sup>

POLAND. — The new Polish Criminal Code of July 11th, 1932, contains the following provisions concerning the suppression of pornographic publications :

“Article 114, Paragraph 1. — Any person who circulates writings, printed matter, pictures or other objects of a pornographic character shall be punished with imprisonment for a period not exceeding two years.

“Paragraph 2. — Any person who, for the purpose of circulating them, makes or produces, has in possession or conveys such writings, printed matter, pictures or objects shall be liable to the same penalty.”

#### STATISTICAL INFORMATION.

	Offences discovered	Number of cases concerning publications sent from abroad	Prosecutions	Cases communicated to other central authorities	Cases communicated by other central authorities
Germany . . . . .	708	42	708	156	182
Belgium . . . . .	5	1	4	—	—
United Kingdom . . . . .	1,055	1,050	4	21	1
British Colonies, Possessions, Protectorates and Mandated Territories :					
Ceylon . . . . .	3	—	3	—	—
Fiji . . . . .	1	—	1	—	—
Hong-Kong . . . . .	2	1	2	—	1
Federated Malay States . . . . .	2	2	2	—	—
Unfederated Malay States . . . . .	1	1	1	—	—
Tanganyika . . . . .	2	1	2	—	—
Zanzibar . . . . .	1	1	—	1	—
China . . . . .	25	—	—	—	—
Denmark . . . . .	6	6	6	—	—
Danzig . . . . .	5	11	22	7	9
Finland . . . . .	1	1	—	—	—
France . . . . .	52	8	—	—	3
India . . . . .	254 <sup>2</sup>	189	44	—	—
Italy . . . . .	22	9	4	—	—
Latvia . . . . .	25	23	—	1	1
Netherlands . . . . .	28	36	—	5	3
Netherlands Indies . . . . .	10	1	6	1	—
Curaçao . . . . .	1	—	—	—	—
Poland . . . . .	16	4	—	2	2
Roumania . . . . .	11	11	—	—	—
Switzerland . . . . .	16	8	8	121	4
Czechoslovakia . . . . .	17	2	13	2	8
Total . . . . .	2,279	1,408	830	317	214

<sup>1</sup> Text can be consulted at the Secretariat.

<sup>2</sup> Burma 1, Punjab 3, Calcutta 6, Karachi 8, Madras 18, Rangoon 10, Bombay 209.

[Communicated to the Council  
and the Members of the League.]

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Geneva, May 10th, 1934.

LEAGUE OF NATIONS

15

**ADVISORY COMMISSION  
FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE**

**REPORT ON THE WORK  
OF THE COMMISSION IN 1934**

Series of League of Nations Publications

IV. SOCIAL ✓

1934. IV. 5.

TABLE OF CONTENTS.

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	Page
Report on the Work of the Thirteenth Session of the Traffic in Women and Children Committee, held at Geneva, April 4th to 7th, 1934 . . . . .	5
Report of the Joint Session of the Traffic in Women and Children Committee and Child Welfare Committee, held at Geneva, April 7th to 11th, 1934 . . . . .	15
Report on the Work of the Tenth Session of the Child Welfare Committee, held at Geneva, April 12th to 17th, 1934 . . . . .	18

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**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

**REPORT ON THE WORK OF THE THIRTEENTH SESSION**

*(Geneva, April 4th to 7th, 1934.)*

The thirteenth session of the Traffic in Women and Children Committee opened at Geneva on April 4th, 1934, His Excellency Count Carton de Wiart, delegate of Belgium, being in the chair, and M. Enrique Gajardo, delegate of Chile, acting as Vice-Chairman.

**Composition of the Committee.**

*Government Delegates :*

His Excellency Count CARTON DE WIART ( <i>Chairman</i> ) M. I. MAUS, technical expert	<i>Belgium.</i>
M. GAJARDO ( <i>Vice-Chairman</i> )	<i>Chile.</i>
Mr. S. W. HARRIS Miss J. I. WALL, substitute delegate	<i>United Kingdom.</i>
Dr. Estrid HEIN	<i>Denmark.</i>
M. MARTINEZ-AMADOR	<i>Spain.</i>
His Excellency M. REGNAULT M. G. BOURGOIS, substitute delegate	<i>France.</i>
Mrs. SUBBARAYAN	<i>India.</i>
Count Ugo CONTI-SINIBALDI Princess GIUSTINIANI-BANDINI, assistant delegate	<i>Italy.</i>
M. YOKOYAMA M. MUNESUYE, technical expert M. ISHII, technical expert M. ISONO, secretary	<i>Japan.</i>
His Excellency M. CHODZKO Mme. WOYTOWICZ-GRABINSKA, substitute delegate	<i>Poland.</i>
His Excellency Professor V. V. PELLA Princess CANTACUZÈNE, substitute delegate	<i>Roumania.</i>
Djelal HAZIM Bey	<i>Turkey.</i>

*Assessors :*

Mme. AVRIL DE SAINTE-CROIX	Women's International Organisations.
Mlle. LAVIELLE	International Union of Catholic Women's Leagues.
Mlle. Andrée KURZ	International Federation for the Protection of Girls.
Mr. S. COHEN	Jewish Association for the Protection of Girls, Women and Children.
Mr. F. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mme. DE DIESBACH	International Catholic Association for the Protection of Young Girls.
Mr. Bascom JOHNSON	(Appointed in a personal capacity.)

*Liaison Officer :*

Mme. THIBERT	International Labour Office.
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*Secretariat :*

M. E. E. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.
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His Excellency Count Carton de Wiart, Belgian delegate, being prevented from attending the session the first days, the Chair was taken during this period by M. I. Maus, technical expert.

The Chairman, taking note of the changes in the composition of the Commission, welcomed the new members — namely, the delegates of Chile, India and Turkey. He expressed the Committee's regrets in regard to the absence of the German delegate, of Mme. Martinez Sierra (Spain), of Miss Grace Abbott (United States of America), of the delegate of Uruguay and of Dame Rachel Crowdy, and greeted M. Munesuye and M. Ishii, experts sent by the Japanese Government to take part in the discussion of the report of the traffic in women and children in the East; His Excellency Professor Pella and Princess Cantacuzène, delegates of Roumania replacing Mme. Romnicio; and Mme. Raoul de Diesbach, Vice-President of the Swiss National Committee of the International Catholic Association for the Protection of Young Girls, replacing Mme. de Montenach.

#### I. PROGRESS REPORT BY THE SECRETARY.

The Secretary stated that, since the last session, Brazil had ratified the 1921 Convention for the Suppression of the Traffic in Women and Children, and that Guatemala and Paraguay had ratified the 1923 Convention for the Suppression of the Traffic in Obscene Publications. He noted that the 1933 Convention for the International Suppression of the Traffic in Women of Full Age has been signed up to the present by the twenty-seven following States: Union of South Africa, Albania, Australia, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Chile, China, Czechoslovakia, Free City of Danzig, France, Germany, Greece, Hungary, Latvia, Lithuania, Monaco, Netherlands (including the Netherlands Indies, Surinam and Curaçao), Norway, Panama, Poland, Portugal, Spain, Sweden, Switzerland and Yugoslavia.

He gave particulars of the meeting of the International Conference for the Unification of Criminal Law held in Madrid, from October 14th to 20th, 1933, in so far as its proceedings related to the question of the suppression of the activities of *souteneurs*.

#### II. SOUTENEURS.

The Committee took note of a resolution passed by the International Conference for the Unification of Criminal Law in 1933. The general discussion dealt with the difficulties which might arise in this connection and the means of avoiding them by collaboration between the Committee and the International Bureau for the Unification of Criminal Law. Attention was drawn to a resolution of a general character passed by the Assembly in 1933 on the subject of collaboration with the Bureau in question. At the request of the United Kingdom delegation, the question was referred to a sub-committee, which drew up the following resolution in collaboration with the Secretary-General of the International Bureau for the Unification of Criminal Law. This resolution was adopted by the Committee:

“ The Committee,

“ Having noted with interest the result of the discussions of the Fifth International Conference for the Unification of Criminal Law held in Madrid in 1933;

“ Considering that this Conference endeavoured to bring into harmony existing legislation regarding the question of the suppression of *souteneurs*;

“ Considering the resolution of the fourteenth Assembly of the League, providing for collaboration with the International Bureau for the Unification of Criminal Law:

“ Recognises the necessity for this collaboration between the Committee and the said Bureau in regard to the problems in which both are concerned;

“ Requests the Bureau to take as a basis for its work the most complete and stringent legislative provisions for the suppression of all forms of activity on the part of *souteneurs*;

“ Decides to consider at its next session the question of the preparation of an international convention for the punishment of *souteneurs*.

“ The Committee has, moreover, expressed the opinion that the Advisory Commission should invite the International Bureau for the Unification of Criminal Law to be represented when it examines questions of common interest, such as punishments to be inflicted on *souteneurs*.”

#### III. SUMMARY OF ANNUAL REPORTS OF GOVERNMENTS FOR 1932-33.

Taking the questions in their order, the Committee examined the summary of the annual reports sent by thirty-six countries. It came to the conclusion that these reports suffer from repetitions and omissions, and that no comparative study of them is feasible. Their object was to enable the Committee to keep in touch with the situation in each country. It was therefore important that the reports should be as full and accurate as possible. This, however, is not at present the case. The statistics are only approximate; cases are mentioned without any reference to the action taken in regard to them. The Secretariat was instructed to get into touch with the competent authorities with a view to securing fuller and more accurate information.

#### IV. EXAMINATION OF REPORTS OF VOLUNTARY ORGANISATIONS.

The statements made by the six assessors representing the international organisations showed that the latter had continued their valuable work, notwithstanding the serious financial difficulties due to the world economic depression.

The *International Catholic Association for the Protection of Young Girls* reported on the development of its railway-station missions and rescue homes. It laid particular stress on its activities in France, Lithuania, Portugal, Yugoslavia and Morocco. The delegate of Poland emphasised the value of rescue homes and the importance of keeping a close watch upon the engagements of young girls for dancing-establishments abroad. He suggested that the Association should make an enquiry into the matter.

The *International Union of Catholic Women's Leagues* has concentrated its attention on the influence of unemployment on prostitution, the statistics and other data obtained having shown that unemployment is a factor in prostitution. The Union stated, however, that it was convinced that the demoralisation of the young was chiefly due to the disintegration of families and to lack of education, and it laid stress upon the importance of preventive assistance.

The *International Bureau for the Suppression of Traffic in Women and Children* referred to the support given by its National Committees to the signature of the 1933 Convention for the Suppression of the International Traffic in Women of Full Age, and called attention to the necessity of making special arrangements for the rehabilitation of prostitutes before closing licensed houses. It recommended that steps should be taken for the more effectual suppression of the traffic in obscene publications, and urged that the young unemployed should be encouraged to engage in sport.

The *Jewish Association for the Protection of Girls, Women and Children* gave particulars of the work of its National Committees, more especially those in the Argentine, Brazil, Poland and Uruguay. The Association had recommended the signature of the Convention for the Suppression of the Traffic in Women of Full Age, because, in its view, the existence of the age-limit saved offenders from prosecution. It regretted, however, that the Convention did not cover traffic within a country.

The report of the *Women's International Organisations* stated that efforts had been pursued unremittingly to bring about the abolition of the State regulation of prostitution, and the prosecution of dealers in obscene publications. The different organisations had endeavoured to develop their re-education and rescue schemes, and to secure the introduction of a women-police force in their respective countries. Information was given as to the work of the organisations in the Argentine Republic, Austria, Belgium, the United Kingdom, Czechoslovakia, France, Greece, Hungary, the Netherlands, Roumania, South Africa, Sweden and Switzerland.

The *International Federation for the Protection of Girls* described the work of its railway-station and port missions, and mentioned the establishment of new centres. It gave particulars of the organisation of courses and camps for unemployed women, together with details of its relations with the authorities in different countries.

The Committee felt that the reports of the Associations ought to give details of certain cases of trafficking which had been brought to its notice. The Belgian delegate, supported by the Polish delegate, asked that the Secretariat should retain the interesting cases mentioned in the reports of the voluntary organisations. Other delegates agreed to this. The French delegate took the opportunity to ask that greater publicity should be given to the Commission's work, and that a memorandum should be issued describing the results so far obtained by the Traffic in Women and Children Committee.

A discussion developed on the subject of the relation between the economic depression and prostitution. The Committee felt that enquiries into the matter could not for the moment yield any convincing results, but that a study of concrete cases might lead to the suggestion of better methods of assistance.

The Chairman thanked the voluntary organisations, including the *Union temporaire contre la prostitution réglementée et la traite des femmes*, for the devotion and self-sacrifice they had displayed, and expressed his appreciation of the efforts of numerous collaborators, which could be but feebly reflected in the reports.

#### V. ABOLITION OF LICENSED HOUSES.

*Introductory: Previous Enquiries.* — It was not long after its appointment, twelve years ago, that the attention of the Traffic in Women and Children Committee was called to the close relation existing between the licensed-house system and the traffic in women. It accordingly set itself the task of ascertaining the extent to which the system of licensing or recognising houses of prostitution existed in different countries and the value attached to the system, which is usually associated with measures for the registration and medical examination of prostitutes, in protecting public health and order against the dangers arising from prostitution. The Committee also studied in great detail the methods followed in those countries where no such system existed, or where it had been abandoned, so as to ascertain, if possible, whether any unfavourable results are likely to ensue if licensed houses are closed and official regulation discontinued. The results of these enquiries, which were pursued by means of questionnaires addressed to the Governments, were published by the League of Nations in 1929 and 1930.<sup>1</sup> Considerable light was also thrown on the question during the course of the

<sup>1</sup> "Licensed Houses: Abstract of the Reports from Governments on the System of Licensed Houses as related to Traffic in Women and Children" (document C.T.F.E.336(2). 1929); and "Study of Laws and Regulations with a view to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished" (document C.T.F.E.466(1). 1930).

investigation made by the special body of experts appointed by the League of Nations to enquire into the extent of the traffic in women in America, North Africa and Europe.

The first report, published in 1927, states categorically that "the existence of licensed houses is undoubtedly an incentive to traffic both national and international".<sup>1</sup> The Commission which, under the auspices of the League of Nations, conducted a similar investigation in the East came to a similar conclusion. "The principal factor", they say in their report published in December 1932, "in the promotion of international traffic in women in the East is the brothel and in the chain of brothels which are at the disposal of the trafficker, particularly the brothel in the place of destination of the victim. The most effective remedy against the evil therefore is, in the Commission's opinion, the abolition of licensed or recognised brothels in the countries concerned."<sup>2</sup>

A preliminary examination of this report was made by the Traffic in Women and Children Committee and the Child Welfare Committee, sitting in joint session in April 1933, and in view of the observations of the Commissioners it was decided to obtain further information as to the latest development in regard to the licensed-house system and, in countries where licensed houses have been closed, in regard to the results of such closing, especially in cosmopolitan centres, seaports and garrison towns. The Secretariat, which was asked to collect this information, submitted to the Traffic in Women and Children Committee at its present session a report (document C.T.F.E.612) which formed the basis of a discussion on the subject and led to the conclusions which are referred to later.

*Object of the Present Enquiry.* — The Committee desires to express its appreciation of the report,<sup>3</sup> admirable for its conciseness and lucidity, which has been furnished by the Secretariat. The object of this latest enquiry was to ascertain, if possible, the consequences of the abolition of licensed houses. The report mentioned fifty countries which have never adopted the licensed-house system or which have abandoned it for the whole or part of their territory. Information in greater detail is given of the experience of fifteen European towns. In the case of many of these towns, the information supplied by members of the Committee or from other authoritative sources has been followed up by a visit paid by a member of the Secretariat, who, by this means, has been enabled to elucidate any points of doubt or to present the results in a clearer fashion. The Committee recognises the value of this procedure and hopes that it may be adopted more freely by the Secretariat in future.

A memorandum prepared by Mrs. Neville-Rolfe, Secretary-General of the British Council of Social Hygiene, who was invited to attend the meeting of the Committee, gave many interesting particulars about the progress made in certain parts of the British Empire, notably in the Far East. This information will be inserted in document C.T.F.E.612.

A report (document C.T.F.E.616) on the position in the United States of America was presented by Mr. Bascom Johnson, and was of assistance to the Committee in completing its information.

During the discussion, several delegates furnished particulars in regard to other cities or countries which are not included in the report, and it was decided that these particulars should also be added to the report before it is published.

The delegate of Chile asked the Secretariat to insert in document C.T.F.E.612 a summary of information collected on the subject of the abolition of licensed or tolerated houses in Bolivia, Cuba, Nicaragua, the Dominican Republic and Uruguay.<sup>4</sup> He also expressed a desire that the Secretariat should proceed to an enquiry in South America similar to that carried out by the Secretariat in 1933 in Europe and certain parts of Asia.

The Committee thought this request justified, and asked the Secretariat to study the possibility of putting it into effect, if necessary in collaboration with voluntary organisations.

*Results of Enquiry.* — It is apparent from this enquiry that there has been a marked and increasing tendency in recent years to abandon the licensed-house system and, to a lesser extent, the system of the compulsory medical examination of prostitutes, and, so far as the protection of public health is concerned, to rely on the extension of facilities for the treatment of venereal disease to the whole community. This is due no doubt largely to social changes and to the progress of medical knowledge, as expressed in particular by the resolutions of 1926 and 1933 of the *Union internationale contre le péril vénérien*.<sup>5</sup> It may be noted that, in many countries, the change of system has taken place since the Committee began its work, and there can be little doubt that the impulse given to the investigation of the whole subject by means of international co-operation through the machinery of the League of Nations has produced fruitful results.

The report abundantly shows that the absence or abandonment of the licensed-house system does not lead to adverse effects, either on public health or public order. There is a general consensus of opinion on this point, though in one town—and one town alone—some

<sup>1</sup> Report of the Special Body of Experts on Traffic in Women and Children, document C.52.M.52.1927.IV, page 47.

<sup>2</sup> Commission of Enquiry into Traffic in Women and Children in the East, document C.849.M.393.1932.IV, page 96.

<sup>3</sup> This report, which cannot conveniently be printed as an annex to the Committee's report, will be published separately, and, for convenience of reference, the observations of the Committee will be included with it.

<sup>4</sup> This information is contained in the previous publications of the Committee, especially in documents C.T.F.E.466(1) and C.T.F.E.336(2).

<sup>5</sup> See Appendix, page 13.



doubt was expressed on the subject. The information furnished to the Committee in regard to this town does not enable it to form a definite opinion whether the experiment has been inaugurated under the most satisfactory conditions. With this exception, the authorities appear to be completely satisfied with the change, and, in many cases, express the opinion with emphasis that the situation in regard to prostitution and its consequences is better since the change was made, and that there is no desire to return to the previous system.

With regard to the effect on the incidence of venereal disease, the evidence furnished to the Committee shows either that the position has improved or that no change for the worse has been experienced.

The statements in regard to the effect on public order are equally satisfactory. Little difficulty has been experienced in maintaining order in the streets, and there is no evidence that the number of sexual offences has increased.

It may be interesting to quote the experience of some of the cities in respect of which information is given in the report :

1. "Beyond doubt, the present system is a great improvement on the former system of regulation. . . . It cannot, however, in any way be claimed that the present system has caused all abuses to disappear. The great difference between it and the previous system lies in the fact that the authorities no longer recognise that it is necessary or even desirable to give opportunities for immorality. Moreover, the principal difference between the former system and the present lies in the fact that the latter has established equality of rights for both sexes and that every woman and girl knows that no one has the right to exploit her. Although the present provisions are somewhat incomplete from the point of view of good administration, they are beyond doubt preferable to the system of State regulation. In reality, the former relations of the police with licensed houses involved the danger of encouraging corruption amongst the parties concerned, which was not infrequent. The experience of the abolition of licensed houses is such that no reasonable man desires a return to the former state of things."<sup>1</sup>

2. "At one time, our administration thought that the abolition of the licensed-house system might lead to an extension of clandestine prostitution and even increase the plying of their trade by street-walkers. This has not been the case, however. Furthermore, the former keepers of licensed houses have found it impossible to make any considerable profit out of prostitutes by letting rooms to prostitutes in one and the same building. Since the abolition of licensed houses, the general position has markedly improved. We have no more of those regrettable street scenes which once used to take place in the neighbourhood of brothels."<sup>2</sup>

3. "It may in general be stated that the legislation at present in force has, after the suppression of the system of regulation in 1927, created a proper basis for protecting the community against the physical and moral dangers of prostitution under better conditions than those which formerly existed."<sup>3</sup>

4. "There are, at present, no signs of any desire to change the system introduced in 1901 and 1906. In the course of the debate on the Law of 1906, protests were indeed made against the abolition of police regulation, which was held to be undesirable, on grounds of hygiene and public order. The Government report to the Secretariat states that a retrospect of the years that have passed since the abolition and an estimate of the progress made during that time will show that such apprehensions were unjustified."<sup>4</sup>

5. "It is not possible to supervise all the prostitutes in licensed brothels and only a very small proportion of the total number of prostitutes are inmates of these places. The system of keeping prostitutes in licensed brothels encourages depravity and cynicism among young people whose morals would not otherwise be exposed to the same temptations. Moreover, licensed brothels are a source of the perverse stimulation of sexual instincts. They also offer opportunities for the activities of procurers and for the traffic in women."<sup>5</sup>

6. "The existence of licensed houses had formerly had a bad effect on public morals and in particular encouraged young men to frequent prostitutes. The abolition of such houses and of the system of registration has permitted new legislation to be introduced which enables public order to be better maintained than formerly."<sup>6</sup>

7. "The law, the order and the general measures dealing with the campaign against venereal disease and the methods of treatment have proved more satisfactory than the measures taken during the time when licensed houses existed. As a result of the action taken, venereal disease, and particularly syphilis, has shown a material decline."<sup>7</sup>

8. "The measures now applied to protect public order and morality and to combat venereal disease are more satisfactory than the measures applied when licensed houses existed."<sup>8</sup>

<sup>1</sup> Amsterdam (document C.T.F.612).

<sup>2</sup> Antwerp (document C.T.F.E.612).

<sup>3</sup> Berlin (document C.T.F.E.612).

<sup>4</sup> Copenhagen (document C.T.F.E.612).

<sup>5</sup> Prague (document C.T.F.E.612).

<sup>6</sup> Rotterdam (document C.T.F.E.612).

<sup>7</sup> Tallinn (document C.T.F.E.612).

<sup>8</sup> Warsaw (document C.T.F.E.612).

9. " One result of the policy of closing down the licensed brothels which has in a sense been unearned increment has been a very considerable gain in the peace and order of the towns of Singapore and Kuala Lumpur."<sup>1</sup>

10. " The number of prostitutes and brothels is decreasing. The traffic in women and girls is also decreasing."<sup>2</sup>

While the primary object of the Committee is to determine whether, having regard to the encouragement which the licensed-house system gives to traffic in women, it can be abandoned without detriment to public health and order, it is worthy of notice that several of the authorities consulted refer to matters which are of equal, if not greater, importance — namely, the effect of the system on the morals especially of young people and on the position of the women concerned. In dealing with prostitutes, the importance of respecting human personality must be fully recognised, and by no means the least of the results obtained from an abandonment of the licensed-house system may be found in the protection from exploitation and the opportunity for the rehabilitation of the women who were inmates of the licensed houses.

The opinions quoted above as to the effect of a change of system relate mainly to European cities, but it appears from the information furnished to the Committee that results no less successful have been secured by cities in other parts of the world where a similar policy has been pursued under more difficult conditions.

*Diversity of Methods.* — One of the significant features of the report is the diversity of methods adopted in different countries and cities in dealing with the problem of prostitution. These methods must naturally vary according to local conditions and the social habits and customs of the population. Nevertheless, it is surprising to find that several of the cities in respect of which information was obtained have abandoned the licensed-house system, but have retained a system for the registration and compulsory medical examination of professional prostitutes.

In some cases, the latter system is retained side by side with organised facilities for the treatment of venereal disease on modern lines available to the whole community. As the number of professional prostitutes who are thus registered and examined can only be a very small proportion of the women practising prostitution in a given area, it is difficult to see what useful purpose is served from the point of view of public health in retaining a system which is open to so many objections on other grounds. While the abolition of licensed houses may be an important step, especially in reducing the risk of traffic in women, it would be very misleading to leave the impression that this step taken by itself is a satisfactory solution of the whole problem. Those authorities who have taken the further step of discontinuing the system of registration and compulsory examination have not only adopted a more logical policy, but can also show more successful results.

The Committee observes that in at least one town the abandonment of the licensed-house system has been followed by the formation of a reserved area for prostitutes. This would appear to the Committee to be an inconsistent policy. While removing some of the dangers which arise from the licensed house, it perpetuates others in respect of the reserved area, especially in regard to the flagrant advertisement it gives to the opportunity for prostitution, and many of the objections which apply to the licensed-house system would apply equally to the system of the reserved area.

*Combination of Measures.* — Those authorities who, in abandoning the older methods, have grappled with the situation most effectively appear to have realised that success lies, not in the adoption of one particular method, but in the combination of a series of measures which must form part of a constructive policy. Those who abandon the licensed-house system without taking other essential steps may well find that the evils they have exercised are soon replaced by others. The report furnishes a composite picture of the various co-ordinating measures which have been adopted with success, and the Committee thinks it may be useful if they refer briefly to these different methods.

1. The first and perhaps the most important need is that organised facilities for the treatment of venereal disease on modern lines should be available for all the members of the community. Such treatment should be provided free and should be given under conditions of confidence. When such facilities are provided, it is found in practice that prostitutes as well as other members of the community will avail themselves of these facilities voluntarily, and the need for the compulsory examination of prostitutes as such disappears.

2. Widespread propaganda is necessary to explain the dangers of venereal disease and the need for early treatment. The experience of many countries shows that, when members of the public, who are often ignorant of the dangers, realise the need for treatment, they are not slow to resort to the clinics.

3. The closing of brothels, whether licensed or recognised, and the punishment of brothel-keepers is an essential feature of the policy. The measures for closing may have to be taken gradually, according to local conditions, but the policy of closing has been found

<sup>1</sup> Straits Settlements (document C.T.F.E.615).

<sup>2</sup> Federated Malay States, Johore and Kedah (document C.T.F.E.615).

easier where provision for the treatment of venereal disease has already been made and has become familiar to clandestine prostitutes, as well as to others. The announcement of the decision to close brothels so that it may be known to all concerned, including the inmates and brothel-keepers, has been found in some areas to facilitate the final steps.

4. Suitable measures must be taken for the rehabilitation of the inmates of brothels. It has often been found possible to do a great deal in the way of facilitating the entry of such women into decent occupations, or to provide for them temporarily in institutions, or to arrange for their return to their homes. Many of the inmates of brothels are known to be mentally defective or otherwise abnormal. For these women, mental observation by medical specialists and accommodation suitable to their needs should be provided.

The Committee emphasised the value of information on the result of recent experiences of Governments and voluntary organisations obtained on this matter and on the methods of rehabilitation now adopted. It was suggested that the Secretariat should prepare a report for the next session.

5. The laws in regard to soliciting, brothel-keeping and procuration must be adequate and must be rigorously enforced.

6. The report contains examples of a number of social measures which can be grouped together under the heading of preventives, and which may prove of the greatest value in conjunction with the measures already mentioned. Attention may be specially called to the large number of institutions maintained in Germany by the municipal authorities for combating prostitution. The object of these institutions, which keep in close touch with the courts, venereal dispensaries and private relief organisations, is to rescue persons from destitution, procure them regular work, return them to their homes, or provide them with medical treatment. A large number of women who have fallen into prostitution come under the care of these authorities and, as many of them were found to be mentally defective, they were suitably provided for and thus withdrawn from prostitution.

In Amsterdam and Rotterdam, preventive and social work is done by a special department of the municipal police, which deals with persons under age who are exposed to moral danger, and takes appropriate steps for their protection.

Warsaw has found women police, of which there is a substantial force under a competent woman superintendent, of great service in the campaign against soliciting and the activity of *souteneurs*, and in protecting young people in moral danger. The employment also of women in protective work, under the responsible administrative departments, has proved of great value and is recommended by the Commissioners who made the recent enquiry into traffic in women in the Far East.

In some of the Eastern countries, it has been found highly desirable to take steps to educate the general public in the right attitude towards the whole problem of prostitution, especially in creating a clearer understanding of the responsibilities of both sexes. There can be little doubt that propaganda of this kind is necessary in all countries.

These examples have been quoted to show how important a part social measures of various kinds can play in helping to solve the problem of prostitution, especially at a time when a change of system such as the closing of licensed houses is being inaugurated.

In some of the Eastern countries referred to in the report, the extreme difficulty of the conditions which had to be faced involved the consideration of even wider social measures, including the better regulation of immigration so as to reduce the preponderating influx of men, the improvement of housing, the increase of educational facilities and opportunities for recreation. The importance of the wise use of leisure and the encouragement of outdoor recreation so highly appreciated by the younger generation is universally recognised.

*Conclusions.* — The Committee have thought it right to draw attention briefly to the salient features of the information before them, but the whole report is well worthy of careful examination. It serves a double purpose in indicating the changes which have taken place in many countries in the social outlook on prostitution and in providing useful suggestions for those authorities who are reviewing their own practice in these matters, or who desire to do so. The Committee feel that they would be failing in their duty if they did not attempt to draw certain conclusions from the material before them and they have embodied these conclusions in the following resolutions, the reasons for which are explained in the preceding observations.

#### *Resolutions concerning the Abolition of Licensed Houses.*

##### I. The Traffic in Women and Children Committee,

Having carefully studied the report prepared by the Secretariat on the abolition of licensed or tolerated houses :

Observes with great satisfaction that, since the beginning of the Committee's activities, considerable progress has been made by many countries throughout the world in abandoning in certain towns, or in the whole of their territory, the licensed- or tolerated-house system, which, according to the information obtained by the Committee, is one of the main incentives to the traffic in women ; and that, where this procedure has been adopted, there is no evidence that any increase in the incidence of venereal disease has resulted from the closing of licensed or tolerated houses, or that public order and decency have suffered because of their abolition.

The Committee wishes to draw the attention of Governments to the fact that those authorities which have closed licensed or tolerated houses and have also abolished the system of regulation applicable to prostitutes are unanimous in declaring that the problem of prostitution can be more effectively dealt with when licensed or tolerated houses are abolished, and that there is no desire in such countries to return to the old system.

#### II. The Traffic in Women and Children Committee,

Having been convinced by the results of the enquiry made by the Secretariat of the League of Nations that it will no longer be possible to defend in the future the system of licensed or tolerated houses by the arguments which once seemed to justify it :

Asks the Council to invite Governments to maintain the abolition of the system of licensed or tolerated houses wherever this has been realised, and to consider the desirability of abandoning this system where licensed or tolerated houses still exist.

#### III. The Traffic in Women and Children Committee :

Observes that certain countries and certain towns that have abandoned the licensed-house system have retained the system of compulsory registration and medical examination of professional prostitutes.

As the number of the latter forms everywhere but a small part of the total number of prostitutes, the retention of the system of registration would appear to be unnecessary from the point of view of public hygiene so long as adequate provision is made for the general treatment of venereal disease.

In view of the grave objections to the system of regulation on moral and other grounds, the Committee sincerely hopes that those authorities that still maintain a system of compulsory registration and regular medical examination of prostitutes will abandon this practice in view of recent medical experience.

#### IV. The Traffic in Women and Children Committee :

Points out that, while the general abolition of licensed or tolerated houses will have an important effect in reducing the traffic in women, this step, taken by itself, cannot, in its opinion, effectively remove the dangers to health and morals arising from commercialised vice, and that this step needs to be supplemented by the education of public opinion regarding the social value of the proposed legislation, by the education of individuals regarding their social and moral responsibility and by further measures, such as the organisation of free treatment of venereal disease available to all members of the community and propaganda designed to enlighten public opinion as to the dangers of venereal disease.

Side by side with these measures, it is essential for the suppression of the traffic in women that the steps taken to prohibit brothels of all kinds and to punish brothel-keepers, *souteneurs* and procurers should be adequate, and that suitable measures should be taken for the preservation of public order in the streets.

#### V. The Traffic in Women and Children Committee :

Wishes to record its opinion that, when steps are taken to close licensed houses or to abandon the system of regulation, it is essential that measures should be adopted for the rehabilitation of the women concerned according to their individual needs.

In particular, provision should be made with the help of psychological examination and medical advice for the appropriate treatment of those women who are found to be feeble-minded or otherwise abnormal.

The Committee desires to emphasise the value of all preventive measures, such as social assistance and education to be applicable equally to both sexes, with a view to decreasing prostitution.

#### VI. The Traffic in Women and Children Committee,

Being aware that, in many countries, the final decision as to the abolition of licensed houses rests with the local authorities :

Requests the Council to invite the Governments to circulate to such local authorities as, having power in the matter, still retain the system of licensed houses, copies of the report in which the information that has decided the Committee to recommend the abolition of licensed houses is reproduced, and requests the Secretariat to make a wide free distribution of those documents.

#### VI. EXTRADITION.

The Diplomatic Conference of 1933 on the Traffic in Women of Full Age expressed the opinion that the Convention drawn up by it should be supplemented by a provision dealing with extradition in the case of the offence referred to in Article 1 of the Convention. The Conference suggested that the Council might invite the Traffic in Women and Children Committee to make proposals on this subject.

On October 14th, 1933, the Council of the League of Nations requested the Secretary-General to transmit the Diplomatic Conference's suggestion to the Traffic in Women and Children Committee for observations.

The Committee considered that this question should be examined in connection with that of the suppression of *souteneurs*, and adopted the following resolution :

“ The Committee on the Traffic in Women and Children,

“ Considering that the 1933 Diplomatic Conference on the Traffic in Women of Full Age expressed the opinion that the Convention drawn up by that Conference should be supplemented by a provision dealing with extradition in the case of the offence referred to in Article 1 :

“ Is of opinion that that question could be better settled on the occasion of the conclusion of the proposed Convention regarding *souteneurs* ;

“ Recommends the insertion in the Convention to be concluded on that subject of provisions for extradition similar to those embodied in the 1929 Convention for the Suppression of Counterfeiting Currency ;

“ Expresses the hope that the said provisions regarding extradition may apply to all the offences dealt with in all the conventions regarding the suppression of the traffic in women and children within the limits of the undertakings assumed by the various States for the suppression of such offences.”

#### VII. BUDGET.

The budget for the Committee's work for 1935 submitted by the Secretariat was adopted unanimously.

#### VIII. DATE OF THE NEXT MEETING.

A large number of delegates, in particular the representatives of the more distant countries, urged that the date of the meeting of the Committee, once fixed, should not be altered.

A proposal of the United Kingdom delegate to introduce amendments into the Rules of Procedure for fixing the date of meetings was withdrawn to consider certain modifications which were suggested at the Committee meeting and with a view to its being presented at the next session.

The date of the next meeting was fixed for Thursday, May 2nd, 1935.

(Signed) Count CARTON DE WIART,  
Chairman.

(Signed) Enrique J. GAJARDO,  
Vice-Chairman

(Signed) Eric Einar EKSTRAND,  
Secretary, Director of the Opium  
Traffic and Social Questions Sections.

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#### Appendix.

#### RESOLUTIONS OF THE “ UNION INTERNATIONALE CONTRE LE PÉRIL VÉNÉRIEN ”<sup>1</sup> REGARDING THE REGULATION OF PROSTITUTION.

##### *Extract from the Resolution of 1926.*

Considering that the therapeutic treatment of patients suffering from venereal diseases is one of the principal means of arriving at the suppression of syphilis and the decrease of other venereal diseases ;

Considering that regulation of prostitution has never at any time or in any country rendered it possible to limit the ravages caused by venereal disease ;

And that, on the other hand, it is against all justice and all idea of social morality :

The Advisory Council of the Union recommends,

- (1) The suppression of the regulation of prostitution, and
- (2) The application of measures having in view the whole of the population, men, women and children, and being inspired in so far as possible by the principle of individual liberty.

##### *Resolution of 1933.*

The Union internationale contre le péril vénérien,  
Renewing its resolution of 1926 on the general principles of prevention and treatment of venereal diseases, from the point of view of prostitution ;

Considering that the results obtained by the two systems at present in use in abolitionist countries — *i.e.*, voluntary and obligatory treatment of venereal disease — have so far been judged to be equally satisfactory by the different countries which have adopted them, and from which has been obtained the information serving as a basis for the present resolution :

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<sup>1</sup> The Health Departments and national venereal disease organisations of forty-seven countries are represented in this organisation.

Affirms that it is for the different nations to choose and to put into operation whichever of these solutions (or any other solution of a like kind) is best adapted to their mentality and their national customs.

It considers necessary that nations adopting the system of obligatory treatment :

(1) Should use compulsion only against those persons of either sex who are infective, it being understood that, in some cases, it is advisable to put into operation preventive measures ;

(2) Should consider compulsory measures as a local (national) addition to the general policy of educative propaganda and of free and voluntary treatment which should still remain the real basis of the anti-venereal disease campaign ;

(3) Should normally apply compulsory measures only through the public health authorities assisted by specially trained social workers. Where police intervention becomes necessary, sanitary questions should be dealt with by the ordinary judicial machinery and only questions of public order should be dealt with by the police constable.

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## REPORT OF THE JOINT SESSION OF THE TRAFFIC IN WOMEN AND CHILDREN AND CHILD WELFARE COMMITTEES

(April 7th to 11th, 1934.)

A joint meeting of the Traffic in Women and Children and Child Welfare Committees was held from April 7th to 11th, 1934. The chief business before the meeting was the discussion of the report of the Commission of Enquiry into Traffic in Women and Children in the East (document C.849.M.393.1932.IV).

As this report was presented at the last session of the Advisory Commission for the Protection and Welfare of Children and Young People in 1933, and as the Secretary had been instructed at that session "to consider ways and means of co-ordinating the measures taken by Governments in the East in their campaign against the traffic" and to study "by what methods financial aid and the necessary protection could be afforded to women of Russian nationality who have been abandoned and are in Far-Eastern territories", and as the Director of the Social Section was instructed at that meeting to submit a report on this question at the next session, such a report was submitted in document C.T.F.E.623/C.P.E.459. This report was considered by the Mixed Commission and the discussion and action taken will appear hereafter.

The Chairman reminded the Commission that, in accordance with its instructions, the report had been sent to about seventy important missions and private organisations for their observations, and, in addition to the Government delegates and assessors of both Committees, the representatives of certain Governments and organisations interested had been invited to attend the present Commission when the report was discussed. The names of these representatives are as follows :

*Government delegates :*

M. HSIAO Chi-Yung (China),  
M. MORESCO (Netherlands),  
M. FOROUGHI (Persia) ;

*Representatives of private organisations :*

Miss NIVEN (World's Young Women's Christian Association),  
The Rev. Father ROBERT (Sacred Congregation for the Propagation of the Faith),  
Mrs. Beresford Fox (International Missionary Council),  
Mr. PINDOR (member of the Travelling Commission of Enquiry into Traffic in Women and Children in the East).

The Chairman welcomed the representatives of Governments and missions specially invited, and proposed that Mr. Bascom Johnson, Chairman of the Commission of Enquiry, should act as Rapporteur. This was agreed, and Mr. Johnson submitted a statement of the more important practical measures which, in his opinion, the Committee might usefully discuss (document C.T.F.E.631). These suggestions were drawn from the "Considerations and Suggestions submitted to the Council" which are contained in Part I, Chapter II, of the report, and also from comments received from private organisations and missions which are summarised in document C.T.F.E.613. The Commission thereupon decided to adopt the Rapporteur's suggestions as its agenda, and proceeded at once to the discussion of the first of the seven points contained in this agenda — *i.e.* :

(1) *The Establishment of Central Authorities in China and Persia and the Thoroughgoing Collaboration and Exchange of Information by Such Authorities throughout the East.*

The Commission noted that, since the report (document C.849.M.393.1932.IV) and the summary (document C.T.F.E.606) had been printed and distributed, the Government of China had notified the League of the appointment of the Ministry of the Interior at Nanking as the Central Authority for China. The Committee therefore devoted its attention to that portion of the proposal calling for wider collaboration between such authorities throughout the East. After considerable discussion, the following resolution was adopted :

"Attention is drawn in the report of the Commissioners to the need for closer co-operation and greater exchange of information between the authorities who are responsible for the measures taken to prevent traffic in women. This seems to the Advisory Commission an important object which might be secured if the whole question were discussed at a conference of the different authorities of countries in the East interested in the matter. Such a conference might, with the concurrence of the Governments, be convened under the auspices of the League of Nations, and it might be held at the same time as the meeting of the Singapore Bureau. It might be useful if some representation of unofficial organisations and missions who are closely interested in the problem were invited to the Conference."

As another practical step in the direction of this collaboration, it was proposed that the Committee might request the Council to consult the Governments of the Far East as to the desirability and usefulness of the appointment by the League of a special liaison officer for combating the traffic in the East. Several delegates opposed the idea of a liaison officer as

inexpedient and impracticable. Others, while recognising the difficulties of creating a liaison post, and without pressing for the adoption of such a suggestion, expressed the desire that the suggestion should not be entirely abandoned. Two proposals emerged from the discussion.

One was that the future Conference of Central Authorities should consider the creation of a permanent organ of liaison or a similar measure.

It was worded as follows :

“ The proposal has been made that there is need of some permanent organisation to assist the Governments in co-ordinating their efforts. It is suggested that, with this object in view, the League of Nations should appoint a liaison officer at some suitable centre. Without expressing any opinion on this proposal, the Commission thinks that it (or some variation of the arrangement) might be considered at the Conference suggested above.”

The other suggestion was that :

“ The Commission would explain to the Council of the League of Nations the importance of continuing the efforts made for ensuring the application of the reforms already decided upon on the basis of the principles laid down at its last session.

“ To this end, it would draw attention to the desirability of giving practical effect to the experts' report, by investing an agent selected by the Council with a mission limited to a period of from five to six months ; it should involve the League of Nations in no new expenditure.

“ The purpose of this temporary mission would be to maintain contact with the Conference organised by the Governments at Singapore and co-operation with the central authorities of the countries previously visited.

“ The agent selected for this mission would not be a national of any country with territorial possessions or major economic interests in Asia. He should be in every respect a man of unquestionable impartiality and of proved ability in the questions dealt with under the last enquiry.

“ On the termination of his mission he would submit a general report to the Advisory Commission.”

Several of the international women's organisations strongly endorsed the appointment of a liaison officer and thought that he should be assisted by a qualified woman social worker.

The Committee took no decision on these proposals, but decided to embody them in the present report.

(2) *The Abolition of Licensed or Tolerated Brothels in those Countries in the East where they still exist.*

The Committee gave special attention to the abolition of these houses, and held an exhaustive discussion on the measures (including those regarding moral education) for the suppression of prostitution.

In the light of the resolution dealing with this subject adopted by the Traffic in Women and Children Committee during its session (document C.T.F.E.638), the Mixed Committee felt that the substance of this proposal was contained therein and that it might content itself, therefore, with a strong endorsement of the Traffic Committee's resolution, which was read to the Mixed Committee and approved.

(3) *The Appointment of a Larger Number of Trained and Experienced Women Officials to the Staffs of those Authorities in the Countries of the East who are responsible for the Welfare of Women and Children.*

In the discussion on this proposal, the information and recommendations given by the private organisations in document C.T.F.E.613 were read to the meeting. Among these were :

(a) The appointment of trusted women social workers by the courts to act in cases of traffic, specially in cases of child victims whose stories could be received and who could be assisted in court in giving evidence, it being pointed out that, in this matter, many instances of “ dismissal of the case through lack of evidence ” might be avoided, which dismissals, it was said, often occur because the child victim is generally too frightened to give clear testimony in court ;

(b) There was also need, it was suggested, for more trained women probation officers and policewomen.

The Commission noted the information received from the Indian delegate that there exist in India children's courts with women honorary magistrates ; there was close co-operation between the authorities dealing with traffic and social workers, many of whom were women, and a beginning had been made with probation officers.

The Commission also noted information received by the Secretariat of the League from the Inspector of Police of Hong-Kong that two women inspectors have lately been added to the staff of the Secretariat for Chinese Affairs which is acting as central authority in Hong-Kong.

Several delegates, especially those from the Eastern countries, favoured the acceptance of the principle of this proposal, and suggested that all details be left to the Governments concerned. The Commission therefore adopted the proposal as outlined above.



- (4) *The General Adoption of the Policy of assisting, caring for and educating Immigrant Minor Girls who are Victims of the Traffic, which Policy is now in force in several of the Countries of the East.*

This proposal met with the general approval of the Commission. Attention was invited to the recommendation of the International Labour Conference concerning the placing of women inspectors on board certain ships in order to assist female and especially minor migrants. It was suggested that the whole question of protecting migrants *en route* from countries of origin to those of destination might be considered at the conference provided for under paragraph (1).

After further discussion, the proposal was amended and adopted as follows :

“ The general adoption of the policy of guardianship and of assisting, caring for and educating immigrant minor girls who are victims of the traffic, which also is now in force in several countries of the East, instead of purely negative measures such as those expelling them from the country.”

- (5) *The Adoption of Welfare Measures for Russian Refugee Women in the Far East.*

The Commission noted from the Secretary's report (document C.T.F.E.623) that all efforts to get information on this subject have proved vain, and that no practical solution of the problem has been found up to the present. Lack of funds for assisting these Russian women has made it impossible to take immediate steps. The organisations approached, which included those represented on the Commission by assessors as well as the World's Young Women's and Young Men's Christian Association, the International Missionary Council and the Nansen International Office for Refugees, have been unable to present suggestions.

On enquiry, the Director of the Social Section reported that no further details were available at this time, but suggested that M. Werner, President of the Nansen International Office for Refugees, might be willing to appear before the Commission with such information as he had available. At a later session of the Commission, M. Werner stated that the representative of the Nansen Office had been able to get very little accurate or detailed information from Harbin, either from officials or from private organisations. Enquiries in Shanghai, however, show the problem to be a serious one. He stated that assistance has been given where money was available, but that an enormous amount would be essential to provide all the assistance needed. Several proposals for action were made : (1) That the Council be advised that the Commission view with grave concern the situation of Russian women in the Far East and request the Council to bring the matter before the Assembly in the hope that some solution of the difficulty can be devised ; (2) that the Council be asked to recommend to the Assembly that a grant be made to the Nansen Office to make at least a beginning towards rendering the assistance to Russian women in the Far East that is needed.

These two proposals were discussed at length and the second one was adopted by seven votes to four abstentions.

- (6) *Closer Co-operation between Chinese Officials and Foreign Concessions in China.*

It was proposed that the details of this co-operation might be discussed at the Conference of Central Authorities provided for in (1) above, but objection was raised to this suggestion on the ground that the question involved was largely a local issue and might better be worked out by the officials of each community and the foreign concessions located therein.

*The proposal was therefore adopted as stated in the heading.*

- (7) *Further Collaboration between the Authorities, Missions and Private Organisations : (a) in rendering Assistance and Relief to Victims of the Traffic ; (b) in providing Popular Public Health Instruction and Character Education.*

Considerable opposition developed in the discussion of paragraph (b) under this heading and there was long and detailed examination of the various aspects of the problem. The Commission decided to eliminate paragraph (b) and to refer to this idea in the report of the Traffic in Women and Children Committee to the Council. It was also agreed that all races and all cultures were a unit in opposing the traffic in women and children by whatever measures could be adopted, and that there was need for training and educating girls so that they might not only know how to protect themselves and have resources of legitimate occupations, but also to apply to both sexes all preventive measures of education and social assistance calculated to reduce prostitution.

The question was referred to a sub-committee and the latter proposed the following resolution, which was adopted by the Mixed Committee.

“ Collaboration between public authorities, missions and private organisations in rendering assistance and relief to victims of the traffic should be maintained and increased.”

(Signed) Count CARTON DE WIART,  
Chairman.

(Signed) Enrique J. GAJARDO,  
Vice-Chairman.

(Signed) Eric Einar EKSTRAND,  
Secretary, Director of the Opium Traffic  
and Social Questions Sections.

**CHILD WELFARE COMMITTEE**

**REPORT ON THE WORK OF THE TENTH SESSION**

*(Geneva, April 12th to 17th, 1934.)*

The tenth session of the Child Welfare Committee opened at Geneva on April 12th, 1934, His Excellency Count CARTON DE WIART, delegate of Belgium, being in the Chair, and M. Enrique GAJARDO, delegate of Chile, acting as Vice-Chairman.

**Composition of the Committee.**

*Government Delegates :*

His Excellency Count CARTON DE WIART ( <i>Chairman</i> )	<i>Belgium.</i>
M. I. MAUS, technical expert	
M. GAJARDO ( <i>Vice-Chairman</i> )	<i>Chile.</i>
Mr. S. W. HARRIS, Miss J. I. WALL, substitute delegate	<i>United Kingdom.</i>
Dr. Estrid HEIN	<i>Denmark.</i>
M. MARTINEZ-AMADOR	<i>Spain.</i>
His Excellency M. REGNAULT M. BOURGOIS, substitute delegate Mlle. CHAPTAL, technical adviser	<i>France.</i>
Mrs. SUBBARAYAN	<i>India.</i>
Count Ugo CONTI-SINIBALDI Princess GIUSTINIANI-BANDINI, assistant delegate	<i>Italy.</i>
M. YOKOYAMA M. MUNESUYE, expert M. ISHII, expert M. ISONO, secretary	<i>Japan.</i>
His Excellency M. CHODZKO Mme. WOYTOWICZ-GRABINSKA, substitute delegate	<i>Poland.</i>
Princesse CANTACUZÈNE His Excellency Professor PELLA	<i>Roumania.</i>
Djelal HAZIM Bey	<i>Turkey.</i>
Dr. J. A. BAUZA	<i>Uruguay.</i>

*Assessors :*

Mlle. BURNIAUX	International Federation of Trade Unions, Amsterdam.
M. M. CALOYANNI	International Association for the Promotion of Child Welfare.
Mlle. DALMAZZO	International Union of Catholic Women's Leagues.
Mlle. GOURD	International Women's Organisations.
Dr. René SAND	League of Red Cross Societies.
M. TELLO	Pan-American Child Welfare Institute.
Mme. VAJKAI	"Save the Children" International Union.
Miss C. WHITTON	Canadian Council on Child Welfare and Social Service Council of Canada.

*Liaison Officers :*

Mr. G. A. JOHNSTON	International Labour Office.
Dr. René SAND	Health Organisation of the League of Nations.

*Secretariat :*

M. E. E. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.
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#### CHANGES IN THE COMPOSITION OF THE COMMITTEE.

The Chairman, taking note of the change that had occurred in the composition of the Committee, welcomed the new members — namely, the delegates of Chile, India and Turkey. He expressed the Committee's regrets in regard to the absence of the delegates of Germany and the United States of America, Mme. Martinez-Sierra (Spain) and Dame Rachel Crowdy (Assessor). He greeted Princess Cantacuzène and His Excellency Professor Pella, delegates of Roumania, in the place of Mme. Romniciano; M. Caloyanni, delegate of the International Association for the Promotion of Child Welfare, in the place of M. Rollet; and M. Tello, delegate of the Pan-American Child Welfare Institute, in the place of M. Valdès-Mendeville.

#### ADOPTION OF THE PROGRAMME.

The Committee adopted the draft programme submitted by the Agenda Sub-Committee.

#### REPORT BY THE SECRETARY.

After drawing attention to the changes that had occurred in the composition of the Committee, the Secretary announced that the International Boy Scout and Girl Guide Organisations had stated that, as a rule, the number of items on the Child Welfare Committee's agenda which come within its field of activity is too small to justify the presence of an expert at the Committee's sessions. It had accordingly decided no more to be represented on the Committee by an Assessor. It had stated, however, that, should the Committee deal with a question with which the organisation is directly concerned, it would always be prepared to send a representative, if invited to do so.

The Child Welfare Committee learnt with regret of this decision, but hoped that circumstances would allow Dame Katharine Furse, whose collaboration had been greatly appreciated, to attend from time to time.

He informed the Committee, *inter alia*, that :

I. On May 22nd, 1933, the Council took note of the report on the work of the ninth session and approved the decisions contained therein concerning the offence of deserting the family, the discovery of blindness in children, the issue of abridged copies of birth certificates and the invitation to Governments to furnish annually a brief report on any developments of importance during recent years in their laws, regulations or administrative practice concerning the welfare of children and young people.

II. The Assembly (a) adopted a resolution instructing the Child Welfare Committee, in conjunction with the International Labour Office, to study, with a view to future practical action, the experiments made by certain countries in order to protect children and young people from the consequences of the economic depression and unemployment; (b) referring to the programme drawn up by the Child Welfare Committee at the time of its creation and adopted by the 1924 Assembly, and having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People, and fully appreciating the work already performed, approved the conclusions of the said report, and asked the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a "documentation centre", a plan of work which would enable it to continue to the fullest extent the task contemplated at the time of its foundation.

The Secretary then described how the Secretariat had executed the instructions given it by the Committee at its 1933 session.

After having studied the report, the Committee arrived at certain decisions.

##### A. *Desertion of Family.*

The delegate of Roumania informed the Committee that the documentary material which his Government had promised to collect on the offence of desertion of family would be sent to the Secretariat before July 1st, 1934. The French delegation communicated to the Committee a document on French legislation in this matter.

The Committee expressed its thanks to the Roumanian Government for its efforts with a view to collecting the documentation which will be submitted to the Committee at its next session in order to enable the Committee to decide as to the action to be taken in this field.

The Committee requested the Secretariat to make a study of the documentary material and submit a report to the Committee at an early session.

It was also decided that, in accordance with the resolution of the Assembly of 1933, the International Bureau for the Unification of Criminal Law should be requested to assist the Secretariat in its study of the documentary material.

##### B. *Blind Children.*

The Committee decided that the documentary information collected on the methods employed for discovering the existence of blindness in children at the earliest possible age should be submitted to the Sub-Committee on Blind Children.

Dame Janet Campbell, having resigned from her duties as liaison officer between the Health Organisation and the Child Welfare Committee, is no longer a member of the Sub-Committee on Blind Children presided over by Dr. Hein. The Committee decided to instruct Dr. Hein and Dr. René Sand to co-opt a third member in place of Dame Janet Campbell.

### C. *Assistance to Indigent Foreigners.*

The Secretary informed the Committee that the special Committee of Experts set up to study the problem of assistance to indigent foreigners, which met at Geneva from December 4th to 9th, 1933, prepared a draft multilateral Convention and also drew up recommendations relating to assistance to indigent foreigners.

#### REPORTS BY THE LIAISON OFFICERS.

##### 1. *International Labour Office.*

The liaison officer submitted a report (document C.P.E.431) regarding the adoption by the International Labour Conference of two draft Conventions which would be of special interest to the Committee because of the provisions they contain concerning the support of orphan children.

These draft Conventions relate to compulsory insurance for the benefit of widows and orphans. The liaison officer, in accordance with the Committee's wish, described the progress made in 1933 in the organisation of the system of family allowances. His report pointed out, in particular, the good results which this system has produced in France by reducing infantile mortality. The exchange of views following on his report related chiefly to the position of illegitimate children under social insurance laws.

##### 2. *Health Organisation.*

The Committee thanked the Health Organisation for the useful report which it had presented and took note of the importance of the work of visiting nurses and of social workers, which, in conjunction with family allowances, where they exist, had played a large part in diminishing still-births and infantile mortality.

##### 3. *International Educational Cinematographic Institute.*

After an exchange of views, the Committee decided to make a thorough examination of the questions which were raised at its meeting last year — viz., the organisation of special cinema performances for children and the question of recreational films. It asked the Agenda Sub-Committee to include these subjects in the programme for the next session.

In the meantime, the Committee instructed the Social Section to collect from the members and assessors of the Child Welfare Committee as complete information as possible on these questions and to ask them for suggestions as to the future development of the work.

The Committee expressed its interest in the report drawn up by the Committee on Educational Research of the Payne Fund (New York), and thanked Mr. Charters, who had been engaged on this report and was present at the meeting, for his review of its findings.

The Committee noted with particular interest the representations of the delegate of India on the special importance of the cinema in countries such as her own, where illiteracy prevailed to a great extent, and also the great importance attached by Indian women to its proper control, particularly in the interests of children.

Finally, the Committee asked its members to take action to ensure the necessary ratifications and adhesions to the International Convention on the Circulation of Educational Films.

#### RÔLE OF THE SECRETARIAT AS A DOCUMENTATION AND INFORMATION CENTRE.

The Committee took as a basis of discussion the note submitted by the French delegate<sup>1</sup>. The function of the League of Nations in acting as a documentation and information centre on child welfare questions is an important one and has already been partially undertaken, but it requires organising on a fuller and more methodical basis.

The Committee is the permanent body dealing with child welfare which is most fitted to act as a documentation and information bureau, because it is a body composed of representatives appointed by the Governments and keeps in touch with the different appropriate administrations in each country. Moreover, being a League organ, the Committee has the benefit of the connections and authority of the League of Nations. It is therefore particularly well placed to centralise and distribute the documentation which its official and international character enables it to collect. It should record the progress achieved, new methods adopted and the results obtained, and should enable any country to profit by the experience of others. Without overlapping the work of other existing organisations, but in collaboration with them, it should initiate and distribute their studies, and, in the replies which it gives to requests for information, it should co-ordinate the information supplied by these organisations.

The development of the service will depend on the development of recognised requirements of documentation to which it will be subordinated and with which it will keep pace. The work will expand gradually as circumstances require.

<sup>1</sup> See Appendix, pages 25-30.

As a conclusion to its discussions, the Child Welfare Committee unanimously adopted the following resolution :

“ The Child Welfare Committee,

“ Having regard to the fact that the Assembly has recognised the desirability of developing the activities of the Committee as a centre of documentation and information in matters relating to child welfare, and referring to the following resolution which the Assembly adopted on October 11th, 1933 :

“ ‘ The Assembly,

“ ‘ Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly ;

“ ‘ Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People, and fully appreciating the work already performed :

“ ‘ Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a “ documentation centre ”, a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation ’ ;

“ ‘ Emphasising the value of the contribution which the League of Nations would thus make in regard to social questions ;

“ ‘ Being of opinion that the Social Section of the Secretariat of the League of Nations can do particularly useful work as a centre of documentation and information for questions concerning child welfare :

“ ‘ Requests the Secretariat :

“ ‘ I. To collect and keep up to date as complete a documentation as possible on all such questions, this documentation mainly consisting of :

“ ‘ (1) Legislation of the different countries (laws, decrees, ordinances, regulations) ;

“ ‘ (2) Information on institutions and organisations, whether of an official character or due to private initiative ;

“ ‘ (3) Information on the activities of international bodies ;

“ ‘ (4) Bibliographical material ;

“ ‘ The Social Section will pursue its activities in co-operation with the International Labour Office and the other organs of the League of Nations, together with the existing centres of international documentation ;

“ ‘ II. Furthermore, to take the necessary steps to render this information easily accessible to all those whom it may interest ;

“ ‘ Requests the Council to invite the Assembly to place the necessary credits at the disposal of the Secretary-General with a view to the organisation of this centre of documentation and information.”

The Secretariat should begin, within the limits of the means placed at its disposal, to develop its activity as a centre of documentation and of information, in establishing, especially, a plan for the classification of the documentation which it is going to receive on the principal changes in laws, regulations and decrees concerning child welfare.

Several delegates drew the Committee's attention to the fact that a number of national or international child welfare bureaux already possessed a classification service, and that it would be useful if the Secretariat were acquainted with the plan adopted for these classifications and with the heads under which the information obtained was placed. Among these are the Pan-American Child Welfare Institute (Montevideo), the International Association for the Promotion of Child Welfare (Brussels), the Canadian Council on Child Welfare (Ottawa) and the Social Service Council of Canada, the Children's Bureau of the United States (Washington) and the Office national d'Hygiène sociale (Paris).

The Committee unanimously agreed, as an immediate initial step, that an effort should be made by the Secretariat to collect any existing systems of subject-heading references in this field and to correlate these into a tentative international classification for submission to the members of the Committee prior to the meeting of 1935.

## THE EFFECTS OF ECONOMIC DEPRESSION AND UNEMPLOYMENT UPON CHILDREN AND YOUNG PEOPLE.

### I. *Children.*

In pursuance of the first resolution of the Fifth Committee adopted by the Assembly of the League of Nations at its meeting on October 10th, 1933, the Child Welfare Committee considered the reports submitted to it by the delegates of Belgium (document C.P.E.443), Denmark (document C.P.E.441), the United States of America (document C.P.E.438), France (document C.P.E.458), the United Kingdom (document C.P.E.437), Italy (document C.P.E.455), Poland (documents C.P.E.449 and C.P.E.449 Annex), Roumania (document C.P.E.442) ; by the liaison officer of the International Labour Office (document C.P.E.436) ; by the representatives of the International Women's Organisations (document C.P.E.465), the

International Organisation of Boy Scouts and Girl Guides, the International Union of Catholic Women's Leagues, the Canadian Council on Child and Family Welfare and the Social Service Council of Canada, and the "Save the Children" International Union (document C.P.E.440).

As the Committee had been unable to obtain much information from Eastern countries before this session, the delegate of India gave some account of the position in her country in the light of her personal knowledge of the conditions.

The Committee took account of the disastrous effects of the depression upon children and young people, and recognised that the position of children in many agricultural areas affected by the depression is as serious as in industrial centres (lack of clothing, under-nutrition, lack of nursery schools, children's clubs, etc.), because welfare services in such areas are less developed. Special attention is called to this fact as it is not always recognised.

As regards the physical health of children, it appears from information furnished to the Committee that, thanks to the development of the various public health services since the war, no marked increase in sickness or in the death-rate has yet been observed, in spite of the prevailing hardships; nevertheless, the lowered vitality of the children and weakened resistance to seasonal complaints reveals a predisposition to tuberculosis, rickets, etc. Such being the case, the reductions which a number of countries are making in their public health budgets under the pressure of financial difficulties may well lead to serious results. Where family relief measures prove inadequate, increased provision of school meals and an additional supply of milk is of special value.

The Committee directed its attention to the serious character of the psychological effects produced by the depression upon children — viz., the atmosphere of strain and discouragement in the family (which is inevitable in homes suffering from unemployment), the lack of parental authority and control, and also the position created by the child's complete dependence upon public or private charity for the satisfaction of its primary requirements.

There is special value in the use of nursery schools or of recreation centres or of reading-rooms in enabling children and young people to spend part of their day away from a home where the atmosphere is depressed by unemployment or by the effects of the economic crisis, and provision of such facilities may well relieve the tension in such homes.

The Committee recognises the danger which may threaten both the unity of the family and the influence of the home when their most important functions are lacking from the inability of the parents to contribute to the requirements of their children. The only means of ensuring that the family remains a well-balanced unit is to place the parents in a position to provide for their children.

It would appear that the guiding principles which should be observed in meeting the difficult situation in the homes of the unemployed and of those in distressed circumstances are :

- (a) That the unity of the family and of the home should be safeguarded ;
- (b) That provision should be made to enable the children to receive the necessary material care and to give them some relief from the depressing atmosphere to which privation inevitably leads ;
- (c) That the methods adopted should not be such as to undermine the child's self-respect.

## II. *Unemployed Young People.*

Following the discussion which took place at the Child Welfare Committee's session in April 1933 on the subject of the resolution adopted by the thirteenth Assembly of the League of Nations with regard to the effects upon children of the economic depression and unemployment, the Child Welfare Committee introduced into its report to the Council a passage emphasising the fact that :

"The growth of unemployment was steadily aggravating the moral dangers to which young unemployed persons, above all, are exposed."

The Committee has learned with keen satisfaction that the International Labour Office has placed the question of unemployment among young people on the agenda of the 1935 Labour Conference and is preparing a report based upon the most careful investigations; and it hopes that the International Labour Office will take into account the observations made in the report of the Committee at its present session.

The Committee has also taken cognisance of the study made by the Council of the Inter-Parliamentary Union at its reunion on April 9th, 1933, and draws attention to the fact noted by that body "that the most difficult part of the problem consists, not so much in providing the material assistance to which unemployed young people are entitled, as in finding them useful practical work".

The Committee considers that it ought to give wide publicity to such information as has reached it, particularly with regard to measures reported to it as deserving special recommendation, more especially as the reports sent to the Secretariat by various countries and by voluntary organisations deal with this question in considerable detail and describe certain measures which are already in force.

All the replies received state that the enforced idleness of young people who have left school presents grave danger from both the moral and social points of view. Young people who have no regular occupation and lead a life without work are painfully aware of their uselessness to society and easily fall into apathy or come under subversive influences which are a danger to social order.

Among the measures recommended to obviate such dangers, mention must be made, in the first place, of methods of lessening the overcrowding of the labour market by the presence of a large number of young people seeking work. It should be borne in mind more especially that the abolition of child labour which has been brought about in the United States by the National Recovery Administration lays down in principle an age-limit of 16 for full-time employment; this measure is to be applied throughout American industry. It is suggested that the International Labour Office should take note of the experiments made in this connection at the International Labour Conference in 1935.

A measure which has already been applied or considered by a large number of countries in the same connection and which is deserving of special mention is the extension of the school-age. As the real effects of the enforced idleness of young people only make themselves felt when the latter leave school, the effect of the American Labour Codes is to keep young people aged from 14 to 16 still at school instead of leaving them free to begin work and congest the labour market. The Italian Government has enacted a law extending the age of compulsory school attendance from 12 to 14.

As in certain countries the extension of the school-age might meet with financial difficulties, it might be worth examining the possibility of extending the pre-school period (kindergarten, infant schools) by one year, a procedure which in many cases would have the additional advantage of being better suited to the weaker constitutions and slower development of children during the economic depression.

Facilities to be granted to the families of the unemployed for the purpose of their return to rural areas might also help to reduce the number of unemployed young people. The results achieved in this matter by the Italian Government (foundation of new rural communities at Littoria and Mussolinia in reclaimed areas of the Romagna, colonisation of Cyrenaica, etc.) are worthy of the closest attention. The work being done by the Brazilian Government and Roumanian charitable organisations along those lines also calls for special mention, as well as *Coin de terre* leagues and workmen's allotments.

Similarly, the development of the movement for providing allotments for the unemployed (Germany, France, Poland, United Kingdom, etc.) and the foundation of suburban colonies (*Randsiedlungen*), consisting of houses surrounded by small kitchen-gardens (Denmark, Germany), for the families of the unemployed, would be an extremely valuable means of finding work for young people while at the same time representing material assistance on a not inconsiderable scale.

The remedies recommended above are only indirect means of assisting unemployed young people. In the matter of direct assistance, consideration must be given to the means unanimously recommended in all the replies received — viz., *work* — which is the only really satisfactory form of assistance to young people exposed to enforced idleness.

In order to be effective, this measure must be applied before the effect of the depression is felt. The value of voluntary civic service of various kinds was emphasised by several delegates. At present it is to be met with in Poland, the Netherlands, Denmark, the United States, etc., in the form of voluntary labour camps. In spite of the novelty of this idea, the results hitherto obtained are considered by these countries to be worthy of attention.

In the majority of the countries where they have been introduced, the voluntary labour camps are organised and directed by voluntary associations specially set up for the purpose and subsidised by the authorities. Those in charge of such camps are recruited among the younger intellectuals, which does something to reduce the unemployment from which that class is also suffering.

All the replies bring out the great value of the charitable organisations created by the young people themselves with the assistance of the authorities or private associations, such as boys' clubs (England), children's clubs (Poland), the young people's organisations (Belgium, Netherlands), etc. Such organisations ensure that the young people enjoy the possibility of developing mentally, morally and physically, and provide them with healthy amusements.

Vocational guidance services and continuation courses have been instituted in almost all the countries which have supplied particulars to the Secretariat. The reports give the impression, however, that there is a certain lack of system and foresight; and system is necessary in the organisation of such instruction, which, as a general rule, does not appeal very strongly to unemployed young people. The Japanese system, in which close contact is established between the official employment and vocational guidance offices on the one hand and the competent school and communal authorities on the other, apparently gives excellent results, particularly in the case of children who have completed their compulsory education in the elementary schools, and, above all, when these offices continue their supervision even after employment has been found for the children. In the same connection, attention might also be drawn to the social services attached to the employment exchanges in England (Juvenile Advisory Committees).

It must not be forgotten that a vocational guidance service should give consideration in the first place to possible outlets. In view, moreover, of the extreme instability of the labour market, it should also be considered whether it is wise to encourage young people to learn a given trade or whether it might not be preferable to give them a general training which fits them for a wider range of occupations and makes it much easier for them to change from one to another. In these circumstances, it would seem necessary to make an enquiry into possible methods of organising the general training in question.

All the replies hitherto received from the various countries reveal remarkable unanimity as to general principles, though not in regard to minor details of application. There appears to be agreement as to the fundamental principles which must govern the campaign against



the enforced idleness of young people and as to the measures to be applied in order to ward off this serious menace.

Amongst others, these measures are :

- (1) The abolition of child labour ;
- (2) The adoption of compulsory school attendance for primary education where this measure is not yet in force and, in countries where it exists, the extension of the period of compulsory school attendance :
  - (a) By the addition of one or several classes to the primary schools ;
  - (b) By supplementary vocational courses ;
  - (c) By the extension of the period of attendance at nursery schools ;
- (3) By the systematic transfer of unemployed families to rural areas (internal colonisation) ;
- (4) The institution of workers' allotments and suburban colonies ;
- (5) Voluntary civic service in labour camps ;
- (6) Voluntary organisations created by the young people themselves ;
- (7) Vocational guidance and employment bureaux ;
- (8) Technical training of a generalised character.

There are, however, many special features in some countries, such as those in the East, which would make some of the points to which the Committee has drawn attention inapplicable to present conditions, and therefore the suggestions require modification in their application in these countries.

\* \* \*

According to the information received, unemployment has a demoralising effect. This fact increases the importance of measures of assistance and welfare for the benefit of minors in moral danger.

While expressing its admiration for the very valuable work of voluntary organisations, the Committee concurs in the opinion expressed by the representatives of the International Association for the Promotion of Child Welfare, who consider that it is only by close co-operation between public authorities and private enterprise and by the systematic co-ordination and organisation of the efforts now being made in various quarters that the rising generation of the world can be saved from the dangers which threaten the youth of to-day.

The Committee is anxious that the Secretariat should continue in co-operation with the International Labour Office to obtain information as to the experiments now being made in various countries with a view to counteracting the disastrous effects of the depression upon children and young people and to submit to it at its next session a summary of the information received during the year.

\* \* \*

The Committee wished to call the attention of Governments to the desirability of action in regard to relief measures on the widest possible scale, and, with that object in view, adopted the following resolution :

“ The Child Welfare Committee, uneasy as to the consequences involved by unemployment and the economic depression for children and young people, refers to the resolution, proposed by the Turkish delegation and endorsed by the French delegation, which was adopted by the Assembly on October 5th, 1932, in the following form :

“ ‘ Profoundly moved by the sufferings imposed on millions of children in all countries as a result of persistent and widespread unemployment ;

“ ‘ Alarmed by the physical and moral harm done to these children, which recalls the disastrous conditions prevailing in several countries during the first years after the war ;

“ ‘ Struck by the gravity of the consequences which may result from the point of view of the future of the human race ;

“ ‘ Fully conscious of the obligations arising out of the Geneva Declaration approved by the League at its fifth Assembly :

“ ‘ The thirteenth Assembly strongly urges all States Members of the League to redouble their efforts to assist, both through their public authorities and through private associations, those children who are suffering most from the effects of the economic crisis.’

“ In view of the gravity of the present situation, the Committee, viewing with anxiety the distress in which unfortunate children are living, makes a pressing appeal to all child welfare organisations and asks them to take urgent action at an early date to seek means of affording material protection for thousands of children whose normal development is threatened as a result of the economic depression and unemployment.”

#### INSTITUTIONS FOR ERRING AND DELINQUENT MINORS.

The Committee had before it material from forty countries on institutions for erring and delinquent minors, which had been classified by the Secretariat in conjunction with a Sub-



Committee. Mme. Woytowicz had, arising out of this work, made a valuable résumé of the replies from these countries and had been assisted in part of this work by two collaborators, Miss Wall and M. Maus. The Committee expressed its appreciation and thanks for the help which the Sub-Committee had given it; it paid a tribute to the Secretariat for the valuable documentation which it had collected and classified. A short general discussion took place, but at too late a stage for it to be possible for the question to be exhaustively treated. The Committee decided to defer detailed consideration of the report and to deal fully with the question at its next session. It requested Mme. Woytowicz to be Rapporteur and to prepare a report on the conclusions to be drawn from the document, and this she kindly consented to do.

In connection with the discussion of this question, the Uruguayan delegate, Dr. Bauza, informed the Committee that his country had just adopted a complete code for the protection of children and that a special ministry had been created for child welfare.

The Committee noted this communication with great interest, and congratulated the Uruguayan Government on what it had done.

#### PLACING OF CHILDREN IN FAMILIES.

With a view to amplifying the material in its possession on the subject of the placing of children in institutions, the Committee decided to make a study of the various methods of placing children of every class, over 3 years of age, in families. It approved a draft questionnaire for the purpose of obtaining the initial material for this study and on a similar system in force in the United States of America and certain British dominions and expressed the desire that the Secretariat might be authorised to supplement — by enquiry on the spot, if necessary — any information it may receive in reply to the questionnaire. The Committee expressed the hope that this question would be discussed in 1936.

#### VISITING NURSES AND SOCIAL WORKERS.

On examining the questionnaire mentioned in the previous paragraph, the Committee came once more to the conclusion that visiting nurses and social workers were useful agents in preserving the health and life of the mother and child and also in giving them moral protection. With a view to obtaining full information as to the part played by visiting nurses and social workers, the Committee instructed the Secretariat to request the three organisations (International Council of Nurses, International Catholic Union for Social Service, International Committee for Social Service Schools) which had previously submitted reports on the subject to bring their material up to date. It asked Mlle. Chaptal to make, for a later session, a summary of the material thus obtained, and to submit it to the Committee in a concise form, so as to facilitate and guide the discussions. Mlle. Chaptal agreed to do so.

#### CHILDREN IN MORAL AND SOCIAL DANGER.

The Committee noted the final report submitted by Mlle. Chaptal on the enquiry she had conducted in seven countries concerning children in moral and social danger. These countries were: United Kingdom, Canada, Denmark, France, Germany, Italy and the United States of America.

The enquiries were conducted during the period 1929-1932; as since then changes had occurred in the law or administration of certain countries, the documentary material collected by Mlle. Chaptal in the course of her enquiries was brought up to date with the assistance of the Government delegates of the countries visited or of those Governments themselves.

Mlle. Chaptal has now prepared a clear and concise summary of this great quantity of documentation which gives the main characteristics of the laws, of institutions for preventive and rescue work, and of institutions for mentally defective children in the countries she has visited.

The Committee thanked Mlle. Chaptal for her valuable contribution to its work and decided that her report should be given wide publicity.

#### BUDGET.

The draft budget (document C.P.E.453) submitted by the Secretary was adopted by the Committee.

#### DATE OF THE NEXT SESSION.

The next session of the Committee will commence at Geneva on April 25th, 1935.

(Signed) Count CARTON DE WIART,  
Chairman.

(Signed) Enrique J. GAJARDO,  
Vice-Chairman.

(Signed) Eric Einar EKSTRAND,  
Secretary, Director of the Opium Traffic  
and Social Questions Sections.

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Appendix.

[C.P.E.457.]

NOTE ON THE DEVELOPMENT OF THE SECRETARIAT'S ROLE AS AN INFORMATION CENTRE FOR QUESTIONS CONCERNING CHILD WELFARE.

NOTE BY THE SECRETARY.

The Secretary has the honour to communicate to the members and assessors of the Child Welfare Committee the attached memorandum, which has been forwarded for information by the French delegate with the object of facilitating the study which the Child Welfare Committee is to undertake in accordance with the following resolution adopted by the Assembly on October 10th, 1933 :

“ The Assembly,

“ Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly;

“ Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People and fully appreciating the work already performed :

“ Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a ‘ documentation centre ’, a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation.”

NOTE ON THE RÔLE OF THE CHILD WELFARE COMMITTEE AS A DOCUMENTATION AND INFORMATION CENTRE.

At its last session, after eight years of existence, during which it had had an opportunity of exploring the sphere allotted to it, the Child Welfare Committee decided to hold an enquiry into its method of work.

The Committee considered that the rôle most suited to the conditions under which it worked (by reason of its composition, the duration of its sessions, etc.) was essentially that of a centralising body and that there were therefore three aspects of its work. The Committee should be :

- (1) *A world documentation and information centre*, in which the League of Nations Secretariat must obviously be the principal agent ;
- (2) *A centre of studies*, to be carried out by individual experts specially nominated for each question ;
- (3) *A centre of action*, to organise :
  - (a) Co-operation of Governments with each other (preparation of conventions, agreements, international conferences, etc.) ;
  - (b) Co-operation of private bodies (liaison or unification of institutions either in one or in several countries).

\* \* \*

The part to be played by the Committee as a “ centre of action ” in the preparation of conventions, agreements or conferences will not be considered here. There is no dissent on this point. No international body is better qualified for this task, which the Committee has discharged efficiently and should continue to discharge with diligence.

It does not seem that its rôle as a “ centre of study and research ” can be very widely extended at present. With the budget credits allotted to the Social Section, it is not possible to have a sufficient number of specialists to embark upon exhaustive investigations into a large number of subjects.

On the other hand, the Committee's function — or, to be more precise, that of its secretariat — as a “ world documentation and information centre ” can be very usefully developed without much cost. That would only need a small staff to carry out the work of classification, and such staff would consequently be easy to train. This work would, moreover, be performed in co-operation with the Library Service and the Information Section. The increase in the budget would therefore be insignificant in comparison with the great services which a centre of this kind would be capable of rendering if methodically organised.

Its usefulness is, indeed, proved by the number of visits and enquiries already received by the Secretariat from persons or organisations seeking information on the problems of childhood. Some gauge of its development may be afforded by the expansion of the Information Service in the Office d'Hygiène sociale in France. This service, which was created in 1925, now replies each year to more than 2,000 individual requests for information, and has found it necessary to disseminate the documentary material in its possession (240,000 documents) by means of a number of annual, quarterly, monthly and, indeed, weekly publications. Most of the enquiries received relate to protection of mothers and children. These figures conclusively demonstrate the desirability of setting up an international body to be responsible for the co-ordination and dissemination of documentary material concerning child welfare.

\* \* \*

One aspect of the matter, to which too much attention cannot be paid, especially at the present juncture, is that of finance.

Be it noted first of all that the proposal is not to create an absolutely new body, or even to assign a new function to the secretariat of the Social Section, but simply to *provide for the rational organisation and methodical development* of a task which the secretariat has, at least in part and within the limits of the resources at its disposal, been compelled by the force of circumstances to undertake. How and to what extent are these resources to be developed? The answer is given by the actual nature of the task (documentation and information); the development (staff, budget) will have to be "governed" by the development of the known needs of documentation. It will be subject thereto and will keep pace with it. Thus, the secretariat and its expenses will only be *gradually* increased, *in proportion* to the increase in the number of enquiries. The work itself has been created by the existence of these enquiries, and similarly it is the extension of these enquiries that will bring about the extension of this function and will *govern* it. Fresh expenditure commitments will be justified in advance by *fresh and previous* requests for information. These very special conditions as to the working and development of the service make it possible completely to allay the financial preoccupations which the Committee is bound to feel. With this plan of work, which is imposed by the actual nature of the task, there is no reason to fear that the Committee will be plunging into the unknown or will be allowing itself to be involved in unprofitable expenditure.

This expenditure, moreover, will be comparatively small, and the example of the French Office d'Hygiène sociale is instructive and reassuring in this respect. The French office, when created, consisted in all of only one doctor and one secretary. The increase in staff has been purely gradual and has been made *pari passu* with the continuous increase in the number of enquiries. Thus, after seven years with a staff of only nine, the office now performs a task the usefulness of which may be appreciated by the figures given in the preceding paragraph (240,000 files, four bulletins published, replies sent to more than 2,000 enquiries annually).

\* \* \*

It was for these reasons that, in the Fifth Committee of the last Assembly, the two Rapporteurs on child welfare questions — the Polish representative, Senator Hubicka, and the Chilian representative, M. Gajardo — drew special attention to the desirability of enlarging and organising more methodically this side of the Committee's activity.

The French delegate, Mme. Malaterre-Sellier, emphasised, in particular, the function for which the Committee appears specially qualified. She said :

"The Committee is the only group dealing with child welfare which is of a permanent character and consisting of Government representatives speaking on behalf of their Governments and acting in contact with the manifold administrations concerned with the problem of child welfare in each country.

"Moreover, the Committee, as an organ of the League of Nations, has the advantage of the wide sphere of influence of the League and the authority attaching to it. It is thus better fitted than any other institution to centralise and distribute the information and documentation which, in view of its official and international character, it is able to obtain. By recording all progress made, all new methods introduced and all results achieved, it will make them available to all countries and thus promote the cause of the child.

"There was some ground for thinking that this was not the Committee's principal task, by reason of the admirable studies which it has recently made concerning, in particular, illegitimate children, juvenile courts, children in moral danger, etc. Those are precedents which we should, of course, be very glad to see multiplied; but special donations, which made it possible to have the assistance of distinguished experts, have been appropriated to these enquiries. Work of that kind will, generally speaking, be carried out, not by the Committee, which would be unable to defray the heavy expenditure involved, but by international organisations, private bodies or individuals with special qualifications.

"Most of the problems connected with child welfare are already handled by numerous organisations; but, even so, the Committee will have a value second to none. It will broadcast the work already accomplished and, by replying to enquiries in a primarily humanitarian and social spirit, it will become the best possible medium of propaganda for the international organisations concerned with child welfare."

\* \* \*

A discussion followed on the question, and the Fifth Committee unanimously adopted the following resolution :

"Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly;

"Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People and fully appreciating the work already performed :

“ Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a ‘ documentation centre ’, a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation.”

\* \* \*

The present note sets forth various considerations which may help the Committee in carrying out the task thus assigned to it by the Assembly. In this way, it completes and defines, on a particular point, the note submitted by the French delegation to the Committee last year on the improvements to be made in its programme and methods of work.

#### A. *Aims and Activities of the Committee as a Centre of Documentation.*

The secretariat of the Social Section will be entrusted with the task of *centralising* and *circulating* all documents relating to questions of child welfare.

Its duty will be to register and notify the progress accomplished in this field. All bodies (Governments, administrations, philanthropic societies, collective or individual groups of workers, experts or private individuals) interested in any question connected with children (bibliographical information or existing institutions) will know that they have only to apply to the secretariat of the Social Section to know the latest position in regard to each point.

The Committee's activities will thus have the double purpose of :

- (1) Collecting documentation (compilation of files, collections of reviews, creation of a library, work of congresses, index-cards of legislation, etc.) ; and
- (2) Circulating this documentation, either generally to all quarters in which it may be of use (by means of publications, propaganda or correspondence, or through the relations to be established with Governments, and other organisations or societies), or, in particular cases, in reply to specific applications for information (including applications from individuals).

#### B. *Field of Activity.*

“ Nothing concerning the child should be foreign to the Committee.” The formula implies that the Committee has to “ take cognisance ” of everything, but not by any means that it has to “ deal with everything ” or follow the same methods in all cases. Its activity will take on very different forms according to the subjects with which it deals, whether as a centre of documentation or as a centre of information.

But the idea of extending its activity — in different forms according to cases — to all questions connected with the child is at the very basis of the conception of its “ centralising ” functions. It has to make itself, not merely into an organ for documentation and circulation in connection with questions coming within its special province (*i.e.*, generally speaking, questions of a legal, moral, social or humanitarian character), but also as a centre for the spread of knowledge of the work of other organisations dealing with questions specifically relating to the child, in which latter connection it will be filling a notable gap. There are a number of organisations of this kind, but they are concerned with special studies and clearly defined forms of work, and they are not specially organised with a view to the spread of knowledge as to their work throughout the world. The Committee, through its secretariat, will be the only institution specially equipped for the purpose of centralising documentation on all questions connected with the child, co-ordinating and, lastly, circulating it, and will be able to reach and influence circles to which only the resources of the League of Nations can give it access.

A number of the League's organs deal with children's questions :

The Health Organisation (for questions of maternal and infantile hygiene, in connection with which a special Committee has been set up) ;

The International Labour Office (for questions connected with labour legislation and labour conventions) ;

The Committee on Intellectual Co-operation (for questions relating to education) ;

The International Educational Cinematographic Institute in Rome (for questions relating to educational films).

The Child Welfare Committee covers directly all other questions — *i.e.*, generally speaking, questions with legal, social, humanitarian or moral aspects. It will, of course, be part of its functions to circulate information as to the studies made and the documentation collected in these connections. But this is not all. It will have a special function, and that not the least important of its functions, in connection with other questions. While avoiding overlapping of any kind with any existing organisation, it will be its duty in relation to such organisations or institutions :

- (1) To encourage new studies, particularly in connection with applications received for information ;
- (2) To direct work in connection with the child in the social, humanitarian and moral fields with which it is specially concerned ;
- (3) To circulate information with regard to technical studies and original work ;

(4) To present such studies and such work in a practical form such as will enable the bodies or persons concerned to make ready application of the conclusions reached ;

(5) To co-ordinate the scattered elements of information collected and supplied by other organisations in the replies which it gives to the applications made to it.

### C. *Technical Methods of Work.*

It remains to consider the concrete form in which the "centre" can collect and circulate the documentation, and then to examine the exact nature of its relations to the other organisations of the League.

#### I. *Collection of Documentation.*

The duty of the secretariat of the Social Section will be to collect and keep up to date documentation on *all* questions concerning children.

The object of this documentation will be, on the one hand, to group together information of a bibliographical character, and, on the other, to collect all particulars of institutions dealing with children.

The main sources of the documentation will be books, reviews, accounts of congresses, personal enquiries, legislation, the work of other organisations, the publications or reports of different institutions, etc.

The books will be classified under a number of headings corresponding with the files of the documentation. Close touch will be maintained with the Library of the League of Nations. Reviews will be taken in three copies, so as to make it possible to keep a complete collection for the Library while including in the files articles cut out from the other two copies. Other information will be indexed on cards and kept.

As the need is felt, enquiries will be made in order to be able to reply to applications which the documentary material is inadequate to meet. Such enquiries will be made by application to qualified individuals or correspondents. In this connection, there will be no question of lengthy studies, which would be incompatible with the satisfactory operation of the documentary service. Lengthy enquiries can be made only by the "enquiries service" of the secretariat and not by its "documentation service".

The "index-cards of legislation", which will be kept continually up to date, should show at a glance the position in regard to legislation current or under preparation on any given subject.

#### II. *Utilisation of the Documentation.*

The documentation will be utilised in two ways :

(1) *Publications.* — The monthly publication of a "bibliographical repertory" will make it possible by notices of books or articles to popularise the most interesting elements of the documentation collected — that is to say, all those to which it is desirable to draw special attention. The bibliographical repertory will be sent to Governments.

This work of bibliographical documentation will be particularly valuable, for the reason that it will enable interested parties to keep in touch with the progress made in connection with the different subjects with which they are concerned ; alone, they have neither the time for nor the means of ransacking the numerous reviews from which the information has to be taken. If their attention is drawn specially to any particular notice, they can proceed either to procure a copy of the review or book in question, or, in certain cases, to ask the secretariat to lend them a copy or a summary of the study.

The publication of these bibliographical surveys would be facilitated by collaboration with the Library of the League of Nations.

Each year there will be published a bulletin (summary of legislation) containing notices of laws or bills, decrees or circulars dealing with children, together with summaries of the texts where the latter constitute any specially interesting new achievement.

Lastly, if the need is felt, it will be possible to circulate typewritten notices of information which it appears important to bring to the knowledge of interested parties, such as announcements or reports of congresses or conferences.

The picture thus adumbrated should not give rise to apprehension. It represents what the activities of the centre will be when they are fully developed. The various publications proposed will appear only as and when the need for them is felt and the situation permits — that is to say, in proportion to the extension of the applications received and the co-operation made available.

(2) *Replies to Applications for Documentary Material.* — The Secretary already receives a certain number of applications for information, and there can be no doubt — as the experience of the French Office d'Hygiène sociale with its 2,000 applications a year shows — that this form of activity admits of considerable development, for the simple reason that it meets a felt need and fills a gap. Although there are a number of individual institutions dealing with a variety of problems connected with children, there is no central office in the world in which public or private enterprises can find, *co-ordinated and centralised*, the technical information which is indispensable to ensure the satisfactory organisation and operation of the work which they propose to undertake.

All those concerned with the general problem of child welfare or with special aspects of the problem — and their number is legion — must in future be in a position to apply to the Geneva centre in the certainty that they will find there all the information they require, or at any rate will be directed to the organisation best qualified to furnish such information.

A question of this kind — for example, in the case of blind children — has a number of different aspects (legal, social, educational and administrative) and concerns, accordingly, a number of different administrative departments (Public Health, Education, Poor Relief, Justice, Interior, Labour), as well as a number of different services (welfare work, nursing, district visitors, etc.) and a number of official or private bodies. Hence the very great interest attaching to the establishment of an organisation for the centralising of information and enquiry, which can co-ordinate in a complete reply elements of information drawn from a number of scattered sources. Centralisation of this kind is in accordance with the wishes expressed by various international congresses on child welfare (for example, those held at Geneva in 1925 and at Paris in 1928), all of which have always emphasised the *variety* and *interdependence* of the different aspects of all problems connected with children and the need for studies and solutions taking all such aspects into account.

### III. *Relations with the Other Organisations of the League of Nations, with States and with Private Bodies.*

As regards questions of legal, social and moral welfare, the centre spreads information relating to questions which the Child Welfare Committee has usually studied or dealt with itself.

How will it arrange and effect the division of labour with regard to the other problems ?

*Health.* — All public health and medical studies must, even when concluded, remain within the province of the Health Organisation. Information relating to these questions can only be kept up to date, and useful replies to the questions can only be given, by a public health specialist or a doctor. Collaboration might be effected as follows :

(1) A card-index might be kept at the information centre so as to enable the centre to know at any time with what subjects connected with maternal or infantile hygiene the Health Organisation has dealt or is dealing.

(2) A member of the Health Section might be appointed as a liaison agent with the information centre. All requests for information with regard to a health question or a question connected with the medical care of mothers or children would be transmitted to him, and he would draft the replies (a liaison agent has already been appointed between the Health Organisation and the Child Welfare *Committee*, but, as he is not an official, he does not take part in the League's child welfare work, except to attend the annual session of the *Committee*).

*Labour.* — As the liaison agent between the International Labour Office and the Child Welfare Committee is an official of the Labour Office, it will be all the easier to arrange for collaboration. This official might also become the liaison officer with the information centre. Through him, the centre would be kept informed on all the questions relating to children and adolescents which are being studied by the International Labour Office. As regards the subjects the examination of which has been terminated and which are regulated by international Conventions in force, the information centre might itself draft the replies on the basis of information contained in publications of the International Labour Office (for instance, texts of Conventions, number of ratifications, etc.).

Similar methods of collaboration should be examined with the Institute of Intellectual Co-operation in Paris, the International Educational Cinematographic Institute in Rome, and with other important international bodies dealing with child welfare questions.

The information centre would also have to keep up to date the list of all organisations, official and private, international and national, relating to children, take their publications and keep in touch with them. It would appoint correspondents, who would be particularly useful as information agents and also for making the *Committee's* work known.

\* \* \*

The problem of the relations between the Geneva centre and the various bodies dealing with children would thus be solved in different ways, varying according to the character of the bodies and the nature of the questions studied. The secretariat will have to adapt its work to the particular conditions of each case dealt with. The only principle to be observed here is the avoidance of all overlapping or any duplication of work, whether in the collation or in the distribution.

In order to avoid this pitfall, it will be sufficient to keep the Geneva centre carefully within the limits of its proper function — namely, the establishment of a " comparative international documentation ". This essential rôle, which is quite peculiar to the centre, gives to it, in its twofold task of collating and distributing documentation, very different activities from that of the national bodies. Its documentation will be prepared mainly on the basis of the work of the national bodies, and, in particular, on the annual reports of the Governments. This documentation may, according to circumstances, vary between the maintenance of complete files and the collection of simple cards. Requests for information will reach it not only from private persons or private institutions, but also, and primarily, from national bodies desirous of ascertaining the progress made in other countries ; these bodies will know that such information is registered at this centre, which they themselves periodically keep informed of the progress made in their own countries. The replies sent by the centre will often differ considerably from those supplied by the national bodies ; sometimes they will be complete

and detailed studies and sometimes brief notes, while often they will simply indicate the organisation best qualified to supply the documentation required. It should be noted that, even in the last case, the work of the Geneva centre retains its full usefulness and importance. It may even be said that it is then that the centre really fulfils its original and essential function.

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Even the most individual questions relating to child welfare almost always assume a complex aspect, as they bring into play manifold problems connected with legal, economic and social life. Up to the present, there has been no centralising or co-ordinating body in any part of the world which has kept a record of the latest acquisitions to knowledge made in the realm of child welfare. It is this defect which urgently needs to be remedied. A "chamber for the registration and notification" of the progress made in connection with child welfare is sure to obtain a hearing from all — Governments and nations, legal experts and mothers, philanthropists and administrators. Its opinion will be sought by all; it will be the valuable auxiliary and complement of all the specialised bodies, whose work it will guide, co-ordinate and make known. The creation of such a chamber seems to be particularly opportune during the crisis through which the world is now passing, and no one can fail to realise the necessity for it and the benefit it would bring.

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Geneva, January 8th, 1934.

LEAGUE OF NATIONS

**COMMITTEE OF EXPERTS ON ASSISTANCE TO INDIGENT  
FOREIGNERS AND THE EXECUTION OF MAINTENANCE  
OBLIGATIONS ABROAD**

**REPORT TO THE COUNCIL ON THE WORK OF THE SESSION**

*Held from December 4th to 9th, 1933.*

16

By a decision of May 20th, 1931, the Council of the League of Nations set up a temporary committee of experts for the study of assistance to indigent foreigners and the execution of maintenance obligations abroad.

The Governments of the following countries accepted the Council's invitation to nominate one or more experts as members of that committee: the Argentine, United Kingdom of Great Britain and Northern Ireland, Denmark, France, Hungary, Italy, Japan, Mexico, the Netherlands, Poland, Switzerland and the United States of America.

The Governments of Germany and of Canada were not in a position to accept the Council's invitation.

The following experts met on December 4th, 1933, for a session of the said committee:

*United Kingdom of Great Britain  
and Northern Ireland:*

Mr. C. F. ROUNDELL, Inspector-General in the Ministry of Health;

*Denmark:*

Count F. REVENTLOW, Chief of Section at the Ministry of Social Affairs;

M. BILFELDT, Chief of Section in the Ministry of Justice;

*France:*

M. DE NAVAILLES, Assistant Director of the Chancelleries and of the Disputed Affairs Department, Ministry for Foreign Affairs;

*Hungary:*

M. László Levente KADAR, Ministerial Counsellor in the Ministry of the Interior;

*Italy:*

Professor Ugo CONTI;

*Japan:*

M. YOKOYAMA, Japanese Consul-General at Geneva;

*Mexico:*

His Excellency Dr. FRANCISCO CASTILLO NAJERA, Mexican Minister in Paris;

*Netherlands:*

Professor C. W. DE VRIES, Secretary of the Netherlands Advisory Commission for Public and Private Assistance to Indigent Persons;

*Poland:*

M. Boleslaw NAKONIECZNIKOFF, Director of the Department of Social Assistance in the Ministry for Social Assistance;

M. Witold LANGROD, Chief of Section in the Ministry for Foreign Affairs;



- Poland (continued) :* M. Stanislaw FISCHLOWITZ, Counsellor in the Ministry of Social Assistance ;  
Mme. Wanda WOYTOWICZ-GRABINSKA, Counsellor in the Ministry of Social Assistance ;
- Switzerland :* Dr. H. ROTHMUND, Chief of the Division of Police of the Federal Department of Justice and Police ;  
Dr. RATZENBERGER, Deputy Chief of the Foreign Affairs Division of the Federal Political Department.
- United States of America :* Professor Joseph P. CHAMBERLAIN, Columbia University ;  
Mr. George L. WARREN, Director of the International Migration Service ;  
Miss Florence W. HUTSINPILLAR, Technical Adviser in the Department of Labour ;
- In an advisory capacity :*
- International Labour Office :* M. Henri FUSS, Chief of the Unemployment, Placing and Migration Section ; assisted by  
M. LEGOUIS.
- Permanent International Conference for the Protection of Migrants :* Mme. HOFFMANN DE SOKOLOWSKAJA.
- International Migration Service :* Mlle. Suzanne FERRIÈRE.
- Secretary :* M. E. E. EKSTRAND, Director of the Opium Traffic and Social Questions Sections.

The Argentine expert was not present at the session.

M. DE NAVAILLES (French) was elected Chairman and M. DE VRIES (Dutch) Vice-Chairman.

The Committee of Experts held eleven public meetings from December 4th to 9th, 1933. It decided to invite the Permanent Conference for the Protection of Migrants and the International Migration Service — two private organisations particularly interested in the questions under consideration by the Committee — to take part in the Committee's proceedings in an advisory capacity.

#### GENERAL DISCUSSION.<sup>1</sup>

The general discussion afforded an opportunity for several experts to give explanations concerning the practice followed in their country in the matter of assistance to indigent foreigners and the execution of maintenance obligations abroad.

The Committee learnt that the population of the *United States of America*, consisting of some 120 million inhabitants, includes close upon six millions of aliens and that the total number of persons residing in the United States and born abroad is in the neighbourhood of fourteen millions. The assistance granted to indigent foreigners is given to a larger extent by private organisations in the United States than in European countries. Public assistance is governed by legislation, which varies in the forty-eight States of the Union. In general, indigent foreigners receive the same assistance as nationals. The guiding rule in giving assistance is to find the best solution in each concrete case. This is made possible by the flexibility of most of the relief legislation in the United States.

In *Switzerland*, public assistance comes within the competence of the twenty-five cantons composing the Confederation. These cantons for the most part take as a basis for their legislation the principle of assistance by the commune of origin of the assisted person, though a number of cantons have adopted the principle of assistance as determined by the commune

<sup>1</sup> The following documents were distributed to the Committee of Experts before the opening of the session :

1. Report by the Secretariat of November 21st, 1933 (document A.E.5).
2. Note by the International Labour Office of August 14th, 1933 (document A.E.1).
3. Report by the International Migration Service of June 1933 (document A.E.2).
4. Report by the Conference for the Protection of Migrants of November 21st, 1933 (document A.E.4).
5. Preliminary Draft Convention on Assistance to Foreign Minors, drawn up by the Child Welfare Committee (document C.302.M.103.1929.IV).
6. Observations of Governments on the Preliminary Draft Convention (document C.P.E.272 and 272(a)).
7. Report by the Legal Sub-Committee on the Observations of Governments concerning the Preliminary Draft Convention and Amendment to it (document C.P.E.274).
8. *Bulletin* of the International Council of Women of December 1931, containing an article (page 5) on the work of the Child Welfare Committee relating to assistance to foreign minors.
9. Report by the Conference for the Protection of Migrants, with regard to the recognition and execution of maintenance obligations abroad, of August 14th, 1930 (document C.P.E.270).
10. Report by the Sub-Committee of the Health Committee on International Reciprocity in the Care of the Sick (document A.32.1932.III).

of domicile. Private assistance, which comprises about one-third of the total assistance granted to indigent foreigners, is often subsidised by the cantons. Generally speaking, necessitous foreigners receive the same treatment as nationals, except that a foreigner who becomes a permanent burden on the public assistance services is, if possible, repatriated. The population of Switzerland, numbering some four million inhabitants, includes 355,000 foreigners — *i.e.*, over 9 per cent of the population. The cost of assistance to indigent foreigners was estimated in 1931 at 3,900,000 Swiss francs, or roughly 1 franc per inhabitant of the country. Switzerland also assists her own indigent nationals abroad. In 1932, for example, the Confederation spent half a million, the cantons 600,000 and private relief organisations 635,000 Swiss francs for such purposes.

The Swiss Government has concluded eight treaties of assistance with other countries.<sup>1</sup> The Convention of 1931 with France is the most recent and the most liberal (document A.E.10).

In *Hungary*, the internal legislation provides for the assimilation of foreigners in the matter of assistance after three years' residence. Assistance is granted to foreigners without refund. The principal reason for abandoning any system of refund was to avoid complicated administrative work, which, in practice, did not produce the desired results.

The Scandinavian countries (*Denmark, Finland, Norway and Sweden*) concluded in 1928 a multilateral treaty on assistance to indigent persons (document A.E.9), which assimilates nationals of the contracting countries to natives in the matter of assistance and excludes repatriation in the case of prolonged residence and for humanitarian reasons when repatriation is contrary to the interests of the assisted person. The Scandinavian Convention provides for a system of refund. In certain cases, the country of origin defrays four-fifths of the cost of assistance granted to one of its nationals abroad.

*Poland* has also concluded a number of treaties of assistance to indigent foreigners, the most recent of which is the Convention of Assistance with Finland of 1931 (document A.E.11). These treaties are based on the principle of the assimilation of foreigners to nationals and exclude any refund between the State of origin and the State of residence. Even in the absence of any treaty, the Polish internal legislation provides for the assimilation of all foreigners in the matter of assistance and social insurance. Further, save for a few exceptions, the right of sojourn for foreigners may not be reduced by reason of indigence.

The Secretariat report (document A.E.5) showed that a considerable number of treaties of assistance to indigent foreigners are at present in force. Since 1919, the French Government alone has concluded ten international agreements in the matter. A list of about fifty agreements on assistance is annexed to the Secretariat report, which contains a brief analysis of the provisions embodied in such treaties.

As regards the *execution of maintenance obligations abroad*, the Committee was informed of the entry into force on January 1st, 1932, of a Convention signed on February 10th, 1931, between Denmark, Finland, Iceland, Norway and Sweden. Under this Convention, any decision relating to maintenance obligations may be executed immediately in one of the other contracting States. That applies to all decisions by which a person may be bound to pay maintenance contributions to his wife, his divorced wife, his legitimate or adopted children, his illegitimate children and the mother of such children. The Convention applies both to judicial awards and to administrative decisions.

The Committee decided for the moment to confine its discussions to the problem of assistance to indigent foreigners and to hold over questions relating to the execution of maintenance obligations abroad to a later session.

#### ASSISTANCE TO INDIGENT FOREIGNERS.

The experts took as a starting point for their discussion the Franco-Swiss Convention of 1931 (document A.E.10) concerning assistance to indigent persons. During the discussion, they referred also to the draft Convention framed by the Conference on Assistance to Foreigners, held in Paris in 1912 (document A.E.8), the draft Convention concerning assistance to foreign minors, framed by the League of Nations Child Welfare Committee (documents C.302.M.103.1929.IV and C.P.E.274), the Scandinavian Convention relating to mutual assistance to indigent persons of 1928 (document A.E.9), and the Polish-Finnish Convention relating to social assistance of 1931 (document A.E.11).

1. The Committee first held a discussion on the *benefits* that should, in its view, be granted under the term "public assistance".

The experts unanimously recommended that any proposal put forward by the Committee should have in view moral as well as material assistance. Under the first form of assistance, the Committee would include primarily the help given by social welfare workers and by charitable institutions giving free advice to indigent persons. Cases were quoted before the Committee which showed that sometimes by the mere fact of a social worker concerning herself for a continuous period with a family which has become indigent, the precarious situation of that family can be improved without any great expenditure on the part of the State in question. Moral assistance also serves frequently as a means of preventing a foreigner from falling into indigent circumstances.

The majority of the Committee were in favour of a general and very wide definition of public assistance. They pointed out in particular that any enumeration of benefits might involuntarily exclude forms of assistance that already exist or which might be introduced.

<sup>1</sup> For details, see document A.E.5.

The British expert had proposed restricting the definition of the term "public assistance" so as to cover only benefits in cash or in kind or the admission to suitable institutions to meet any of the primary physical needs of food, clothing, shelter or medical treatment.

The Swiss expert wished to exclude from benefits any adult and able-bodied indigent foreigner, while the Netherlands expert had proposed a formula providing that assistance should be in the form of benefits in cash or in kind, medical assistance, hospital treatment or free burial.

The Committee was unanimous in recommending the exclusion, from the sphere of public assistance proper, of benefits under social insurance and special unemployment benefits and free legal aid to the poor.

2. As regards *beneficiaries* of assistance, the opinions expressed by the experts showed that the majority were desirous of extending benefits to all indigent foreigners residing in a country who are in need of assistance. Certain members of the Committee wished to restrict the circle of beneficiaries and to exclude foreign nationals of States which may not be parties to the proposed Convention. The Committee unanimously agreed, however, that, should this restrictive view prevail, foreign minors should be exempted and that States should make no difference in the treatment of indigent minors in the matter of assistance.

As regards refugees, stateless persons and persons of uncertain nationality, the Committee expressed itself in favour of their inclusion among the beneficiaries of a Convention in order that they might be guaranteed the same assistance benefits as nationals.

3. The Committee unanimously accepted the principle of the *assimilation of beneficiaries to nationals* and recommended that foreigners in receipt of assistance should receive that assistance on a footing of equality with and on the same terms as nationals.

The Committee then discussed whether it was necessary to include in a draft Convention, in addition to the general provisions, a special reference to assistance to foreign minors. Certain experts thought it desirable to mention explicitly assistance to minors, as this may assume special forms not applicable to adults, while other members of the Committee were of opinion that a general and comprehensive definition of assistance implicitly including assistance to foreign minors will be preferable. In this connection, the representative of the International Labour Office directed the Committee's attention to the Child Welfare Committee's proposals in the matter of apprenticeship. He suggested that, should the Committee of Experts' proposals contemplate apprenticeship as one form of assistance to foreign minors, the International Labour Organisation should first be consulted in order to obtain the opinion of the workers' and employers' organisations on the subject.

4. When discussing the question of *repatriation*, certain experts proposed that only the interests of the assisted person should be taken into consideration in any decision regarding his repatriation. Other experts thought that the interest of the State which would have to provide the assistance should also be safeguarded. In opposition to this last idea, the opinion was expressed that, if it were admitted that the interests of States should have power to influence the decision, the latter would often result in repatriation contrary to the interest of the assisted person. Certain experts, and the representatives of the benevolent organisations, pointed out to the Committee that, under the existing practice, the humanitarian reasons against repatriation are often not taken sufficiently into account. The Committee unanimously agreed that the decision in regard to repatriation should be governed primarily by the interests of the assisted person and his family, and that an order for repatriation should not be issued until an exhaustive enquiry had been carried out into the situation of the assisted person by experts in social work. The Committee also unanimously suggested that repatriation should never be enforced unless there has been consultation between the competent authorities in the two countries concerned.

Certain experts recommended that the proposed Convention should embody the principle that any repatriation of an assisted person should be excluded, while admitting that certain exceptions to that rule might be laid down. Other members of the Committee were in favour of the general admission of repatriation, and proposed an exception for certain categories of assisted persons whom it should not be possible, in any circumstances, to repatriate against their will.

The Committee took note of the fact that, in the treaties concluded since 1919, repatriation has been increasingly limited. For example, the Labour Treaty of 1919 between France and Italy excludes forced repatriation : (1) in the case of temporary assistance (forty-five days); (2) in the case of assistance necessitated by serious illness, or assistance to women in child-birth; (3) in the case of special assistance to large families; (4) in the case of certain persons who have lived for a long and continuous period in the country (for certain persons, after five years; for others, after fifteen years' residence).<sup>1</sup>

The Scandinavian Convention of 1931 provides that there shall not be repatriation if the assisted person has emigrated to one of the contracting countries before attaining the age of forty-eight years and has thereafter resided continuously in that country for ten years, and, in general, if humanitarian considerations stand in the way of repatriation.<sup>2</sup>

The Convention signed between Poland and Finland in 1931 also excludes repatriation if the assisted person has been domiciled in the country of residence for ten years, and this Convention contains a provision which stipulates that, when examining the question of whether the indigent person shall be repatriated or not, account should be taken, not only

<sup>1</sup> See document A.E.5, pages 11 and 12.

<sup>2</sup> See document A.E.5, page 12.

of administrative interests, but also of humanitarian considerations ; in particular, in cases in which repatriation would involve the separation of persons who are closely related, or in the case of an aged person in receipt of assistance (document A.E.11). Similar restrictions are embodied in the Franco-Swiss Treaty of 1931 (see Article 2 and No. 1 of the Protocol of Signature (document A.E.10)).

The question arose : Which State should be competent to decide in the last resort on repatriation ? Opinions on the subject were divided. One expert thought that that power should be conferred on the State of origin. Four experts were of opinion that the decision could only be taken by joint agreement between the States concerned, while five experts held that, in the last resort, the country of residence should alone be competent in the matter.

All the members of the Committee were unanimous in recommending that repatriation should not take place without the State of origin being informed, and without the State of residence giving its protection to the repatriated person as far as the frontier of the State of origin.

The experts were of opinion that any future Convention should regulate the details of the repatriation procedure.

5. As regards *repayment*, the discussion showed that a number of States would probably not be in a position to accept the principle of the refund of expenditure incurred in virtue of assistance to their indigent nationals in foreign countries. The Polish, Hungarian and British experts in particular were against any refunding. On the other hand, the Swiss experts informed the Committee that the new policy followed by the Swiss Government in connection with the conclusion of assistance treaties contemplates obligatory repayment of all expenditure incurred for assistance over a prolonged period to indigent foreigners. Certain experts urged the inclusion by the Committee in its proposals of a provision for the possibility at any rate of repayment in the case of States desiring to avoid repatriation by the refund of the expenditure incurred for assistance to their nationals in foreign countries.

#### THE COMMITTEE'S PROPOSALS.

The discussions in the Committee led to the drafting of recommendations laying down the principles and the procedure which, in the Committee's opinion, should be followed by Governments in the sphere of assistance to indigent foreigners, and which should be applied in practice either by a unilateral modification in domestic legislation or by international agreements. In addition, the Committee drew up a draft multilateral Convention relating to assistance to indigent foreigners.

The Swiss expert had, however, expressed the opinion that progress in this sphere was more likely to be made by means of bilateral agreements.

#### A. *Recommendations relating to Assistance to Indigent Foreigners.*

The recommendations adopted by the Committee read as follows :

" The Special Expert Committee recommends to the Council that it invite the Governments to introduce into their practice the following principles and procedures with regard to assistance to indigent foreigners :

" I. States should tend towards placing foreigners as completely as possible on the same footing as nationals in the sphere of assistance to indigent persons, particularly in the case of refugees and foreigners without nationality, or of indeterminate nationality. Due account should be given to the special needs of such indigent persons as a consequence of the fact that they are foreigners or deprived of all protection.

" II. The maintenance of the family as a unit should serve as a basis in applying measures of assistance.

" III. Assistance should not be refused on purely formal grounds.

" IV. The carrying out of the administrative formalities imposed on foreigners either in the country of origin or the country of residence should be simplified and the time-limits for the issue and transmission of the necessary documents should be shortened so as to facilitate the access by indigent foreigners to measures of assistance.

" V. The requisite steps should be taken to ensure that measures of assistance are applied with the least possible delay.

" VI. In the use of repatriation as a means of assistance to indigent foreigners, account should be taken of all the circumstances affecting the material, moral and social situation of the indigent person and his future, with special reference to the family ties of the person concerned and his connection both with the country of residence and with the country of origin.

" VII. In view of the legal and social problems raised by assistance to indigent foreigners and their repatriation, as close liaison as possible should be established between the administrative services, the consulates and competent institutions, both public and private, of the country of residence and the country of origin.

" VIII. In order to assemble speedily and effectively all the necessary social and legal facts concerning the situation of the indigent foreigner to be repatriated, the public agencies of assistance in the country of residence should be authorised to communicate directly with those of the country of origin.

" IX. The State of residence and the State of origin, if necessary in agreement with the State of transit, should make the necessary arrangements to ensure the transport

of indigent foreigners to their destination. In the case of children, mothers travelling with children, and sick, infirm or aged persons, the public assistance services of the Government concerned should take all useful measures, so that the person in question may be provided with the necessary care from the beginning to the end of the journey.

“ X. In view of the obstacles to assistance caused by difficulties relating to civil status, nationality and naturalisation of foreigners, it is desirable, pending an international examination of these problems, that steps should be taken by the State of residence and the State of origin in order to allow to remove these difficulties through administrative decisions. For the same reasons, the States of residence and origin should, at the request of the parties concerned, facilitate by administrative means the regularisation of the irregular position of foreign families.

“ XI. In view of the value, both for the foreign countries and for the States and the private welfare and relief institutions, of more complete knowledge of the methods of assistance in various countries, adequate publicity should be given in each country to the legislative or administrative regulations applicable to assistance to foreigners and to their residence in the country.

“ XII. The Governments shall not remove from their territory, by means of police measures such as deportation or expulsion indigent foreigners who are in an irregular position for reasons for which they are not morally responsible (such as the refusal to renew an identity card or a residence permit) until means have been found, with the help of the consular authorities or of institutions dealing with these indigent foreigners, of enabling them to return to their country of origin or to any other country where they have a possibility of residing.

“ In such cases, indigent persons under order of expulsion or refused entry should be able to appeal to a suitable instance.

“ XIII. In the case of indigent persons who are refugees, or without nationality, or of indeterminate nationality, the State of residence should not remove them if they are unable to leave the territory until they have received the visas and facilities necessary to proceed to another country at their own request or with the help of institutions taking an interest in them. The necessary assistance should be ensured them, so long as they remain in the country of residence.

“ XIV. In proposing a draft multilateral Convention, the Committee of Experts has not intended to preclude other means of bringing about an improvement in assistance to foreigners, either by changing domestic legislation or by means of bilateral agreements, provided always that account is taken of the above recommendations.”

#### B. *Draft Multilateral Convention on Assistance to Indigent Foreigners.*

The text of this draft is appended and contains twelve articles. The usual provisions relating to ratification, etc., will be added later. The Committee considered that the drafting of these final clauses should be left to the Secretariat after the Governments have been consulted on the provisions constituting the substance of the draft.

Since it is important that the principles of conventions should be put into practice under the same conditions by all the participating States, and in view of the difficulties resulting from reservations which substitute an undesirable exception for obligations which are reciprocal and general, the Committee has expressed itself in favour of prohibiting the signatories from making reservations in regard to the principles embodied in the Convention it has drafted.

When the Committee accepted the draft, the following statements were made by various experts :

The British expert stated that he must refrain from adopting an attitude towards Article 4 and the following articles. He did not wish to oppose the provisions in question since they contained numerous points on which he entirely agreed, but he would nevertheless reserve his judgment.

The Danish experts did not accept Articles 6 and 7 of the draft, and stated that they would refrain from voting on these provisions.

The experts of the United States of America also made a statement regarding Article 6. In order to reserve every possibility of repatriation in a definite case where the despatch of the assisted person to the country of origin would be in his own interest, they were opposed to a system which consisted in classifying indigent foreigners in categories, some of which would be subject to repatriation, while others would be excluded. The United States experts approved the rest of the draft, while stating that, in view of the special conditions in their country, it was improbable that the Government of the United States of America could sign a Convention concerning the assistance to indigent foreigners.

The Swiss experts expressed doubts as to the possibility for a country like Switzerland, which had such a large proportion of foreigners, to assume the burdens provided for in the draft Convention. They urged other measures mentioned in the Committee's Recommendation No. XIV for ensuring progress in the treatment of indigent foreigners.

#### C. *Recommendation relating to Relief to Unemployed.*

Lastly, the Committee adopted a recommendation regarding the drafting of an international convention on relief to unemployed. The recommendation is worded as follows :

“ The Committee of Experts, with a view to the improvement in the position of indigent foreigners,

“ Recommends that the participation of foreigners in the benefits of unemployment insurance and various forms of assistance to unemployed should be regulated as early as possible and in the most liberal manner by means of an international labour convention on the basis of the principle of equality of treatment. It requests the Council of the League of Nations to transmit this recommendation to the International Labour Organisation.”

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**Appendix.**

**DRAFT MULTILATERAL CONVENTION ON ASSISTANCE  
TO INDIGENT FOREIGNERS.**

On the express understanding that the system of social insurance, unemployment relief and legal aid to the poor does not fall within the scope of the present Convention ;

Whereas, while the extension to all foreigners in each country of the benefits deriving from national legislation on social insurance and unemployment relief, freedom of movement and free access to the national market of labour for foreigners established in the country of residence are the most effective means of preventing recourse to assistance proper, measures of assistance will nevertheless remain indispensable in a large number of cases ;

Whereas humanitarian principles and considerations of public policy cannot but induce States to grant effective and adequate assistance to any foreigner without means of livelihood, even when there is no obligation to do so under any law or convention ;

Considering it desirable that an international Convention on assistance to indigent foreigners should ensure for such persons the benefit of all measures of assistance applicable to nationals ;

The undersigned plenipotentiaries, being provided with full powers found in good and due form, have agreed upon the following provisions :

*Article 1.*

Each of the Contracting Parties undertakes that nationals of the other Contracting Parties residing in its territory and standing in need of relief, medical attention or any other assistance whatsoever, including moral assistance, shall receive in such territory the same treatment as its own nationals and subject to the same conditions as the latter, together with decent burial if necessary.

Such assistance shall at least apply :

(a) To persons entirely without means of livelihood ;

(b) To persons suffering from physical or mental disease, to the aged or to invalids incapable of providing for their own needs ;

(c) To minors for whose maintenance neither their own families nor third parties are making adequate provision. The assistance granted to such persons shall include, not only medical and hygienic care and admission to institutions, but also all the measures of protection, maintenance, training and education applicable to indigent national minors. For the purposes of the present provision, the term “minority” shall be construed to mean the civil minority as defined by the laws of the country of residence.

Refugees as defined in the Geneva Agreements of May 12th, 1926, and June 30th, 1928, and by the administrative practice of the countries in which they are regularly authorised to reside, together with stateless persons and persons of indeterminate nationality, shall be entitled in such countries to the assistance specified above.

*Article 2.*

The assistance specified in letter (c) of the foregoing article shall be granted even to such minors as are nationals of States not parties to the present Convention.

*Article 3.*

The present Convention does not apply to an indigent person possessing the nationality both of the State of residence and of another State.

*Article 4.*

Each of the Contracting Parties undertakes not to deport foreigners on the sole ground that they are indigent, except by means of repatriation and under the conditions laid down in the present Convention.

The provisions of the previous paragraph shall not prevent the application of police measures such as expulsion, even to an assisted person, if such measures are the normal consequence of infringement of the laws and regulations. The application of such measures shall, however, be suspended, so long as the condition of the assisted person precludes this action.

*Article 5.*

The interest of the assisted person and his family should in the first place determine whether or not it is desirable to repatriate him.

During the enquiry conducted on this subject by the authorities of the country of residence, the indigent foreigner may either personally or through a competent institution supply full information regarding his situation and that of his family.

*Article 6.*

The repatriation of an indigent foreigner in receipt of assistance shall be carried out only by common agreement between the Government of the country of residence and the Government of the country of origin.

The State of origin may not oppose repatriation if its national has, for a period of at least one year, received public assistance grants in the country of residence.

The provisions of the preceding paragraph shall not apply in the following cases :

- (1) If the person assisted has remained at least ten years in the country of residence ;
- (2) If the person assisted is receiving assistance grants by reason of an industrial accident which occurred in the country of residence, or by reason of an illness contracted in that country and recognised as occupational by the national laws ;
- (3) If repatriation would result in the separation of the members of the family ;
- (4) In the case of assistance to a woman if, before her marriage, she possessed the nationality of the country of residence.

The repatriation of the assisted person must be postponed if it presents any danger to the health of that person or any other persons.

Repatriation shall not apply in regard to the refugees, stateless persons and persons of indeterminate nationality referred to in the last paragraph of Article 1.

*Article 7.*

In the cases provided for in paragraph 2 of Article 6, the State of origin may, in agreement with the State of residence, replace repatriation by the refund of assistance costs.

In this case, the costs of assistance shall be defrayed by the country of origin as from the expiration of the period of three months, as specified in Article 8.

*Article 8.*

The Government of the State of residence shall notify to the Government of the State of origin, through its diplomatic representative, its intention of proceeding to the repatriation of the assisted person. This notice shall be accompanied by all civil-register, and other, particulars necessary to identify the indigent person in question and to make known the situation from the point of view of assistance (names and surname of the assisted person, his civil status, the names of his parents, date and place of birth, proofs of his nationality, date and place of marriage and names and surname of wife, if any, place and date of last stay in country of origin, present address, brief description of his situation, medical certificate).

When obliged to obtain information of a social character concerning the situation of the person to be repatriated and his family, the Governments of the countries concerned shall apply, whenever possible, to the public relief services and qualified private relief organisations.

The Government of the State of origin shall inform the diplomatic representative of the State of residence, within three months of the receipt of each notification, whether it recognises the assisted person as its national and agrees to his repatriation. If the State of origin does not recognise the assisted person as its national, it must supply the diplomatic representative of the State of residence with the necessary justification.

*Article 9.*

The State of residence shall be bound to take any steps which may be necessary for the protection of the assisted person to be repatriated up to the frontier of the State of origin. It shall reach an agreement with the States of transit and the State of origin in order to avoid difficulties *en route*.

Each of the Contracting States shall grant in its territory, for the transit of assisted persons to be repatriated, the same safeguards, facilities and reduced rates as for the transport of its own indigent nationals.

*Article 10.*

The cost of the repatriation of the assisted person as far as the frontier of the country of origin shall be defrayed by the State of residence, when the latter and the State of origin are both situated in Europe, or in Africa, or in Asia, or in Oceania, or in North America and Central America, or in South America. In all other cases, the defrayal of costs shall be adjusted by agreement between the two States concerned.

The costs shall be defrayed by the State of origin in the event of repatriation taking place at its request.

*Article 11.*

Should the person assisted, or other persons legally bound to do so in his stead, be in a position to meet these expenses, repayment thereof may be claimed. For this purpose, each of the Contracting States shall lend any other Contracting State such assistance as is admissible under that country's laws with a view to the repayment of such expenses, which shall be calculated at the rates applicable to nationals, to the authorities entitled thereto.

*Article 12.*

All measures of order and detail which may become necessary for the application of the present Convention shall be settled by agreement between the competent departments of the Contracting States.

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Geneva, September 6th, 1934.

LEAGUE OF NATIONS

**PENAL AND PENITENTIARY QUESTIONS**

**REPORT OF THE SECRETARY-GENERAL TO THE ASSEMBLY**

**I. STANDARD MINIMUM RULES FOR THE TREATMENT OF PRISONERS.**

In 1930, the Assembly took note of a set of fifty-five rules drawn up by the International Penal and Penitentiary Commission and known as the Standard Minimum Rules for the Treatment of Prisoners. These rules were intended to indicate the minimum conditions which should be observed in the treatment of prisoners in every penitentiary system, whatever the legal, social and economic conditions might be.

According to a decision of the 1930 Assembly, the Governments and various technical organisations were consulted on the proposals of the International Penal and Penitentiary Commission. Certain amendments were submitted and referred to the Commission, which revised the first draft of the rules.

In 1933, the Assembly examined the revised rules and decided "to instruct the Secretary-General to refer the revised rules to Governments of States Members or non-members of the League, requesting them to state whether, in view of their existing or proposed laws and regulations, they are in a position to consider the approval and the practical application of these rules in whole or in part".

In addition, the report of the Fifth Committee adopted by the last Assembly on penal and penitentiary questions (document A.44.1933.IV) contains the following statement:

"The Secretary-General to be asked at the same time to communicate the Governments' replies to the next Assembly, together with the opinion of the International Penal and Penitentiary Commission on those replies, so far as they have reached him in time.

"The next Assembly will thus be in a position to decide whether it is possible to recommend the Governments of Member States to adopt the rules in question.

"The next Assembly will also have to examine whether it is advisable to consult the Governments as to the necessity for an international convention on the treatment of prisoners, or whether the rules should be approved by the League and circulated to all Governments in the hope that they will aim at, if they have not already attained, the standard which the rules require."

On January 5th, 1934, the Secretary-General carried out the instructions mentioned above and requested the Governments to send in their replies, if possible, by July 1st, 1934.

The following observations from Governments have been received:

**OBSERVATIONS OF GOVERNMENTS.**

**Union of South Africa.**

The Government of the Union of South Africa has adopted the revised Standard Minimum Rules for the Treatment of Prisoners. The rules are being applied in practice, due regard being had, however, to economic and financial considerations, and to conditions peculiar to South Africa.

**Austria.**

The essential principles embodied in the revised rules for the treatment of prisoners have already been applied for a long time in Austria.

The budgetary resources at present at its disposal, however, are not such as to enable the Austrian Government to consider for the moment the complete application of those rules.

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### United Kingdom of Great Britain and Northern Ireland.

His Majesty's Government in the United Kingdom approves the revised Standard Minimum Rules for the Treatment of Prisoners, and already apply these rules in practice.

### Bulgaria.

The revised rules for the treatment of prisoners drawn up by the International Penal and Penitentiary Commission have been carefully examined by the Royal Ministry of Justice, which has come to the conclusion that most of these rules are already embodied in the Bulgarian Penal Code and the law on prison labour, and are very extensively applied. Further, the position of prisoners in Bulgaria and the rules governing their treatment are constantly studied by the competent bodies, which have recently made great advances in this direction, so that the revised rules mentioned above contain nothing that is not covered by the work being done in connection with Bulgarian prisons.

### Canada.

1. In so far as the penitentiaries of Canada are concerned, it is submitted that the Penitentiary Regulations at present in force are not less lenient than those outlined in the following rules of the International Penal and Penitentiary Commission, Nos. 1, 2, 3, 4, 6, 7, 8, 9, 10, 14, 15 to 26 inclusive ; 28 to 34 inclusive ; 36 to 39 inclusive ; 41, 42, 44 to 47 inclusive ; 50 to 53 inclusive.

2. Rule 5 does not apply to penitentiaries.

3. In reference to Rule 11, paragraphs 1 and 3 are in force under Penitentiary Regulations, 1933. Paragraph 2 refers to the *régie* system, which is understood to refer to what is commonly known as the " Prison Labour for State Use " system. Over 99 per cent of the work performed in Canadian penitentiaries would come under this description.

4. Reference Rule 12, paragraph 1 is in force in Canada. Paragraph 2 is covered in a large measure, as a convict does have leisure time for his education, but no policy or system has yet been introduced to cover special duties of education and social readaptation, if this means collective social intercourse by convicts after the close of prison. There is a measure of social intercourse in the dormitories of Kingston, Collin's Bay and Piers Island penitentiaries, which may or may not assist a convict with his social readaptation.

5. Reference Rule 13, remuneration for work accomplished has not been recommended, but remuneration based on conduct and diligence has been submitted for consideration.

6. In reference to Rule 27, paragraphs 1 and 2 are in force, and paragraph 3 is in force to a limited extent, particularly in respect to Jewish convicts. It has not yet been extended to Buddhists or other sects.

7. Reference Rule 35, paragraph 1 is in force. Paragraph 2 is in force in practice, but special regulation has not been printed that extends to persons speaking other than English and French.

8. Reference Rule 48, paragraphs 1 and 2 are in force. Compliance with paragraph 3 is desirable, but the present remuneration for physicians is not adequate to permit the full-time services of a medico-psychiatrist of sufficient experience to meet the situation.

9. Reference Rule 49, paragraphs 1 and 2 are in force. Paragraph 3 is under consideration, in so far as the appointment of psychologists to penitentiaries is concerned. The appointment of a "social worker" has not been recommended.

10. Reference Rules 54 and 55, recommendations covering the substance of these rules have been submitted for consideration.

### Chile.

Nearly all the revised rules for the treatment of prisoners are already observed in Chile in the legislation in force or in the laws and regulations now under consideration, with the exception of those necessitating considerable expenditure. The Chilean Government is favourably disposed towards the action of the League of Nations in this sphere.

### China.

The Chinese Government is in favour of the revised Standard Minimum Rules, which are, on the whole, similar to those already embodied in the regulations promulgated in China.

### Denmark.

The laws and regulations now in force in Denmark concerning the treatment of prisoners fully correspond as a whole with the revised rules for the treatment of prisoners.

### **Egypt.**

The Egyptian Government, after examining the revised rules for the treatment of prisoners, is willing to consider their approval and practical application in Egypt in connection with the laws and regulations now existing or to be prepared.

### **Estonia.**

The revised text of the rules for the treatment of prisoners contains no rules which have not already been applied in Estonia under the regulations in force or which in any event are not provided for in the new penitentiary law which was adopted by Parliament on February 12th, 1931, and will come into force during 1934.

The provision contained in § 9 of the rules to the effect that prisoners so sentenced as to be bound to work should always be supplied with work would seem to present some difficulty. During a period of economic crisis, unemployment may assume such proportions in a country that the Government is hard put to it to find employment even for those of its citizens who are not prisoners. As there is reason to fear that, in such circumstances, the practical application of the rule contained in § 9 might meet with insuperable difficulties, the Government of Estonia considers that the provision laid down in that paragraph might be adopted as a counsel of perfection, to be followed as far as possible, but not as a strict and inviolable obligation. For the above-mentioned reasons, the Estonian Government would like to see the text of § 9 expressed in less categorical terms; the words "as far as possible" might be added to the first sentence of § 9.

As regards the best method of putting into force the rules for the treatment of prisoners, the Estonian Government does not consider that an international convention should be concluded on this subject, but thinks that it would be sufficient to communicate the rules approved by the League of Nations to all States, which would endeavour to carry them out as far as possible.

### **United States of America.**

The appropriate authorities of the Government of the United States of America regard the revised rules as a workable and progressive set of minimum standards for prisons and gaols. Copies of the rules will be circulated among the prison and gaol officials of the United States.

### **Irish Free State.**

The rules and regulations which govern the treatment of prisoners in the Irish Free State are in accord with the Standard Minimum Rules drawn up by the International Penal and Penitentiary Commission, except in the following minor matters, viz. :

#### *Ad Rule 1.*

Except in the case of prisoners convicted of serious sexual crimes (who are separated from other prisoners), the nature of the conviction is not a determining factor in the classification of prisoners in the Irish Free State. The factors which determine such classification are (1) sex, (2) age, (3) previous character, and (4) gravity of the offence.

#### *Ad Rule 2.*

As the treatment of prisoners is governed by their classification, account is not taken of the nature of the offence except in so far as it is a factor in determining classification.

#### *Ad Rule 4.*

Long-term prisoners are not given any "measure of responsibility", but provision is made for various stages of classification, with gradually increasing privileges, for industrious and well-conducted prisoners.

#### *Ad Rule 13.*

No remuneration for work is given to convicted prisoners, but by industry and good conduct they may become entitled to gratuities, which are paid to them on their discharge.

The Government of the Irish Free State does not propose to make any alteration in the rules at present in force in the Irish Free State in respect of the matters in question.

### **Greece.**

The Greek Government fully approves of the Rules for the Treatment of Prisoners drawn up by the International Penal and Penitentiary Commission in 1929 and revised by the same body in 1933, and, in spite of the present financial stringency, will endeavour to apply them in the prisons of the country. These Rules are not at variance with the laws and regulations already in force or about to be framed.

Law No. 5986 on the commutation of penalties recently voted by Parliament assigns the revenues derived from its application to the building of new prisons in accordance with the requirements of sanitation and the satisfactory treatment of prisoners in every respect, as well as with the needs of administration and operations of the new establishments.

The question of the training of a qualified prison staff has been dealt with in a draft law comprising 102 articles, which is at present under consideration by the Comptroller General's Department, which under the Constitution must state its opinion as to the budgetary charges which the application of new laws might entail.

The new draft law provides for the institution of special schools for the instruction of both the higher prison officials and subordinate staff, the appointment of prison doctors, to be selected in the main on account of their special qualifications in psychology, and of technicians for the vocational training of prisoners, and, lastly, for the introduction of a chaplain's service for their moral reclamation.

Being, moreover, desirous of promoting the employment of prisoners on out-door work, the Greek Government has appointed a committee of experts to prepare a draft law on the carrying-out of sentences with this end in view.

#### **Hungary.**

The Royal Hungarian Ministry of Justice will give full consideration to the revised rules for the treatment of prisoners drawn up by the International Penal and Penitentiary Commission when preparing any new regulations governing prisons. In point of fact, the Hungarian regulations now in force already contain most of these rules as revised and drawn up by the above-mentioned Commission.

#### **India.**

The Government of India has nothing to add to its previous observations on the subject,<sup>1</sup> which state that the general principles underlying the Standard Minimum Rules are already followed in British India, and that in many respects Indian gaol administration is in advance of the requirements laid down by the International Penal and Penitentiary Commission. Where there are departures on particular points from those requirements, it must be borne in mind that the penal system of any country must bear relation to its general social conditions, and that some of the rules could not be strictly applied owing to the conditions which obtain in India.

Copies of the revised rules have been furnished to the local Governments and administrations in India for their information.

#### **Iraq.**

A great part of the proposed rules for the treatment of prisoners are applied and followed in Iraqi prisons at the present time.

#### **Japan.**

The Japanese Government has not yet submitted its observations on the revised Standard Minimum Rules, but it has transmitted to the Secretariat a detailed report<sup>2</sup> on the treatment of prisoners in Japan, copy of which has been transmitted to the International Penal and Penitentiary Commission.

#### **Latvia.**

The documentation in question was communicated to the competent authorities, who state that they are in favour of fulfilling the conditions required by the revised rules for the treatment of prisoners, especially as these rules are for the most part already applied in practice in the prisons of Latvia.

#### **Lithuania.**

The competent Lithuanian authorities state that they are applying in part the rules on the treatment of prisoners drawn up by the International Penal and Penitentiary Commission, and add that they are considering the possibility of applying these rules *in toto*.

#### **Monaco.**

The study of improvements in penal administration is a relatively unimportant matter for the Principality, as persons sentenced to terms of imprisonment exceeding one month serve their sentences in French penal establishments.

The Sovereign Ordinance of July 20th, 1897 — the only text relating to the question — places under the authority of the Minister of State all matters relating to order, discipline, supervision rules and internal organisation of the prison ; in short, everything coming within the strict sense of the term penal administration.

<sup>1</sup> See document A.25.1931.IV, page 8.

<sup>2</sup> Can be consulted in the Secretariat.

In Monaco, prisoners are not bound to do any work, and occupy separate cells, which are sufficiently lighted and ventilated. The food and bedding are adequate. Daily exercise is compulsory. There are shower-baths and a library in the prison. There is no infirmary attached to the prison. When a prisoner is ill he is transferred, on the advice of the doctor, to the town hospital. A chaplain is attached to the prison, with whom the prisoners can communicate. They are allowed to see visitors on Thursdays and Sundays and to receive correspondence.

The Government of the Principality considers that the conditions laid down by the International Penal and Penitentiary Commission are thus fulfilled.

#### Norway.

The Government of Norway approves the revised rules for the treatment of prisoners. These rules are already virtually in force in Norway.

#### Netherlands, Netherlands Indies, Curaçao and Surinam.

The Standard Minimum Rules for the Treatment of Prisoners are applied as far as possible in the Kingdom of the *Netherlands* in Europe. (*Government Bulletin*, 1927, No. 18; *Government Bulletin*, 1928, No. 80; Royal Decree, dated May 4th, 1932.)

The provisions of Articles 2 and 10 to 12 are not compatible with local social conditions. There are no funds available for the reconstruction of the dormitories; the existing establishments are, moreover, quite satisfactory.

The possibility of receiving instruction has been provided for in the decree relating to prisons. Prisoners professing one of the recognised religions have regular opportunities for worship.

As regards the *Netherlands Indies*, the competent bodies stated in 1931 (see document A.29(a).1931.IV, page 4) that, in essentials, the penitentiary system of the *Netherlands Indies* is in conformity with the rules drawn up by the International Penal and Penitentiary Commission.

As regards *Curaçao*, Articles 5 to 8, 10 to 23, 26, 27, 29 to 38, 40 to 42, 45 to 48 and 51 to 53 of the rules are applied.

In so far as the means and accommodation available allow, Articles 1, 9, 24, 25, 28, 43, 44 and 49 are also applied.

There are no available means of applying Articles 2 to 4 and 50. Article 39 is not applied because the authorities wish to maintain the use of handcuffs as a punishment.

No assistance is given to liberated prisoners as provided in Articles 54 and 55.

As regards *Surinam*, the Standard Minimum Rules for the Treatment of Prisoners are to a large extent already incorporated in the Prison Ordinance (*Government Bulletin*, 1927, No. 18) and in the Prison Decree (*Government Bulletin*, 1928, No. 80). The provisions of Articles 2 and 10 to 12 of the Standard Minimum Rules are not compatible with local social conditions. Funds are lacking for the re-adaptation of the dormitories; the existing establishments are, moreover, quite adequate. The possibility of receiving instruction is provided for in the Prison Decree. The prisoners have regular opportunities for worship according to the recognised religions.

#### Poland.

The rules for the treatment of prisoners drawn up by the International Penal and Penitentiary Commission have found expression in Polish legislation, and in particular in the Order issued by the President of the Republic dated March 7th, 1928, on the organisation of prisons (*Legal Gazette of the Polish Republic*, No. 29/28, text 272), and in the Order issued by the Minister of Justice on internal prison regulations, dated June 20th, 1931 (*Legal Gazette*, No. 71/31, text 577), which came into force as from October 1st, 1931. The principles laid down by these Orders are developed in the internal regulations, especially as regards the moral sphere, the instruction of prisoners, their work, medical assistance and diet.

The Polish rules for the treatment of prisoners in respect of disciplinary punishment do not provide for "corporal punishment or confinement in a cell devoid of light", and strictly fix the duration and limits of the severer kinds of disciplinary punishments.

#### Siam.

The Siamese Government has submitted detailed observations<sup>1</sup> on each of the fifty-five rules drawn up by the International Penal and Penitentiary Commission, and states that, in the main, the principles underlying the Standard Minimum Rules are already followed in Siam as far as local and climatic conditions permit. A full copy of the observations of the Siamese Government has been forwarded to the International Penal and Penitentiary Commission.

With regard to the general application of these rules, the Siamese Government is not yet in a position to take a decision in the matter.

#### Switzerland.

As penal law is still a matter with which the individual cantons have to deal, the Swiss Federal authority cannot draw up provisions to meet the proposals of the Penal and

<sup>1</sup> Kept in the archives of the Secretariat.

Penitentiary Commission. As long as the question of unifying penal law remains unsettled in Switzerland, it will not be possible for the Federal Council to take up a definite position in the matter.

Attention is drawn to the 129 documents which the Swiss Government forwarded on February 23rd, 1932,<sup>1</sup> and which cover the prison administration of nearly all the Swiss cantons.

#### Czechoslovakia.

In the opinion of the Czechoslovak Government, the revised rules for the treatment of prisoners could be adopted by the League of Nations only in the form of a recommendation.

The Czechoslovak rules for the treatment of prisoners contain, in principle, not only rules analogous to those drawn up by the International Penal and Penitentiary Commission (especially as regards large prisons), but sometimes even provisions which go beyond the minimum conditions required by the rules proposed. Consequently, if the rules for the treatment of prisoners are approved in the form of a recommendation, the Czechoslovak Government will not need to make any essential changes in the Czechoslovak provisions now in force.

#### Turkey.

A Bill providing for the establishment of prisons and penitentiaries and regulating their administration has been drawn up by the Ministry of Justice and submitted to the National Assembly for approval, and regulations for the application of the above-mentioned law, based on the principles recommended by the International Penal and Penitentiary Commission, will be issued once the Bill has been passed by the National Assembly.

#### OBSERVATIONS OF THE INTERNATIONAL PENAL AND PENITENTIARY COMMISSION.

At its last meeting, held at Berne from August 20th to 25th, 1934, the International Penal and Penitentiary Commission examined the observations made by Governments on the revised Standard Minimum Rules for the Treatment of Prisoners. As regards the Estonian Government's suggestion that the words "as far as possible" be inserted in § 9 of the Rules, the Commission considered that this addition would be superfluous, as the case of *force majeure* always justifies the partial or temporary non-execution of any provision of the Standard Minimum Rules.

The Commission passed the following resolution with reference to the observations of Governments on the revised Standard Minimum Rules :

"The International Penal and Penitentiary Commission has noted with the keenest interest the latest observations on the Standard Minimum Rules for the Treatment of Prisoners drawn up in 1929 and revised in 1933 by the Commission, such observations having been received from the Governments of Austria, the United Kingdom of Great Britain and Northern Ireland, Bulgaria, Canada, Chile, China, Czechoslovakia, Denmark, Egypt, Estonia, Irish Free State, Hungary, India, Iraq, Latvia, Lithuania, Monaco, Netherlands, Netherlands Indies, Curaçao, Norway, Siam, Switzerland, Turkey, United States of America, and the Union of South Africa, and having been communicated to the Commission by the League of Nations Secretariat.

"Whereas the above-mentioned observations of Governments and those previously received from them or from other Governments are entirely in favour of the Standard Minimum Rules framed and revised by the Commission, and the latest replies received do not demand, from the Commission's point of view, any amendment in the said Rules,

"Whereas, further, the application of those Rules in their entirety depends in the various countries on economic and financial possibilities,

"The International Penal and Penitentiary Commission :

"Considers that the Standard Minimum Rules might usefully form the subject of a recommendation to States by the Assembly of the League of Nations,

"Is of opinion, further, that it is highly desirable that the Assembly should request the States Members to inform it, if possible annually, of the steps taken and the experience obtained and to forward any other observations relating either to the application of these Rules or to reforms brought about in prison matters, and

"Being desirous of continuing and developing its collaboration with the League of Nations, declares itself fully prepared to examine such communications, together with any observations or suggestions that might be forwarded to it by the League of Nations."

## II. ACTIVITIES OF TECHNICAL ORGANISATIONS.

With a view "to promoting the scientific and wholly objective examination of penal and penitentiary questions" by seven technical organisations, the Assembly instructed the Secretary-General in 1932 to submit annually to the Council and Assembly information on any important activities of the following organisations, if such information was communicated by them on their own initiative :

1. International Penal Law Association.
2. International Bureau for the Unification of Penal Law.
3. International Penal and Penitentiary Commission.
4. International Criminal Police Commission.
5. Howard League for Penal Reform.
6. International Law Association.
7. International Penal Law Union.

In the course of the current year, the Secretary-General has received the following information from these organisations :

### INTERNATIONAL BUREAU FOR THE UNIFICATION OF PENAL LAW.

(Address : 50 Strada Frumoasa, Bucharest, Roumania.)

In pursuance of the resolution of the First Committee of the 1933 League Assembly concerning the gradual unification of criminal law, the Bureau has endeavoured to extend its work in the fields of special interest to the League. It held its last plenary meeting in October 1933 on the eve of the fifth Conference for the Unification of Criminal Law in Madrid.

This conference was attended by the official delegates of thirty-five States — namely, Argentine, Belgium, Bolivia, Brazil, Bulgaria, Colombia, Costa Rica, Chile, China, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Finland, France, Greece, Honduras, Italy, Latvia, Luxemburg, Mexico, Netherlands, Nicaragua, Panama, Peru, Poland, Portugal, Roumania, Salvador, Spain, Sweden, Turkey, United States of America, Uruguay, Yugoslavia.

The following institutions also sent representatives : the International Academy of Comparative Law, the International Association of Criminal Law, the International Criminal Police Commission, the International Prison Commission, the Howard League for Penal Reform, the International Institute of Intellectual Co-operation, the International Law Association, the Inter-parliamentary Union and the International Penal Law Union. The League Secretariat was represented by an observer.

The Conference adopted texts concerning the suppression of the activities of *souleneurs*, the carrying of arms, the offence of deserting the family and terrorism.

The text of these resolutions will be published in the proceedings of the Conference. The Conference also voted a message addressed to the Secretary-General of the League, offering the assistance of the Bureau and Conference for the Unification of Criminal Law in penal questions dealt with by the League.

The Bureau was called upon to co-operate with the Advisory Commission for the Protection and Welfare of Children and Young People in solving the problems of the suppression of the activities of *souleneurs* and the desertion of the family ; these two questions were placed on its agenda. The Bureau has undertaken a large-scale enquiry with a view to obtaining information as to the international aspects of the offence of deserting the family and the legislative provisions regarding this offence. Most of its correspondents have already replied to this enquiry.

The Bureau also proposes to go more fully into the problem of the forging of cheques and other transferable securities and, at a later date, to submit a memorandum to the League's Financial Committee with a view to the framing of a draft international convention.

The next plenary meeting of the members of the Bureau will be held towards the end of 1934 in Paris.

At the present time, the Bureau's members include thirty-five States and six international organisations.

The Sixth Conference for the Unification of Criminal Law will be held in Copenhagen in August 1935.

During the current year, the Bureau has made preparations for the publication of the proceedings of the Fifth Conference for the Unification of Criminal Law, which are at present in the press.

### INTERNATIONAL PENAL AND PENITENTIARY COMMISSION.

(Address : Rabbenthal, Oberweg 12, Berne.)

The International Penal and Penitentiary Commission, which is preparing a draft of a model extradition treaty, decided in 1933 that the members of the Commission should get into touch with the competent authorities of their respective countries with a view to obtaining their provisional observations on the preliminary draft of the model treaty (see the Commission's collection of documents on penal and penitentiary questions, Volume III, Nos. 1 and 2, December 1933). While these provisional observations would not bind the Governments, they might furnish valuable material for the continuation of the work.

The Sub-Commission set up to study the question of the scientific examination of prisoners in custody submitted to the Commission, at its 1933 meeting, a first report based on the replies to the questionnaire addressed to the Governments represented on the Commission. This report is published in the volume mentioned above. The first consultation on this matter showed that there are not many countries with a systematic criminal anthropology or biology service, and that it is hardly likely that such services will be established in the near future in other countries, chiefly on account of the economic and financial depression. The study of the problem is being continued with a view to preparing, if possible, an anthropological or biological dossier which could be generally adopted. The replies to a second consultation of Governments on this matter have been transmitted to the Sub-Commission, which proposes to submit a further report to the Commission at its next session.

The Sub-Commission which is studying the repatriation of discharged alien prisoners submitted a report to the Commission at its 1933 session (see also the volume mentioned above). In view of the complexity and importance of the question, the Commission decided to study it more closely. It also proposes to collect information as to the existence in the various countries of central organisations which are prepared to interest themselves in the persons in question. It is hoped that the Sub-Commission may be able to submit a further report on the repatriation of discharged alien prisoners to the Commission at its next session.

The next International Quinquennial Congress on Penal and Penitentiary Questions, organised by the Commission, will be held in Berlin in 1935. The programme for this Congress comprises three questions for each of the four following sections: Legislation, administration, preventive measures, children. (The detailed programme of the Congress is published in the above-mentioned collection.)

As usual, the Commission is continuing the other work which has been put in hand during the last few years — in particular, the study of the question of international criminal and prison statistics and the preparation of surveys of the prison systems in force in the different countries.

INTERNATIONAL CRIMINAL POLICE COMMISSION.  
(Address : Federal Police Headquarters, Vienna.)

The tenth ordinary session of the Commission will be held in Vienna from September 17th to 21st, 1934. The questions to be dealt with at this meeting include : The problem of nomad gypsies ; international co-operation of police authorities in the prosecution of individual cases, suppression of the traffic in women and children, co-operation between the Commission and the competent representatives of the police services of North America.

Reports on the work of its committees and permanent organisations will also be submitted at the Commission's next session. This work comprises the use of wireless telegraphy by the police, records of international criminals, the suppression of counterfeiting currency and forgery of transferable securities other than paper money, measures to check the forging of passports, extradition and the suppression of the illicit traffic in narcotic drugs.

The Commission publishes regularly the *Sûreté publique internationale* in German, French and Italian. This periodical is issued in 550 copies distributed to the principal police authorities in Europe and in many oversea countries, and also to certain other authorities and individual officials concerned.

The chief contents of this publication are :

- (1) Public notices issued by the International Criminal Police Commission ;
- (2) Essays and articles on questions of international interest ;
- (3) Warrants for the arrest of international criminals ;
- (4) Criminal investigation intelligence.

Criminal investigation documents appear under the following four headings :

- (1) Warrants of arrest ;
- (2) Notices of arrests made ;
- (3) Enquiries for wanted persons and identification of bodies ;
- (4) Lists and description of stolen property.

In 1934, the Commission also published a new edition of " La collaboration internationale dans le domaine de la Police criminelle ", a handbook on the activities of the Commission.

HOWARD LEAGUE FOR PENAL REFORM.

(Address : Parliament Mansions, Orchard Street, Victoria Street, London, S.W.1.)

1. *Meetings.*

A large number of public meetings have been organised in England and addressed by speakers of authority on various aspects of penal administration and reform. In addition, speakers have been supplied to many smaller meetings organised by educational, political, social and religious bodies in many parts of England. In a series of talks given on crime and

its treatment by the British Broadcasting Corporation, use has been made of members of the Howard League Executive Committee.

## 2. *Parliamentary Penal Reform Group.*

In the British Parliament, members of the Penal Reform Group organised by the Howard League, representing all parties in Parliament, have asked numerous questions relating to penal administration in the British Empire. In this manner, they have focused public attention on the question of :

(a) *The Palestine Penal Code.* — Their object in this has been to secure the elimination from the new draft code of the extension of capital punishment and the introduction of corporal punishment.

(b) *The Report on the Administration of Criminal Justice in British East Africa.* — This report was prepared by a Commission sent out by the Colonial Office to British East Africa to enquire into the existing conditions in the administration of justice there.

(c) *Other Parliamentary Activities.* — A number of questions have been asked in the House of Commons on the subject of the appointment of Justices of the Peace, and it is hoped to create, through the Group, an effective interest in the question of the reform of the courts of summary jurisdiction. Members of the Parliamentary Penal Reform Group have continued their movement for an amendment of the Vagrancy Act of 1824, and the Government is understood to be preparing an amending Bill.

## 3. *Home Office Committees on :*

(a) *Imprisonment for Debt.* — The Howard League was invited by this Committee to give evidence on the question of the law and practice relating to imprisonment in default of fines and other payments ordered by the courts. It submitted a memorandum and members of the Howard League gave oral evidence. The Committee has not yet reported.

(b) *Prison Labour.* — The first part of the report of this Committee to which reference was made in last year's report was published in November 1933, and contains recommendations for a number of reforms, notably the payment of wages for prison labour advocated by the Howard League in its evidence before the Committee.

## 4. *India Office : Bengal Criminal Law Amendment Act.*

This act makes the possession of weapons " with intent to use them for terrorist crimes " a capital offence. The Howard League for Penal Reform, while realising that measures must be taken for dealing with terrorist crime, considers that excessive severity defeats its own ends by making it more difficult to secure the conviction of guilty persons. It has, therefore, sent protests against the measure to the Secretary of State for India and to the Governor of Bengal, and, while their opposition to the Act remains unaltered, they welcome an assurance they have received to the effect that there is no intention of exacting the death penalty for bearing arms except in the case of a person caught red-handed in a murderous attempt.

## 5. *Office at Geneva.*

The Howard League, following its usual procedure, opened an office at Geneva for the duration of the fourteenth Assembly of the League of Nations and circularised the delegates with an appeal on the treatment of prisoners. Meetings were organised and addressed and a special effort made to enlist the sympathy of the women delegates. The same office is again to be opened for the duration of the fifteenth Assembly. It is proposed to submit to the Secretary-General of the League of Nations a resolution on the subject of the treatment of prisoners.

## 6. *Publications.*

The Howard League has published during the current year (a) *The Howard Journal*, its official organ, which appears once a year; (b) *The Penal Reformer* (the Howard League is collaborating with the National Council for the Abolition of the Death Penalty in a new publication of a quarterly review of this name); (c) *The Howard League Annual Report*; (d) two reprints from the *American Journal of Criminal Law and Criminology*, Progress Number — " The Progress of English Criminology ", by Cicely M. Craven, and " Criminal Policy in Sweden during the last Fifty Years ", by Olaf Kinberg — and (e) revised edition of " International Co-operation in Penal Administration ".

## INTERNATIONAL LAW ASSOCIATION.

(Address : 2, King's Bench Walk, The Temple, London, E.C.4.)

The Penal Law Committee of the International Law Association suspended its enquiry on the matter of ex-territorial crime on which it was engaged, on learning that it forms the subject of prolonged investigation by Professor Lawrence Preuss and Professor Edwin D. W.



Dickenson of the University of Michigan. It will form the subject of an important book. The only other subject that is immediately interesting the Committee is the carriage of arms by civilians.

#### INTERNATIONAL PENAL LAW UNION.

The German and Norwegian groups of the Union have held no meeting during the past year.

After the entry into force of the new Danish Penal Code (January 1st, 1933), the Danish group studied the effects of this Code. Immediately before it came into operation, the group organised six meetings which criminologists from all parts of the country attached to the courts, the police, the central administration and the prisons administration were invited to attend. A large number took part in these meetings, at which various subjects connected with the new Penal Code were discussed with a view to facilitating its application in legal practice. Each meeting was followed by a brief discussion of questions raised by the participants.

These meetings will undoubtedly have helped to remove the difficulties which are bound to arise in regard to the application of a law of such vast scope as a new Penal Code.

The lectures were published as a separate number of the *Ugeskrift for Retsvaesen (Weekly Law Review)* and inserted in the 1933 numbers of that review.

On March 19th, 1934, the group, in conjunction with the Jurists' Association, organised a meeting to discuss the provisions of the new Penal Code concerning the *loss of civic rights*.

The group proposes to organise in October a meeting at which the head of the Danish prisons administration and the Advocate-General will submit reports on the result of the application of the provisions of the new Penal Code relating to the organisation and equipment of prisons and to repressive measures. With reference to the latter, we would mention the very important part played by the internment for a more or less indefinite period of juvenile delinquents, habitual offenders, drunkards, psychopaths, mental defectives, lunatics, etc.

The Minutes of these two meetings will be published by the group as its next publication.

#### III. OTHER QUESTIONS.

The Fifth Committee of the fourteenth Assembly noted that the International Penal and Penitentiary Commission had decided to devote further study to a number of very important questions raised by the Governments or the technical organisations consulted by the League. These questions include researches and enquiries into criminal biology, the organisation of international penal and penitentiary statistics, the general limitation of the period of detention pending trial, certain international aspects of the problem of assistance to convicts, compulsory after-care and its extension to prisoners who have been finally discharged, the general and international regulation of prison labour, the placing of discharged prisoners in free industry by means of legislation and the systematic collaboration of representatives of Governments, industry and labour with a view to obviating the drawbacks of the possible competition of prison labour in the open market.

Without expressing an opinion on the substance of these questions, the Assembly decided to invite the International Penal and Penitentiary Commission to continue its work and instructed the Secretary-General, as soon as the Commission has communicated to him the results of its investigations into one or other of these questions, to submit them to the Assembly. As regards the questions concerning prison labour, the Secretary-General was asked by the last Assembly to invite the International Labour Office to continue its studies and to consult the International Penal and Penitentiary Commission if it thinks that a given question should be made the object of international regulation.

On December 16th, 1933, the Secretary-General communicated these decisions of the Assembly to the International Penal and Penitentiary Commission and the International Labour Office.

The Director of the International Labour Office stated that the 1932 and 1933 editions of the *Year-Book* of the International Labour Organisation contain a special chapter on the international movement and the principal national laws concerning prison labour. In addition, information is given in *Industrial Labour Information* from time to time with regard to the most important events in this field. The International Labour Office also intends to publish a report on prison labour in the United Kingdom and the United States of America in an early number of the *International Labour Review*.

According to a decision of the twelfth Assembly, which instructed the Secretary-General "to develop the policy of collaboration with organisations dealing with the international aspect of penal and penitentiary problems", the Secretary-General accepted an invitation to send an observer to the fifth International Congress for the Unification of Penal Law, held in Madrid in October 1933.

Geneva, March 19th, 1935.

**LEAGUE OF NATIONS**

**TRAFFIC IN WOMEN AND CHILDREN COMMITTEE**

**Summary of Annual Reports for 1933-34, prepared  
by the Secretariat**

18

**CONTENTS.**

	Page
Part I. — Traffic in Women and Children . . . . .	1
Part II. — Traffic in Obscene Publications . . . . .	24

**Part I**

**TRAFFIC IN WOMEN AND CHILDREN**

The Governments of the following States have communicated to the Secretariat annual reports on traffic in women and children :

Union of South Africa, Australia, Austria, Belgium, United Kingdom, Cuba, Czechoslovakia, Danzig, Denmark, Egypt, Estonia, Finland, France, Hungary, India, Irish Free State, Italy, Japan, Latvia, Lithuania, Monaco, New Zealand, Netherlands, Poland, Portugal, Sweden, Switzerland, Turkey, United States of America.

The following Members have not sent in reports :

Afghanistan, Albania, Argentine, Bolivia, Bulgaria, Canada, Chile, China, Colombia, Dominican Republic, Ecuador, Ethiopia, Germany, Greece, Guatemala, Haiti, Honduras, Iran, Iraq, Liberia, Luxemburg, Mexico, Nicaragua, Norway, Panama, Paraguay, Peru, Roumania, Salvador, Siam, Spain, Union of Soviet Socialist Republics, Uruguay, Venezuela, Yugoslavia.

Reports have also been received from or on behalf of the Governments of the following colonies, protectorates, possessions and mandated territories :

*British Colonies, Possessions, Protectorates and Mandated Territories:* Bahama Islands, Barbados, Basutoland, Bechuanaland Protectorate, Cayman Islands, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Gilbert and Ellice Islands, Gold Coast, Grenada, British Guiana, British Honduras, Hong-Kong, Jamaica, Kenya, Leeward Islands, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland Protectorate, Palestine, Northern and Southern Rhodesia, Sarawak, Seychelles, Sierra Leone, British Solomon Islands, Straits Settlements, Swaziland, Tanganyika Territory, Transjordan, Trinidad, Turks and Caicos Islands, Uganda, Windward Islands, Zanzibar.

*Mandated Territory of South West Africa.*

*French Colonies, Protectorates and Mandated Territories:*

*Africa:* French West Africa, Madagascar Independency, Reunion, French Somaliland.

*Asia:* Indo-China, French Possessions in India.

*Oceania:* French Oceania, New Caledonia.

*America:* Guadeloupe, Martinique, St. Pierre and Miquelon, French Guiana.

*Mandated Territories:* Togoland (French), Cameroons (French), Levant.

*Netherlands Colonies:* Netherlands Indies, Curaçao and Surinam.

The reports for all the States and colonies, possessions, protectorates and mandated territories refer to the period July 1st, 1933, to June 30th, 1934, except :

*January 1st, 1931, to December 31st, 1932 :*

Turkey.

*January 1st, 1932, to June 30th, 1933 :*

Egypt.

*January 1st, 1932, to June 30th, 1934 :*

New Zealand,  
Portugal.

*July 1st, 1932, to June 30th, 1934 :*

United States of America.

*January 1st, 1933, to June 30th, 1933 :*

All French colonies and mandated territories except : French Equatorial Africa (no report), French Guiana (1932), Cameroons (January 1st, 1932, to June 30th, 1933), Levant (July 1st, 1933, to June 30th, 1934).

*1933 (whole year) :*

Danzig.

*January 1st, 1933, to June 30th, 1934 :*

United Kingdom

and all British colonies, possessions, protectorates and mandated territories except : Cayman Islands (1933), Falkland Islands (1933), Grenada (no report), Kenya (January 1st, 1934, to June 30th, 1934), Southern Rhodesia (1933 and 1934), Sarawak (January 1st, 1934, to June 30th, 1934), Turks and Caicos Islands (January 1st, 1934, to June 30th, 1934), Uganda (January 1st, 1934, to June 30th, 1934),

Hungary,

Italy,

Japan,

Netherlands,

Switzerland.

*January 1st, 1933, to December 31st, 1934 :*

Irish Free State.

## QUESTION 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.*

*" 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.<sup>1</sup>

AFGHANISTAN. — No report.<sup>2</sup> (Afghanistan entered the League of Nations in 1934.)

UNION OF SOUTH AFRICA. — No cases have come to the notice of the authorities during the period July 1st, 1933, to June 30th, 1934 ; there is no indication that trafficking in women or children for immoral purposes in the territory of the Union is being carried on.

*Mandated Territory of South West Africa.* — The report notes seven convictions under the Girls and Mentally Defective Women's Protection Proclamation of 1921. In four cases, the accused and the complainant were natives ; in two cases, the accused and the complainant were Europeans ; in one case, the accused, a native, was convicted for committing an indecent assault on a European girl.

<sup>1</sup> These replies follow the French alphabetical order of countries.

<sup>2</sup> " No report " refers to cases in which the Secretariat has received no report since the issue of the last " Summary of Annual Reports ".

ALBANIA  
GERMANY  
ARGENTINE } No report.

AUSTRALIA. — No cases were discovered during the period July 1st, 1933, to June 30th, 1934.

AUSTRIA. — The report states that during the period July 1st, 1933, to June 30th, 1934, 140 persons were reported to the police authorities as suspected of procuring; on the basis of investigations made by the authorities, forty-eight of them were referred to the criminal courts and sentenced. Of these forty-eight persons, forty-three were Austrians, three Hungarians, one a German, and one a Czechoslovak. The ages of the offenders ranged from 22 to 73 years.

The victims included ten girls under 18 years of age, the youngest being aged 12.

All the offences reported to the authorities, except two, were committed in Austria.

Two cases deserve special mention :

1. The Vienna Federal Police Presidency was informed that a woman living in Vienna had acted as intermediary between men and eight girls of 12 to 16 years. The offender, aged 34, was sentenced by the Vienna Criminal Court to two years' imprisonment with hard labour for procuring.

2. The Linz (Upper Austria) Federal Police Presidency reported a man and a woman to the Public Prosecutor at Linz for sending an Austrian woman aged 23 to a licensed house at Milan. They had also tried to send other girls to the same place.

The man was sentenced by the Linz District Court to three months' imprisonment; the woman was acquitted.

BELGIUM. — The report gives details of twelve cases for the period July 1st, 1933, to June 30th, 1934, of which three are still proceeding.

In the other cases, it was impossible to prove any connection with traffic, or nothing was discovered to the discredit of the accused. Two of the persons involved in these enquiries were Belgians and ten were foreigners (3 French, 1 Persian, 1 Italian, 1 Austrian, 1 Mexican, 1 American, 1 Russian and 1 Pole).

The following case may be cited as typical :

A French national, O. K., aged 44, was arrested in December 1933 by the Louvain police on the charge of corrupting minors. He had placed a girl of 19 as a servant in a Louvain café which had a bad reputation and was suspected of being used for prostitution. The case is still proceeding.

BOLIVIA. — No report.

UNITED KINGDOM. — The report, which covers eighteen months,<sup>1</sup> enumerates fifteen specific cases discovered in the United Kingdom, in which persons have been found procuring, enticing or leading away women, or children of either sex, for immoral purposes.

In one case, sentence of six months' hard labour was passed on a female aged 46 who, having custody of a girl aged 15 (her daughter), encouraged the commission of an indecent assault upon her.

In another case, an Arab, a native of Aden Protectorate, was sentenced to three months' hard labour and recommended for deportation on a charge of " carnally knowing a girl of 14 " with the connivance of her mother. Corroborative evidence of the mother's connivance could not be obtained.

Three men were charged with " conspiring together with a view to gain from the prostitution of employees by exercising control over their movements ". The accused were respectively proprietor and managers of a dance club and had arranged a system whereby men who frequented the club premises and who were desirous of having immoral relations with one or more of the instructresses could select or be introduced to them. On payment of certain sums to the accused the girls could leave the premises and proceed to certain rooms, sometimes arranged for by the accused, for immoral purposes. One of the accused was convicted. In the case of the two others, the convictions were quashed on appeal.

A native of Mauritius was sentenced to twenty months' imprisonment for procuring a woman aged 23. This man called himself a doctor, though not qualified. The woman entered his service as a domestic servant, and later, on a promise to train her as a nurse, she assisted in massaging patients. He seduced her and forced her by threats and flogging to allow the patients to have intercourse with her.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Bahama Islands, Barbados, Basutoland, Bechuanaland Protectorate.* — No cases were discovered during the eighteen months under review.

*Cayman Islands.* — No cases were discovered during 1933.

<sup>1</sup> Wherever the period of eighteen months is mentioned, this refers to January 1st, 1933, to June 30th, 1934.

*Ceylon.* — During the eighteen months under review, twenty-five cases have come to light in which persons have been discovered procuring women and children. In every case, the procurers and the victims were of the Ceylonese, Tamil or Muslim communities. The ages of the victims ranged from 18 to 32 years, except one case of a girl of 14.

In the majority of the cases, the procurers were prosecuted and convicted and sentenced to various terms of imprisonment ranging from two weeks' to seven years' rigorous imprisonment and to fines ranging from 25 to 100 rupees. In a few cases, the offender escaped conviction for want of sufficient evidence. The worst case was one from the Matara district in which a woman aged 65, on the pretence of taking her niece from her village to Galle for employment, gave her to two Ceylonese men for immoral purposes. Both men raped the girl. One was convicted and sentenced to seven years' rigorous imprisonment; the other was discharged; the old woman was sentenced to five years' rigorous imprisonment.

No cases of procuring boys have been detected, although such procuring is stated to be not uncommon in the island.

Sodomy, which is on the decrease owing to stricter port rules making it an offence for a person charged with a cargo barge to employ boys below the age of 18 years, has, however, led to a number of convictions.

The severity of the punishments awarded depended largely on the provisions of the law under which the charge was framed; for example, in one case, the accused was sentenced to two years' rigorous imprisonment; in two other cases, the accused were sentenced to a fine of 15 rupees in the one case and six weeks' rigorous imprisonment in the second case. Previous convictions for similar offences have an important bearing on the severity of the sentences passed.

*Cyprus.* — No cases were discovered during the eighteen months under review.

*Falkland Islands.* — No cases were discovered during 1933.

*Fiji, Gambia, Gibrallar, Gilbert and Ellice Islands, Gold Coast.* — No cases were discovered during the eighteen months under review.

*Grenada.* — No report.

*British Guiana, British Honduras.* — No cases were discovered during the eighteen months under review.

*Hong-Kong.* — During the eighteen months under review, five convictions were obtained under the Women's and Girls' Protection Ordinance of 1897. All the convictions occurred in 1933. The parties concerned were in every case Chinese.

1. The offender was a woman of 39 years of age, the victims, two women aged 24 and 29 years of age respectively. The offender was sentenced to six months' hard labour for bringing two women into the colony for purposes of prostitution.

2. The offender was a woman aged 58, the victims, five women of unknown ages. The offender pleaded guilty to procuring the girls from their residence to practise prostitution in her flat. She was sentenced to three months' hard labour.

In three further cases, which are of a similar character, the offenders, one man and two women, were sentenced: (a) to four months' hard labour; (b) to twelve months' hard labour; (c) to a fine of \$250, or six months' hard labour. In this case, the fine was paid.

*Jamaica.* — No cases were discovered during the eighteen months under review.

*Kenya.* — No cases were discovered during the period January 1st to June 30th, 1934.

*Leeward Islands.* — No cases were discovered during the eighteen months under review.

*Federated Malay States.* — During the eighteen months under review, twenty-one cases were reported in detail, of which the following are mentioned specially:

1. Information was received that A., a Cantonese male, aged 52, was acting on a very large scale in Ipoh as an agent for taking Chinese girls to clubs and hotels for immoral purposes. He had already been known for seventeen years as a pimp. A series of raids was carried out. The first was on A.'s house, when an account-book in A.'s handwriting was found showing commissions received from prostitutes.

In raids on houses in Ipoh were found B., a Cantonese girl of 14 living with her parents, and C., a Cantonese girl of 16 living with her mother. B. stated that her parents, D., a Cantonese male aged 50, and E., a Cantonese female aged 40, had sold her virginity through the agency of A., and that subsequently she had engaged in prostitution to support her parents, with A. and F., a Cantonese woman aged 48, acting as her agents on a commission basis. C. stated that she supported her mother by prostitution under the direction of A. and F., F. having been broker for the sale of her virginity.

A. was arrested and charged under 5 (i) (a) of Enactment No. 1 of 1931, but as the evidence might not have proved sufficient, banishment proceedings were substituted and proved successful. B. and C. were sent to the Po Leung Kuk, Kuala Lumpur.

No proceedings were taken against the parents of B. and C. owing to promises made to B. and C. (F. is referred to in the next case.)

2. It was established that F., of the last case, had acted as an agent for providing prostitutes for the use of all patrons who asked for them. She had already been known to the Chinese Protectorate for four years.

She was afterwards charged under Section 6 of Enactment No. 1 of 1931. As it was felt there might be insufficient evidence to secure a conviction, the case was withdrawn and banishment proceedings were instituted. On establishing local birth, she was released on a bond of \$1,000 for five years.

3. Information was received that A., a Hakka man of 30, was acting as procurer of prostitutes to a number of Chinese clubs and hotels, and as a procurer of virgins to certain individuals. A series of raids were made on several houses in Ipoh.

In one, B., a Cantonese girl of 17, was found. She stated that she was a prostitute and gave part of her earnings to C., a Cantonese woman of unknown age who had acquired her in Penang, that D., an educated Burmese-Chinese of 27, who had long posed as her husband to Protectorate officials, also took part of her earnings for helping her, and that A. took her to Chinese clubs, etc., receiving a commission on her immoral earnings.

In another house, E., a Hakka girl of 15, was found with her mother, F. She stated that she had been deflowered a few months previously by a wealthy Chinese (untraced) brought to the house by A., the profits going to F. and a large commission to A. She had since engaged in prostitution in clubs and hotels under A. and F., receiving the money less A.'s commission.

A Chinese club was raided, and on the premises was found a girl G., a Cantonese, aged 21. She stated she was a prostitute and had been brought to the club for immoral purposes by A.

A. was arrested and charged under 5 (i) (a) of Enactment No. 1 of 1931 and sentenced to six months' rigorous imprisonment and 12 strokes of the rattan, and afterwards banished. C. and F. absconded. There was too little evidence to take action against D.

B. was placed in the Po Leung Kuk and was afterwards married from it. E. was sent to the Federal Home in Kuala Lumpur. G., being over age, was released.

*Selangor.* — A., a Tamil woman aged 29, acquired control of B., a Tamil girl aged 15, through her nephew C., a Tamil aged 22, with whom B. was cohabiting. A. and C. lived on B.'s earnings as a prostitute. A. was convicted of exercising control over B. in such a manner as to compel her to prostitution, and was fined 75 dollars, or, in default, three months' imprisonment. C. was convicted of living on the proceeds of prostitution and was sentenced to four months' imprisonment. C. is to be banished on the expiry of his sentence, and banishment proceedings against A. are pending.

*Unfederated Malay States.* — *Johore.* — Three cases are reported during the eighteen months under review :

1. In August 1930, a Kiangsi girl of 16 was brought from China into the State by a Shanghai man of 28, who declared her to be his wife. In June 1933, she complained at the Chinese Protectorate that his wife was another woman, that she herself had never been his wife, and that he had compelled her to lead an immoral life in order to support him. Independent information was obtained later, making it clear that her story was true, though evidence suitable for court proceedings was unobtainable. The man was banished, and the girl is in the Po Leung Kuk Home.

2. In December 1933, a Cantonese girl of about 18 was found apparently leading an immoral life. She admitted having been a prostitute in the previous two years in other States. She has obviously been sent from place to place by traffickers, but no information has been obtained against them. The girl is in the Po Leung Kuk Home.

3. In March 1934, a Hailam girl aged 14 was taken by her adopted father's concubine, a Cantonese, who gave wrong information about her age and tried to sell her to be a secondary wife of a married man. Both her natural and her adopted father tried to persuade her to return, but the girl, being under the ex-prostitute's influence, refused. She was finally persuaded to return to her adopted father.

No cases are reported from the other Unfederated Malay States.

*Malta.* — During the eighteen months under review, thirteen cases were reported, among which the following may be mentioned :

1. F. M., 30 years, was sentenced to four months' hard labour, fined £5 and had his cabdriver's licence suspended for a period of six months for having knowingly hired and permitted the use of his cab for purposes of prostitution and other immoral practices.

2. A. F., 43 years, was sentenced to eighteen months' hard labour and fined £100 for having kept and shared with others in the management of a shop used for purposes of prostitution and other immoral practices.

3. L. P., 46 years, was sentenced to forty days' imprisonment for having importuned persons for purposes of prostitution and other immoral practices.

4. X., a woman, a Maltese subject, kept and shared with others in the management of a shop used for purposes of prostitution. She was sentenced to five months' hard labour and fined £20.

5. Z., a Maltese British subject, who had importuned persons for purposes of prostitution and other immoral practices, was sentenced to seven months' imprisonment.

In three further cases, persons guilty of the same offence were sentenced to two months', three months' and five days' imprisonment and fines of £7 respectively.

*Mauritius.* — No cases were discovered during the eighteen months under review.

*New Hebrides.* — No cases were discovered during 1933. The report for the first half year of 1934 states that the traffic in women and children was unknown in the New Hebrides.

*Nigeria, Nyasaland.* — No cases were discovered during the eighteen months under review.

*Palestine.* — Three cases were discovered, all in Jerusalem; in each case, the accused was a Palestinian subject.

In all three cases, the charge was that of keeping a brothel. In one case, the accused was acquitted; in the second, a woman aged about 30 was sentenced to six months' imprisonment; in the third, a woman of the same age was sentenced to pay a fine of £P10.

*Northern Rhodesia.* — No cases were discovered during the eighteen months under review.

*Southern Rhodesia.* — No cases were discovered during 1933 and 1934.

*Sarawak.* — No cases were discovered during the half-year ended June 30th, 1934.

*Seychelles, Sierra Leone, Solomon Islands.* — No cases were discovered during the eighteen months under review.

*Straits Settlements.* — During the eighteen months under review, forty-six cases, of which three were of an international character, were dealt with by the authorities. The following cases have been chosen as examples of the type of offence and the action taken :

Singapore. — 1. A Hokkien man, aged 25, was convicted under Section 5 (i) (a) of Ordinance No. 15 of 1930 (Women and Girls Protection) of living on the earnings of four prostitutes, and sentenced to six months' imprisonment and eight strokes of the rattan.

2. A., a Teochiu man, aged 68, was found in a small hovel. Three prostitutes stated that they paid him a percentage of their earnings (30 per cent in two cases, 50 per cent in the case of a non-Teochiu) for the privilege of using one-half of the hovel for prostitution. A. was convicted under Section 5 (i) (a) of the above-mentioned Ordinance of living in part on the earnings of prostitution, and was sentenced to one month's rigorous imprisonment.

3. As a result of a raid, A., a Hokkien man, aged 37, was charged under Section 5 (i) (a) of the above-mentioned Ordinance with living on the earnings of several prostitutes in a brothel. The owner of the house handed A. the keys to enable him to effect some repairs, and he had used this opportunity to allow five or more prostitutes to use it as a brothel, charging them 5 dollars per month. He was convicted and sentenced to three months' rigorous imprisonment.

4. The police discovered that A., a Sikh woman, had been brought to Malaya and sold several times; in each case, the purchaser had kept A. as his mistress for a time before passing her on. Two Sikh men, aged 28 and 25, were convicted under Section 4 of the above-mentioned Ordinance of trafficking in A., and sentenced to fines of 300 and 200 dollars respectively. Three other Sikhs charged at the same time were acquitted. A. was sent back to India.

This case refers to Malaya and India. It is the first prosecution of its kind in the Straits Settlements among Sikhs, where the practice is not uncommon.

5. The police discovered that A., a female Javanese aged about 19 years, was brought to Singapore by B., a male Khek aged 34, who later sold her to a male Hokkien for 45 dollars.

B. was convicted under Section 4 (i) of the above-mentioned Ordinance of trafficking and, under Section 5 (i) (a) of the same Ordinance, of living in part on the earnings of prostitution, and was sentenced to nine months' and four months' rigorous imprisonment respectively.

This case refers to the Netherlands East Indies and Malaya.

6. A Kiangsi female, aged 37, was convicted under Section 6 of the same Ordinance of abetting the prostitution of a Kiangsi woman, aged 20. The evidence showed that she bought the girl in Amoy, China, had her brought over to Singapore, and beat her till she agreed to be a prostitute. The woman was fined 200 dollars or three months' imprisonment in default.

This case refers partly to China and partly to Malaya.

Penang. — The report describes two cases of Hokkien girls, aged 8 and 6 years respectively, who were found in brothels. In one case, it was found that the girl was being trained for prostitution. They were released to the father and mother respectively on security bond under Section 7 of Ordinance No. 26 of 1914 (Women and Girls Protection).

The cases in which males were convicted and sentenced for living on the earnings of prostitution show penalties ranging from 50 dollars, or, in default, six weeks' rigorous imprisonment to six months' rigorous imprisonment, and deportation to China after serving their terms of imprisonment.

*Swaziland, Tanganyika, Transjordan, Trinidad.* — No cases were discovered during the eighteen months under review.

*Turks and Caicos Islands, Uganda Protectorate.* — No cases were discovered during the half-year ended June 30th, 1934.

*Windward Islands.* — No cases were discovered during the eighteen months under review.

*Zanzibar Protectorate.* — One case affecting the Protectorate alone was reported for the eighteen months under review :

In March 1933, the police raided a well-known brothel and found three girls, aged 10, 12 and 14 respectively, on the premises.

The occupier of the brothel, a woman, was prosecuted under Section 386 of the Penal Decree on a charge of obtaining minors for the purpose of prostitution. She was convicted by the resident magistrate and sentenced to eight months' rigorous imprisonment.

In connection with this case, a man was prosecuted under Section 379 (a) of the Penal Decree on a charge of procuring a girl under the age of 21 years for the purpose of illicit intercourse. He was convicted by the High Court and sentenced to two years' rigorous imprisonment.

BULGARIA	}	No report.
CANADA		
CHILE		
CHINA		
COLOMBIA		

CUBA. — No cases were discovered during 1933.

DENMARK. — During the period July 1st, 1933, to June 30th, 1934, enquiries were opened in four instances. They do not relate to the direct incitement of women or children to sexual intercourse with another, but to various forms of providing opportunities for or facilitating sexual intercourse for purposes of gain. None of these cases was of an international character. In three of the cases, penalties were imposed. These cases do not include proceedings and judgments on persons living wholly or in part on the proceeds of prostitution.

DANZIG. — No offences reported for 1933. The authorities point out, however, that cases of immoral offences such as rape, offences against minors, exploitation of prostitutes for gain, the activities of *souteneurs* have not been regarded as falling under this question.

DOMINICAN REPUBLIC. — No report.

EGYPT. — For the period January 1st, 1932, to June 30th, 1933, the report of the Ministry of Justice mentions nine cases of procuring; in some of them several persons were implicated. All the persons prosecuted and all the victims were of Egyptian nationality and the cases recorded concern Egypt alone. In some instances, the accused were acquitted; in others, proceedings were temporarily suspended, and in others again appeals are pending. In one case, judgment was given against the accused, who were charged with infringing the regulations concerning tolerated houses of prostitution, and were sentenced to a fine of £E1 each, the house being closed down.

Persons accused of procuring who are nationals of one of the capitulation Powers are amenable to their own consular jurisdiction. The Egyptian Ministry of Justice is therefore unable to supply any information on that subject.

The Egyptian Government has further submitted two reports from the Alexandria City Police, recording thirty-six cases, three of which are international. The persons guilty of these offences were in every case foreigners, and most of them were dealt with by the consular authorities.

Most of these cases related to *souteneurs*, the majority of whom were refused admission or repatriated. Other cases had reference to clandestine prostitution.

The most serious of the cases reported by the Alexandria City Police is the following :

S. M., known as " Arthur ", a Maltese British subject, trafficker in women and *souteneur*, had seduced the following women before 1932 and made prostitutes of them : H. B., Austrian; T. K., known as " Poppy ", Greek, aged 29; M. P., known as " Manon ", French, aged 31; J. T., French, aged 29; L. S., known as " Ketty ", French, aged 35; A. L., known as " Renée ", French, aged 32; not to mention sundry other prostitutes in Cairo and Alexandria who purported to be the mistresses of his two brothers, but were in reality being exploited by him. Finally, having seduced a young Italian girl, M. B., aged 19, he drove her into prostitution. S. M. was sentenced on January 6th, 1932, by the British Consular Court, to six months' imprisonment, a fine of £E100, and deportation.

The following case throws some light on the methods of certain traffickers :

F. N. G., a Frenchman, born at Aubervilliers (France), a professional *souteneur* and trafficker in women between France, South America and Egypt, who arrived from France in 1932, passed, on April 1st, 1932, a fictitious contract with the firm of G. B., of Brussels, which gave him the concession for the sale of



figured fabrics in America, Australia and Egypt — known centres of the traffic in women. One of his victims was established at Cairo, another at Ismailia and a third at Alexandria. He was deported from Egypt on June 6th, 1933.

ECUADOR }  
SPAIN } No report.

ESTONIA. — No cases discovered during the period July 1st, 1933, to June 30th, 1934.

UNITED STATES OF AMERICA. — The report from the United States of America refers to the period July 1st, 1932, to June 30th, 1934. According to the statistics prepared for the annual reports of the United States Attorney-General, the following offences were discovered under the Mann (White Slave) Act relating to the transportation of women from one State to another or to a foreign country for immoral purposes :

Number of cases of criminal prosecution commenced . . . . .	565
Number of cases of criminal prosecution terminated . . . . .	626
Number of convictions . . . . .	479
Number pending at close of period . . . . .	209
Aggregate amount of fines, forfeitures and penalties imposed during the year . . . . .	\$20,396.91

ETHIOPIA. — No report.

FINLAND. — No case discovered during the period July 1st, 1933, to June 30th, 1934.

FRANCE. — The report covers the period January 1st, 1933, to June 30th, 1934.

The following sentences were passed : 103 for inciting girls under age to immorality (eighteen cases of false identity papers) ; thirty-one for procuring women of full age for immoral purposes ; thirty-five for living on a prostitute's earnings. These last sentences varied from three months to two years' imprisonment (with additional penalties of from five to ten years' prohibition of residence in specified areas, loss of civil rights, closing down of premises, etc.). Twenty-five offenders were deported, twenty-six women were repatriated, refused entry or deported.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Africa.* — French West Africa. — No cases were discovered during the half-year ending June 30th, 1933.

French Equatorial Africa. — Report to be received later.

Madagascar and Dependencies, Reunion, French Somaliland. — No cases were discovered during the half-year ending June 30th, 1933.

*Asia.* — Indo-China. — No offence of trafficking with European women or girls under age was reported during the half-year ending June 30th, 1933.

As regards natives and assimilated persons, there were twelve offences in Cochin-China, ten in Tonkin, one in Annam, three in Cambodia. All these cases were brought to court during the above-mentioned period, and various sentences were passed.

French Possessions in India. — No cases were discovered during the half-year ending June 30th, 1933.

*Oceania.* — French Oceania, New Caledonia. — No cases were discovered during the half-year ending June 30th, 1933.

*America.* — Guadeloupe, Martinique, St. Pierre and Miquelon. — No cases were discovered during the half-year ending June 30th, 1933.

French Guiana. — The report, which refers to the year 1932 only, states that traffic in women and children is non-existent.

*Mandated Territories.* — Togoland. — No cases were discovered during the half-year ending June 30th, 1933.

Cameroons. — No cases were discovered during the year 1932 and the half-year ending June 30th, 1933.

Levant. — During the period July 1st, 1933, to June 30th, 1934, no case of traffic in women to other countries was discovered.

As regards the clandestine prostitution of native women, the Syrian and Lebanon police discovered and closed upwards of thirty houses used for immoral purposes.

The number of cases of procuring and incitement of minors to immoral practices is reported as being practically the same as for the previous year.

GREECE	}	No report.
GUATEMALA		
HAITI		
HONDURAS		

HUNGARY. — The report, which covers the period January 1st, 1933, to June 30th, 1934, first describes a number of international cases of procuring, in which action was taken, but in none of which could any offence be proved.

The following, however, may be quoted as an example of the cases described :

The " Sundry Announcements " column of a Budapest daily paper contained an advertisement for a young girl of good appearance to tour in Italy. Two girls replied to the advertisement : P. E., of Budapest, born 1911, and N. E., also of Budapest, born 1916 ; they signed a contract with Madame I. I., aged 33, divorced, variety artist, who was to take them to Italy, pay for their keep and give them 100 lire wages. P. E. wrote to her mother complaining that she could not bear her new life any longer and that she was in moral danger. The Royal Hungarian authorities applied to the Italian central authority in Rome, asking for information as to the occupation of Madame I. I. and the position of the two girls. The Italian authority replied that the girls in question were attached to a travelling show. Enquiries showed that the two girls were not earning sufficient to live on and the Questura therefore sent them back through the frontier station of Postumia, whence they returned to Hungary.

The report gives particulars of thirty-eight national cases of procuring which were brought before the courts. In some of these cases, several individuals were charged with procuring.

The report shows that eighteen persons were sentenced to imprisonment and eight to penal servitude. Several were sentenced to the loss of civic rights. Some cases were dismissed and certain prosecutions are still pending.

The heaviest sentences were imposed in the following cases, occurring at Miskolc :

Following a communication from the Hungarian Association for the Suppression of the Traffic in Women, drawing attention to a Budapest newspaper article, according to which the number of procurers had greatly increased at Miskolc, the Miskolc police were asked by the central authority to give information regarding certain incidents reported in the Press. The police stated that charges were brought against individuals who were exploiting the distress of young unemployed women by enticing them into their apartments for purposes of prostitution. Eight men and two women were involved. The women were sentenced to twenty days' imprisonment and a fine of 100 pengő respectively ; two of the men to fifteen days' imprisonment and the others to fines varying from 10 to 100 pengő.

Several young men joined together under the name of " Red Flower " with the object of enticing young inexperienced unemployed women into an apartment. As a result of a house search, four of the twenty-four women involved were found. The offenders were sentenced to five, three and two years' penal servitude respectively and to the loss of civil rights for ten and five years. One of the offenders was sentenced to seven months' imprisonment and loss of civil rights for five years.

Several young men joined together under the name of " Talszövetség " to entice women into the greenhouse of a cemetery garden with a view to violating them. About twenty women had suffered in this way. The court sentenced three of the men involved to three years' penal servitude and loss of civil rights for five years, and one to ten months' imprisonment and loss of civil rights for five years.

INDIA. — During the period July 1st, 1933, to June 30th, 1934, fifty-eight cases were registered, of which none was of an international character.

*Madras.* — Eight cases were registered and twelve persons charged. Three of the offenders were Anglo-Indians and the rest Indians. The age of one of the victims was 8 years. All of the offenders were convicted, except two Indians. The report states that the local Salvation Army had been helpful in detecting these cases.

*Burma.* — For the whole province, twenty cases of procuring women for immoral purposes were dealt with. The age of the victims varied from 12 to 25 years. The offenders were mostly of Burmese nationality. Eleven convictions were secured.

In addition, action was taken under the Burma Suppression of Brothels Act (Act 2 of 1921). The total number of convictions under this act for soliciting, living on the earnings of prostitution, procuring, keeping of brothels, etc., was 331.

*Bombay.* — Nineteen cases of offences falling under Question 1 were registered. Most of these cases refer to abductions, some with the object of selling the victims, kidnapping in order to force to illicit intercourse, procuring, etc. The age of the victims varied from 7 to 30. The majority of the cases, however, refer to girls between 11 and 15. In two cases, boys of the ages of 11 to 12 were involved. Thirty-two offenders were convicted and sentenced to rigorous imprisonment up to six years. One offender was convicted and sentenced to simple imprisonment.

The following case, although one of the most serious reported, may give some idea of the type of case registered by the Bombay authorities :

Accused No. 1, 40, male, enticed away a sweeper girl from Panipat to Delhi, where he sold her to accused Nos. 2 and 3, two women aged 25 and 24, on behalf of a gang composed of four persons. Together with another sweeper girl, the victim was taken to Karkana, where the gang made efforts to sell both as Hindu Rajputswomen. All six persons were convicted and sentenced to five years' rigorous imprisonment.

*Bengal.* — The report on Bengal describes eleven cases dealt with under the Calcutta Suppression of Immoral Traffic Act of 1923 and the Bengal Suppression of Immoral Traffic Act of 1933, which came into force on January 1st, 1934. The cases are of a similar character to those registered under Bombay.

Twelve persons were convicted, ten of them being sentenced to rigorous imprisonment. In two of the cases, a sentence of one year's rigorous imprisonment was passed ; in two others, five years.

The following case is typical :

Two Mohammedans kidnapped a Hindu girl aged about 15 for immoral purposes in Calcutta and kept her concealed in a brothel, from which she was rescued. The accused were convicted and sentenced to various terms of imprisonment at the High Court Sessions, Calcutta.

The report states that sixty girls were rescued from brothels by the police under the provisions of the Bengal Suppression of Immoral Traffic Act, as against sixty-six in the same period of the previous year. Ten of these girls were later found to be over the prescribed age and therefore do not fall under the Act. Fifty girls were dealt with by the Central Children's Court, of whom fifteen were sent to homes, and thirty-five were made over to suitable custody for varying periods.

IRAN }  
IRAQ } No report.

*IRISH FREE STATE.* — The report for 1933 and 1934 states that traffic in women and children is non-existent.

*ITALY.* — The reports from the Italian Government, which relate to the period January 1st, 1933, to June 30th, 1934, mention two trafficking offences against two Italian women by three persons, also Italian. The latter were reported to the judicial authorities. These cases are still *sub judice*.

The following persons were also reported to the judicial authorities : (a) for procuring : 266 persons, two of whom were foreigners ; of these, 113 were sentenced to various penalties ; (b) for deriving profit from the prostitution of women, various types of offences : 129 persons of Italian nationality, 51 of whom were sentenced.

There were also discovered 218 offences of procuring and 443 cases of abduction of minors ; 274 of the accused were sentenced and seventy-two were acquitted.

Accused were all Italians, except two. Of these, one, an Englishwoman, was sentenced to one year and five months' imprisonment with hard labour.

Lastly, police measures were taken against 124 persons, all of Italian nationality, eighty-one of whom were proposed for civic admonition and four for police translocation ; twenty-one were admonished and eighteen were sentenced to police translocation.

*JAPAN.* — The report covers the period January 1st, 1932, to June 30th, 1934. The offences discovered fall under Articles 224-226 of the Japanese Penal Code, which punishes the abduction or kidnapping of a minor ; abduction or kidnapping of a person for the purpose of gain, obscenity or marriage ; abduction, kidnapping, selling or buying of a person for conveyance to a foreign country ; and such conveyance of a person kidnapped or bought. Article 227 provides against aiding and abetting those offending under the preceding articles.

The Japanese Government reports 196 cases. The number of accused brought before the courts was 244. The number of convictions was 242. About 85 per cent of the cases refer to infringements of Article 225, which punishes the abduction or kidnapping of a person for the purpose of gain, obscenity or marriage. The penalties varied up to five years' imprisonment. More than half of the convictions under this article resulted in penalties of between one and two years' imprisonment.

*LATVIA.* — No cases were discovered during the period July 1st, 1933, to June 30th, 1934.

*LIBERIA.* — No report.

*LITHUANIA.* — No cases were discovered during the period July 1st, 1933, to June 30th, 1934.

LUXEMBURG }  
MEXICO } No report.

MONACO. — No cases were discovered during the period July 1st, 1933, to June 30th, 1934.

NICARAGUA }  
NORWAY } No report.

NEW ZEALAND. — No cases were discovered during the period January 1st, 1932, to June 30th, 1934.

PANAMA }  
PARAGUAY } No report.

NETHERLANDS. — Cases of traffic or procuring affecting the home country alone are not mentioned in the Netherlands report, which covers eighteen months. The reasons given are as follows :

The reports from various Governments differ so widely as regards the scope of the cases to be reported and the number of cases reported depends so much on the activity of the various police forces, that the conclusions reached are necessarily only approximate. In this connection only cases of traffic and procuring of an international character are mentioned.

In point of fact the report only mentions one case of international traffic :

A Netherlands national, H. P., living near the eastern frontier and proceeding frequently to Germany, had promised a German girl, aged 19, to procure her employment in a café. Instead of taking her to this café he took her to the house of a married woman aged 30, where prostitution was carried on. The girl left the house, returned home at her own expense and reported H. P. The latter was sentenced to one year's imprisonment. H. P., who is the father of nine children, had no employment but received pocket-money from his wife, who is employed.

NETHERLANDS INDIES. — Between July 1st, 1933, and June 30th, 1934, the following cases were discovered : Twenty-six cases of international traffic in which a Chinese woman and a Chinese man were implicated ; five cases of national traffic in which natives were implicated ; and three cases of procuring in which two native women and one Chinese woman were engaged.

The authorities also co-operated in several other cases, in particular the following : Sixty-six cases relating to clandestine brothels or establishments for encouraging immorality in women of full age (Article 296 of the Criminal Code) ; thirty-one cases of offences against public morality, including cases of rape, immorality with girls below the age of 15, immorality with minors of the same sex, forcible abduction, etc.

As usual, the persons implicated in serious offences have been notified to the authorities and their victims placed under the supervision of the Pro Juventute association or other societies, or of the authorities.

The Office has received no particulars of cases of traffic in boys for immoral purposes.

PERU. — No report.

POLAND. — In the year under review (July 1st, 1933, to June 30th, 1934), 408 cases of procuring, inciting to prostitution or otherwise exploiting the immorality of others were discovered and brought before the courts. In 243 cases, the proceedings were quashed ; 53 cases terminated with verdicts of " not guilty ", and, in 112 cases, sentences were passed, varying according to the character and nature of the offences, from a fine of 10 zloty to seven years' imprisonment and loss of public rights and civic privileges.

The report gives particulars of fifteen cases.

Details of six of these are given below :

1. In 1933, proceedings were opened against A. N., a Polish national, the owner of a licensed house, who exploited the prostitutes residing with her, taking half their earnings for herself and deducting in addition heavy charges, including sums specifically for rent. She was also professionally engaging in inciting to immorality, and for that purpose made friends with young, good-looking, unemployed girls. For exploiting the cashier of a bathing-establishment, G. G., aged 20, she was sentenced by the Warsaw district court to three years' imprisonment, a fine of 1,000 zloty and loss of public rights and civic privileges for five years.

2. The Sixth Brigade of the Warsaw Investigation Department took proceedings against C. and his wife, who were chronically addicted to alcohol. They sent their two daughters from their earliest childhood into the streets to sell flowers, where, in constant contact with prostitutes, they started at thirteen years of age to engage in immorality with the knowledge of their parents. They were beaten by them when their earnings were small. The elder daughter having married a man without means, her parents induced her to leave her husband and take up prostitution. She tried to commit suicide by jumping out of a window into the street. The parents were sentenced to three years' imprisonment.

3. K. F., a Polish national living on the earnings of two prostitutes, was exceptionally brutal to his victims, beating them when they refused to give him money or earned too little. He was sentenced to three years' imprisonment and loss of public rights and civic privileges for eight years.

4. Sz. D., a Polish national, hotel proprietor, abetted and exploited the immorality of others and incited his three servants to engage in prostitution. He was sentenced to three years' imprisonment, a fine of 3,000 zloty, and loss of public rights and civic privileges for five years.

5. D. M., a Roumanian national, incited his wife to engage in prostitution and was sentenced to three years' imprisonment and a fine of 1,000 zloty.

6. R. J. G., a Polish national, incited N. J. (19 years old), the daughter of poor parents, to immoral practices, and placed her in a brothel kept by his mistress. R. J. G. took the money she earned by prostitution and then, on the pretext of marriage, conveyed her to Venezuela, where he sold her to a brothel. Having received payment for her, he returned on a false passport to Poland, leaving her in Venezuela. Her parents testified that their daughter had gone to Warsaw to look for work, that for a long time they had had no news of her, and then learnt from her letters that she had a *fiancé* with whom she intended to leave for abroad, where he was to marry her. R. J. G. was sentenced to seven years' imprisonment, and his mistress to two years' imprisonment.

PORTUGAL. — The Portuguese Government's report covers the period January 1st, 1932, to June 30th, 1934. It mentions five cases of procuring and one case of procuring and rape. There were altogether eight persons accused and seven victims, five of these being minors between 12 and 19 years of age.

Of the above six cases, one ended with an acquittal and four with a discharge for lack of evidence; one case is pending, as the offender has escaped.

ROUMANIA	}	No report.
SALVADOR		
SIAM		

SWEDEN. — The report from the Swedish Government states that, during the period July 1st, 1933, to June 30th, 1934, no case of traffic in the true sense has been discovered. Nine persons (1 man, 8 women) were prosecuted for procuring.

Eight were sentenced: One to seven months', two to five months', one to four months', two to three months', one to two months' and one to one month's imprisonment. In three of these cases, the persons sentenced were placed on probation.

SWITZERLAND. — During the period January 1st, 1933, to June 30th, 1934, one case of traffic came before the judicial authorities and was dismissed.

One hundred and thirty-five cases of procuring have come to light, in sixty-five of which the accused were sentenced to punishment. All the cases reported referred to Switzerland only.

CZECHOSLOVAKIA. — No cases were discovered during the period July 1st, 1933, to June 30th, 1934.

TURKEY. — The reports from the Turkish Government cover the period January 1st, 1931, to December 31st, 1932.

Turkish legislation deals with the offences referred to in Question 1 under the following heads: Incitement to prostitution and procuring.

In 1931 and 1932, 871 cases of incitement to prostitution and 583 cases of procuring were discovered.

The victims are generally persons between 15 and 40 years of age. Young persons are induced to practice immorality under the influence of alcoholic liquor or of narcotics or by means of threats of violence or the offer of a share of the profits.

The practice of offenders is to put places of assignation at the disposal of couples.

Two cases of prostitution in a disguised form were discovered in 1931. Two Austrian women who pretended to be tourists were really prostitutes; they were conducted to the frontier *en route* for their country of origin.

UNION OF SOVIET SOCIALIST REPUBLICS. — No report (The Union of Soviet Socialist Republics entered the League of Nations in 1934).

URUGUAY	}	No report.
VENEZUELA		
YUGOSLAVIA		

## QUESTION 2.<sup>1</sup>

### COMMUNICATIONS BETWEEN CENTRAL AUTHORITIES.

*"Please give particulars of any cases during the year in which communications have been sent to or received from other central authorities, giving the name of the central authority."*

### Replies.

AUSTRIA. — The Office of the Director of Federal Police in Vienna (Central Bureau for the Suppression of the White Slave Traffic) had occasion, in 108 cases, to enter into communication with the central authorities of Egypt, Belgium, Germany, the United Kingdom,

<sup>1</sup> From Question 2 onwards, no mention is made either of countries which have sent in no report or by whom no reply or a negative reply has been given to a specific question.

France, Greece, Hungary, Italy, Yugoslavia, Latvia, Lithuania, the Netherlands, Poland, Portugal, Roumania, Switzerland, Spain and Czechoslovakia. (Seventy-two cases were communicated to the central authorities; thirty-six were communications received from other central authorities.)

BELGIUM. — In one case, the police at Frankfurt state that a young girl dancer, a member of the ballet "Celly Lesmona", had been abandoned. The managers of the troupe were suspected of trafficking, but no proof could be established.

In another case, an advertisement was placed in a Belgian daily newspaper by S. M., offering employment in Venezuela. A request for information addressed to the police of Caracas received no reply.

UNITED KINGDOM. — The British central authority exchanged communications in regard to the following cases :

1. The Vienna central authority wished to have information concerning Press reports of French women being married to British subjects for prostitution purposes, and enquired whether any Austrian woman had been involved. The central authority was informed that the women in the case referred to were already prostitutes before they came to England and that no Austrian woman had been concerned in these marriages.

2. The central authority in Valetta made enquiries with regard to a girl aged 20 who had left England without acquainting her relatives in the company of a Maltese and his two brothers, travelling to Malta on passports obtained by means of false declarations. The girl was persuaded to return home, the Maltese police informing her that the Maltese in question, whom she wanted to marry, was already married and that one of his brothers had been convicted of living on the proceeds of prostitution in Alexandria. There was no evidence of any intention of procuring her for prostitution.

3. The central authority of Amsterdam made various enquiries (see replies to Question 4 : " Employment Agencies ").

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Unfederated Malay States*. — Johore. — The Protector of Chinese is in constant communication with the Secretary for Chinese Affairs, Straits Settlements, and the Secretary for Chinese Affairs, Federated Malay States. Movements of female and child immigrants (and to a less extent, female emigrants) and of girls on security bond under the Women and Girls' Protection Enactment and the Mui Tsai Enactment are regularly reported between the various Chinese Protectorates in Malaya. In suspicious cases, enquiries are undertaken by one Protectorate on behalf of another as a matter of routine.

Nine cases were communicated to other central authorities, which in their turn communicated 829 times with the Unfederated Malay States authorities.

*Malta*. — The British central authority made enquiries in regard to two cases, but investigations proved that they had no connection with traffic in women.

DANZIG. — Twelve cases came to the notice of the Office in 1933 of alleged abduction of women. Of these cases, six were taken up by the Office in the course of its duties, four came to its notice through information published in the Press, while two cases were notified by foreign authorities.

Of the twelve cases reported during the year, all were dealt with except one. Traffic in women and children could not be proved in any of the cases.

Communications were sent to other central authorities (in Berlin, Warsaw, and Vienna) in nine cases.

In two cases, communications have been received from other central authorities.

EGYPT. — The police of Alexandria report four cases in which the Egyptian authorities applied to other central authorities (State Police Headquarters, Madrid; Commissioner of the Metropolitan Police, London; Sûreté générale, Beirut; Chief of Police, Gibraltar).

FRANCE. — The central authority has frequently exchanged information with foreign police authorities. It has also reported to all the national gendarmerie and police services the descriptions of individuals suspected of trafficking in women.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Levant*. — Requests for investigations were received from Turkey and Egypt concerning young girls who had disappeared.

HUNGARY. — As a result of denunciations or complaints, communications were exchanged with the Bulgarian, Egyptian, Italian and Roumanian central authorities.

In all cases, the complaints were found to be unjustified.

ITALY. — Requests for information were received from the Roumanian, Polish, Austrian and German police.

During the first half of 1933, no request for information concerning cases of traffic was made to foreign central authorities.

NETHERLANDS. — The Netherlands central authorities communicated with the central authorities of Germany (5 cases), Austria (1 case), Belgium (4 cases), France (1 case) and United Kingdom (1 case).

NETHERLANDS INDIES. — The Government Office has been in touch with the central authorities at Singapore and Hong-Kong, through the Consul-General of the Netherlands in those territories, regarding the two cases of international traffic mentioned under Question 1.

POLAND. — The central authority communicated with the Belgian authority in regard to a Polish girl under age in danger of falling into prostitution.

PORTUGAL. — During the period under review, no communications were received from other central authorities, but the criminal investigation police at Lisbon notified one case to the Oporto police.

SWITZERLAND. — The Federal Public Ministry at Berne entered into communication with the central authority, Paris, in three cases and with the central authority, Rome, in one. The cases were cleared up after a brief enquiry.

CZECHOSLOVAKIA. — The Czechoslovakian central authority has been in communication with the authorities of Lithuania and Germany. In the first case, the enquiries established the innocence of the person charged; in the second, the charge was substantiated. The accused person has, however, absconded.

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### QUESTION 3.

#### 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.”*

#### Replies.

AUSTRIA. — Three foreign prostitutes (German, Czechoslovak, Hungarian) were forbidden to reside within a given area.

Proceedings for expulsion have been begun against five women accused of procuring.

BELGIUM. — Twenty-one foreign women were repatriated by Ministerial Decree and fifty-five foreign women were expelled by Royal Decree, from July 1st, 1933, to June 30th, 1934.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Hong-Kong.* — (a) Thirty females (8 Japanese, 7 Korean and 15 Chinese), who had been victims of the offences mentioned under Question 1, of ages varying from 15 to 38 years, were deported, and two Japanese females, aged 16 and 17 respectively, repatriated. These women were the inmates of twelve bogus massage establishments, in which they practised prostitution and/or unnatural vice.

(b) The following foreign prostitutes were deported or repatriated : Five French, aged from 22 to 32 years; three Russian, aged from 22 to 33 years; one American and one Nicaraguan, aged 23 and 20 years respectively.

(c) Three Japanese males, aged 22, 39 and 43, six Japanese females, aged 21, 25, 29, 32, 33 and 40, two Korean males, aged 23 and 31, two Korean females aged 23 and 37, and two Chinese females, aged 34 and 36, were deported for being the principals of the twelve establishments mentioned in (a) and for living on the earnings of vice. Two Corsican males, aged 35 and 40, and one Polish male, aged 26, were deported in 1934 for procuration.

*Kenya.* — (c) Three natives of the colony, S. M., A. J. and B. S., aged 25, 30 and 35 years respectively, all of the Bajuni tribe, were repatriated from Mombasa to Lamu in this colony on charges of vagrancy. They were believed to have been living on the earnings of prostitution, but evidence was not procurable to arraign them for this offence.

*Federated Malay States.* — (c) Twenty-nine male Chinese, ages ranging from 25 to 65 years, nine female Chinese, ages ranging from 27 to 55 years, and one female Siamese, aged 45, were deported or repatriated.

*Unfederated Malay States.* — (c) One Shanghai man, aged 31, one Hokkien man, aged 32, prosecuted for managing a brothel, were banished. Another Cantonese man, aged 31, after conviction in court, was banished for managing and living on the proceeds of a brothel.

A Cantonese woman, prosecuted for managing a brothel, was convicted but not banished because she was found to be locally born and appeared willing to change her way of life.

*Palestine.* — (b) Two foreign prostitutes were deported : a Moslem, aged 30, to Syria, and a Jewess, aged 24, to Poland.

(c) There were three cases, all in Haifa, of men convicted for soliciting on behalf of prostitutes. All were sentenced to a fine of £P5 or one month's imprisonment in lieu. Two, a Syrian Arab, aged 22, and a Transjordan Arab, aged 35, were deported ; a Transjordan Arab, aged 24, absconded.

*Strails Settlements.* — Singapore. — (a) A female Hokkien, aged 30, was found to be supporting her husband by prostitution. When the man was banished she requested to be sent back to China with him. This was arranged.

A female Sikh, aged 22, was repatriated after two male Sikhs had been convicted for using her for purposes of traffic.

(b) One Indian prostitute, aged 17, and two Chinese prostitutes, aged 34 and 63, were deported or repatriated.

(c) A certain number of men and women believed to be engaged in procuration or living on the proceeds of prostitution were deported — namely, thirty-four male Chinese aged from 21 to 53, eighteen female Chinese aged from 34 to 63, and one Japanese woman of 40.

*Penang.* — (c) Two persons were deported or repatriated.

*DENMARK.* — (b) Four women, one of German and three of Swedish nationality, born respectively in 1911, 1912, 1897 and 1912. In the case of one of these women, of Swedish nationality, the deportation order was subsequently withdrawn, the person concerned having married a Danish national.

*DANZIG.* — (c) Sixteen Polish nationals who had been convicted of living on immoral earnings were expelled in 1933.

They were aged about 30 years.

*EGYPT.* — No indication is given in the following cases whether deportation or repatriation took place : (a) Three women of French nationality, aged 24, 31 and 35 ; (b) fifteen women of French and Italian nationality, ages ranging from 29 to 61 ; (c) nineteen persons, male and female, of Austrian, British, French, Greek and Italian nationality, ages ranging from 28 to 70.

*UNITED STATES OF AMERICA.* — (a) One Greek male procurer was debarred from entering the United States.

(b) The following aliens of the immoral classes were deported under warrant proceedings after entering the United States<sup>1</sup> :

Prostitutes or aliens coming for any immoral purpose. . . . .	347
Prostitutes after entry or inmates of house of prostitution. . . . .	273
Supported by or received the proceeds of prostitution or connected with houses of prostitution or similar places. . . . .	292
Aliens who procured or attempted to bring in aliens for immoral purposes or assisted or protected prostitutes from arrest. . . . .	104
Found in the United States after having been deported under one of the above headings . . . . .	189

(c) Seventy-six minor aliens of the immoral classes have been deported under warrant proceedings after entering the United States. Of these, sixty-six were females and ten males.

<sup>1</sup> Statistics emanating from the Bureau of Naturalisation and Immigration of the United States Department of Labour.



Of the females mentioned above, six were under 16 years of age. They were deported to the following countries : United Kingdom, 1 ; Canada, 9 ; Irish Free State, 1 ; Italy, 2 ; Mexico, 61 ; Nicaragua, 2.

FRANCE. — Twenty-five foreigners were deported as *souleneurs*. Twenty-six women were repatriated, deported or refused admission, of whom eight were of Italian nationality.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Indo-China*. — A native woman, who had been sold abroad, succeeded in escaping and was repatriated.

*Levant*. — The following people were deported or repatriated: (a) 3 Turks ; (b) 2 Algerians, aged 32, 1 Egyptian, aged 30, 1 Frenchman, aged 25, 1 Bulgarian, aged 27, and eleven women (2 Germans, aged 27 and 32, 2 Bulgarians, aged 25 and 27, 1 Cypriot, aged 28, 1 Iraqi, aged 24, 1 Hungarian, aged 48, 2 Greeks, aged 28 and 40, 1 Pole, aged 44, 1 Turkish woman, aged 25). (c) Several individuals were requested to leave the territories and did so without its being necessary to employ measures of expulsion.

HUNGARY. — Seven Roumanian women and six Czechoslovak women were deported for engaging in clandestine prostitution.

ITALY. — There were 1,182 prostitutes under age sent back to their home communes. Three foreign women were repatriated.

Eight foreign women were deported and twelve were turned back at the frontier. One Polish prostitute requested the authorities to send her back to her family in Paris, whence she had come.

An Austrian procurer was deported.

JAPAN. — (a) Ten Japanese women and children, ages ranging from 16 to 21 years, were victims of the offences specified in Question 1.

Eighteen women, ages ranging from 17 to 42 years, were also repatriated as prostitutes, although they had not been victims of offences.

(c) Five women and five men, of Japanese nationality, found or believed to be engaged in procuration or living on the earnings of prostitution.

NETHERLANDS. — (b) There were deported from the Netherlands 151 women without means of livelihood and engaging in prostitution, including 30 minors — namely, 98 German, 19 Belgians, 13 Austrians, 7 French, 2 Hungarians, 2 Poles, 1 British, 1 Norwegian, 1 Greek, 1 Roumanian, 1 Czechoslovak, 1 Yugoslav, 1 Swiss, 2 without nationality.

(c) The following foreigners, including one woman, suspected of living on the proceeds of prostitution, have been deported : 14 Germans, 4 Austrians, 3 French, 3 Italians, 2 Greeks, 1 American, 1 Chinese, 1 Spaniard, 1 Belgian, 1 Czechoslovak, 1 without nationality (ex-Russian).

NETHERLANDS EAST INDIES. — *Curaçao*. — (a) One minor of Chinese nationality, aged 14 years.

(b) Seven of Venezuelan nationality and one of Colombian nationality, aged between 20 and 24 years.

(c) Two Chinese, sex and age not stated.

POLAND. — (a) One prostitute, of Czechoslovak nationality, 37 years of age, was deported.

(b) Two prostitutes, aged 36 and 44, were repatriated from Austria.

(c) A Brazilian, aged 46, was deported.

SWITZERLAND. — (b) There were 267 foreign women expelled or repatriated : 185 German, 22 Austrian, 21 French, 18 Italian, 10 Czechoslovak, 3 Hungarian, 2 Roumanian, 2 Yugoslav, 1 Polish, 1 Dutch, 1 Belgian and 1 Swedish.

(c) Eighteen procurers were expelled : 7 French, 5 German, 2 Italian, 1 Russian, 1 Czechoslovak, 1 Spaniard and 1 without nationality.

TURKEY. — Forty-seven persons of foreign nationality were deported : 21 Greek, 10 Hungarian, 5 Russian, 2 British, 2 Italian, 2 Bulgarian, 1 Yugoslav woman, 1 German, 1 Czechoslovak, and two persons whose nationality was not indicated.

Of the persons mentioned above, eight Hungarians and six Greek women were living on the earnings of prostitution.

One Russian man, one Greek man and one Greek woman acted as procurers. No particulars as to the character of the offences of the other deported persons are available.

#### QUESTION 4.

##### 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 to do so.”*

##### Replies.

UNITED KINGDOM. — No cases of women or children being sent abroad for immoral purposes by means of employment agencies have come to the notice of the Home Office or the local authorities who have made by-laws dealing with such agencies.

The following case, however, was investigated at the request of the Amsterdam central authority :

In March 1933, a letter was received enquiring as to the reliability of a London domestic agency which had advertised in the Dutch newspaper *De Telegraaf*.

The Netherlands central authority was informed in reply that the domestic agency was registered at Somerset House in 1932 as a private limited company at the address mentioned. The company was also licensed until December 1933 to carry on business as an employment agency, supplying both British and foreign domestic servants. It was further stated confidentially that the agency was viewed with suspicion by the police; a certain Pole, believed to have been working with a woman who had conducted another agency, was thought to be connected with it. This agency, when it was operating, had been the subject of numerous complaints to the police in regard to money deposited for the fares of foreign domestic servants. There was no evidence of any traffic in women.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Ceylon*. — The report states that legislation for the control and proper conduct of servants' agencies and orphanages in the island was under consideration by the Home Committee of the State Council.

CUBA. — The employment agencies in Cuba are purely local in the sense that they do not endeavour to find employment abroad either for minors or for persons of full age.

JAPAN. — One case was discovered. An employee of an employment agency, H., at Hukuoka Prefecture, kept two waitresses of a restaurant in Hukuoka under detention by threats and sent them to Tsingtao, China, using forged official documents. The attempt was discovered as the ship was about to start from Simonoseki for Tsingtao. The offender was arrested.

SWITZERLAND. — Two women were engaged as dancers at Zurich and were sent to a town in North Africa, where they had become prostitutes.

TURKEY. — Employment agencies in Turkey are under State supervision.

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#### QUESTION 5.

##### TRAVELLERS AND MIGRANTS.

*“ Please give particulars of any cases in which it is known or suspected that during the year any attempt has been made to exploit for immoral purposes persons travelling in your country, whether as migrants or otherwise.”*

##### Replies.

AUSTRALIA. — Police attend the arrival and departure of trains at railway stations and of boats at ports for the purpose of affording protection to and assisting women and children who are travelling. In some cities of Australia, special women constables assist in the performance of these duties. Public bodies, such as the Salvation Army and the Young Women's Christian Association, also render useful services in this connection.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Mauritius*. — The conditions governing the arrival in Mauritius of women passengers from China via Hong-Kong have been the subject of careful local consideration and correspondence with the police authorities in Hong-Kong. These travellers are under the supervision of the Secretary for Chinese Affairs in Hong-Kong and the immigration authorities in Mauritius, and no irregularities have been discovered. The report contains a copy of a letter from the Inspector-General of Police of Port Louis, Mauritius, dated November 25th, 1933, in which it is reported that, during the past three years, sixteen ships were engaged in carrying emigrants from Hong-Kong to Mauritius. A total of 356 women were interviewed and allowed to proceed, whilst twenty-two were refused permission; 314 minors were examined and passed, and eleven were refused.

*Sarawak*. — 1. All women and children entering or leaving the State are personally interrogated by the Protector or his deputy.

2. All women and children travelling from one Division to another within the State must obtain "local passes" from the Protector or his deputy.

CUBA. — The Immigration Department takes care not to permit the landing of persons regarding whom it obtains information or has reason to suppose that they may engage in this class of illicit traffic; it has been made a rule that, in cases in which young women immigrant passengers state that they are coming to Cuba to marry, they are not allowed to land until the marriage has taken place, and this is done in the presence of the Immigration Commissioner himself.

FRANCE. — The various police services permanently attached to railway stations and ports keep a constant watch with a view to the protection of women and children travelling alone. Several charitable associations co-operate very effectively in this work, affording female travellers both material help and very valuable moral support. A warm tribute must be paid to the devoted work of the ladies belonging to these associations.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Levant*. — Two male foreigners, whose entry into the territories had been reported to the central authority by the frontier posts, were kept under supervision and subsequently expelled under deportation orders.

Several requests for the admission of foreign women, some of them ex-artistes, were refused after investigation, the reasons given for the requests being considered suspect.

HUNGARY. — In Hungary, a number of associations possess services in the railway stations of the capital and the chief provincial towns which grant material and moral assistance to persons requiring it and give the necessary information.

The railway-station mission of the National Hungarian Federation of Protestant Women has given material assistance and information and advice to 228 Hungarian and eighty-four foreign travellers. The railway-station mission of the National Hungarian Federation of Catholic Women has given material assistance in 294 cases, night quarters in 208 cases, assistance for the journey in 437 cases and information in 2,119 cases.

The railway-station missions of the Hungarian Association for the Suppression of Traffic in Women have taken action in 2,234 cases; they gave assistance, advice and information.

ITALY. — The police keep a close and careful watch over railway stations — particularly frontier stations — ports and trains, with a view to preventing any exploitation of women and children. In the larger towns and ports, there are permanent committees for the assistance and protection, both material and moral, of girls travelling alone.

The Committees — of which there are 140 — for the assistance and material and moral protection of young girls afforded aid in railway stations during the half-year to at least 52,068 women, including a number of foreigners; they also assisted or received in their special institutions 29,528 women.

Lastly, 602 prostitutes who were under age were admitted to reform institutes, and 540 prostitutes, including fifteen foreigners, were referred to the relief committees and societies.

POLAND. — Station missions, subsidised by the Government, operate in twenty-two towns for the protection of women and children when travelling.

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## QUESTION 6.

### CHILDREN.

"In addition to the information given in answer to Question 1, please state whether any cases have come to light during the year in which any attempt has been made to exploit children of either sex for immoral purposes, by any system of adopting, pawning, bartering of children or other method."

Replies.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. *Ceylon.* — The report states that the adoption of poor children by the wealthier classes of Ceylonese is an accepted social practice in the island and on the whole a force for good.

*Seychelles.* — Measures are taken to prevent children leaving the colony without their parents or guardians.

*Straits Settlements.* — Singapore. — 1. Two registered “mui-tsai”, aged 13 and 15 (both Teochiu), complained that their master (a Hailam aged over 70) had indecently assaulted them on many occasions, and had actually had intercourse with the elder of the two. His wife was alleged to have abetted him.

The master renounced all claim to their guardianship, and made settlements of 500 and 750 dollars respectively in their favour. They were committed to the Po Leung Kuk, and later sent to school.

2. A., a female Cantonese aged 14, was found in the custody of B., a female Cantonese aged 56, and was committed to the Po Leung Kuk on suspicion of being the victim of traffic. She later stated that her father had pawned her to B. and B. was just about to sell her to a brothel-keeper to take to the Netherlands Indies. B. absconded from bail before the hearing of the case.

*Penang.* — A., a Hokkien woman aged 55, complained that her daughter B., aged 16, whom she had pledged with C., a Hokkien shopkeeper, aged 30, eight years previously in respect of a debt of 200 dollars, had been deflowered by C. The girl B. was found to be five months pregnant. C., a married man, claimed that the girl was his secondary wife. B. and C. were of the same surname. C. was charged with (a) being in possession of an unregistered “mui-tsai”; (b) failing to pay wages to a “mui-tsai”; (c) ill-treatment of a “mui-tsai”. He was acquitted on the last-named charge for lack of corroboration of the girl's story. He was convicted on the first two charges and fined 25 and 60 dollars. The girl was returned to her mother.

*Zanzibar Protectorate.* — Children are generally obtained by agreement between the parties, with or without the connivance of their parents and guardians, and receive a proportion of the money earned.

FRANCE. — Every application to adopt a child is carefully investigated by the competent court, and adoption in France is surrounded with all suitable safeguards.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Indo-China.* — One case was reported in which two children, aged 14 and 12 respectively, were obliged by a woman to prostitute themselves.

*Levant.* — Three young Turkish women were discovered and repatriated by the Turkish Consul at Aleppo.

JAPAN. — One case was recorded. T. T., 15 years old, was adopted as daughter in 1933 by A. H., from Hokkaido, 47 years old, a restaurateur, who intended to prostitute her. The police discovered that H. introduced the girl into a restaurant as waitress. He was prosecuted on a charge of violating the law for the prevention of cruelty to children.

POLAND. — R. S. tried to commit an indecent assault on a nine-year-old girl in a remote spot outside the town. He was prevented from carrying out his intention, and was sentenced to six months' imprisonment.

M. B., aged 33, was sentenced to three years' imprisonment for two attempts to violate an eleven-year-old girl.

Z. P., aged 36, temporarily drugged a thirteen-year-old girl with alcohol and assaulted her. He was sentenced to two years' imprisonment.

TURKEY. — A young boy of Turkish nationality was taken into Iran by two Iranians by means of a forged Iranian passport. It was subsequently ascertained that they had taken this boy with them for an immoral purpose.

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### QUESTION 7.

#### LEGISLATIVE, ADMINISTRATIVE AND PROTECTIVE MEASURES.

“(a) Please give an account of any changes during the year in legislative, administrative and protective measures.

“(b) Please give as fully as possible an account of measures, whether official or unofficial, taken during the year to prevent traffic in women and children. This need not include methods described in previous reports.”

#### Replies.

UNITED KINGDOM. — By section 2 of the Children and Young Persons Act, 1933, it has been made an offence for any person having the custody, charge or care of a girl under the age of 16 years to cause or encourage the commission of an indecent assault upon her. The provision represents an addition to the existing legislation which made it an offence to cause or encourage the seduction, unlawful carnal knowledge, or prostitution of a girl under the age of 16 years. Offenders are liable to imprisonment for not more than two years.

A person is deemed to be guilty of an offence under this section if he has knowingly allowed the girl who has been seduced, unlawfully carnally known, or indecently assaulted, or who has become a prostitute, to consort with, or to enter or continue in the employment of, any prostitute or person of known immoral character.

By sections 61 and 62 of the Children and Young Persons Act, 1933, a girl in respect of whom any offence under section 2 of the Act has been committed and who requires care or protection may now be brought before a juvenile court and may be ordered to be sent to an approved school or be committed to the care of any fit person (including the local authority) who is willing to undertake the care of her, or be placed under the supervision of a probation officer or of some other person appointed for the purpose by the court, or may both be committed to the care of a fit person and be placed under supervision.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Ceylon.* — A Select Committee of the Home Ministry was appointed in 1933 to investigate the question of the exploitation of women and children by individuals and others under the guise of servants' agencies and to make recommendations for the effective control of orphanages. Their recommendations have not yet been made public.

The Colombo Port Rules were amended to prohibit the employment of boys under the age of 18 on cargo barges.

*Cyprus.* — (a) Law 43 of 1933 was enacted, section 8 of which makes it an offence to allow a child between the ages of 4 and 16 years to reside in or frequent a brothel.

(b) The police are vigilant and, in cases where reliable evidence is obtained, the offenders are prosecuted forthwith. During 1933, the Home for Female Domestic Servants, which was started in 1928, was abolished. It did not serve the purpose which was anticipated, and instructions have been issued by the Government that young girls thrown out of employment and requiring temporary shelter should be taken charge of by the police until arrangements can be made to send them back to their parents.

*Fiji.* — The Indian Orphans' Ordinance was amended to provide further safeguards against the exploitation of Indian orphans.

*Hong-Kong.* — The Protection of Women and Girls Amendment Ordinance, Ordinance No. 14, of 1934, passed on June 29th, 1934, makes carnal knowledge of any girl under 13 (previously 12) years of age a felony (sections 6 and 11 of the principal Ordinance), raises from three to twelve months the period within which a prosecution under section 5 of the Ordinance must be commenced, and raises from 13 to 16 the age below which the consent of the injured party is no defence to a charge of indecent assault (section 7 of the principal Ordinance).<sup>1</sup>

*Federated Malay States.* — The Women and Girls' Protection (Amendment) Enactment, 1933, was passed during the year.

*Unfederated Malay States.* — *Kedah.* — A new Women and Girls' Protection Enactment, similar to that of the Straits Settlements, came into force on January 14th, 1933, as *Kedah Enactment No. 25, of 1351.*

*Perlis.* — The Women and Girls' Protection Enactment 1343 was repealed and a new Women and Girls' Protection Enactment was passed bringing the Perlis law into line with that of the rest of the peninsula.

<sup>1</sup> Text can be consulted at the Secretariat.

Brunei. — A Mui-Tsai Enactment entered into force on January 1st, 1933.

Malla. — On July 21st, 1933, Act XXXVI/33, amending Article 6 of Ordinance VIII, of 1930, has been assented to.<sup>1</sup>

Maurilius. — An Ordinance No. 5, of 1933,<sup>1</sup> to make provision for the suppression of disorderly houses was passed in March 1933 and provides for the punishment of keepers, tenants, lessees, lessors, etc., of premises used as a brothel.

This new legislation is giving excellent results from the point of view of public order and decency and the activities of brothel-keepers, procurers and pimps are being considerably restricted.

Sarawak. — On March 19th, 1934, an Order was enacted to amend Order No. W-1 (Women and Girls' Protection), 1927. This amending Order, in effect, brings the legislation of Sarawak into line with that already enacted in British colonies.<sup>1</sup>

Seychelles. — The report draws attention to Ordinance No. 8, of 1932, entitled " Ordinance for regulating Immigration into the Colony and to provide for the Deportation of Aliens and Undesirable Immigrants ".

Sierra Leone. — The report draws attention to Ordinance No. 11, of 1930 (Immigration Restriction Ordinance, as amended by Ordinance No. 15, of 1931).

Strails Settlements. — (a) The Women and Girls' Protection (Amendment) Ordinance, No. 24, of 1932, came into force on February 1st, 1933. The Mui-Tsai Ordinance No. 5, of 1932, came into force on January 1st, 1933.

(b) Since January 1934, it was arranged that female passengers on ships from the Netherlands East Indies should be examined in the same way as those from China. Shortly after this was started, a case of suspected trafficking was discovered, which is still under investigation.

Zanzibar Protectorate. — The police have had under observation brothels and places known to be used for prostitution, with a view to preventing their being frequented by young girls.

DANZIG. — The Free City of Danzig has, from the outset, been a party to the International Convention of September 30th, 1921, for the Suppression of the Traffic in Women and Children. In close co-operation with the neighbouring States of Germany and Poland, everything possible is done to prevent the carrying-off of women and children abroad. The officials of the harbour and the frontier and the aliens' police have been given the necessary instructions, and the office for dealing with cases of traffic in women is in continuous touch with the Danzig Committee for combating the traffic in women and children. In the case of Danzig nationals, the purpose and necessity of a journey abroad undertaken by any girl under age are examined by the Committee in conjunction with the police authorities. In the case of foreign women, their travel and personal papers are carefully scrutinised. Every item of news appearing in the Press or elsewhere regarding the traffic in women and children is followed up by enquiries from the police of other countries until the matter has been entirely cleared up.

Prosecutions for trafficking in women are based on sections 180, 181, 181a, 234, 235 and 236 of the German Criminal Code, and on section 48 of the German Emigration Law of June 9th, 1897. No special legislation has been passed on the subject in Danzig. But, in the light of recent events, paragraph 181a of the Criminal Code of the Reich relating to *souteneurs* has been made more stringent in the sense that this offence is now punishable in principle with penal servitude (*Zuchthaus*), the penalty of imprisonment alone being reserved for cases where extenuating circumstances exist. In such cases, the imprisonment must not be for less than three months (Ordinance, dated February 28th, 1934, amending certain provisions of the Criminal Law in the *Legal Gazette of the Free City of Danzig*, 1934.

EGYPT. — Egypt has adhered to the international Conventions of 1904, 1910 and 1921 on the suppression of traffic in women and children (Decree of June 25th, 1932, promulgating the Geneva Convention of 1921 and Decree of December 8th, 1932, promulgating the Agreements signed at Paris, in 1904 and 1910).

UNITED STATES OF AMERICA. — A decision of the United States Supreme Court, dated November 7th, 1932, in the case of *Gebardi v. United States* (287 U.S. 112) held that a woman who is the willing object of transportation but who does not aid or assist otherwise than by her consent is not guilty of an offence under the Mann Act.

The Bureaux of Immigration and Naturalisation of the United States Department of Labour have been consolidated and reorganised into the Immigration and Naturalisation

<sup>1</sup> Text can be consulted at the Secretariat.

Service. The Children's Bureau and private agencies engaged in the protection of migrants have co-operated with the Immigration and Naturalisation Service in studying cases and suggesting changes that should be made in law and administration. The Federal Emergency Relief Administration is developing a constructive programme for the care of transients — boys and girls, men and women.

In 1934, Congress passed a number of Acts sponsored by the congressional committee on crime and criminal practices which close the gaps in and strengthen laws for the control of crime and the apprehension of criminals. Among these were the Crime-Prevention Compact Act, which grants consent of Congress (required by the Constitution) to any two or more States to enter into agreements or compacts for co-operative effort in the prevention of crime and in the enforcement of their respective criminal laws and policies; the Arrest-Facilitation Act, which provides rewards for the capture of criminals or for information leading to their arrest; an Act permitting the death penalty on recommendation of the jury or imprisonment for a period determined by the judge in cases involving transportation of kidnapped persons in inter-State commerce; and an Act making it unlawful to flee from one State to another for the purpose of avoiding prosecution or giving testimony in cases of criminal offences.

Laws increasing the penalty for kidnapping and similar offences were enacted in Massachusetts, Ohio, South Carolina, Washington, Virginia and West Virginia.<sup>1</sup>

FRANCE. — A Bill extending the offence of traffic to cases in which women of full age are sent abroad with their own consent for the practice of prostitution has been laid before the Senate.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Indo-China*. — A decree, dated September 20th, 1933, made Article 1 of the Law of December 27th, 1916, increasing the penalties for "special vagrancy" (*i.e.*, procuring) apply to Indo-China. This decree was promulgated in Indo-China on October 19th, 1933.

*French Somaliland*. — The authorities contemplate strengthening the provisions of Article 334 of the Penal Code by making everything that is at present applicable to minor native women applicable to native women of full age.

INDIA. — *United Provinces*. — Act VIII, of 1933, makes provision for the suppression of brothels and of traffic in women in the United Provinces.

*Bengal*. — Act VI, of 1933, makes provision for the suppression of traffic in women and girls in Bengal for immoral purposes.

JAPAN. — (a) *Law for the Prevention of Cruelty to Children*. — In view of the fact that cruelty to children or the employment of children in certain occupations leads to hampering their healthy progress both physically and mentally, a law was enacted for the purpose of their protection. Its eleven articles provide that :

(1) The local authority is empowered, in cases of neglect or cruelty to a child under 14 years, to admonish its guardian, to impose certain conditions ensuring the child proper care, to put it under the custody of relations or acquaintances, or transfer it to an adequate institution. The child can, if necessary, be kept under this custody for one year after it has completed its fourteenth year.

(2) The local authority can, whenever necessary, prohibit or restrict the employment of children in a business which leads or is apt to lead to cruelty to children, such as circuses, acrobatic exhibitions, performance of certain feats, selling on the roadside or at doors, or entertaining or waiting at table, as waitresses for instance.

The transgression of this prohibition or restriction is punishable by imprisonment for less than one year or payment of a fine of not more than 1,000 yen.

For the application of this law, an Imperial Edict and Order of the Home Office were promulgated on August 2nd, 1933.

*Revision of the Regulation for the Control of Licensed Prostitutes*. — Although licensed prostitutes were at liberty to go out wherever they wished, beyond the limit of a certain area they had to obtain permission from the police. Article 7, paragraph 2, of the regulations for their control, which defined this permission, was abolished by Home Office Ordinance No. 15, dated May 23rd, 1933, thus giving them entire freedom of movement. The relevant regulations have been revised throughout the whole country, and strict instructions have been given to the keepers of licensed houses to comply with the letter and spirit of the new regulation.

<sup>1</sup> Further information is contained in a report on legislative and administrative developments relating to Child Welfare, which can be consulted at the Secretariat.

(b) Thirty-two instances were recorded of the successful intervention of the authorities to protect forty-eight women intending to go abroad for the purpose of earning better wages. None of these could be considered to be traffic cases.

TURKEY. — (a) The Law on Public Health, promulgated in 1930, contains clauses regarding immorality. Criminal law provides severe penalties in this connection.

The Turkish Penal Law No. 2275 (Offences of Incitement to Immorality) contains the following articles :

*Article 435.* — Any person who induces a minor under 15 to commit immoral acts shall be sentenced to imprisonment for a period not exceeding two years and to a fine of from £T100 to £T500. If the offence is committed by an ascendant, brother, sister, guardian, relative, master, teacher, servant or other person under whose supervision the victim was placed, the offender shall be sentenced to a term of not less than three years' rigorous imprisonment.

If the offence is committed against persons who have completed their fifteenth year, but are under 21, the offender shall be sentenced to a term of imprisonment ranging from six months to two years.

If the offence is committed by any of the persons mentioned in paragraph 2 of the present article, the offender shall be sentenced to a term of imprisonment of not less than two years, and to a fine ranging from £T100 to £T500. The husband, mother, father, brother or sister of a person over 21 years of age who induces such person to commit acts of immorality shall be sentenced to a term of imprisonment ranging from six months to two years.

*Article 436.* — Any person who persuades an innocent girl or a woman under 21 to commit immoral acts or who corrupts a virgin or a woman under 21, either by violence, threats or abuse of authority or by persuasion, or who assists them to practice immorality, shall be sentenced to a period of imprisonment ranging from one to three years, and to a fine of from £T50 to £T500.

If the offence against virgins or women under 21 is consummated by enticement or violence, threats or abuse of authority by the father, mother, brother, sister or ascendant, husband, guardian, professor, teacher, servant or any other person under whose supervision the victim was placed, the offender shall be sentenced to imprisonment for a term varying from two to five years.

Any person committing acts preparatory to the offences mentioned in this article shall be sentenced to one-sixth of the penalties applicable thereto.

Law No. 1539 stipulates (Article 128) that the Ministries of Public Health and of the Interior shall jointly draw up regulations<sup>1</sup> concerning the prophylactic measures to be taken against venereal diseases, the provisions applicable to the female personnel of licensed houses and the number of these establishments.

In virtue of Article 129, persons suffering either from venereal disease or from leprosy, scabies, intertrigo, impetigo, galloping consumption, or any other diseases which may subsequently be specified by the Ministry of Public Health, shall be prevented, if necessary by force, from carrying on their occupation in these establishments and may be sent to hospital for treatment.

Article 130 stipulates that the consumption of alcoholic liquor of any kind in licensed houses is strictly prohibited.

The report adds that, in 1931, no licensed house existed in Turkey.

(b) When in consequence of a complaint, information or report, the police suspect the existence of a clandestine brothel, they search the suspected premises. Minors discovered there are sent back to their parents or, if this is not possible, are handed over to charitable institutions. The authorities endeavour to find employment for victims who express a desire to work.

Instructions are given for the closing of the premises in question and proceedings are taken against the persons in charge.

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<sup>1</sup> These regulations came into force in 1932.



Part II

OBSCENE PUBLICATIONS<sup>1</sup>

QUESTION 1.

OFFENCES DISCOVERED.

*“ Please give full information as to offences discovered during the year and of the action taken. It should be stated whether the cases relate (a) wholly to your own country or (b) partly to another country (giving the name of the country). ”*

Replies.

BELGIUM. — The Brabant Court of Assizes prosecuted one offender and sentenced two for traffic in obscene publications.

UNITED KINGDOM.— Legal proceedings were taken in thirty-seven cases of trafficking in indecent wares.

1. In thirteen cases, the offenders were summoned to show cause why certain indecent articles, books or photographs should not be destroyed and the court made an order for destruction in each case. In one of these cases, 663 magazines coming from the United States of America were destroyed; in another, 739 books and nine prints coming from the United States were destroyed, and the offender, who had already been fined £5 on two similar charges, was fined £2 2s. costs.

2. A firm convicted of exposing to view indecent literature coming from France and America was fined £10 10s. and £5 5s. costs and a director of the firm was also fined £10 10s. or six weeks' imprisonment.

3. A dealer in indecencies convicted of selling two obscene books was sentenced to three months' imprisonment, fined £100 and ordered to pay £10 10s. costs. Two shopkeepers who had obtained obscene books of American origin from this dealer were sentenced to one month's hard labour and fined £25. On appeal, the fines were upheld but the sentences of imprisonment were quashed, both defendants being ordered to pay the costs of the appeal. The same dealer was sentenced to three months' hard labour and fined £50 on another charge also concerning goods coming from America, the sentence of imprisonment being quashed on appeal, costs of the appeal having to be paid by the offender.

4. A man convicted of selling indecent prints of French origin (2 summonses) and of exposing indecent prints and books for sale was fined 20s., 20s. and £10 respectively.

5. A man was fined £10 and £10 10s. costs for sending an indecent film of unknown origin through the post.

6. For exhibiting indecent books and prints of foreign origin, a bookseller was fined £50 and three months' imprisonment and ordered to pay £26 8s. 6d. costs. The books and prints were of a particularly obscene character and the defendant had loaned them to various persons at charges varying from 7s. 6d. to £2 per week.

7. For exposing to view indecent prints, a man was sentenced to fourteen days' imprisonment.

In addition to these convictions, fourteen people were convicted of selling or exhibiting obscene books, magazines, pictures or prints of German (3 cases), American (10 cases) or French (3 cases) origin, and sentenced to fines ranging from £15 15s. to £2, costs being charged to the offenders in five cases.

The courts ordered the goods in all cases to be destroyed.

In addition to the foregoing cases, the postal authorities stopped 1,069 packets (all of which, except eight, came from abroad) containing indecent wares, and Customs' seizures totalled 321.

The matter stopped in the post consisted of 278 packets containing indecent or obscene books; 213 packets containing indecent or obscene photographs; 110 packets containing catalogues of indecent or obscene wares; five packets containing indecent films; two packets containing indecent articles; 461 packets containing a total of 817 copies of periodicals.

<sup>1</sup> States not mentioned in Part II but listed on page 1 of Part I as having sent information on traffic in women and children state that traffic in obscene publications is non-existent in their territories, or that no offences were discovered during the period under review, with the exception of the following countries, approached by Circular Letter C.L.76.1932.IV, from whom reports on traffic but not reports on obscene publications were received: French Colonies and Togoland (with the exception of Guadeloupe and Martinique), Southern Rhodesia, Australia, Austria, Cuba, Estonia, Japan, Lithuania, Sweden. Of these countries the following are not parties to the 1923 Convention on Obscene Publications: Australia, Estonia, Japan, Lithuania, Sweden.

Packets were posted in the following countries : England, 8 ; France, 531 ; United States, 13 ; Italy, 4 ; Germany, 10 ; Estonia, 5 ; Netherlands, 5 ; Switzerland, 5 ; Belgium, 4 ; Spain, 7 ; Denmark, 8 ; Austria, 3 ; Poland, 1 ; Palestine, 1 ; Jamaica, 1 ; Sweden, 1 ; Hong-Kong, 1 ; and, of the periodicals stopped, 645 were French and 172 German. In twenty-seven instances, the addressees were cautioned.

Customs' seizures comprised 965 books ; 397 photographs and postcards ; 196 prints and one other indecent article. All of these goods of course came from abroad, but information as to the countries of origin is not available.

Attempts to obtain indecent wares from abroad were frustrated in 751 cases and 213 of the persons concerned were cautioned.

The report states that it is very difficult to take criminal proceedings against the addressees of packets posted abroad. In nearly all such cases, there is no evidence that the addressee ordered the goods or ordered them with knowledge of their character, and in the absence of such evidence proceedings are not possible against the addressee. As the packets do not, as a rule, give the address of the foreign dealer, action by the foreign country concerned is equally difficult.

**BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.** — *Ceylon.* — Four cases were dealt with during the year, concerning obscene matter published in the vernaculars of Ceylon.

In three of these cases, the obscene matter was printed in the Sinhalese language. The editor, printer and publisher were duly prosecuted for the offence of printing and wilfully exhibiting obscene matter in public. Convictions were obtained in all the three cases referred to.

In the fourth case, the obscene matter was printed in Tamil. The seller of the publication has absconded and his whereabouts is unknown at present. The case, however, is pending before the court.

Indecent photographs, mostly French, have been found on several occasions by His Majesty's Customs in the baggage of persons arriving in the island.

*Hong-Kong.* — Thirteen cases were dealt with :

1. Y. T., born 1907 in Amoy, was sentenced to a fine of 250 H.K. dollars or three months' hard labour, and banished for ten years. In his possession were found 195 obscene postcards of Chinese and Indo-Chinese origin.

2. The Modern D. and D. C. Co. was fined 25 H.K. dollars for trying to sell two photographs of Chinese origin representing freaks of nature.

3. Eight men were prosecuted for the sale of obscene postcards (447 in number) and sentenced to fines of 25 and 50 H.K. dollars, three of them being condemned to an additional penalty of one month's hard labour.

A bookseller, one of the eight men mentioned above, was also cautioned for trying to sell twelve books of an obscene nature in Chinese script.

4. In three cases, obscene postcards (6, 28 and 34) were seized under warrant at a store and destroyed, no arrests being made on these three occasions.

The incriminating matter, which, in all cases except the last, was of French origin, was confiscated. In two of the cases, postcards of German, Chinese and Indo-Chinese origin were also found.

*Federated Malay States.* — Four cases were discovered :

1. W. S. N., Chinese, was cautioned for printing obscene articles in the local paper *Kuala Lumpur*.

2. K. I., Japanese, was fined 25 dollars or one month's rigorous imprisonment for being in possession of obscene photographs originating in China. The photographs and negatives were destroyed.

3. K. B. T., Malayan, was fined 5 dollars or one week's rigorous imprisonment for being in possession of obscene pictures, probably for his personal use.

4. L. K. H., Hailam Chinese, was also found in possession of obscene photographs. He was sentenced to 15 dollars or two weeks' rigorous imprisonment. In the last-named two cases, the fine was not paid.

Between October 1st, 1932, and September 30th, 1933, the following parcels, etc., containing obscene photographs, books and magazines, were seized: 97 from France, 2 from Germany, 24 from Portugal, 5 from Spain, 1 each from the United Kingdom and Sweden.

The Post Office Department states that the number of parcels containing matter of an obscene character has materially decreased since this class of matter is being seized by the Treasury Department under the Traffic Act and no longer by the Post Office Department.

*Straits Settlements.* — Singapore. — 1. A Chinaman of North Bridge Road was prosecuted under Section 292 of the Penal Code in court No. 4 on January 31st, 1933, for the importation from Shanghai of obscene literature in the form of pamphlets showing naked women and men. The pamphlets were 160 in number. The case resulted in a conviction. A nominal fine of one dollar only was returned, an undertaking not to import any further copies leading to a mitigation of the sentence. The 160 copies seized were ordered by the court to be confiscated.

2. A male Tamil Mohammedan was arrested and charged with selling ten obscene postcards and with possession of 118 obscene postcards, both charges under Section 292 of Ordinance 14 as amended by Ordinance 32 of 1926. He was convicted and sentenced to three months' rigorous imprisonment on each charge, the sentences to run consecutively, and fined 75 dollars on each charge, total 150 dollars or three months' in default of payment. The fine was not paid. The cards were confiscated by order of court.

3. A male Tamil Mohammedan was arrested and charged under Section 292 of Ordinance 14 as amended by Section 3 of Ordinance 32 of 1926 with selling fifty obscene postcards. He was bound over in a sum of 50 dollars for a period of six months. The cards were confiscated.

4. A male Bombay Indian was detained on April 13th, 1934, when landing from s.s. *Katong, en route* for Bombay from Bangkok, and a number of obscene postcards found in his possession were confiscated. The cards were only for personal use.

The above cases are isolated instances only; there is nothing which points to any organisation in this direction.

Penang. — Two cases were discovered. Obscene photographs were found in the possession of the accused, who were charged one under Section 292 (a) and the other under Section 292 (c) of the Penal Code. The men were discharged, as there were strong reasons to suspect that the pictures had been "planted" on the accused. The exhibits were destroyed.

*Palesline.* — Authorities at Haifa made three seizures of postal packets containing 103 obscene photographs and one obscene book.

The packages originated from France and were addressed to residents of Haifa. Owing to lack of proof that they were sent with the knowledge or consent of the addressee, no action could be taken other than confiscation and destruction of the photographs and the book.

DENMARK. — During the period in question, seven persons were sentenced to fines for infringements of Article 234 of the Criminal Code, for having sold a Danish weekly journal and various Danish and German publications or for having issued notices of such publications. In one of the cases in which proceedings were instituted against the publisher of a Danish weekly journal containing articles held to be of an immoral character, the proceedings were dropped. The same took place as regards certain publishers' notices printed in Denmark but issued from Sweden by a Swedish firm.

DANZIG. — Of the twenty-nine cases dealt with at the Central Office during 1933, twenty-four were discovered by the Central Office in the course of its duties, while five were notified to this Office by other authorities. Twenty-six cases were dealt with during the year, twenty-two in police proceedings (in connection with the detective and preventive work of the police) and four by the Public Prosecutor's Office and/or the courts. These latter cases included this year cases of publications ordered by inhabitants of Danzig from abroad and held up by the Danzig Customs authorities and transmitted to the Office for submission to the Public Prosecutor. In all these cases, the publications were confiscated. Three cases were still pending at the end of the year.

EGYPT. — The statistical reports communicated by all the Public Prosecutor's Offices of Egypt to the Public Prosecutor of the native courts and to the Public Prosecutor of the mixed courts show that the following offences relating both to Egypt and to other countries have been noted :

1. In the district of Abdine, at Cairo, the accused person, an Egyptian, was charged with an offence against public morals by offering pictures of naked women for sale in a public place. These pictures were of foreign origin. The accused was sentenced to a fine of £2.

2. At the mixed court of Mansura, the accused was sentenced to twenty-four hours' imprisonment, a fine of 50 piastres and the confiscation of the photographs and publications seized. The latter were in English and appeared to be of foreign origin.

With regard to offences concerning Egypt alone, the following cases have been noted :

At *Cairo*, fourteen cases (eleven in the district of Ezbekieh, two in the district of Old Cairo and one in the district of Abdine). The charge was that of having offered obscene pictures for sale. In one of these cases, one of the accused was of German and the other of Polish nationality; the former was sentenced to a fine of £2 and the second was acquitted. In the other cases, the accused were of Egyptian nationality. One of these cases has not yet been heard by the court. Two of the cases were dropped; in another case, the two accused were finally acquitted; in one case, in the district of Ezbekieh, the accused person was sentenced to two months' imprisonment, and, in the case in the district of Abdine, one of the accused was sentenced to two months' imprisonment with hard labour and confiscation, and the other to a fine of £2. In the other cases, sentences of imprisonment were passed varying from eight months to one week, according to the seriousness of the cases.

At *Alexandria*, there were four cases (three in the district of Manchieh and one in the district of Attarine). In one of these cases, a final sentence of six months' imprisonment was passed; in another, there was a final sentence of a fine of £1; in two of the cases at Manchieh, the accused were acquitted on appeal.

At *Mansura*, there was one case which terminated by the accused person being sentenced to twenty-four hours' imprisonment and a fine of £1.

During the above-mentioned period, the Press Bureau also took legal measures against publications deemed prejudicial to public morals. These measures were taken by the Press Bureau of its own accord, after reading publications of all kinds in circulation in Egyptian territory and those imported from abroad.

The public has had no reason up to date to direct the Government's attention to any obscene printed matter in circulation.

During the said period, seventy-eight printed publications were prohibited — namely, seventy-six published in Egypt and two imported from abroad (one book from France and one review from Germany).

UNITED STATES OF AMERICA. — From a statement by the Post Office Department, it appears that, in the following cases, advertisements of obscene books or pictures were sent to persons residing in the United States. Between the dates October 1st, 1930, and September 30th, 1932, from persons and concerns in foreign countries : Austria, 1 ; United Kingdom, 1 ; Cuba, 6 ; Estonia, 1 ; France, 84 ; Germany, 3 ; Italy, 1 ; Mexico, 1 ; Spain, 6.

The Postmaster-General has issued orders naming each of the several persons and concerns listed above, and has instructed postmasters in the United States to return to senders all mail addressed for delivery to the said persons and concerns and to refuse to certify money orders in their favour.

In addition to the above, there were other cases in which packages containing pornographic matter, prohibited importation, were received in the United States from foreign countries. These were few, for the reason that, under the Tariff Act of June 1930, the United States Customs officers were authorised and required to seize, detain and label all such matters arriving at ports of entry. It is believed, therefore, that the few cases in which packages containing indecent matter were discovered in the mails resulted from the failure of the Customs Service to determine the character of the contents of such packages at the time of entry. The following list covers these cases. One package of obscene photographs mailed in Germany ; two packages of obscene magazines mailed in France ; one package of obscene photographs mailed in Austria ; one package of contraceptive goods mailed in China ; one surgical instrument of an obscene character intended for an immoral purpose mailed in Italy.

No statistics are available to the Post Office Department as to the number of cases coming to the attention of the United States Customs Service.

FRANCE.— Nineteen sentences have been passed for the sale or advertisement of obscene publications.

FRENCH COLONIES, PROTECTORATES AND MANDATED TERRITORIES. — *Levant.* — Effective representations were made to a newspaper published in Arabic to discontinue the publication and reproduction of certain articles and photographs.

The Film Censorship Service prohibited a film regarded as injurious to public morals. A large number of cuts were made in other films.

HUNGARY.<sup>1</sup> — Eleven prosecutions for infringement of the Penal Code (articles relating to the suppression of obscene publications) led to the following sentences :

Fine of 50 and 150 pengő for the exhibition in a shop window of postcards coming from Paris depicting naked women.

Sale of a prohibited book by K. M. The three accused were fined 50 pengő each. The court bound the accused over for three years.

Confiscation and destruction of a book of verse.

Sale of several licentious books coming from abroad. Fine of 200 pengő.

Newspaper article. The man involved was sentenced to a fine of 100 pengő and the woman to 50 pengő.

For offences against decency and incitement to class hatred, the publisher of a book was sentenced to three weeks' imprisonment, and two other persons who were involved to a fine of 50 pengő.

For the sale of licentious pictures and texts coming from Vienna, two persons were sentenced to imprisonment for one month and one week respectively. The Vienna authorities were notified and requested to take action against the Austrian offenders.

For the sale of licentious photographs and postcards, H. I. was sentenced to a fine of 50 pengő, K. K. was non-suited and D. I. was acquitted.

Three cases are still proceeding.

In eleven other cases, the official action led to no result for various reasons (foreign Press products not protected by law ; author of the offence unknown ; lack of evidence ; books regarded as historical or as not pornographic).

INDIA. — *Burma.* — Two men were convicted and sentenced to pay a fine of 75 and 35 rupees respectively, under Section 292 (a) E.P.C.

<sup>1</sup> The titles of the publications are filed in the archives of the League of Nations Secretariat.

*Delhi.* — A man was sentenced for selling obscene postcards, printed in India. His fine amounted to 25s.

*Punjab.* — Two convictions were effected.

*United Provinces.* — One man, who was selling obscene earthenware toys of Indian manufacture, was sentenced to pay a fine of 10 rupees, or, in default, to fourteen days' rigorous imprisonment.

*Bombay.* — Seven persons prosecuted were convicted.

The collectors of Customs report the following seizures of obscene publications :

*Bombay.* — Number of offences discovered was sixty-seven. Twenty-three cases were dealt with under the Sea Customs Act. In forty cases, the goods were confiscated. In one case, a penalty of 5 rupees was imposed, in addition to confiscation. In one case, the goods were returned on a redemption penalty. The remaining cases are still in action.

A number of the cases mentioned above related to obscene pictures imported in small lots by passengers and crews of ships.

The offensive matter emanated from America, France, England, Germany, Japan and Austria. In a number of cases, the country of origin was not known.

*Madras.* — In seven cases, articles were confiscated under the Sea Customs Act, and penalties were imposed in four cases.

*Calcutta.* — In sixteen cases, offensive matter emanating from Germany, the United Kingdom, Japan, France and the U.S.A. was confiscated, except in one case, in which the goods were returned to the senders, as the articles would not be regarded as obscene in the country of origin.

*Port of Rangoon.* — In nineteen cases offensive articles emanating from China, America and France were seized. Legal proceedings were instituted in respect of one case, which originated in India.

*Karachi.* — In sixteen cases, offensive articles emanating from Germany, France, the United Kingdom and the U.S.A. were seized. In all these cases, the offensive articles were seized under the Sea Customs Act.

**ITALY.** — During the second half of 1933 and the first half of the year 1934, it has been prohibited, under Articles 112 and 114 of the Act consolidating the Laws on Public Safety, to introduce into Italy and offer for sale six French and one American (edited in New York) nudist propaganda magazines — also magazines containing photographs of completely naked women. Thirty-two pornographic French books (edited in Paris)<sup>1</sup> were also prohibited, as well as many numbers of various French magazines.

In several towns, a number of pornographic photographs and postcards have been confiscated, most of these sent in envelopes addressed from France to Italians, together with some other magazines imported from abroad (France, Germany and Austria) reproducing nude figures in obscene attitudes or containing birth-control propaganda advertisements.

In the province of Alessandria, a certain G. G. was charged with exhibiting an obscene film. He was sentenced by the chief magistrate of Acqui to a fine of 100 lire.

At Naples, a certain T. V. was found in possession of a large number of obscene books, and was charged accordingly. The case is still under investigation.

**LATVIA.** — 1. A number of publications issued in Latvia were seized by order of the competent courts<sup>1</sup> on the ground of obscenity.

2. Under Article 18 of the Press Law and in accordance with the decision of the Minister of the Interior, the importation and circulation in Latvia of eight German and three Austrian publications and of one French publication were prohibited.

3. Under the Law on the Protection of Children and Young Persons against Obscene Publications, eighteen publications were added to the list of publications harmful to the young on the ground that they were obscene or of no literary or other value.

**NEW ZEALAND.** — The report gives details of ten specific cases of offences discovered.

1. A man was prosecuted for distributing literature in connection with the sale of contraceptives, and a newspaper proprietor was also prosecuted for advertising the same. The former was fined £50 and the latter £10. The man referred to above was also prosecuted for sending through the post literature advertising contraceptives. He was fined £25.

2. A man was prosecuted for leaving on premises an indecent document, knowing that such document was indecent. He was convicted. As he was sentenced to twelve months' imprisonment on a separate charge, no additional penalty was inflicted in respect of the indecent document.

3. A man was prosecuted for selling an indecent document and for sending an indecent document through the post. He was convicted and sentenced to three months' imprisonment in each of these two instances.

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<sup>1</sup> The titles of these books are filed in the archives of the League of Nations Secretariat.

4. A man was prosecuted for causing an indecent document to be delivered to a young girl. He was convicted and fined £5.

In four further cases, a man, two youths and one woman were prosecuted for sending indecent letters through the post and for writing and leaving indecent letters at the residence of other persons. They were sentenced to pay fines ranging from £2 to £10. The woman mentioned was convicted and admitted to probation for twelve months. One of the youths mentioned above was placed under the supervision of a Child Welfare Officer for two years. The other youth was fined on one charge and convicted but admitted to probation for twelve months on the other charge.

NETHERLANDS. — Between January 1st, 1933, and July 1st, 1934, there were thirty-seven prosecutions for infringement of Article 240 of the Criminal Code.

In sixteen cases there was no prosecution.

In ten cases sentence has not yet been passed. Ten cases led to convictions. One case was combined with a previous case.

The following sentences were passed : In three cases, imprisonment for eight months, three months and fourteen days respectively ; in seven cases, fines varying from 25 to 100 guilders.

No case ended in an acquittal (in one case, where there was an acquittal in the proceedings before the court of first instance, a fine was imposed on appeal).

In the majority of cases referred to, the publications had been put into circulation in the Netherlands. In six cases, they were imported from other countries.

The Netherlands postal service intercepted a number of obscene publications and pictures — viz., in 1933, twenty-nine consignments, of which twenty-two came from France, four from Germany, one from Portugal and two from within the country. During the opening months of 1934, twenty consignments, of which eighteen came from France, one from Austria and one from within the country.

The Customs seized a consignment of publications from Germany on the cult of nudism.

The Netherlands Government also sends particulars of a seizure of 2,500 copies of three books on the premises of a publisher, and of a collection of obscene publications to the value of 2,000 guilders found in the house of a neurasthenic patient and destroyed at the request of his doctor.

On a search being made in shops and lending libraries, the police found several other prohibited books, which were seized.

In this search, the State Bureau requested and received the assistance of the office of the public lending libraries' organisation, which will help considerably in the promotion of the measure.

NETHERLANDS INDIES. — Four cases have been reported :

1. At Semarang, a Chinese was fined 100 guilders for having sold medicaments with an obscene prospectus.

2. A Chinese endeavoured to introduce three packets of obscene photographs at Soerabaja, which were confiscated by the police.

3. The Bandoeng postal service reports that obscene publications and photographs have been sent to various persons in the Netherlands Indies from two persons at Shanghai, three in Paris, two at Hamburg and one at Dresden ;

4. A bookseller at Soerabaja was fined 250 guilders for having circulated and stocked obscene publications.

POLAND. — During the period under review, fifteen cases were discovered, one of them relating to pornographic photographs sent from Austria. The material was confiscated and the offenders brought before the court.

PORTUGAL — Thirty-one cases of pornographic publications and thirty-six cases of exhibition of obscene objects were dealt with. The publications and objects forming the body of evidence were confiscated and destroyed, and the guilty parties were tried and fined in accordance with the law. The fines ranged from 300 to 5,000 escudos.

SWITZERLAND. — Thirty-two cases were brought before the judicial authorities. Ten were dismissed. In one case, the offender was expelled.

CZECHOSLOVAKIA. — Seven cases were reported :

1. The Prague Prefecture of Police again took action against F. T., owner of the firm H., for circulating pornographic works. The latter were confiscated.

2. H. S., painter and journalist, who carried on the business of publishing pornographic magazines, was charged under paragraph 516 of the Penal Code and Articles 3, 9, 17, 18 and 24 of the Press Law. The penal proceedings are still pending. Furthermore, the attention of the revenue office was drawn to the activity of H. S., and he was sentenced to a fine of Kč. 400 or forty days' imprisonment by the Bureau of Commerce and Industry of the Prague Municipal Administration.

3. The Prague Prefecture succeeded in obtaining a leaflet issued by an unknown press in which C. J. O., retired head master, invited subscriptions for pornographic books and publications which had previously been confiscated. In accordance with paragraph 516 of the Penal Code and paragraph 24 of the Press Law, a charge was brought against this person. The case is still pending. As in the previous case, the revenue office's attention was drawn to the matter by the Prefecture of Police. For infringing the

same paragraph of the industrial regulations O. was sentenced to a fine or Kč. 500 or fifty days' imprisonment.

4. Three men were charged under section 516 of the Penal Code with the sale of pornographic postcards coming from Germany. One was sentenced to forty hours' detention and to a fine of Kč. 50 or to an additional twenty-four hours' detention.

5 and 6. Two cases of advertisements of pornographic publications (at Karlovy Vary and Privoz) were reported to the police, and action was taken.

7. A complaint was lodged with the competent court against the publisher of a pornographic Ruthenian book mentioned in the journal of the Society of Czech Bibliophils *Vitrinka*.

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## QUESTION 2.

### COMMUNICATIONS BETWEEN CENTRAL AUTHORITIES.

*" Please give particulars of any cases during the year in which communications have been sent to or received from other central authorities, giving the name of the central authority."*

### Replies.

UNITED KINGDOM. — Seventeen cases were reported to the central authorities of other countries—namely :

1. Information was received that a man in Germany was sending photographs to persons in the United Kingdom through the medium of bankers. His procedure was to write to a bank, and to include a closed packet in his letter, with a request that the bank manager should hand over the packet to the person whose name and address appeared thereon, on payment of a certain sum of money which the bank was asked to remit to the sender in Germany. This information was conveyed to the German central authority, which replied that the man in question was known as a dealer in indecent photographs and had previously been convicted.

2. A number of obscene photographs posted in Germany was intercepted in the post and a report sent to the German central authority, who stated that two old offenders were responsible and that they had been sentenced to one year's and three months' imprisonment respectively.

3. Three communications were forwarded to the Estonian central authority regarding obscene photographs sent by a dealer in Tallinn, who replied that the appeal of the two men responsible, whose convictions were mentioned in the annual report for 1932, had been dismissed, and that they had been convicted and sentenced on further charges. The traffic between Estonia and the United Kingdom now appears to have ceased.

4. A person who ordered obscene photographs from a dealer in Estonia said that he had obtained the dealer's name and address from an advertisement in an American newspaper. The American central authority was informed and stated that steps had been taken to prevent the dealer's wares being imported into the United States.

5. A man in the United Kingdom ordered numerous indecent wares from a dealer in Paris and gave an address in the United States to which apparently he wanted the goods sent. The American central authority was informed.

The American central authority was notified of four further cases, one relating to the activities of a firm in New York. These cases were investigated by the authority in question, which declared that they did not warrant a prosecution. In four other cases, the French central authority was informed of indecent publications being forwarded through the post. One case relating to photographs sent from Budapest could not be prosecuted by the Hungarian central authority on account of insufficient evidence of guilt.

Two requests for information were received from the German central authority relating to goods supplied to a person in India (in this case the central authority for India could not take legal proceedings because of lack of evidence) and to the dealings of a British person with a purveyor of indecent wares in Berlin. The information obtained was reported to the German central authority.

The Netherlands central authority enquired into the reasons for the prohibition of a certain book. The passages regarded as obscene having been brought to the notice of the authority in question, a reply was received stating that steps had been taken to prevent the circulation of unexpurgated editions in the Netherlands.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Palestine*. — A strict watch is kept for any attempt to create a market for obscene literature or pictures in Palestine. The Department of Education, the Department of Customs and the police force are working in close liaison in this matter.

DANZIG. — Of twenty-nine cases dealt with by the central office, five were notified to the office by other authorities. It is not stated whether these authorities are central authorities within the meaning of the question put to the Government or other authorities of the Free City of Danzig.

HUNGARY. — Communications have been exchanged with the United Kingdom and Roumanian authorities.

ITALY. — Information was requested from the Berlin Central Police Office regarding an unknown person who had sent some pornographic postcards from Germany unordered.

Reports were issued from time to time regarding seizures by administrative action of publications of a pornographic or obscene character, or containing advertisements considered to be immoral, or conflicting in any way with the population policy of the Italian Government. This correspondence was conducted through diplomatic channels, passing through the Ministry for Foreign Affairs.

LATVIA. — In 1933, the Press and Companies Section asked the Criminal Police Department to get into touch with the Madrid criminal police with a view to a joint investigation regarding a letter addressed to V. J., which had been stopped by the Riga Post Office. The Section added that a good many letters of this kind had been intercepted. The Madrid criminal police stated, in reply, that the case was one of false pretences and that the criminal police of the two countries would have to co-operate to put an end to such activities.

In 1933, contact was established with the Lisbon criminal police concerning a postcard sent by a certain J. to the Latvian women's organisations. The Lisbon criminal police were of opinion that J. was of unbalanced mind; moreover, complaints about the same person had been received from various other quarters.

NETHERLANDS. — The State office for the suppression of the traffic in obscene publications has been in communication with the central authorities of other countries, as follows:

Germany: Two applications to the German central authority and three communications from the latter.

Austria: One application to the Austrian central authority on the subject of a prospectus of obscene publications.

Belgium: Exchange of lists of prohibited books.

France: Two applications for action to be taken against traffickers in France.

United Kingdom: Request for information as to whether a certain book was regarded in the United Kingdom as immoral.

NETHERLANDS INDIES. — In the case referred to in Question 1, No. 3, the central authorities in Berlin and Paris were informed. The central authority in Berlin further asked for an enquiry into an order for obscene publications transmitted to a Berlin firm by persons in Batavia.

POLAND. — The German central authority communicated with the Polish central authority in regard to one case.

SWITZERLAND. — Communications were exchanged with the central authorities of Berlin (74 cases), Paris (2 cases), Vienna (2 cases) and Tallinn (2 cases). As most of these cases related to advertisements sent by post, the Swiss central authority notified the respective authorities of the names of the senders in order to enable them to investigate the matter.

The Berlin central authority communicated on ten occasions, and the Paris authority once, with the Swiss authorities.

CZECHOSLOVAKIA. — Communications were exchanged on three occasions with the Berlin Prefecture of Police (German initiative). The competent Czechoslovak authorities were requested to take action.

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### QUESTION 3.

#### GENERAL OBSERVATIONS.

*“ Under this heading shall be given an account of any changes in legislation, difficulties experienced, new questions arising, etc.”*

#### Replies.

UNITED KINGDOM. — The report states that there had been little or no increase in the traffic in the more obscene types of books and photographs. Such goods have, however, been intercepted in the post from time to time, and whenever it has been possible to obtain evidence as to the sender a communication has been addressed to the appropriate central authority.



The traffic in the less flagrant indecencies (published abroad) appears to be increasing, and numerous dealers have been successfully prosecuted for selling or displaying these goods for sale.

Considerable difficulty has been experienced during the last twelve months as the result of attempts by several foreign business concerns to exploit the sale in the United Kingdom, on a large scale, of books of doubtful or more than doubtful character which are held out as possessing either literary or scientific or historical value. There is no doubt that these are attempts to disguise a traffic in indecencies under the respectable cover of literature, science and history. A great many of these books deal with sex and particularly with sexual aberrations and perversions. An examination of the pamphlets advertising them leaves no doubt that the purpose of the senders is to appeal to the prurient-minded. The position is being closely watched.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES. — *Gambia.* — In 1933, a *Criminal Code* was adopted, which deals (*section 164*) with obscene publications. The provisions of section 164 deal with the matter more fully than did the previous legislation. Under this section, any person is guilty of a misdemeanour who :

1. Sells, lets to hire, distributes or in any manner puts into circulation, or for purposes of sale, hire, distribution, public exhibition or circulation makes, produces or has in his possession any obscene book, pamphlet, paper, drawing, painting, representation or figure or any other obscene object whatsoever ; or

2. Imports, exports or conveys any obscene object for any of the purposes aforesaid, or knowing or having reason to believe that any such object will be sold, let to hire, distributed or publicly exhibited or in any manner put into circulation ; or

3. Takes part in or receives profits from any business in the course of which he knows or has reason to believe that any such obscene objects are, for any of the purposes aforesaid, made, produced, purchased, kept, imported, exported, conveyed, publicly exhibited, or in any manner put into circulation ; or

4. Advertises or makes known by any means whatsoever that any person is engaged or is ready to engage in any act which is an offence under this section, or that any such obscene object can be procured from or through any person ; or

5. Exhibits any indecent show or performance in any public place.

The person committing such misdemeanour forfeits all matter connected with the offence.

The traffic in obscene publications is, however, only sporadic in Gambia.

*Kenya.* — 1. The provisions of section 1 of the Kenya Penal Code in regard to traffic in women and obscene publications were repealed in 1934 (section 165 was substituted therefor), whereby any person is guilty of a misdemeanour and liable to imprisonment for two years or to a fine of £100 who :

(a) For the purpose of or by way of trade or for the purpose of distribution or public exhibition, makes, produces, or has in his possession any one or more obscene writings, drawings, prints, paintings, printed matter, pictures, posters, emblems, photographs, cinematograph films, or any other obscene objects, or any other object tending to corrupt morals ; or

(b) For any of the purposes above mentioned imports, conveys or exports . . . any such matters or things, or . . . puts any of them in circulation ; or

(c) Carries on or takes part in any business, whether public or private, concerned with any such matters or things, or deals in any such matters or things in any manner whatsoever, or distributes any of them, or exhibits any of them publicly, or makes a business of lending any of them ; or

(d) Advertises or makes known . . . with a view to assisting the circulation of . . . any such matters or things, that a person is engaged in any of the acts referred to in this section, or advertises or makes known how, or from whom, any such matters or things can be procured . . . ; or

(e) Publicly exhibits any indecent show or performance . . .

2. If, in respect of any of the offences specified above any infraction is committed in the colony, the person concerned is liable to prosecution in the colony.

3 and 4. Any such matter may be ordered to be destroyed, whether the person concerned is convicted or not.

*Straits Settlements.* — Singapore. — The action taken in previous years against Japanese and Chinese photographers who were caught printing grossly obscene postcards from negatives imported from France appears to have checked the traffic effectively.

No difficulties have been experienced and no new questions have arisen.

DANZIG. — With a view to the protection of youth from immoral publications, legislation was again supplemented and/or extended in 1933. The Law of July 8th, 1932, on this subject (*Legal Gazette of the Free City of Danzig*, 1932) was amended by an Ordinance of August 11th, 1933, strengthening its provisions. Under the amended law, immoral publications

must be enumerated in an index ; and, as soon as their inclusion in the index has been made public, they are subject in the territory of the Free City to the following restrictions :

(1) They may not be offered or put up for sale, nor may orders for such be solicited or received by hawkers or peddlers ;

(2) They may not be offered or put up for sale in permanent places of business, or from house to house, or in public roads, streets, squares or other public places, or be displayed in sale premises or shop-windows or other places visible from the street : nor may orders for such be solicited ;

(3) They may not be offered for sale to persons under 18 years of age, or be transferred to the possession either of such persons, whether for money or free of charge, or to the possession of third parties on behalf of such persons ;

(4) The public display of the index of prohibited publications on sale premises, and the issue of the same to young persons under 18 years of age, is forbidden.

In the case of lending libraries, stationers' shops and similar establishments, when the name of the proprietor has to be given, the following restrictions apply in addition to those above enumerated :

Such publications may neither be offered or put up for sale, or transferred to the possession of others, whether adult or juvenile ; nor may they be kept on the sale premises of the establishments in question.

In execution of the above provision, a number of inspections of lending libraries was effected in Danzig in the course of 1933, and a very large number of books was removed from the libraries and submitted for approval to the censorship established in the Science, Art and Education Department of the Senate (now known as the Literature Department of the Chamber of Culture). As a result of the examination by the Censorship Office, 150 publications were withdrawn from circulation and put on the index.

EGYPT. — A decree law was promulgated on June 18th, 1931, for the regulation of the Press. Certain articles provide for the protection of public morals, by conferring on the executive the right of prohibition and confiscation and on the judiciary the right of confiscation and the right to inflict fines and sentence of imprisonment. These articles are as follows :

*Article 19.* — The introduction into and circulation in Egypt of a newspaper published abroad may be prohibited in the interests of public order, religion or public morals by special decision of the Council of Ministers.

For the same reasons, the introduction into and circulation in Egypt of a specific number of a newspaper published abroad may be prohibited by decision of the Minister of the Interior. Any infringement of the foregoing prohibitions shall be punishable by imprisonment for a term not exceeding three months, and by a fine of £E10 to £E100, or by one of these penalties only.

*Article 20.* — For the reasons stated in the foregoing article, newspapers published in Egypt in a foreign language of which the chief editor or responsible editors are not Egyptian may, by special decision of the Council of Ministers, be suspended for a period not exceeding three months or suppressed after a warning, which shall be notified to them by the Minister of the Interior, or even without previous warning.

For the same reasons, the circulation of a specific number of any of the said newspapers may be prohibited by decision of the Minister of the Interior . . .

*Article 25.* — The Council of Ministers may, at the request of an educational establishment or of an institution for the protection of young people, prohibit the circulation of a specific printed publication or of a series of specific printed publications, when the said publication or series of publications is calculated to impair the morals of young people by exciting the passions or curiosity of youth.

Any infringement of the said prohibitions shall be punishable by imprisonment for a term not exceeding three months, and by a fine of £E10 to £E100, or by one of these penalties only.

All copies of the printed publications circulated, notwithstanding the said prohibitions, shall be seized by the administrative authorities and confiscated directly the infringement has been established. . .

*Article 29.* — The provisions of paragraphs 1 and 3 of Article 19 shall be applicable to printed matter published abroad.

#### *Articles of the Penal Code :*

*Article 148.* — Punishment for complicity in any act described as a crime or offence shall be inflicted on any person who, by words or cries proffered in public, by acts committed or gestures made in public, or by means of writings, drawings, paintings, photographs, emblems or any other means of representation made public, or by any other means of publicity, shall have directly incited the guilty party or parties to commit the said action, if the provocation has been followed by effect

When the provocation has been followed only by attempted infringement, the judge shall apply the legal provisions applicable to such attempt.

Words or cries shall be deemed to be public when they are proffered or reproduced by mechanical means at a public meeting, in a public street, or in any other place to which the public has access, or when they are proffered or reproduced in such a way that they can be heard by persons who may be in a given street or a given place, or when they are broadcast by wireless processes or in any other way. . .

*Article 155.*— Any outrage committed by one of the same means against public morals or morality shall be punishable by imprisonment for a term not exceeding one year, and by a fine of £E20 to £E100, or by both these penalties jointly.

ITALY. — The Stage Censorship Office, under the Ministry of the Interior, Department of Public Safety, is responsible for the suppression of pornography and obscene publications

in accordance with the instructions in force on the subject. It has also been made responsible for the action required of the Italian Government by international agreements and any other action that may be called for in the matter of suppression.

LATVIA. — In accordance with the Law on the State of Emergency, declared in Latvia on May 15th, 1934, the publication of several periodicals of no literary or other value was suspended. These periodicals were harmful to private and family life.

In addition, the preliminary censorship set up for periodicals prevented, throughout the duration of the state of emergency, the publication of obscene or worthless articles. After the preliminary censorship was withdrawn, the Minister of the Interior imposed fines on account of obscene articles published in periodicals. The circulation of obscene or worthless publications other than periodicals has been rendered difficult, as the Press and Companies Section does not permit such publications to be circulated.

In conclusion, it may be affirmed that the changes introduced in Latvia on May 15th, 1934, by the establishment of the authoritarian regime opened up fresh prospects for the campaign against obscene publications.

NETHERLANDS. — The following clause has been added to the first paragraph of Article 240 of the Netherlands Criminal Code :

The same penalty shall apply to any person publicly reproducing before an audience the contents of such a publication, if he knows the nature of the said contents.

POLAND. — The central authority is considering the possibility of appointing a committee of experts to give an opinion on foreign material confiscated as to whether it is to be considered pornographic or not.

TURKEY. — The provisions of the Turkish Law on the Press (Law No. 1820) regarding obscene publications are as follows :

*Article 31.* — In virtue of Articles 426 and 427 of the Turkish Penal Code, publications calculated to offend public decency are to be regarded as obscene.

A scientific or artistic work covered by this definition shall not be regarded as obscene if the relationship between the subject and the form, together with the nature and place of publication, show that it was published for an artistic purpose.

Articles 426 and 427 of the Turkish Penal Code, mentioned above on the Law on the Press, are as follows :

*Article 426.* — Any persons exhibiting books, newspapers, reviews, handbills, articles, advertisements, drawings, pictures, photographs, cinematograph films or other objects being of an obscene character, or persons who interpret in theatres, cinematograph halls or other public places works of this kind, and those who knowingly distribute or cause to be distributed, sell or cause to be sold the objects or works mentioned above, or obscene gramophone records; or persons who draw, engrave or manufacture such objects themselves, or have them drawn, engraved or manufactured through intermediaries, for the purpose of selling them, who distribute or exhibit them, or who import them into Turkey, or export them or convey them from one place to another within the country, or who do so through other parties; or persons who engage in transactions of this nature, or who facilitate trade therein, or advertise or make known in any way the manner in which they can be directly or indirectly procured; or, lastly, persons who engage in obscene oratorical manifestations in public places shall be liable to imprisonment for not less than one month and not more than two years and to a fine of not less than £T5 and not more than £T100.

*Article 427.* — The provisions of the foregoing article shall also apply to the authors of books, articles, handbills or advertisements, and to the responsible managers of the newspapers or reviews which publish them. The documents or objects to which this article and the foregoing article apply shall be seized and destroyed.

ANNEX.

LIST OF COUNTRIES, PROTECTORATES, COLONIES, ETC., WHICH HAVE RATIFIED OR ACCEDED TO THE INTERNATIONAL AGREEMENT FOR THE SUPPRESSION OF THE WHITE SLAVE TRAFFIC, SIGNED AT PARIS, MAY 18TH, 1904.

Australia	Luxemburg
Austria-Hungary	Monaco
Belgium	Morocco
Brazil	Netherlands (and Netherlands Indies)
Great Britain	New Zealand
Bulgaria	Norway
Canada	Poland
Chile	Portugal
China	Russia
Czechoslovakia	Siam
Danzig	Spain
Denmark (Iceland and Danish West Indies)	Sweden
Estonia	Switzerland
France (and French colonies)	Tunis
Germany (and German colonies)	United States of America
India	Uruguay
Italy	Yugoslavia
Japan	

*British colonies, etc.*

Bahamas	St. Helena
Barbados	Sierra Leone
Central Africa (British Protectorate)	Somaliland
Ceylon	Southern Rhodesia
Cyprus	Newfoundland
Gold Coast	Trinity
Fiji (Islands)	Wei-Hai-Wei
Gambia — Senegambia	Windward Islands
Gibraltar	Straits Settlements
British Guiana	Kenya
Hong-Kong	Nyasaland
Jamaica	Palestine (and Trans-Jordan)
Leeward Islands	Sarawak
Malta	Gilbert and Ellice Islands
Mauritius	Protectorate of British Solomon Islands
Northern Nigeria	Tanganyika
Uganda	Protectorate of Zanzibar
Seychelles	

Under the third paragraph of Article 8 of the Convention of May 4th, 1910, the following are to be considered as being accessions necessarily entailed without special notification to the Agreement of May 18th, 1904 :

Cuba	Papua and Norfolk
Finland	Union of South Africa
Iraq	Surinam and Curaçao

*British colonies, etc.:*

Isle of Man	British Honduras
Jersey	Grenada
Guernsey	St. Lucia
Falkland Islands	St. Vincent
British Guinea	

LIST OF COUNTRIES, PROTECTORATES, COLONIES, ETC., WHICH HAVE RATIFIED OR ACCEDED TO THE INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE WHITE SLAVE TRAFFIC, SIGNED AT PARIS, MAY 4TH, 1910.

Australia (including Papua and Norfolk)	China
Austria-Hungary	Cuba
Belgium	Czechoslovakia
Brazil	Danzig
Great Britain (Isle of Man, Jersey, Guernsey)	Denmark
Bulgaria	Estonia
Canada	Finland
Chile	France (French colonies)

Germany	Poland
India	Portugal
Iraq	Russia
Italy	Siam
Japan	Union of South Africa
Luxemburg	Spain
Monaco	Sweden
Morocco	Switzerland
Netherlands (Netherlands Indies, Surinam and Curaçao)	Tunis
New Zealand	Uruguay
Norway	Yugoslavia etc.

*British colonies, etc.:*

Bahamas	Mauritius
Barbados	Nyasaland
Ceylon	Uganda
Cyprus	Gold Coast
Falkland Islands	Palestine (including Trans-Jordan)
Fiji Islands	Southern Rhodesia
Gambia (colony and protectorate)	Solomon
Gibraltar	Sarawak
Gilbert and Ellice Islands	Sierra Leone
Grenada	St. Vincent
British Guinea	St. Lucia
British Honduras	Seychelles
Hong-Kong	Straits Settlements
Jamaica	Tanganyika
Kenya	Newfoundland
Isle of Man	Trinity
Jersey	Leeward Islands
Guernsey	Zanzibar
Malta	

TRAFFIC IN WOMEN AND CHILDREN.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN  
(Geneva, September 30th, 1921.)

**In Force.**

<i>Ratifications or definitive accessions:</i>	<i>Signatures or accessions not yet perfected by ratification:</i>	<i>The Convention is open to accession by:</i>
Albania	Costa Rica	Afghanistan
Austria	Panama	United States of America
Belgium	Peru	Sa'udi Arabia
Brazil		Argentine Republic
British Empire		Bolivia
Does not include the Island of New- foundland, the British colonies and protectorates, the Island of Nauru or any territories administered under man- dates by Great Britain.		Dominican Republic
Bahamas, Trinidad and Tobago, Kenya (colony and protectorate), Nyasaland, Ceylon, Hong-Kong, Straits Settlements, Gibraltar, Mal- ta, Cyprus, Southern Rhodesia, Barbados, Grenada, St. Lucia, St. Vincent, Seychelles, Northern Rho- desia, British Honduras.		Ecuador
British Guiana and Fiji		Ethiopia
Leeward Islands		Guatemala
Jamaica and Mauritius		Haiti
Falkland Islands and Dependencies		Honduras
Gold Coast Colony		Iceland
Iraq		Liberia
The Government of Iraq desire to reserve to themselves the right to fix an age- limit lower than that specified in Article 5 of the Convention.		Liechtenstein
		Nicaragua
		Paraguay
		San Marino
		Salvador
		Turkey
		Union of Soviet Socia- list Republics
		Venezuela

*Ratifications or definitive accessions (continued) :*

Colony of Sierra Leone  
Colony and Protectorate of Gambia  
Protectorate of Uganda  
Territory of Tanganyika  
Palestine (including Trans-Jordan)  
Protected State of Sarawak  
Gilbert and Ellice Islands Colony  
British Solomon Islands Protectorate  
Zanzibar Protectorate  
Canada  
Australia

Does not include Papua, Norfolk Island and the mandated territory of New Guinea.

Union of South Africa  
New Zealand

Does not include the mandated territory of Western Samoa.

India

Reserves the right at its discretion to substitute the age of sixteen years or any greater age that may be subsequently decided upon for the age-limits prescribed in paragraph (b) of the Final Protocol of the Convention of May 4th, 1910, and in Article 5 of the present Convention.

Irish Free State  
Bulgaria  
Chile  
China  
Colombia  
Cuba  
Czechoslovakia  
Denmark<sup>1</sup>

This ratification does not include Greenland, the Convention, in view of the special circumstances, being of no interest for that possession.

Egypt  
Estonia  
Finland  
France

Does not include the French colonies, the countries in the French protectorate or the territories under French mandate.

Syria and the Lebanon  
Germany  
Greece  
Hungary  
Iran  
Italy  
Italian colonies

Subject to the age-limit for native women and children, referred to in Article 5, being reduced from 21 to 16 years.

Japan

Does not include Chosen, Taiwan, the leased territory of Kwantung, the Japanese portion of Saghalien Island and Japan's mandated territory in the south seas.

Latvia  
Lithuania  
Luxemburg

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<sup>1</sup> According to a reservation made by the Danish Government when ratifying the Convention, the latter was to take effect, in respect of Denmark, only upon the coming into force of the Danish Penal Code of April 15th, 1930. This Code having entered into force on January 1st, 1933, the Convention has become effective for Denmark from the same date.

*Ratifications or definitive accessions (continued) :*

Mexico  
 Monaco  
 Netherlands (including Netherlands Indies, Surinam and Curaçao)  
 Norway  
 Poland and Free City of Danzig  
 Portugal  
 Roumania  
 Siam

With reservation as to the age-limit prescribed in paragraph (b) of the Final Protocol of the Convention of 1910 and Article 5 of this Convention, in so far as concerns the nationals of Siam.

Spain

Does not include the Spanish possessions in Africa or the territories of the Spanish protectorate in Morocco.

Sudan  
 Sweden  
 Switzerland  
 Uruguay  
 Yugoslavia

OBSCENE PUBLICATIONS.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE CIRCULATION OF AND TRAFFIC IN OBSCENE PUBLICATIONS.

(Geneva, September 12th, 1923.)

**In Force.**

<i>Ratifications or definitive accessions:</i>	<i>Signatures or accessions not yet perfected by ratification:</i>	<i>The Convention is open to accession by:</i>
Albania	Costa Rica	Afghanistan
Austria	France	United States of America
Belgium	Haiti	Sa'udi Arabia
Includes also the Belgian Congo and the mandated territory of Ruanda-Urundi.	Honduras	Argentine Republic
	Japan	Australia
Brazil	Is not binding in respect of Taiwan, Chosen, the leased territory of Kwantung, Kara- futo or the territories under Japanese mandate, and that the provisions of Article 15 of the Convention are in no way derogatory to the acts of the Japanese judicial authorities in the application of Japanese laws and decrees.	Bolivia
Great Britain and Northern Ireland		Chile
Does not include any of the colonies, overseas possessions, protectorates or territories under His Britannic Majesty's sovereignty or authority.		Dominican Republic
		Ecuador
Newfoundland	Lithuania	Estonia
Nigeria	Panama	Ethiopia
(a) Colony	Peru	Iceland
(b) Protectorate	Salvador	Liberia
(c) Cameroons under Bri- tish mandate	Uruguay	Liechtenstein
Seychelles		Mexico
British Honduras		Nicaragua
Ceylon		Sweden
Kenya (colony and pro- tectorate)		Union of Soviet Socia- list Republics
Mauritius		Venezuela
British Solomon Islands Pro- tectorate		

*Ratifications or definitive accessions (continued) :*

Gilbert and Ellice Islands  
Fiji  
Uganda  
Trinidad and Tobago  
Zanzibar  
Tanganyika Territory  
Leeward Islands  
Windward Islands  
Gambia (colony and protectorate)  
Nyasaland  
Straits Settlements  
Federated Malay States  
Non-Federated Malay States :  
    Brunei  
    Johore  
    Kedah  
    Kelantan  
    Trengganu  
Sierra Leone (colony and protectorate)  
Northern Rhodesia  
Barbados  
Gold Coast  
Cyprus  
Gibraltar  
Malta  
Somaliland  
Basutoland  
Bechuanaland  
Swaziland  
Hong-Kong  
Bermuda  
Bahamas  
Falkland Islands and Dependencies  
St. Helena  
Palestine  
Trans-Jordan  
Jamaica  
British Guiana  
Southern Rhodesia  
Canada  
Union of South Africa, including South West Africa (mandated)  
New Zealand, including the mandated territory of Western Samoa  
Irish Free State  
India  
Bulgaria  
China  
Colombia  
Cuba  
Czechoslovakia  
Free City of Danzig (through the intermediary of Poland)  
Denmark

With regard to Article IV, see also Article I. The acts mentioned in Article I are punishable under the rules of Danish law only if they fall within the provisions of Article 184 of the Danish Penal Code, which inflicts penalties upon any person publishing obscene writings, or placing on sale, distributing or otherwise circulating or publicly exposing obscene images. Further, it is to be observed that the Danish legislation relating to the Press contains special provisions on the subject of the persons who may be prosecuted for Press offences. The latter provisions apply to the acts covered by Article 184 in so far as these acts can be considered as Press offences. The modification of Danish legislation on these points must await the revision of the Danish Penal Code, which is likely to be effected in the near future.



*Ratifications or definitive accessions (continued) :*

Egypt  
Finland  
Germany  
Greece  
Guatemala  
Hungary  
Iran  
Iraq  
Italy  
Latvia  
Luxemburg<sup>1</sup>

Subject to reservation " that, in the application of the penal clauses of the Convention, the Luxemburg authorities will observe the closing paragraph of Article 24 of the Constitution of the Grand-Duchy, which provides that proceedings may not be taken against the publisher, printer or distributor if the author is known and if he is a Luxemburg subject residing in the Grand-Duchy ".

San Marino  
Monaco  
Netherlands (including Netherlands Indies, Surinam and Curaçao)  
Norway  
Paraguay  
Poland  
Portugal  
Roumania  
Siam

The Siamese Government reserve full right to enforce the provisions of the present Convention against foreigners in Siam in accordance with the principles prevailing for applying Siamese legislation to such foreigners.

Spain  
Switzerland  
Turkey  
Yugoslavia

TRAFFIC IN WOMEN.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN OF FULL AGE.<sup>2</sup>

(Geneva, October 11th, 1933.)

**In Force.**

<i>Ratifications or definitive accessions:</i>	<i>Signatures not yet perfected by ratification:</i>	<i>The Convention is open to accession by:</i>
Bulgaria	Albania	Afghanistan
Chile	Austria	United States of America
Sudan	Belgium	Sa'udi Arabia
Sweden	With reservation as regards Article 10.	Argentine Republic
Switzerland		Bolivia
	Great Britain and Northern Ireland and all parts of the British Empire which are not separate Members of the League of Nations	Brazil
	Australia	Canada
		Colombia
		Costa Rica
		Cuba

<sup>1</sup> This ratification, given subject to reservation, has been submitted to the signatory States for acceptance.  
<sup>2</sup> The Convention came into force on August 24th, 1934, in accordance with its Article 8.

*Signatures not yet perfected  
by ratification (continued):*

Union of South Africa  
China  
Czechoslovakia  
Free City of Danzig (through  
the intermediary of Poland)  
France  
Germany  
Greece  
Hungary  
Latvia  
Lithuania  
Monaco  
Netherlands (including the Ne-  
therlands Indies, Surinam and  
Curaçao)  
Norway  
Panama  
Poland  
Portugal  
Spain  
Yugoslavia

*The Convention is  
open to accession by:*

Denmark  
Dominican Republic  
Ecuador  
Egypt  
Estonia  
Ethiopia  
Finland  
Guatemala  
Haiti  
Honduras  
Iceland  
India  
Iran  
Iraq  
Irish Free State  
Italy  
Japan  
Liberia  
Liechtenstein  
Luxemburg  
Mexico  
New Zealand  
Nicaragua  
Paraguay  
Peru  
Roumania  
Salvador  
San Marino  
Siam  
Turkey  
Union of Soviet Socialist  
Republics  
Uruguay  
Venezuela

[Communicated to the Council  
and the Members of the League.]

Official No.: **C. 187. M. 104.** 1935. IV.

Geneva, May 3rd, 1935.

LEAGUE OF NATIONS

ADVISORY COMMISSION  
FOR THE PROTECTION AND WELFARE  
OF CHILDREN AND YOUNG PEOPLE

REPORT ON THE WORK  
OF THE COMMISSION IN 1935

19

Series of League of Nations Publications

IV. SOCIAL ✓

1935. IV. 2.

TABLE OF CONTENTS

---

	Page
Report on the Work of the Eleventh Session of the Child Welfare Committee, held at Geneva, April 25th to May 3rd, 1935 . . . . .	3
Report on the Work of the Thirteenth Session of the Traffic in Women and Children Committee, held at Geneva, May 2nd to 9th, 1935 . . . . .	36

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**CHILD WELFARE COMMITTEE**

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**REPORT ON THE WORK OF THE ELEVENTH SESSION**

*(Geneva, April 25th to May 3rd, 1935.)*

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The eleventh session of the Child Welfare Committee opened at Geneva on April 25th, 1935, under the Chairmanship of M. Enrique GAJARDO, delegate of Chile, and the Vice-Chairmanship of Dr. HEIN, delegate of Denmark.

**I. Composition of the Committee.**

*Government Delegates :*

M. E. GAJARDO ( <i>Chairman</i> )	<i>Chile.</i>
Dr. Estrid HEIN ( <i>Vice-Chairman</i> )	<i>Denmark.</i>
His Excellency Count CARTON DE WIART M. I. MAUS, technical expert	<i>Belgium.</i>
Mr. S. W. HARRIS Miss J. I. WALL, substitute delegate	<i>United Kingdom.</i>
M. MARTINEZ-AMADOR Doña Matilde HUICI	<i>Spain.</i>
Dr. Martha ELIOT	<i>United States of America.</i>
His Excellency M. REGNAULT M. BOURGOIS, substitute delegate Mlle. CHAPTAL, technical adviser	<i>France.</i>
The Begam SHAH NAWAZ	<i>India.</i>
Count Ugo CONTI-SINIBALDI Princess GIUSTINIANI-BANDINI, deputy delegate	<i>Italy.</i>
His Excellency M. CHODZKO Mme. WOYTOWICZ-GRABINSKA, substitute delegate	<i>Poland.</i>
Princess CANTACUZÈNE, His Excellency M. PELLA	<i>Roumania.</i>
M. Celâl HAZIM	<i>Turkey.</i>
His Excellency M. BENAVIDES	<i>Uruguay.</i>

*Assessors :*

Mlle. BURNIAUX	International Federation of Trade Unions, Amsterdam.
Judge CALOYANNI	International Association for Child Welfare.
Mlle. DALMAZZO	International Union of Catholic Women's Leagues.
M. TELLO	Pan-American Child Welfare Institute.
Mme. J. E. VAJKAI	International "Save the Children" Union.

*Liaison Officer :*

Mr. G. A. JOHNSTON	International Labour Office.
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*Secretarial :*

M. E. E. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.
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Mlle. Gourd, Assessor, representing the International Women's Organisations, Miss Charlotte Whitton, delegate of the Canadian Council on Child Welfare and of the Social Service Council of Canada, and Dame Rachel Crowdy were unable to be present at the session.

Dr. René Sand, Assessor, representing the League of Red Cross Societies, who acts as liaison agent with the Health Organisation, was replaced in that last-named capacity by His Excellency Dr. Chodzko.

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The Chairman expressed his regret that the withdrawal of Japan from the League of Nations had deprived the Committee of the valuable collaboration which its Japanese members had brought from the very beginning of its work. On the motion of the representative of Denmark, supported by the representatives of Belgium, the United Kingdom, France, Italy and Poland, the Committee expressed its unanimous wish that the Council of the League should be requested to invite the Japanese Government to continue its collaboration with the work of this Committee in the future.

In pursuance of a request from the Canadian Government, submitted by the Canadian Advisory Officer accredited to the League of Nations, the question of that Government's representation on the Advisory Commission for the Protection and Welfare of Children and Young People was examined.

The Commission unanimously expressed the desire that Canada's collaboration, which had hitherto been afforded to the Child Welfare Committee simply by an assessor representing the Canadian Council on Child Welfare and the Social Service Council of Canada, should henceforward become official — *i.e.*, that the Canadian Government should be invited to send a delegate to serve as a member of the Child Welfare Committee and the Traffic in Women and Children Committee.

At the opening of the session, the substitute delegate of Poland paid a tribute to the memory of M. Henri Rollet, former judge of the Children's Court of the Seine, who for several years had represented the International Association for Child Welfare on the Committee. The delegates of Belgium, France and Italy paid a tribute to the memory of M. Rollet, with which all the members of the Committee associated themselves. The Assessor representing the International Association for Child Welfare thanked the members of the Committee for their appreciative reference to his predecessor, and the Committee unanimously decided to request the Secretariat to convey its sincere sympathy to Mme. Rollet.

## II. Adoption of the Agenda.

The Committee adopted the draft agenda submitted to it by the Sub-Committee.

## III. Report by the Secretary.

The report submitted by the Secretary on the progress of the work of the Secretariat since the last session was adopted.

## IV. Institutions for Neglected and Delinquent Minors.

### *Study of Neglected and Delinquent Minors and the Documentation thereon.*

It is advisable to recall here the order in which the Child Welfare Committee has dealt with the problem of the treatment of neglected and delinquent minors — *viz.*, (1) The information furnished by Governments on "Auxiliary Services of Juvenile Courts" (document C.P.E.238(1)) and the report by Mme. Grabinska and M. Rollet on the subject (document C.P.E.293.1931) were published in 1931 and discussed at the April session of the Child Welfare Committee in that year; (2) official information from Governments on the "Organisation of Juvenile Courts and the Results attained hitherto" (document C.975.M.540 1931.IV.[C.P.E.315]) was published in 1932 and discussed at the Committee's April session in that year; (3) Government replies to a questionnaire on "Institutions for Erring and Delinquent Minors" (document C.I.M.1.1934.IV.[C.P.E.430]) were published in 1934 for discussion at the session of the Committee in that year and were supplemented by comparative summaries compiled by M. Maus (document C.P.E.456), Miss Wall (document C.P.E.468) and Mme. Woytowicz-Grabinska (document C.P.E.450).

In 1934 also, a fourth additional questionnaire was sent to all Governments on the boarding-out of children in families, as applied to all children over 3 years of age, the replies of which are to be submitted and discussed in 1936.

### *Conclusions so far adopted.*

It should be observed with reference to the questions under (1) and (2) that the Committee did not draw any final conclusions, but expressed the opinion that final conclusions would have to be drawn after a thorough study of the whole problem of the treatment of neglected and delinquent minors, the various aspects of which form one study.

As regards point (3), the Committee has thought it possible at the present time to offer suggestions.

On the basis of the contents of the relevant documents (C.P.E.430, 456, 468 and 450) and of the discussions on the subject held by the Child Welfare Committee elucidating the problem in both its theoretical and its practical aspects, it is possible to draw conclusions as

follows on institutions for neglected and delinquent minors, taking the problems in the following order :

1. Definition of minors.
2. Prisons.
3. Institutions :
  - (A) (i) General observations,  
(ii) Specific observations ;
  - (B) Internal organisation of institutions ;
  - (C) Release.

#### 1. DEFINITION OF MINORS.

From the information furnished by Governments, it appears that the maximum age at which minors can be admitted to institutions for re-education and training varies within somewhat wide limits. In general, this maximum age is the same as that fixed as the limit for the jurisdiction of a juvenile court, though in some countries there is power for the ordinary courts to commit young people over the prescribed age to institutions of a correctional type, instead of sentencing them to prison. Bound up with these questions in varying degrees of practical importance are the different legal interpretations of the age of criminal responsibility.

The Committee considers that it would be useful for a study to be prepared on the age of criminal responsibility, with special reference to the effect of the different systems of law on the measures applicable to the care and training of neglected or delinquent minors. The Committee therefore requests the Social Section, in collaboration with the Legal Section, to prepare this study for its next session, and asks Miss Wall to be Rapporteur on the question.

#### 2. PRISONS.

It may be advisable at the outset to recall that the question of sending children and young persons to prison was discussed by the Child Welfare Committee at previous sessions — viz., in 1931 — in connection with the discussion on the question of penal administration (*cf.* Report of the Seventh Session, document C.249.M.113.1931.IV), and at its 1932 session in connection with the question of juvenile courts (*cf.* Report on the Work of the Eighth Session of the Child Welfare Committee, document C.395.M.221.1932.IV). As a result, a resolution was adopted to the effect “that at once all confinement in prisons should be absolutely excluded in the case of children, and that in cases of delinquency the treatment applied to them should be prompted by a desire for their education and training and not for their punishment”.

On the question of keeping young persons in prison, the Committee did not at the time express a final opinion on the subject, but left the matter to be settled in future in connection with the proposal to collect the relevant documentation.

Even at that date, however, some members of the Committee emphasised that it was essential for the Child Welfare Committee to express an opinion on the objections that might be urged against the system of keeping, not only children, but also young persons in prisons.

In the light of the above facts and considering that the Child Welfare Committee is now in possession of certain information on prisons for minors and also on institutions such as those of the Borstal type, the Committee, after a thorough discussion, considers that it can now appropriately make reference also to the question of the detention of young persons in prisons, as follows :

“ The Child Welfare Committee,

“ Having found, on the basis of the information collected,

“ That most countries still allow children in certain cases to be sentenced to imprisonment or to be kept in prison pending trial ;

“ That, according to an opinion already twice expressed by the Committee, confinement in prisons should be absolutely excluded in the case of children, and that, in cases of delinquency, the treatment applied to them should be prompted by a desire for their education and training and not for their punishment ;

“ That even the best organised prison is not, in view of its character, a suitable place for applying educative methods to children who are in process of mental and physical development :

“ Expresses the wish that all countries that have hitherto tolerated the imprisonment of children in any form whatsoever should aim at abolishing this system, replacing it in the case of delinquent minors by suitable measures of a purely educative character.

“ Furthermore,

“ Inasmuch as the maximum age at which minors are regarded as criminally responsible does not in several legal systems always correspond to the age at which a boy or girl is mentally altogether mature, and in many cases is several years below the age at which a child attains its civil majority ;

“ And inasmuch as in the majority of cases the serving of a sentence of imprisonment by delinquent minors offers certain dangers to their immature mentality :

“ Steps should be taken to see that young persons are only sent to prison in exceptional cases, and that the competent authorities have the power to apply to young persons who have committed an offence, instead of sentences of imprisonment, other measures — *e.g.*, confinement in appropriate institutions such as those of the Borstal type.”

### 3. INSTITUTIONS.

#### A. (i) *General Observations.*

In the course of the enquiries which the Committee has been conducting on institutions for neglected and delinquent children, much information has been furnished as to various measures which are applied either by Juvenile Courts or by their auxiliary services, or by any other competent authority. Among these are the service of the psychological or child guidance clinic, the use of probation and of hostels, and the system of boarding-out with foster-parents, the latter forming the subject of a special enquiry by the Committee at the present time. These matters are being reserved for consideration when the whole survey is completed ; but in its present study of institutions, by which is meant the establishments which take neglected and delinquent minors, the Committee recognises that institutional training is only one of the methods available for the assistance of these young people.

Although the Committee's deliberations have been centred on institutions for young people in special types of difficulty, it is worth recognising that the conclusions reached in regard to them may have an application to many other kinds of institution, whether under voluntary or under official management and whether they exist for other classes of children such as orphans or destitute or neglected children, it being impossible to draw hard-and-fast lines between the requirements of one set of children and another.

Institutions are to-day a very usual as they are a readily available method of providing shelter, care and supervision for children who are in moral danger. The Committee recognises the good work which these establishments have done, and appreciates that they were generally first in the field in the development of child welfare schemes in various countries, and there is no doubt, from the information received, that many institutions have developed high standards in training and in re-education, and that those who direct them are inspired by high ideals and by a spirit of social service.

In expressing an opinion on the various forms of grouping children within an institution, it would seem advisable to direct attention specially to the so-called cottage system, which, from the standpoint of organisation, most closely resembles an ordinary home. It should be observed that, in practice, this system effectively minimises the disadvantages of institutionalism and of artificial community life, and creates better educational conditions for developing the social sense of the inmates.

Before considering certain definite aspects of the organisation of institutions, attention should be drawn to the fact that many countries are to-day reconsidering the rôle of the institution in their schemes of child care and protection. Recognising the limitations of institutional training, they are attempting alternative methods of treatment or are resorting to the institution only if a child or young person fails to respond to a trial in ordinary family life, under supervision.

A good deal can, however, be done to lessen the disadvantages of life in an institution, and attention is drawn in this report to steps which may be taken to this end. In general, the solution appears to lie in an appreciation of the directions in which such a life is artificial and divorced from realities as compared with family life, in taking appropriate measures to overcome deficiencies and in constantly keeping in view that the object of the institution is to prepare the child or young person for independent and unsheltered life outside the institution.

In organising an institution, it is often overlooked that the inmates, particularly the older ones and those about to be placed out, have had no opportunity of shouldering responsibilities, showing initiative or exercising forethought, and that many have had no private life of their own.

Beneficial as good premises and sound organisation undoubtedly are to the well-being of the inmates, the spirit of the establishment is the factor which requires most careful cultivation, so that the personality of the inmates may develop in an atmosphere of affection, trust and happiness, which resembles, so far as possible, the atmosphere in the best home life of the day.

By constantly comparing the standards and mode of life outside with the practice in the institution, by adjusting, so far as possible, institutional habits, whether in matters of importance or in detail, to outside standards, and by free contact with normal life, those in charge will not only gain interest and breadth of view themselves, but will better understand the conditions which await the young people under their care.



Institutions can serve the community well, provided they have firmly in mind that they are not an end in themselves and that the value of their work will be judged, not on the basis of whether the establishment runs smoothly, but on the far harder test of the behaviour and social adjustment of the young people after leaving the shelter of the institution.

(ii) *Specific Observations.*

As regards the kind of institutions in which neglected or delinquent minors are placed by virtue of the decisions of juvenile courts or of other competent authorities, it is desirable to direct special attention to the following questions :

(a) *Observation Centres.*

Considering that among neglected and delinquent minors there is a very high percentage of children who are retarded in development, nervous, mentally backward, psychopaths, etc., and that an accurate diagnosis of their characteristics, which is necessary for the application of the appropriate educative or curative measures, is very difficult if not preceded by a period of observation under suitable conditions, steps should be taken to see that juvenile courts, and the other authorities authorised to take decisions in regard to such children, should have at their disposal institutions designed for the observation of neglected and delinquent minors, on the lines of the Belgian observation centre at Moll.

It should, accordingly, be recommended that the widest possible publicity be given to the organisation of such institutions, and that they should be established as far as possible in all countries.

(b) *Special Institutions.*

Since the logical sequence of a medico-psychological diagnosis of neglected or delinquent minors is to put them under the form of supervision appropriate to their mental and physical condition, it would seem extremely desirable to organise among the institutions designed for such children a sufficient number of establishments of a special character.

(c) *Educational Institutions.*

Among the numerous and different kinds of educational institutions, special attention should be directed to the " hostel " type of establishment organised in some countries, in which children live under a system of semi-liberty, enabling them to have independent work or training outside the hostel. By affording the inmates regular contact with normal everyday life under the supervision of the teachers, these hostels make a very special contribution to the formation of the characters of neglected and delinquent minors and to their social re-adaptation.

(d) *Reformative Institutions.*

As an alternative to prison, it would seem necessary to stress the extreme importance of having among the reformatory type of institution some establishments of a Borstal character, which provide at a later age the sort of training and education given to younger boys and girls at residential schools of the educational type. Such institutions, as organised in some countries following the example of the United Kingdom, form a favourable field for the training of young offenders, as they combine the necessary discipline with the system of the more educational establishment.

(e) *The Title of the Institutions.*

Since delinquent minors are only one subdivision of a more general group of children who are in moral or social danger, and as it is advisable to avoid features which separate such minors into a class by themselves, the aim should be to give up the practice of calling institutions for such children by names which expressly imply that they are places for training delinquent minors.

For the same reason also, the inclusion, as is the practice in some countries, of all institutions for delinquent minors under a common heading of " educational institutions " would seem to merit special emphasis.

As regards the administration and supervision of public and the supervision of private institutions for delinquent minors, it is desirable that these services should be entrusted to a special section of general administration other than the section responsible for prisons.

B. *Internal Organisation of Institutions.*

On the internal organisation of institutions, both educational and correctional, for neglected and delinquent minors, it would seem possible to draw the following conclusions :

(f) *Examination of the Child's Personality.*

(i) The essential condition, if training is to produce a result, is an exact knowledge of the individuality of the child entering the institution. The task of the directors of the institution

should be facilitated in this respect by the competent authorities who have placed the child in the institution. The institution should be supplied with a number of particulars regarding the inmate — namely, the history of his life, the features of his previous environment and the results of the psychological, psychiatric and physical examination which he has undergone.

(ii) It would also seem advisable for every institution not to be content with these particulars, but to carry out on admission a supplementary observation test of the children in sections specially organised for the purpose and on the methods established for psychological and medical examination.

The authorities of the institution must then act on the results of this observation and allocate the child to the appropriate classification for work and study and allot it to a suitable group of inmates, so as to enable the teachers to adapt their pedagogical methods to each individual pupil.

In addition to the initial observation test, further similar examinations should be carried out at intervals during the child's stay in the institution.

(g) *Staff.*

(i) The practical application of rational methods of training is possible only in institutions with an adequate and qualified staff. It is desirable for this staff to be recruited from persons of high principles, possessing special pedagogical training and with a sense of vocation. Training for their profession must also be based on a certain amount of practical experience.

(ii) As it is essential for the educational spirit to pervade the whole life of the pupil, and as work plays the leading part in life, it would seem to be very necessary for the staff responsible for the practical vocational education of the inmates to have, in addition, certain pedagogical training.

(iii) It is desirable that the staff should include doctors who are specialists in the psychopathology of children, and also psychologists.

(iv) As the co-operation of women in forming the character of children imparts to that training special elements, it would seem advisable not to deprive neglected and delinquent boys of this valuable influence, and to arrange, according to the special circumstances of the case, for women to take part also in teaching in the institutions for boys.

Moreover, there is no general objection to the employment of men qualified for certain branches of instruction at institutions for girls.

(h) *Physical Education.*

As regards physical education and games in institutions for children, it must be pointed out that the rational utilisation of these factors not only serves to strengthen the physical health of the inmates, but is also one of the factors in forming their characters.

In this connection, a matter of special interest is the establishment in the institutions of such autonomous organisations as scout troops, sports clubs, etc., which can be linked up with similar national associations, while at the same time giving the children opportunities to engage in competitions with other teams outside the institution.

(i) *Disciplinary Punishment.*

Disciplinary punishments applied to children should not be prejudicial to their physical health or moral well-being, and should, in particular, not be of such a kind as to weaken the child's sense of personal dignity.

(j) *Rewards.*

It would seem undeniable that the moral and social progress of the inmates of an institution can be freely developed only in an atmosphere of trust, understanding, affection and happiness. It is therefore satisfactory to note that in many countries great weight is attached both to the recreational side of the inmates' lives and to the system of educative rewards.

Among the latter — apart from the granting of certain material privileges — are certain rewards that merit special mention owing to their humanising character and to the personal responsibility that they develop, such as singling out an inmate by entrusting to him certain supervisory functions in the institution, the right to leave the institution premises without permission, participation in entertainments outside the establishment, etc.

(k) *Religious, Scholastic and Vocational Training.*

The Committee feels that :

(i) Every child ought to be given in the institution an opportunity of religious training and education in the faith to which he belongs ;

(ii) Every child ought to receive in the institution the mental training adapted to his age and degree of intellectual development.

On the basis of the information collected, it may be asserted that, in most countries, the teaching is equivalent to that given at elementary schools. In this connection, it is

particularly noteworthy that some institutions give their abler inmates opportunities of secondary and even university education and also afford inmates who are specially gifted the chance of developing their talents (art, music, languages, etc.).

Very valuable also is the system of scholastic education under which provision is made for some of those under training who are mentally subnormal or educationally backward to receive instruction in special classes or schools.

As regards older inmates who are nearing the end of their period in the institution, a method which is extremely interesting and useful, as applied in some institutions, is to give such inmates special extra lessons on current events and information regarding social requirements (civil rights and responsibilities, social insurance, savings banks, labour exchanges, etc.). This extra training may be given either in the form of appropriate courses or of special talks, wireless lectures, reading of daily newspapers, etc. The co-operation in this work of outside child welfare associations may be useful.

(iii) Every child should be given practical vocational training in the institution.

It should be emphasised that, in the training of neglected children and of those in moral danger, the work factor, so prominent in all training institutions, acts as the main source of social regeneration, and at the same time constitutes a practical basis for independent life in the future.

The question of a suitable choice of vocation is therefore fundamental, and it is essential that this choice should take account, not only of the child's bent, but also of his capacities. The system has been adopted with advantage in some countries of ascertaining vocational aptitude by psychological tests.

Among the various systems of vocational training, a particularly interesting one is that of apprenticing (often for wages) the older inmates outside the institution, this system being at the same time one of the ways of gradually adapting the pupils to normal life in society.

It should be observed that, in many countries, the question of the relation between the wages paid and the work done by inmates in the institution in the field of vocational training takes the form of granting them either a regular remuneration or periodical bonuses; in both these systems, some of the money is deposited in the minor's savings bank account, thus forming a nest-egg which will be returned to him on leaving, while the remainder is given to him as pocket-money to use as he likes.

It should be emphasised that this form of procedure, which, within the limits of a modest budget, permits the inmate to become accustomed both to saving money and to spending it wisely, is of special interest from the standpoint of practical preparation for a future life of independence.

#### (l) *Relations with the Outside World.*

(i) Here it would seem necessary to emphasise first that, with a view to the inmate's return to normal social life, it is essential that his ties with his family should not be broken, as the breaking or excessive weakening of those ties might be followed by an unfortunate loss of family instinct and the creation of an atmosphere of mutual indifference between the child and his family circle. For these reasons, it would seem indispensable that, while in the institution, inmates should, as far as possible, keep in touch with their families to the extent determined by the Board of the institution in each particular case, according to the special character of the child and the nature of the family circle, and not according to predetermined rules.

(ii) Further, rational resort by the authorities of the institution to various ways of keeping inmates in touch with the outside world (correspondence, visits of relatives, visits to relatives, leave, work outside the institution, excursions, summer camps, sports, competitions, etc.) makes an agreeable break in the monotony of the everyday routine of the institution, and is very effective in re-adapting neglected children to society.

#### (m) *Length of Stay.*

The purpose of training neglected or delinquent minors in the relevant institutions is to restore to individuals who have been morally handicapped in early life their mental and physical health and, by stimulating definite social interests and giving them a practical preparation for life, to make them useful members of society.

It is therefore understandable that the period of stay necessary for achieving this purpose cannot be laid down in advance, but must depend on the results of the training given in each particular case.

From this standpoint it would seem possible to state that the system, applied in very many countries, of sending neglected or delinquent minors to institutions, not for fixed periods, but for periods varying between a fixed minimum and a fixed maximum term, is the most suitable method in practice.

On the other hand, it should be strongly emphasised that lengthy confinement in institutions of persons under training who are already fit for independent life must be avoided as prejudicial to the persons themselves.

### C. Release.

#### (n) *Provisional Conditional and Final Release. Conduct after Release.*

(i) As regards the final release of an inmate from an institution, it is to be observed that, in a great many countries, such final release is always preceded by a period of provisional release, during which the minor is liberated subject to a general proviso that he will conduct himself properly, supervision of such conduct being entrusted to social or official agencies.

The application on the widest scale of this period for testing the inmate's moral calibre as well as his practical capacity for life, carried out under the observation of competent organisations, would seem to be one of the best ways of protecting him from the dangers resulting from his inexperience of life.

(ii) Since the neglected and delinquent minors trained in institutions are mainly drawn from socially depressed *milieux*, or are either completely orphaned or without father or mother, or are abandoned children, their return to normal life in society is often associated with the danger of moral isolation or of contact with harmful influences in their old environment. It is therefore indispensable to give in such cases, either through official or social organisations, some special help and supervision (homes for young people, help in finding employment, moral welfare, etc.), which should be continued until they are completely settled in life.

#### (o) *Recording of Results of Training.*

In view of the necessity of having as accurate data as possible, with a view to drawing the necessary conclusions regarding neglected and delinquent minors, these conclusions being indispensable for judging the effectiveness of the various methods of treatment applied to such children, it is extremely desirable that all welfare institutions for neglected and delinquent minors should keep individual case-cards for their inmates which would contain the fullest possible information regarding the results of the examination of the child's individuality and the course of his development during training at the institution.

In using this information later, however, it is important to proceed with the greatest discretion in order not to interfere in lives which may for some years past have been reformed, by reviving the memory of acts which, through the irreproachable conduct of the authors, have become completely forgotten.

#### (p) *Continuation of the General Study of the Problem of Neglected and Delinquent Children.*

The Committee decided, with reference to the arrangements previously made to carry out a general study of the problem of neglected and delinquent children, to place the question on the agenda of the 1937 session. A sub-committee of the Committee will be set up during the 1936 session to prepare, in collaboration with the Secretariat, the Committee's programme of work for 1937.

## V. The Recreational Aspect of the Cinematograph for Young People.

Last year the Child Welfare Committee decided to take as one of its principal subjects in 1935 the question of the recreational aspect of the cinematograph for young people, and as a preliminary step towards the consideration of this subject the members of the Committee were invited to furnish information from the countries they represent. The assessors also were asked to collect material. The United Kingdom delegate was appointed Rapporteur, and on his suggestion a memorandum was circulated to the members and assessors indicating a number of points on which information would be valuable.<sup>1</sup>

In reply to the questions suggested in this memorandum, a good deal of interesting information was collected from most of the countries represented on the Committee, though it was much fuller for some countries than for others. The general effect of the replies, a summary of which is contained in an annex,<sup>2</sup> is as follows :

#### (a) *Age of Admission.*

In some countries there is no restriction of any kind, children being freely admitted to cinemas. In others the exactly opposite policy is adopted, and under a certain age there is complete prohibition. Between these two extremes lies the practice, adopted in some countries, of distinguishing films which are not considered suitable for children and leaving the responsibility with the parents. In no case do the arrangements seem to be very satisfactory.

<sup>1</sup> See Appendix I.

<sup>2</sup> See Appendix II.

Either the child is robbed of a good deal of legitimate enjoyment or he is bound to see much that he would be better not to see. Where the decision is left to the parent, the parent has not usually enough information to enable him to decide in advance, and he may be influenced by a desire to keep the children out of mischief by taking them with him.

(b) *Frequency of Attendance.*

In some countries the attendance of children at the cinema is very small. In striking contrast is the experience of others, where a large percentage go at least once a week. An enquiry made respecting 120 elementary schools in Japan showed that 3.9% of the boys and 1.1% of the girls attended the cinema. A similar enquiry covering 21,000 children in elementary schools in London showed that 77% attended the cinema and 30% of these once a week. The experience of the United States is similar to that of the United Kingdom, and it is estimated that in the United States about eleven million children under 14 are weekly attendants.

(c) *Effect on Mentality.*

The replies give little information of value on this point. It is interesting, however, to quote the conclusions arrived at from a careful enquiry made two or three years ago among London schoolchildren :

(i) The morally questionable element in films is ignored by children of school age, and, in fact, bores them. It may do harm in particular cases, but there appears to be no widespread mischief. Other enquirers agree as to this.

(ii) The younger children for a time imitate in their play what they have seen on the films, but these external evidences of film influence are usually fugitive and confined to play.

(iii) Some children absorb film knowledge which seems to be kept in a mental compartment used in school only when an appropriate stimulus is applied.

(iv) The one distinct evil that is mentioned with such frequency by inspectors and teachers, and with such specific examples as to leave little doubt of its existence, is that children are often frightened at the films, and that the fear remains with them and causes dreams. The enquiry indeed brought out no other point on which there was definite evidence of harm.

(v) As a means of enlarging the children's experience (not by any means always in an undesirable way) and of giving clear-cut knowledge of certain kinds, the cinema is an effective instrument.

It is only right to add that these conclusions were not fully discussed by the Committee, and the delegates of Belgium, Italy and Roumania dissociated themselves from the first and second conclusions. The Belgian delegate stated that observation made in the institutions at Moll and at Saint-Gervais of children brought before courts shows a very high percentage of cases in which the cinema has been the direct cause of offences committed by these children.

(d) *Special Performances.*

In several of the countries for which information is given, attempts have been made from time to time to provide special performances for children ; but comparatively little appears to have been done systematically. Financial difficulty is stated to be one of the obstacles. The practice of holding special matinées for children on Saturday afternoons is not uncommon in some of the largest cities ; but, in the absence of suitable films, the programmes leave much to be desired.

(e) *Types of Films which appeal to Children.*

The replies on this point are not very illuminating, and merely show that children like what they might be expected to like. Boys like films of adventure and girls prefer romances. In this respect, children are much the same in all parts of the world.

(f) *Provision of Special Films.*

No serious attempt appears yet to have been made to furnish films specially suitable for children, and sometimes when scenarios have been chosen from fairy stories or other children's classics, the treatment has been so sophisticated as to appeal not to children so much as to their parents.

The examination of this material led to a useful exchange of views by members of the Committee, and there was general agreement as to some of the conclusions which could properly be drawn from this preliminary study :

1. There is an increasing tendency for the cinema to cater for the adult rather than the juvenile, which has to some extent led to the exclusion of young people from the cinema. This has not happened to the same degree where the cinema has retained the characteristics of a family entertainment. If, as seems desirable, the cinema is to remain for the most part a family entertainment, the provision of a good supply of suitable family films is an important consideration.

2. Though progress has been made in developing the educational side of the cinema for young people, the recreational aspect has been largely neglected. There is a notable lack of entertainment films which are specially intended to appeal to youthful tastes. This situation is mainly due to financial reasons. The cost of the modern film is very high, and this can be recouped only by substantial charges for admission beyond the small sums the children can afford to pay. The solution would appear to lie in the direction of the production of special films for young people at a much lower cost. There is good ground for the belief that a simple story simply told would appeal to the young more than the sophisticated version.

3. There is great need for the organisation of special performances for children, which in turn would help to stimulate the demand for programmes composed of special films. Such special performances cannot readily be made commercially attractive, owing to the necessarily low prices of admission, but in some countries successful experiments have been made by local authorities or voluntary societies with the co-operation of the commercial exhibitors. Co-operation of this kind would appear to afford the most hopeful method of overcoming the difficulties which are presented in the organisation of special performances for young people.

In the course of the discussion, a number of other points were referred to. Some delegates thought that news reels, which are most valuable in giving young people a picture of contemporary life, were apt to deal too exclusively with certain aspects, especially military and sporting events. Other delegates drew attention to the harm done to young people by the vulgarity, and even indecency, of some of the posters used to advertise films. It was also pointed out that the cinema habit among young people is growing in Eastern countries, and that some of the films produced in Western countries give the young people of Eastern countries a perverted view of the habits and customs of Europe and America. The unfortunate impression created by films of this kind was emphasised by representatives of Eastern countries on the Committee. Reference was made to the value of travelling cinemas in providing young people in rural districts with opportunities for entertainment.

Some members thought that parents were not always the best judges of films suitable for their children; others commented on the importance of securing the co-operation of teachers in the elementary schools. It was suggested that much valuable help might be given in the schools if the teachers were to discuss the matter with their pupils and encourage them to go to the right type of films. It was also pointed out that a good deal of information is being gained in different countries, not only as to films which are specially suitable for children, but also as to those which are undesirable, and the suggestion was made that the possibility of instituting some central exchange of this information might well be worth consideration.

The Child Welfare Committee came to the conclusion that, as the information before it was partial and incomplete, its consideration of this question at the present session must of necessity be provisional, and that it would not be justified in forming any definite opinions or making any specific recommendations. It is satisfied, however, that the recreational aspect of the cinema is one of international importance from the point of view of the welfare of young people, and that it deserves closer examination. The Committee thinks that the best way of pursuing the task to which it has set itself is to obtain fuller information, and for this purpose it recommends that a questionnaire similar to that already referred to should be sent to the States Members of the League, and that the Secretariat should collate and analyse the information so obtained, with a view to further consideration of the question at the next session. The Committee also decided to invite the Council to send the material so far collected, together with the Committee's preliminary comments, to the International Educational Cinematographic Institute at Rome for any observations which that Institute may be able to offer.

## **VI. Report by the Liaison Agent with the International Educational Cinematographic Institute.**

The Liaison Agent with the International Educational Cinematographic Institute has submitted his annual report on those aspects of the Institute's activities which are of particular interest to the Committee. He recommends members of the Committee to urge their respective Governments to ratify the international Convention on the abolition of Customs barriers in respect of films having an educational character.

He also proposes that, at its next session, the Committee should endeavour to enumerate the features which a film must possess in order to be regarded as a suitable film for young people. He requests the members of the Committee to study the question and to send their suggestions to the Secretariat in due course.

The Liaison Agent also describes the proceedings of the International Cinematographic Congress held at Rome in 1934.

## VII. Ascertainment of Blind Children.<sup>1</sup>

In considering the question of the means by which the existence of blind children can be ascertained, the Child Welfare Committee had the advantage of a valuable report prepared by Dr. Estrid Hein, the delegate of Denmark, Dr. René Sand, a member of the Health Committee of the League of Nations, and Mr. Lovett, an official of the Ministry of Health, London, who has had special experience of work on blindness.

In these days many countries try to secure information — through the census — as to the number of blind persons living in the country. The object of this procedure is partly to ascertain the extent of the damage with the object of remedying it and partly to take such humane measures as may create the best possible conditions for the blind.

The most generally accepted definition of blindness in children is that “they are too blind to be able to read ordinary school-books”. Such a definition does not apply to the eyesight of babies or pre-school children. No exact definition of blindness in children from birth to 7 years can be given, and the degree of defectiveness will, in a great many cases, be a matter of subjective judgment even for the specialist, as it cannot be ascertained by any objective test. A thorough investigation will be necessary in each separate case.

Those countries which have compulsory school education will, as a rule, detect blind children at school age (though a few children may escape detection). Whether the country has compulsory school education or not, valuable years of the blind child's life may be lost without any adequate specialised education. Nowadays, there is a general consensus of opinion that the first years of a normal child's life are of the most fundamental significance to its later development. This applies with even greater force to the blind child. If it is not wisely brought up, it will, by the time it reaches school age, have acquired bad habits which may take years to correct. It is bad for the child to have neglectful or indifferent parents, but it is nearly as bad to have over-solicitous parents, who spoil it and at every turn prevent it from doing things for itself. Often the parents are neither neglectful nor over-solicitous, but are ignorant of the special needs of blind children, and the early discovery of blindness makes it possible to give such parents the necessary information and encouragement.

This detection of blindness in young children, however, is an exceedingly difficult matter. Different methods are followed in different countries.

### (a) *Discovery through the Census.*

The census is not a very reliable method of obtaining this information, for several reasons :

(i) It is difficult to give any definition of what constitutes blindness when a child is very young.

(ii) In most cases it is practically impossible for the collector of census papers to decide whether a child — especially a very young child — should be entered as blind.

(iii) Parents are often reluctant to admit the fact of blindness or to enter it on the census paper.

(iv) Owing to the lapse of time before the result of the census can be published, it may be too late for any useful action to be taken.

### (b) *Notification.*

Notification might be made compulsory upon parents or guardians, or only upon such officials as come into contact with the child between birth and school age : (1) midwives and doctors (at birth); (2) ministers of religion (at baptism); (3) doctors (in consultation hours or at the time of vaccination); (4) infant welfare centres and health visitors; (5) school census collectors (where such census is taken by school nurses, health visitors or other competent individuals and where the questionnaire covers items in regard to physically handicapped children of pre-school age — 1 to 6 years — as well as children who are about to enter school).

Notification by parents will meet with strong opposition on the part of some parents if they believe that the object of discovering the young child's blindness is to take the child away from home and place it in an institution; and there may be a strong tendency in all but the most enlightened parents to conceal their child's blindness.

Notification in itself will be useless if it is not supplemented by several provisions which aim at assisting the parents in the education of the blind child and are in themselves

<sup>1</sup> See Appendix III.

of great value, even without notification. Examples of such provisions are the following :

(c) *Assistance to Parents with Blind Children.*

A grant to indigent parents of a blind child, for the special care of the child, will, in many cases, induce the parents to report the existence of the blind child to the competent authorities, and so create an opportunity for co-operation between parents and experts.

(d) *Nursery Schools for Blind Children (Residential and Non-residential).*

Such institutions exist in many countries, and will often, especially when the parents are indigent and care at the nursery school is provided free of charge and does not involve the ordinary consequences of poor-relief, encourage the parents to apply to the authorities or to the nursery schools. These nursery schools must therefore be made better known and the success of their work generally acknowledged.

(e) *Visiting Experts.*

Some parents will wish to keep a blind child at home, even if they are not able to give it the special care and education that it needs. In such cases, visiting experts should teach the parents the best way to handle the child. Instruction may be given orally or through short, clearly-set-out pamphlets.

(f) *Health Visitors (Visiting Nurses).*

Schemes for maternity and child welfare have been introduced in several countries, and under them health visitors visit children in the first year or the first few years of their life ; where these schemes have been introduced, they have had a very great influence upon the death rate and upon morbidity. Such a system will no doubt have its effect in making known the number of blind persons and, as has been pointed out, may well be used for the ascertainment of the blind child.

In several countries, the blind organisations themselves search out blind persons, and through their co-operation with the health visitors the most skilled and appropriate treatment can be secured for blind children at the earliest possible stage in their lives.

(g) *Conclusion.*

As the prevention of blindness and its medical treatment are outside the scope of this enquiry, the above-mentioned procedures combined (and in conjunction with other activities — lectures, broadcasts, pamphlets) will be the most important methods of improving the care of young blind children.

The Committee accepted the suggestions contained in the report.

## VIII. Effects of the Economic Depression and Unemployment upon Children and Young People.

At its tenth session, in April 1934, the Child Welfare Committee devoted much of its time to a discussion of the effects of the economic depression and unemployment upon children and young people in the light of reports received from a number of Governments and of other information collected by the associations which are represented by assessors on the Committee. The problem was discussed under two main headings — namely, the effect of the crisis on the children of unemployed workers and the results of unemployment on young workers. A similar plan was adopted this year, though, in view of the discussion on unemployment among young persons by the forthcoming International Labour Conference, it was decided to concentrate the discussion mainly on this part of the problem.

Reports were received and considered from twenty Governments containing new particulars and information supplementing that which was furnished for the session of 1934.

Information was also received from several private organisations (the Women's International Organisations, the International Pan-American Child Welfare Institute and the Save the Children International Union).

A representative of the International Labour Office explained the draft recommendation on unemployment among young persons prepared by the International Labour Office for submission to the International Labour Conference at its session of June 1935, and the Committee, after having expressed its warm appreciation of the preparatory work done by the International Labour Office, decided to take this draft recommendation as a basis for its discussion.

Several delegates drew attention to the valuable practical experience acquired in their countries, both in combating the unemployment of young persons and in providing help and assistance for the children of the unemployed. Emphasis was laid by certain delegates on the necessity of maintaining, in all measures taken, the integrity of the family, and also on the necessity of regarding the problem as a moral as well as a material one.



Attention was drawn by individual delegates to a number of other points — in particular, that juveniles who are no longer in full-time attendance at school should be required to attend continuation courses providing a combination of general and vocational education; that continuation-school education should take into account chiefly the requirements of the future agricultural and industrial worker; that juveniles who have attended courses for the unemployed should continue attendance, if possible, after having found work; that recreational and occupational centres for the young unemployed should be under the supervision of a qualified person, but it would be valuable for them to be organised as co-operative institutions with programmes arranged by the young unemployed; that the compulsory school admittance age should be retarded by one year, in order to meet the financial difficulties involved in the extension of the school-leaving age: that help should be given to those young people who are suffering most severely from the economic depression, “whatever their social *milieu*”, more particularly young professional workers; and, finally, that action should be taken to restore the confidence of young people in a better future.

Other delegates emphasised the value of voluntary labour camps for the young unemployed, voluntary schemes of social service to provide occupation and recreation for the young unemployed, and improved facilities for training of girls in domestic economy.

Reference was made by several delegates to the full discussion on the subject of unemployed young people which took place at the last session of the Committee, and satisfaction was expressed that the draft recommendation of the International Labour Office had taken account, to a large extent, of the views expressed by the Committee. One delegate drew attention to the inapplicability, in educationally and industrially less advanced countries, of certain of the proposals of the draft recommendation — for example, the proposal that the compulsory school-leaving age should be fixed at 15; and another delegate expressed satisfaction that the draft recommendation contained no reference to the prohibition of the employment of women, and particularly of married women, as a solution of the problem of unemployment.

As a conclusion to its discussion, the Child Welfare Committee unanimously adopted the following resolution:

“The Child Welfare Committee has, with the greatest interest, taken note of the recommendations which have been prepared for the consideration of the International Labour Conference of 1935 on Unemployment among Young Persons, and, without entering into the detail of these proposals, wishes to emphasise the very great importance which the Committee attaches to efforts made to remedy the disastrous effects of unemployment, especially that among young people.

“In this connection, the Committee would draw attention to the discussion which took place at its last session on the subject of unemployed young people and would suggest that the International Labour Conference takes into consideration the views expressed by the Committee on this subject when considering the problem primarily from the angle of child welfare.

“The Child Welfare Committee desires to draw the attention of the International Labour Conference specially to the following matters:

“1. The economic depression has had serious effects, not only on the young manual workers, but also on young persons belonging to other *milieux*, many of whom have suffered severely from the crisis. The unfortunate position of these young people deserves equal consideration with that of the manual workers.

“2. In connection with the proposal to raise the school age, the needs of the industrial and agricultural worker call for special consideration. It is desirable that the education given during the extended period of education should have special reference to their future occupation.

“3. In the case of the young industrial workers, some attempt should be made in the later years of education to prepare for the wise use of leisure, so as to compensate for the physical and mental effect of mechanised work and to develop by practical methods of civic instruction a realisation of their obligations towards the community.”

As regards the effect of the crisis on the children of unemployed workers, further light was thrown on the measures being taken in different countries to alleviate the position of these children, both in the reports received from the Governments and in the statements made by members of the Committee. It was pointed out that, although the measures required to meet so large and complicated a problem must rest mainly with the Government, there was also a useful sphere for voluntary enterprise to supplement official action. The Polish delegate commented on the value of play-centres for children of school age, in which children can spend their free hours in conditions ensuring the development of their moral and physical welfare. On his proposal, the Committee adopted the following resolution:

“The replies received from Governments concerning the welfare of children of unemployed persons contain, *inter alia*, very interesting information on the establishment of special institutions for children of school age, which make it possible for such children to spend their free hours in conditions ensuring the development of their moral and physical culture and their recreation; these institutions come within the framework

of open welfare institutions, the extension of which, in place of assistance by closed institutions, represents the general modern tendency in the social and pedagogic sphere.

“As the methods of organisation of these institutions and the pedagogic methods employed therein vary widely between one country and another, it is desirable that the Secretariat should collect documentary material on the matter which might subsequently enable the Child Welfare Committee to arrive at adequate conclusions.”

The Roumanian delegate again drew the attention of the Child Welfare Committee to the unfortunate moral effect of unemployment on young people. The Committee, fully in sympathy with this aspect of the problem, desires to emphasise the importance of making every effort to strengthen the morale of these young people and of encouraging in them the hope of a happier future.

#### IX. Development of the Informative Rôle of the Secretariat in the Field of Child Welfare.

The Committee took note of the memorandum drafted by the Secretariat on the development of its informative activities in the field of child welfare (document C.P.E.498). This note is divided into two chapters: the first, written by the Chief Librarian, contains the plan of work of the Library, which had been instructed by the Assembly resolution to collect printed material and render it as accessible as possible to those wishing to consult it. The Committee decided that this chapter of the note should be annexed to the report on the work of the eleventh session.

Further, the Committee, having studied Chapter II: “Plan of Work of the Social Questions Section”, by the Director of that Section, desired to define the meaning of the resolution in which the Assembly instructs the Child Welfare Committee:

(1) To draw up a plan for collecting and utilising information regarding child welfare questions in accordance with the regulations in force for the organisation of the League of Nations Library;

(2) To indicate the child welfare questions the study of which it considers should be approved by the Committee.

The Committee decided that paragraph (2) of this resolution should be interpreted as follows:

“To indicate the child welfare questions regarding which the Information Centre will be instructed by the Committee to collect information.”

In order to begin work, the Committee decided that:

(a) All Governments will be invited to supply a list of the principal child welfare associations working in their country. To this invitation will be attached certain definite indications as to the character and competence of the associations regarding which the Committee desires to be informed;

(b) Since the information supplied by all Governments in their annual reports is not homogeneous, the Secretariat will ask them all in future to send in their documentary material according to the following plan:

(1) Legislation on infants, children of pre-school age, children of school age, and adolescents of post-school age.

(2) Legislation regarding certain special categories of children, such as delinquent children, physically defective children, mentally defective children, etc.

(3) Legislation contemplated regarding points (1) and (2).

(4) Information regarding the practical application of legislation by the State, the local authorities, and the private organisations.

The Secretariat will examine the reports supplied to date and will inform the Committee of the type of information which they contain.

(c) The Secretariat will be invited to collect as complete documentary material as possible on the international associations dealing with any aspect of child welfare, either as their principal task or among their other activities.

(d) The Secretariat will get into touch with the International Labour Office, which already possesses a long experience in collecting and classifying documentation on specific subjects, in order to benefit as far as possible from the experience acquired by that organisation.

(e) In future, a periodical publication on child welfare might be considered, in order to keep Governments *au courant* of the interesting data collected by the Information Centre. This publication need not be considered during the first few years of the Information Centre's activities; but in the event of a particularly interesting development being reported to the Information Centre, the latter might forthwith notify the members of the Committee by means of a brief mimeographed communication.

(f) The Committee suggests that the questions regarding which the Information Centre should collect material in the first instance are :

- (1) The age of marriage and consent ;
- (2) The status of illegitimate children, the guardianship of such children ; the position of illegitimate children under the social insurance laws, and official documents not divulging illegitimate birth ;
- (3) The recreational cinematograph ;
- (4) Neglected and delinquent children, juvenile courts, auxiliary services, institutions ;
- (5) Blind children.

Moreover, it might be advisable to collect, when the Committee decides to undertake the study of these questions, documentary material on the laws governing (a) the adoption of children, (b) public and private assistance to children, and the rôle of the social worker in connection with child welfare.

(g) It has also been suggested that the Information Centre should not confine itself to collecting legislation and administrative decrees regarding the various subjects enumerated above, but should also endeavour to obtain information on the practical application of such legislation.

In this connection, care should be taken to include information from some Eastern countries and to collect the literature published in the vernaculars, which would help to throw light on the special conditions existing in such countries.

In connection with a very complete document entitled " Classified Guide to Information on Social Work ", which Miss Whitton had submitted, the Committee desired to express its high appreciation of the trouble she had taken and to thank her for the very helpful contribution she had made in indicating lines of detailed classification. The Committee understands that her suggestion will be taken into practical consideration and be very useful to those who will be organising the new centre.

#### X. Boarding-out in Families.

About forty Governments have sent information regarding the various methods followed in boarding-out in families, in reply to the questionnaire prepared by the Child Welfare Committee at its tenth session and forwarded to them in virtue of a decision of the Council.

The Committee decided that this documentary material might be classified in the order of its various headings.

An introduction drawing attention to particularly interesting points should precede the tabulation of the information.

The Committee considered that the information supplied by Governments was in many cases very theoretical and limited to a bare reply to the questions raised. For the purpose of adding information of a more practical nature, the Secretariat should invite the members and assessors of the Committee to supplement the information received on the basis of their personal experience or by applying to men and women workers actively engaged in this branch of social service. This supplementary information would be communicated to the Rapporteur.

Mme. Vajkai, delegate of the International " Save the Children " Fund, was invited to be Rapporteur for this question and accepted the invitation.

M. Conti, representative of the International Penal and Penitentiary Commission, was present at the discussions on this question.

#### XI. Report of the Liaison Officer of the Health Organisation.

The report of the Health Organisation on various aspects of its work which interest the Child Welfare Committee was submitted by the delegate of Poland. He drew attention to certain publications of the Health Organisation and, particularly, to a study on infantile mortality, in which the author emphasised the importance of illegitimacy as a factor of mortality among young infants. With very few exceptions, the mortality of illegitimate children is higher than that of legitimate children.

On the basis of the data provided by this study, the delegate of Poland asked the Committee to maintain on its agenda the study of the situation of illegitimate children or, at any rate, of certain aspects of that problem.

He pointed out that the situation of illegitimate children depended largely on the law of the country in which they lived. Important documentary material had been collected, not only regarding the status of illegitimate children, but also concerning the guardianship of those children, their situation under social insurance laws and the issue of official certificates that did not divulge the fact of illegitimacy. This documentation had already been discussed by the Committee. The Rapporteur therefore expressed the hope that the Committee would be kept informed of the action which Governments had taken in pursuance of the resolutions adopted by the Committee on these various questions, and that the Agenda Sub-Committee would be instructed to decide what aspects of the problem of illegitimacy the Committee should study.

*These proposals were adopted.*

COMMUNICATIONS FROM DELEGATES.

The delegate of Italy made a communication regarding the child welfare legislation of his country, and the delegate of Roumania gave information regarding the system applicable to minors in the draft Criminal Code, which has now been submitted to the Roumanian Senate.

XII. Budget.

The draft budget submitted by the Secretary *was adopted*.

XIII. Date of the Next Session.

It was decided that the twelfth session of the Child Welfare Committee should open on Monday, April 27th, 1936.

(Signed) Enrique J. GAJARDO, V.,  
Chairman.

(Signed) Dr. Estrid HEIN,  
Vice-Chairman.

(Signed) Eric Einar EKSTRAND,  
Secretary, Director of the Opium Traffic  
and Social Questions Sections.

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Appendix I.

CHILD WELFARE COMMITTEE.

THE CINEMA FOR THE YOUNG.

(Memorandum by the British Delegate, Rapporteur for this Question.)

The Child Welfare Committee decided to select as one of its main subjects for discussion at its session in 1935 the extent to which the needs of the young in connection with the cinema are being met; and the Secretariat was asked to collect from the members and assessors of the Child Welfare Committee as complete information as possible on this subject.

The value of the discussion next year will depend to a large extent on the preparatory work which can be carried out by the Secretariat, and for this purpose the fullest co-operation of the members and assessors is earnestly invited. It may be useful to indicate more precisely the range of the discussion and the matters on which information is specially required.

It is not intended that the Child Welfare Committee on this occasion should deal with the cinema on its *educational* side. Important as this aspect may be, it has already received a considerable amount of attention in many countries, and the Rome Institute is mainly occupied with studies in this particular field.

Much less attention appears to have been given to the *recreational* value and influence of the cinema for the young, and it is this aspect which the Child Welfare Committee is asked to consider. The cinema is admittedly the most popular form of entertainment for young and old alike. The growth of the industry has been remarkable and the extensive building in all countries of large cinemas accommodating audiences of many hundreds is one of the phenomena of modern life. This rapid development indicates the extent to which the cinema has secured a hold on the adult public, and there is an increasing demand for films which appeal to the adult. It is a matter of doubt whether, in the course of this development, the needs of young people have been fully recognised. The period of adolescence is plastic, and for that reason the cinema is more likely to leave permanent impressions for good or evil on the mind of the adolescent than of the adult. To what extent is the situation realised in different countries and what steps are being taken to meet it?

The following questions, though not exhaustive, indicate the points on which information would be particularly valuable:

1. At what age are children and young persons admitted to ordinary cinemas?
2. If children and young persons are admitted to ordinary cinemas without restriction, what steps are taken to prevent them from seeing unsuitable films?

3. Have any enquiries been made in your country as to how often children and young persons attend cinemas and as to the general effect of the performances on their mentality and conduct? Please summarise the results of any such enquiries.

4. Have any steps been taken to provide cinema performances specially (a) for children and young persons or (b) for the family? If so, please give particulars as to how they are organised and financed, how the films are selected and what results have been obtained.

Examples of typical programmes should be given.

5. Have any enquiries been made in your country as to the types of films which appeal specially to children and young persons? If so, please summarise the results of any such enquiries.

6. Have any steps been taken in your country by public authorities, by the trade, or otherwise, to provide films (other than purely educational films) which are specially suitable for children and young persons? Has any use been made of the large store of children's classics, including fairy stories, animal stories, tales of school life, etc.? If so, please give examples.

Have you any suggestions to make as to the way in which the production of such films could be encouraged?

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## Appendix II.

C.P.E.505.

Geneva, April 25th, 1935.

CHILD WELFARE COMMITTEE.

### CINEMA FOR THE YOUNG.

#### *Summary of Replies received to the Questions suggested by the Rapporteur.*

Replies have been received so far only from eleven countries — namely, Belgium, United Kingdom, Denmark, India, Italy, Japan, Portugal, Roumania, Turkey, United States of America, Uruguay. Some of the replies are very brief, but fuller information is given for some countries — *e.g.*, United Kingdom, Japan, and the United States of America. In addition, an interesting report has been communicated by the representative of the International Women's Organisations.

The answers given to the questions suggested by the Rapporteur may be briefly summarised as follows :

#### 1 AND 2. — AGE OF ADMISSION AND STEPS TO PREVENT CHILDREN SEEING UNSUITABLE FILMS.

##### Belgium.

Since 1920, children under 16 are not allowed to attend cinemas, except "family" performances which consist solely of films passed by a Commission annually appointed by the Government for this purpose. It is emphasised that this is not a board of censors. The reply states that, of 17,547 films examined by this Commission since its establishment in 1920, 12,188 have been passed, with or without excisions being required.

##### United Kingdom.

Children under 16, unless accompanied by a parent or guardian, are not allowed to see films which are passed by the censors as suitable for exhibition to *adult* audiences and not for *universal* exhibition.

##### Denmark.

Children under 16 may only attend performances of films which are passed by the State censorship as suitable for them. When a performance is intended for adults, notice is given at the ticket-office and children are not admitted.

##### United States of America.

There is a considerable want of uniformity between the legislation of different States and cities, but generally there appear to be no restrictions on the attendance of children at the cinema. In some places, children are only allowed to attend if accompanied, or at certain times. In practically no instances are the regulations as to the films which may be exhibited framed with special reference to the needs of children, though in some States they are forbidden to see films which the Board of Censors has declared unsuitable.

**India.**

There are no specific restrictions, but in one province (Bombay) the censors are instructed to exclude films which are likely to familiarise young people with crime or undermine the teachings of morality.

**Italy.**

There is no absolute restriction, but the Commission responsible for licensing cinema performances may exclude children from certain performances. The management of the cinema must give notice in the advertisements. It is stated that certain welfare organisations are advocating a complete ban on the attendance of children under 14 at cinematograph performances.

**Japan.**

There are no legal restrictions, but some schools prohibit or regulate the attendance of their pupils at the cinema.

Efforts are also made by public authorities and voluntary associations to see that children attend the cinema only on special children's days.

**Portugal.**

Children under 5 are not allowed to attend a cinema at all unless accompanied. Children under 10 are not allowed to attend in the evenings unless accompanied. Otherwise, there are no restrictions except a general provision of the law against minors under 16 attending exhibitions "capable of being prejudicial to them".

**Roumania.**

There are no precise restrictions, but there are regulations of the Ministry of Education, which apply to young people at school — that is to say, up to the age of 17. Scholars may only attend cinemas in the evening if they are in school uniform and accompanied by a parent or guardian. Apparently they are restricted to films of a cultural character.

**Turkey.**

There is an absolute prohibition of attendance at the ordinary cinemas up to the age of 12. Children over 6 may attend educational films during the day-time.

**Uruguay.**

Persons between the ages of 5 and 16 are only permitted to attend day-time performances of educational films or recreational films specially approved by the "Children's Board". It is apparently difficult, in practice, to apply this regulation.

**3. (A) FREQUENCY OF ATTENDANCE AT CINEMAS AND (B) EFFECT ON MENTALITY AND CONDUCT**

A. There is little precise information on either of these subjects, but replies from the following countries refer to one or other of them in more or less detail :

**United Kingdom.**

An enquiry in London covering over 21,000 children showed that 30% attend once a week, 9% twice a week, 48% at irregular intervals and 13% not at all. The figures for other towns in the United Kingdom are : Dundee, 80% at least weekly ; Galashiels, 75% at least weekly ; Edinburgh, 69% at least weekly ; Birkenhead, 45% at least weekly.

Boys are said to attend more frequently than girls.

**Denmark.**

Children are said not to form a large part of the 'public which attends cinemas, partly because the prices are on the high side and also because the cinemas rarely make special provision for them.

**United States of America.**

It is estimated that there are in weekly attendance at cinemas in the United States eleven million children under 14 and twenty-eight million persons under 21. In one study group it was found that the average attendance in an age range of 8 to 19 was once weekly and that 27% of the boys and 21% of the girls attended more than once weekly. In another group (Chicago) it was found that 90% attended regularly, 64% on an average once or twice weekly.

**India.**

It is stated that enquiries made in one province (Punjab) in 1927-28 led to the conclusion that the percentage of children was very small, but since then the percentage has considerably increased. In another province (Bihar and Orissa), it is stated that there is no such thing as a cinema habit among the children.

**Italy.**

The attendance of children at the cinema is said to be considerably on the increase.

**Japan.**

The following figures were collected by the Ministry of Education in an enquiry which covered 120 primary schools and 27 high schools and 29 girls' high schools in 10 large cities :

Number of Pupils who attend Cinemas ; Investigation of May 1934.

	High school	Girls' high school	Primary school Boys	Primary school Girls
Number of pupils included in the investigation . . . . .	28,028	25,879	26,311	25,048
Number who go more than once a week . . . . .	392	112	1,029	375
Percentage . . . . .	1.0	0.4	3.9	1.1

B. The replies contain very little information as to the effect of the cinema on mentality and conduct.

In the reply from the United Kingdom, reference is made to a valuable enquiry made in London elementary schools in 1931-32. The following points are described in that report as well established :

(i) The morally questionable element in films is ignored by children of school age, and, in fact, bores them. It may do harm in particular cases, but there appears to be no widespread mischief. Other enquirers agree as to this.

(ii) The younger children for a time imitate in their play what they have seen on the films, but these external evidences of film influence are usually fugitive and confined to play.

(iii) Some children absorb film knowledge which seems to be kept in a mental compartment used in school only when an appropriate stimulus is applied.

(iv) The one distinct evil that is mentioned with such frequency by inspectors and teachers, and with such specific examples as to leave little doubt of its existence, is that children are often frightened at the films, and that the fear remains with them and causes dreams. The enquiry indeed brought out no other point on which there was definite evidence of harm.

(v) As a means of enlarging the children's experience (not by any means always in an undesirable way) and of giving clear-cut knowledge of certain kinds, the cinema is an effective instrument.

It may be interesting to note that, while the Roumanian reply suggests a connection between recent increases in juvenile delinquency and attendance at the cinema, the reply from the United Kingdom does not confirm this suggestion. On the contrary, the view is expressed that the cinema does more good than harm in this direction by keeping boys out of mischief.

In the United States of America, the effect of the cinema on the young has been the subject of exhaustive investigation, mainly under the auspices of the Motion Picture Research Council. These investigations were financed by the Payne Foundation and carried out in the years 1929 to 1932. The results are being published in nine volumes.

The conclusion is given briefly as follows :

“ In general, the investigators found that the amount of information gained from motion pictures by children of all ages is very great, that a single picture may produce a change in attitude, that the influence of pictures on attitude is cumulative, and that these effects are substantially permanent. The influences of motion pictures in arousing and stimulating the emotions was discovered to be considerable. Frequent attendance at unsuitable pictures was held to have a detrimental effect on children's health. The general influence of motion pictures on conduct patterns and the significant part these pictures play in the informal guidance of children was noted.”

**4. SPECIAL PERFORMANCES.**

The information on this subject is, generally speaking, so sketchy and inadequate that it is difficult to generalise, except that it appears true to say that the provision of special performances is everywhere very deficient. The delegate of the Women's Organisations reports that special performances of a non-commercial character have recently been given in large cities and elsewhere in France at children's clubs, in parishes, etc. These have, however, been handicapped by financial difficulties. In Yugoslavia, committees representative of the parents and the schools have organised special cheap performances of selected films. This reply also refers to special performances in Lithuania.

#### United Kingdom.

The reply which contains much information on this point distinguishes between commercial and non-commercial performances. As regards the former, it is commonly the practice in the large towns, especially in the Midlands and North of England, to give special children's matinées, usually on Saturday afternoons, at a low price. The charges range from a penny to ninepence, the average being twopence.

Apart from these commercial performances, some of the local authorities are doing excellent work in providing special recreational programmes for children, with high-class features. Several instances are also mentioned in which voluntary bodies have organised series of performances for children.

The information is summarised as follows :

“ It will be seen from these particulars that commercial children's performances are very far from universal and non-commercial ones are so few in number as to be of negligible importance except as experiments. In many places, there are no special performances for children at all and, in others, including London, they are now relatively uncommon. In the great majority of the commercial performances, the programmes shown are selected with more consideration for economy and the convenience of the proprietor than the needs of the children. Yet special performances appear to offer the only means of meeting the needs of the child, for in the ordinary cinema they are necessarily subordinated to those of the adult.”

#### Denmark.

Some cinemas organise special children's matinées on Saturday afternoons. Special performances are given at some of the schools, and performances of special instructional films with lectures have been organised on a voluntary basis at a concert hall in Copenhagen.

#### United States of America.

With the exception of a few experiments, there appear to have been few children's performances on either a commercial or voluntary basis.

#### Italy.

Much has been done under the present regime to organise special performances for children and young persons and for families. It is compulsory to include instructional and similar films produced by the “ Luce ” organisation in all performances.

#### Japan.

Special children's days have for several years been organised at selected cinemas in various of the great cities. The parents are encouraged to send their children to the cinemas only on these days. Apparently this scheme did not prove particularly successful at first, but has become more so since the co-operation of the teachers was obtained.

#### Roumania.

All cinemas are said to be required to give special “ educational ” performances on Sunday mornings. Other films of a “ moral and interesting ” type may also be exhibited.

### 5. ENQUIRIES AS TO TYPES OF FILMS WHICH APPEAL SPECIALLY TO CHILDREN AND YOUNG PERSONS.

There is considerable information on the types of film which are liked or disliked by children, and it is gratifying to observe that there appears to be a substantial measure of international agreement amongst the children of different countries on this subject.

Italy reports that children prefer comic films, and instance films in which Ridolini and Charlie Chaplin formerly appeared or featuring Laurel and Hardy. After these, in order of popularity, come romantic and adventure films — *e.g.*, featuring Douglas Fairbanks or Tom Mix.

The results of a United States enquiry compare very closely with those of similar investigations in the United Kingdom.

The most popular films with boys are “ westerns ”, adventures, comedies and mysteries. The least popular are educational films, tragedies, romances and war films.

Girls prefer romances, comedies, “ westerns ”, tragedies, in that order, and give least support to war films, educational films, “ adventures ” and films of sport, in ascending order of popularity.

### 6. PROVISION OF SPECIAL FILMS FOR CHILDREN.

Except for a few attempts to screen children's stories, fables, etc. (*e.g.*, Hans Andersen, Grimm), and the serials and “ westerns ” which are at least partly intended for children, it appears to be true to say that no special films have been or are being produced for children, otherwise than purely instructional ones. Where pictures based on children's classics — *e.g.*, “ Alice in Wonderland ”, “ Treasure Island ”, etc. — are produced, they are primarily designed for the adult public, and their appeal to children is, from the point of view of the producers,



largely incidental and accidental. The same is true of the universally popular silly symphonies and Mickey Mouse cartoons.

In Japan, efforts to stimulate production of suitable films — *e.g.*, by offering prizes — have been unsuccessful.

\* \* \*

A number of suggestions are made :

#### United Kingdom.

It would appear that the tendency in the United Kingdom is for the cinema to cater more for the adult than the younger members of the community. The number of adult films has increased as the number of those passed for universal exhibition has decreased. Only a few of the children's classics have been drawn upon, and in many cases the treatment has been sophisticated so as to appeal less to children than to "grown-ups".

The reply ends as follows :

" There are thus two main problems : (1) to stimulate the production of ' family ' films, films suitable for exhibition to adults and children alike : (2) to stimulate the production of special films for children. The latter is the more difficult though not necessarily the more urgent problem.

" At present it is as though the whole body of English literature were available for children, with the exception of the fairy stories, the school stories, the tales of Henty and Nesbit and Ballantyne and the like, and the great variety of children's classics from ' Swiss Family Robinson ' to ' Winnie the Pooh '. Both the need and the scope are great. Investigators say that the children are themselves aware of the deficiency. They not infrequently express their objections to the sophisticated films, which are often shown even at children's matinées, and they are found to respond enthusiastically to screen versions of their favourite stories — *e.g.*, ' Cinderella ' (both the German and English productions), ' Robinson Crusoe ', ' The Fifth Form at St. Dominics ' — while they resent the departures which are customarily made from the literal interpretation of the originals. They would like more animal stories, more stories about other children, more adventure stories of the ' western ' type. At present, however, their inability to pay more than a few pence for admission renders their demand ineffective.

" To increase the production of ' family ' films until the supply is adequate will be easier than to stimulate the production of special children's films. The cinema is a family entertainment, and it may be assumed that it is only necessary for the producers fully to appreciate the potentialities of the ' family ' market for them to supply it. The development of cinemas where patrons can be assured of seeing at all times programmes suitable for the whole family, such as is not unlikely to take place in the large towns, would obviously assist in this direction."

#### United States of America.

It is reported that there has been little effort on the part of producers in the United States in recent years to make films exclusively for the young, although the " serials " and " westerns " are intended for them. Particular mention, however, deserves to be made of the cartoons by Mr. Walter Disney, the silly symphonies and the Mickey Mouse comedies. These works of genius must surely constitute an international appeal to the children of all countries.

#### Italy.

The creation of " suitable recreational and educational cinemas for children under 14 " is advocated.

#### Portugal.

The starting-point should be the principle that " the cinema for the young should be different from the cinema for adults ". Films suitable for adults may be harmful to persons still in a formative state.

1. A centre might be established for the production of didactic and recreational films of a " beneficial " type, possibly in connection with the International Educational Cinematographic Institute. Each country should guarantee the exhibition of these films in schools and cinemas for youth.

2. Since the problem is an international one, uniformity of laws as to the attendance of children at the cinema is desirable.

#### Roumania.

The creation of a colour-cinematographic industry, with State aid, conditional on the production of films for youth.

The creation of a representative national film council and co-ordination of the activities of all official and private institutions interested in the problem.

Uruguay.

There should be propaganda in favour of cheap cinemas subsidised by the educational authorities. This would encourage the spread of educational cinemas.

C.P.E. 483.

Geneva, December 12th, 1934.

Appendix III.

CHILD WELFARE COMMITTEE.

THE ASCERTAINMENT OF BLIND CHILDREN.

*Report by the Secretariat.*

At its ninth session, held in Geneva in April 1933, the Committee decided to hold an enquiry as to *the best procedure for ascertaining cases of blindness in children at the earliest possible age*. On May 22nd, 1933, the Council approved this decision and instructed the Secretary-General to request the Governments of States Members of the League of Nations to furnish data on this matter to serve as a basis for the Committee's discussions at its tenth session.

The following twenty-two countries complied with this request :

Union of South Africa	Italy
Australia	Japan
Austria	Norway
Belgium	New Zealand
United Kingdom (England and Wales)	Poland
Denmark	Roumania
United States of America	Siam
Finland	Sweden
Hungary	Switzerland
India	Czechoslovakia
Irish Free State	Turkey

The replies received may be divided into two groups :

1. Information concerning means at present employed for discovering children suffering from total or partial blindness ;
2. Suggestions made with a view to providing or strengthening means to this end.

The present document contains a summary of the information and suggestions and the replies of the various countries.

1. INFORMATION.

*Registration in accordance with the Regulations.*

The Hungarian Government states that in *Hungary* there is no need to seek out blind children. These are automatically traced by means of special columns for blind persons contained in the individual returns of the decennial census of the population or by means of the registration of such children which is carried out every two or three years by the municipalities at the request of the Central Inspectorate for Institutes of Therapeutic Pedagogy or the Central Royal Institution for the Blind " József nádor ".

*Discovery of Cases of Blindness in Children by Public Education or School Authorities.*

From the information received, it would appear that the chief agents for the discovery of cases of blindness in children are the public education and school authorities.

Cases of total or partial blindness are usually discovered at the medical examination which all children are required to undergo at the age at which compulsory school attendance begins or even earlier if they are presented for admission to school while below the regular age. Subsequent examinations lead to the discovery of children who become blind later. This is the case in *Austria* (Lower Austria and Styria), *Australia* (Queensland), *Belgium*, the *United Kingdom*, *Finland*, *Japan*, *New Zealand*, *Norway* and *Sweden*.

In the *Irish Free State* the authorities responsible for enforcing the law on school attendance discover the cases in which blindness is the reason for which a child of school age is not attending school.

In *Finland* the entry in the register of baptisms must state whether the child is blind, deaf, paralysed or in any way abnormal. It is thus possible, by this means, to discover cases of blindness in children.

In the *United Kingdom* (England and Wales) the discovery may be made as early as the age of two years in the case of children who are sent to nursery schools.

*Discovery by the Public Health Authorities.*

In the *United Kingdom* (England and Wales) the discovery is sometimes made by the Public Health Departments. In part of the *Irish Free State* there are medical treatment services in the schools, which may detect cases of total or partial blindness.

*Discovery by the Public Registration Authorities.*

In *Hungary* blind persons are automatically registered, *inter alia*, by means of special columns for the blind contained in the individual returns of the general census (see above, "Registration in accordance with the regulations").

The *Swiss* Government points out that the Federal censuses provide a good means of discovering blind children.

In *Turkey* blind children are notified in the general census returns.

*Discovery by Other Official Bodies.*

In *Denmark* the discovery of such cases is made by the Social Committee, with which doctors and those engaged in educational work, whether official or private, are required to co-operate (Law of May 20th, 1933, Article 258).

In *Finland*, in the case of families who apply for public assistance, the provincial authorities usually discover blind children.

In *Hungary* the municipalities enter in a register every two or three years all blind children from five to eighteen years of age (see above, "Registration in accordance with the regulations").

In *Italy* the task of discovering cases of blindness in children is left to the National Association for Maternity and Child Welfare.

In *New Zealand* the police are bound to report blind children whose place of residence they know.

*Discovery by Private Persons or Organisations (some of which are subsidised from public funds).*

In other countries the whole work of discovering cases of blindness in children would seem to be carried out by private organisations. This is the case in the *Union of South Africa*; *Australia* (Victoria, Queensland and Southern Australia); *Poland*, where the Association for Assistance to the Blind is assisted as regards certain aspects of its work by the competent Ministries and public authorities; and some of the *Swiss Cantons*. In the *United Kingdom* (England and Wales) the voluntary societies give valuable assistance in discovering blind children.

In *New Zealand* the officers of charitable or kindred institutions who are aware of the place of residence of blind children, and the occupants of a house in which any such child resides, are required to send notification of the fact to the Ministry.

Generally speaking, it may be mentioned that crèches, visiting nurses, public relief measures for indigent parents with blind children, private associations for the blind and a number of social institutions, all assist in discovering blind children at as early an age as possible.

For the *United States of America*, in view of the diversity of means employed by the several States for discovering and reporting cases of blindness in children below school age, the reader is referred to the section "United States", under the heading: "Replies of the Various Countries", page 26 in the present document.

## 2. SUGGESTIONS TAKEN FROM REPLIES OF GOVERNMENTS.

Some countries state that they favour the principle of the compulsory notification of cases of total or partial blindness — *e.g.*, *Australia* (New South Wales), *Irish Free State*, *New Zealand*, *Norway*, *Turkey*.

Other countries, going into greater detail, not only state that they favour the principle of compulsory notification, but add that such notification should be effected by doctors and health authorities. This is the view of *Belgium*, *Czechoslovakia*, *Roumania* and the *United States of America*.

*Australia* (Tasmania), *Norway* and the *United States of America* suggest that public education authorities and school-boards should be given wider powers, so that they may discover cases of blindness amongst children who are below school age.

*British India* (Burma and the Government of the United Provinces) states that provisions for notifying cases of blindness in children might be introduced in the regulations concerning the registration of births and deaths.

*Australia* (South Australia) and *India* (Government of the United Provinces) think that the work of the early discovery of cases of blindness in children should be undertaken by doctors, the vaccinating staff and private organisations; these countries, and also *Turkey*, are of opinion that, in addition, recourse should be had to all means of propaganda with a view to facilitating the discovery of such cases.

Among the measures which the *United States of America* suggest might be effective is the establishment of a State commission whose duties would include assembling, in co-operation with public and private agencies working for the blind, all available information in regard to pre-school children who are blind or who have seriously impaired vision.

*Communications.*

*British India.* (Government of Madras) does not consider that it is feasible at present to discover cases of blindness in children at an early age.

The *Siamese Government* does not think it necessary to submit any suggestions, as the number of blind children in Siam is negligible.

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REPLIES OF THE VARIOUS COUNTRIES.

Union of South Africa.

No satisfactory machinery exists in South Africa for discovering cases of blindness in Young children.

The agencies from which most assistance may be expected, in the order of their importance, are, therefore, the various Church organisations, the associations for the blind, child welfare organisations and municipal health services.

Australia.

*New South Wales.*

The Education Department of the State of New South Wales has no general provision for the discovery of cases of blindness in children. To secure early and complete information regarding blind children, the institution of compulsory notification to a central governmental authority is desirable.

The census would be a means of obtaining the desired particulars, but the present form of census in Australia is of little practical value for this purpose. The instructions given in the form are to the effect that it is necessary to notify total blindness only — no person is to be recorded as blind who is partially but not totally blind. Since a considerable percentage of "blind" children have some degree of sight, literal interpretation of the instructions leads to many omissions in the notification of blind persons.

*Victoria.*

The Victorian Institute for the Blind has auxiliaries in the larger towns and cities in the State, which notify cases of blind children, both of school and pre-school age, which come to their notice. Publicity is given through the newspaper Press with the object of encouraging people with blind children to notify the Institute.

*Queensland.*

The Department of Public Instruction in Queensland states that it is aware that there is considerable difficulty in securing notification of the defect of blindness.

The Department of Public Instruction, therefore, periodically inserts a notice in the *Education Gazette*, a publication which is issued automatically to all teachers in the State, asking them to notify the Department of any case of serious deficiency in sight, knowledge of which may come to them. Teachers throughout the State are aware of the children who should be attending school and of any special circumstances affecting them, and the requirement that the Department be notified of any cases of blindness appears to have been successful in bringing to the notice of the Department of Public Instruction cases of sight deficiency which otherwise would probably have been undiscovered or unnotified.

Arrangements are now being made for the appointment of two part-time ophthalmologists to the Department of Public Instruction, who will travel the blight areas and recommend for transfer to the Wilson Ophthalmic Hostel any afflicted children who may be threatened with loss of sight.

*South Australia.*

As the best procedure for discovering cases of blindness in children, the Principal Medical Officer of the Education Department suggests the following :

1. Ask the local branch of the British Medical Association to publish in its monthly circular a request to all medical practitioners who become aware of the existence of a blind child to notify the Secretary of the British Medical Association, who would then notify a specified authority ; or they could report direct.
2. Ask the publisher of the *Medical Journal of Australia* to give prominence to this request from the League, stating at the same time the address to which the report should be sent.
3. Interest local bodies in the matter — *e.g.*, Boy Scouts, Girl Guides, Junior Red Cross, school committees, religious organisations, and all types of medical benefit and insurance societies.

The Chairman of the Central Board of Health submits the following suggestions :

1. Press announcements from time to time.
2. Wireless addresses broadcast under the auspices of the Blind, Deaf and Dumb Institution, the Education Department, and the Red Cross societies.
3. Announcements in churches and Sunday schools from time to time.
4. Announcements in the *Educational Gazette*, disseminated through the schools.
5. Officers in the various public services, especially the police and postal officials in different centres, should be advised.
6. Private medical practitioners are brought into touch with young blind children, and announcements in the *Medical Journal of Australia* and other recognised medical journals would be helpful.

Practically all the medical practitioners in this State are members of the British Medical Association, and the regular *Monthly Notice* from the Association office to each member might be used as a channel of information.

The Blind, Deaf and Dumb Institution gets into touch with most of its blind pupils by the following methods :

Circulars are sent to State school teachers, police officers, and the officials of Corporations and District Councils, and through the Medical Officers of the Education Department, who have occasion to come into touch with blind children.

The collectors of the Blind, Deaf and Dumb Institution, when travelling through this State, frequently learn of the presence of blind children, and they approach the parents and point out to them the desirability of placing the child in the Institution. When the parents have been fully apprised of the conditions of the educational facilities given, there is really no difficulty.

#### *Tasmania.*

With regard to the enquiry as to the best procedure for discovering cases of blindness in children, the question of extending the provisions of the Education Act to include immediate notification of any defect upon discovery will be dealt with when any further amendment of the Act is under consideration.

#### **Austria.**

As regards the detection of cases of blindness in children in *Lower Austria*, the following procedure is observed :

The local school-boards are obliged by law to notify all cases of blindness in children of school age in their area at the beginning of each school year and to forward these notifications to the Provincial Government of Lower Austria through the district school authorities. The municipal authorities of the communes in which blind children reside are then requested to urge upon the parents the necessity of providing for the children's education, upbringing and vocational training, and if the parents desire their children to be admitted to the Institute for the Education of the Blind, the authorities in question help them to submit an application for admission. The expense is then borne by the parents or guardians or, if they are unable to do so, by the competent district welfare boards (*Bezirksfürsorgeräte*).

In *Styria* no action is taken to deal with blind children until they are of school age. Each year the provincial School Council, at the request of the Graz Institute for the Blind, instructs all the school-boards of the province to notify the directorate of the Institute of any children of school age in their areas who are blind or have defective sight, and who are capable of instruction, but are not yet in an institution for the blind. The directorate of the Institute then gets into touch with the legal representatives of these children, and it is then ascertained whether the child's parents are able or willing to pay for its education, or whether assistance must be given out of public funds.

#### **Belgium.**

Compulsory notification by the doctor would be the best means of discovering cases of blindness in children.

There can be no question of professional secrecy. Blindness cannot be concealed. It is plain to everyone, and the child's parents have nothing to gain by hiding it.

The parents cannot be relied upon to notify it. Those belonging to the uneducated and to the prosperous classes alike will attach no importance to notification.

The opening of health dispensaries would render inestimable services, but their work should cover the whole country.

Education is compulsory in Belgium from six years of age, and all children undergo a medical examination, when all blind children or children with defective sight are discovered, without there being any question of professional secrecy; it is, however, already too late to begin educating them along the special lines appropriate to their case. (Information furnished to the Ministry of Foreign Affairs by the Comité consultatif pour l'Amélioration du Sort des Aveugles.)

**United Kingdom (England and Wales).**

Under the Blind Persons Act, 1920, it is the duty of every County Council and County Borough Council to make provision for the welfare of the blind in their areas. The whole country is covered by an organisation under which the work is carried out either by the local authorities direct or through the agency of voluntary societies. The agency of voluntary societies is used in by far the largest part of the country. It is the duty of these voluntary societies or the local authority to keep a register of all blind persons from infancy upwards.

In practically every area home teachers of the blind are employed to visit and instruct the blind, and these officers are constantly on the look-out for hitherto unknown cases of blindness. There are about 450 home teachers of the blind in England and Wales.

Many voluntary societies have a number of honorary representatives (some have one in every village), and any blind child seen or heard of by them is brought to the notice of the blind society.

Quite distinct from the blind organisation is the organisation for maternity and child welfare throughout the country, with its officers called health visitors. When they come across cases of blindness among young children, they report them to the blind welfare authority.

A certain number of cases come to the knowledge of the public health department of the local authority and become known to the blind organisation through them.

In some areas there is a good liaison between the almoner department of the ophthalmic hospital and the voluntary society for the blind, and blind children are notified to the society.

In addition to the discovery of cases of blindness in children through the blind welfare organisation, there is the discovery of blind children through the educational organisation.

Such discovery mainly affects children of the age of five years and upwards and is a statutory duty imposed by the Education Act, 1921, upon the local education authorities. It is carried out in the following ways :

(1) By school medical officers at the times prescribed by the regulations of the Board of Education for the medical inspection of school children, viz. :

- (a) On first admission to public elementary schools ;
- (b) On attaining the age of eight years ;
- (c) On attaining the age of twelve years.

(2) Through the medium of school nurses and teachers, who can at any time refer special cases to the school medical officer for examination.

(3) Through the medium of school attendance officers, when they enquire into the cases of children who are not presented at the statutory age for admission to school. When the reason for non-admission is one of physical defect — *e.g.*, blindness — the child is referred to the school medical officer for examination.

Children are, however, frequently presented for admission to school before the statutory age — *i.e.*, five years in the case of public elementary schools or schools for the blind, and seven years in the case of schools for deaf, defective and epileptic children. Such cases will be discovered by the local education authority on the child's entry to the school unless they have previously been discovered through some other medium. Similarly, children presented for admission to nursery schools, which cater for children between two and five years of age, will be discovered at, or shortly after, the age of two years.

**Denmark.**

According to the Law of May 20th, 1933, on public relief, paragraph 258, "the Social Committee reports to the Institute for the Blind all children who are blind or whose sight is so defective that they cannot follow the instruction given in the ordinary schools". In addition, "all doctors who, in the exercise of their profession, observe blindness or defective sight in children under sixteen years must report the matter to the Social Committee of the commune; the heads of State or communal schools and private teachers are under the same obligation".

**United States of America.**

At the time of the 1930 Federal census of population, 504 blind children under six years of age were found. During the same year a study made by the American Foundation for the Blind in seventeen widely scattered States brought to light a somewhat larger number of blind infants and pre-school children. On the basis of this study, it was estimated that there were approximately 800 such children in the United States. Current reports from a number of States show that the number of blind pre-school children known to the State Department of Public Welfare or to the State Commission for the Blind is nearly twice as large as the

number found in the Federal census. It is probable, therefore, that the estimate made by the American Foundation for the Blind represents the situation more accurately.

*Methods used to discover Cases of Blindness in Children.*

There is much variation throughout the country in the resources available for the discovery and reporting of blind children of pre-school age. The most important means for obtaining information as to these children are through the field services of State Commissions for the Blind, the activities of private organisations concerned with problems of the blind, reports required by health authorities from physicians as to children who are blind at birth, and attendance of children with impaired vision at special eye clinics or other health clinics. Special enquiry is made in the annual school census of most States as to children of school age who are blind, as school attendance of these children is compulsory except in a few States. Occasionally the school census law requires, as in Ohio, that an enumeration should be made at the time of the census of all pre-school children who are blind, deaf, or crippled.

More than half the States have created by statute a board of citizens to provide services for the blind. This board is usually designated the State Commission for the Blind. The work of these commissions is supported, entirely or in part, by appropriations from State funds. Three commissions are not active at the present time, because no appropriation has been made. In general the duties of the commissions are to provide medical assistance and training and vocational opportunities to visually handicapped persons, to administer State relief for the blind when this is provided, to further measures for the prevention of blindness, and to maintain a complete register of blind persons of all ages. In a few States the commissions are responsible for the development of local resources for services to the blind. The reports of some of these commissions indicate that every effort possible is made to study the needs of the blind throughout the State and to keep an accurate and complete register. This is achieved by close co-operation with all the agencies having contact with blind persons, as well as by information gathered in various communities by members of the State staff who are teaching or giving other assistance to blind persons in their own homes. In some States, because of limited staff and funds, the activities of the commission are more limited, and it is probable that little information about blind children is available to it.

Another public welfare measure which may have some influence on the early discovery of blind infants is the enactment in thirteen States of laws authorising the use of State funds for the maintenance and care of blind babies. In all but two of these States the law specifies that the payment is for care in a nursery or institution, a particular institution being named in four States. It is possible that a few blind infants that otherwise would remain unknown are brought to the attention of officials because of this provision for their care.

It is difficult to judge of the extent to which private associations interested in the blind have undertaken to search for children needing assistance. Associations of interested persons, whose work is supported by private contributions, have been organised for national, State-wide, or community services for the blind. In some States branches of the State association or independent association or organisation are to be found in many communities throughout the State. In other States they are located only in the large cities. These organisations undertake a variety of activities. Some are concerned with a particular service, such as providing medical care, maintaining a workshop, or similar pieces of work. Others have a much broader programme, including preventive work and the development of educational opportunities for the blind, as well as a variety of special services to meet different needs. The closer the co-operation between these volunteer organisations and the official State commissions, the greater is the possibility of a comprehensive State programme and the discovery of all children needing assistance in their own homes.

In a special enquiry made at the time of the Federal census in 1920, it was found that ophthalmia neonatorum was the cause of blindness in about 20 per cent of the cases of blind children under five years of age for whom this information was reported. The number of cases of blindness from this cause is steadily decreasing, as methods of prevention have been adopted throughout the country. In a few States practically no cases are to be found. At the present time only five States have failed to require the use at birth of a prophylactic to prevent infection.

As part of the programme for elimination of this preventable cause of blindness, the laws of forty-five States require the reporting to the proper health authorities of all infants who are blind at birth or have serious eyes conditions; reporting applies only to gonorrhœal infection in some States. If the provisions of these laws were actually carried out, fairly complete

information would be available in State and local health departments as to blind or potentially blind infants.

In 1930 a committee of the National Society for the Prevention of Blindness made an enquiry of health officials as to the extent to which reports were actually made by hospitals, physicians, nurses, midwives, and other persons. About a fourth of the health officials considered the reporting reasonably complete; the remainder described it as being poor. The major purpose of reporting is to assure follow-up of the care and treatment for the eye condition. Inadequate follow-up of cases was also shown by this study.

In a few localities the discovery of blind persons has been accomplished through special clinics for the diagnosis and treatment of eye difficulties. These clinics are widely advertised, and every effort is made to bring to them all persons with seriously impaired vision. The extent to which blind children have been discovered through these clinics is not known. Similar clinics for crippled children have brought to the attention of physicians a large number of crippled children previously unknown.

In the census of school children taken annually in most States, the inclusion of physically handicapped pre-school children is an exception rather than the general rule. In Ohio the law requires that all physically or mentally handicapped persons from one to twenty-one years of age should be included in the census. Ohio has been outstanding among the States in the provisions made for special classes in day schools for all types of physically handicapped children. According to school authorities, this special census has made it possible for many children to be given treatment or training before entering the schools for education in braille classes. It has also been of assistance in making decisions as to the need for establishing special classes for handicapped children in different localities. In Cleveland (Ohio), a visiting teacher has been assigned to assist parents in understanding the problems of the pre-school child handicapped by blindness, and the best methods for developing wholesome habits and attitudes, which will prevent his being set apart from normal children. It is probable that the school census enumerator concerned primarily with children of school age may fail to find all handicapped children of pre-school age. Even with this limitation the school census would seem to be a valuable means for discovering these younger blind children.

Important steps in the discovery of cases of blindness in children of pre-school age would seem to be the following :

- (1) Establishment of a State commission whose duties would include assembling, in co-operation with public and private agencies working with the blind, all available information in regard to pre-school children who are blind or who have seriously impaired vision.
- (2) Reporting to health authorities of all infants with eye conditions needing medical care.
- (3) Inclusion of visually handicapped children of pre-school age in the school census.

#### Finland.

(a) When a child is presented for baptism, the entry in the church register must show whether it is blind, deaf, paralysed, or abnormal in any other respect.

(b) As children reach school age, which is seven years, the heads of the primary schools are required each year to inform the school authorities of any children on their registers who, for any reason, are unable to attend an ordinary school, and notification must be given as to blind children also at the same time.

(c) If the family of a blind child applies for public relief, its blindness usually comes to the knowledge of the cantonal authorities as a result of the enquiries which are made before relief is granted.

#### Hungary.

There is no need in Hungary for measures for the discovery of cases of blindness in children, as they are registered in accordance with the regulations in the following manner :

(1) The registration of blind children takes place every ten years concurrently with the census of the population. The individual census forms contain special headings for the blind, and the particulars entered under these headings are classified by groups, according to the sex, age and religion of the blind person. These particulars may be obtained from the Hungarian Central Statistical Office.

(2) With a view to the registration of the blind between five and eighteen years of age, the Central Inspectorate of Institutes of Therapeutic Pedagogy or the "József nádor" (Archduke Palatine Joseph) Central Royal Institution for the Blind asks the municipalities, every two or three years, to proceed to the registration of blind children of this category and to submit statistics. On the basis of these statistics, the above-



mentioned Inspectorate and Institution keep registers in which are entered the particulars supplied by the municipalities concerning each blind child. At the same time, the parents of blind children between the ages of five and eighteen are given advice as to the education to be given to their blind children and information regarding the conditions of their admission to one of the institutions for the blind.

(3) It is generally recognised in Hungary that the education of blind children is a matter of public concern. In most cases, the parents come of their own accord, even before the normal statutory registration is made, to have their blind children entered in the register. If the blind child is taken to one of the children's homes or to any of the university clinics, the latter immediately take the necessary steps for placing the child in one of the institutions for blind children.

#### India.

##### *Government of Madras.*

The Government considers that there is no practicable method of discovering the existence of blind children at a very early age.

##### *Government of Bombay.*

The Government of Bombay has no suggestion to make in regard to how blindness or partial blindness may be discovered in the case of children who are not attending educational institutions.

##### *Government of Bengal.*

It is stated that the question of evolving a procedure for discovering cases of blindness in children is not one which could usefully be taken up by this Government in its present financial condition. Funds are lacking for any such activity and for providing assistance or educational facilities for any blind children who might be traced.

##### *Government of the United Provinces.*

The Government has made no provision for the care and education of blind children who are under the care of certain private institutions. The existence of such children can, however, be discovered with reasonable promptness and accuracy through the agencies of the vaccination staff and the Police Department. The former would be the best agency for recording cases of blindness in children; the latter could make a note of those children who are born blind in the course of their work of registration of births in rural areas.

##### *Government of Punjab.*

No organised efforts are made in this province for discovering cases of blindness in children.

##### *Government of Burma.*

It might be possible to discover cases of blindness at birth by making the necessary provision in the byelaws and rules framed under the Municipal and Burma Village Acts for the registration of births and deaths; but there is no means at present whereby blindness occurring in children after birth can be discovered, nor does it appear that any efficacious method can be devised, apart from such a measure as inspection by attendance officers under a compulsory Education Act.

##### *Government of Bihar and Orissa.*

As there is no machinery available in this province for discovering cases of blindness in children at the earliest possible age, the local Government is not in a position to suggest the best means to attain that end.

##### *Government of the Central Provinces.*

The Government believes that blindness in children is not prevalent in this province and that the number of those born blind is very small. It would seem therefore hardly worth while to set up machinery, which must necessarily be somewhat elaborate, for the discovery of such children until such time as it may be possible to make adequate provision for their treatment and education.

#### Irish Free State.

The Government of the Irish Free State are of opinion that the best method by which the existence of blind children could be discovered at the earliest possible age would be the compulsory registration of all cases of congenital or acquired blindness. In the event of the Child Welfare Committee of the League of Nations sharing this view, and arriving at the conclusion that compulsory registration of congenital or acquired blindness should be adopted, the Government of the Irish Free State would be prepared to consider favourably the introduction of legislation placing the onus of reporting cases of congenital or acquired blindness upon parents or guardians.

In this connection it may be added, for the information of the Child Welfare Committee, that certain schemes are already in operation in the Irish Free State whereby the existence of blind children is discovered and their welfare provided for. School Treatment Service Schemes under the Public Health (Medical Treatment of Children) (Ireland) Act, 1919, have been established in four county boroughs, one borough, and in eighteen out of the twenty-seven county areas. Under these schemes, an eye test is carried out in the case of each child

submitted for medical examination. Most of the schemes provide for the appointment of ophthalmic surgeons who are competent to ascertain the degree of blindness in the case of children examined by them. These schemes apply only to school-going children in elementary schools. On the other hand, the schemes mentioned operate in districts in which the school attendance in public elementary schools is 406,000. As the total elementary school-going population in Ireland is approximately 503,000, about 80 per cent of the school-going children in elementary schools are inspected under the existing scheme.

It may be pointed out here that the age period for admission to public elementary schools in the Irish Free State is three to eighteen years of age. The School Attendance Act, 1926, which enforces attendance at school for primary instruction, applies only to children between six and fourteen years of age, and only a relatively small percentage of the children in attendance at public elementary schools are under six years of age. So far as the educational authorities are concerned, therefore, it is not possible for them to discover the existence of blind children until they reach the age for compulsory attendance at school — *i.e.*, six years of age. Cases in which the failure to attend is due to blindness could then be ascertained from the enforcing authority under the School Attendance Act.

#### Italy.

It is one of the principal tasks of the National Association for Maternity and Child Welfare to discover any cases of blindness that do not come to the knowledge of the authorities through the child's parents.

#### Japan.

Considerable efforts are being made in Japan for the purpose of discovering cases of blindness in children at the earliest possible age, but no general method for this particular purpose has been established as yet.

In practice, however, education being compulsory for every citizen, blind children are discovered at the latest when they attain school age — *i.e.*, six years —, when every child has to undergo a thorough physical examination.

Furthermore, for those who become blind after that age, the annual physical examination for all school children will serve the same purpose.

#### Norway.

The Act prescribes that the school-boards shall report to the director of the Blind School the existence of all blind children in the parish who are of the age mentioned in the Act. Experience shows every year, however, that these regulations are not effective or sufficiently carried out. There ought also to be a certain inspection of blind children before they reach school age, and the best possible use ought to be made of the Children's Home, so that preference in admission is given to those children who are most in need of it.

The Norwegian Association for the Blind has therefore several times requested the authorities to make it a rule that all blind children must be reported as soon as blindness is ascertained. It has not yet been possible to carry through this reform, however. The Association tries to get the best possible information for its index of the blind through other channels — *e.g.*, by applying to physicians and midwives. It is clear, however, that the information obtained will always be incomplete as long as notification is not compulsory by law.

The simplest remedy might be to give the school-boards definite instructions to report. Every year a census of children for the elementary schools is held, and it would therefore involve no work or extra expense worth mentioning to report blind children at an earlier period. As things now are, they are often not even reported at the proper time to the Blind School, so for the purposes of the latter also such instructions would seem to be necessary.

#### New Zealand.

Under the Education Act, notification of blind children is compulsory, but not until the child is over six years of age. The enactment reads as follows :

“ Every parent, teacher of a school (either public or private), constable, or officer of a charitable or kindred institution who is aware of the place of residence (either temporary or permanent) of a deaf, blind, feeble-minded, or epileptic child, and the householder in whose house any such child resides, shall send notification of the fact to the Minister, giving the name, age, and address of the child ; and if any such person neglects or fails to comply with this provision, such person shall, on conviction thereof, be liable to a fine not exceeding one pound, or in the case of a second or subsequent offence, whether relating to the same or another child, not exceeding five pounds.”

At times, however, parents communicate with the Education and Health Departments asking for information and advice, and medical practitioners also at times communicate with these Departments regarding blind children under the age of six years.

There exists in New Zealand no established procedure for the discovery of cases of blindness in children prior to school age.

Parents are, as a rule, reticent in voluntarily informing the New Zealand Institute for the Blind that they have blind children, usually because they are hoping against hope that some form of treatment may restore vision, and hesitating to admit that their child is permanently blind. In other cases, reticence is apparently induced by some sense of shame.

In addition to the very few totally blind children under school age, there are probably a number whose vision is so defective that they may not in due course be able to receive their education in an ordinary school, but who nevertheless have ample vision for running about playing with other children and enjoying the years of their childhood. Their deficiency sometimes remains undiscovered until they come to attend school, and frequently the extent of the deficiency could only be ascertained, and then only with difficulty, under a specialist's examination.

The New Zealand Institute for the Blind likes to make contact with totally blind children of pre-school age. It then remains in touch with the parents, and instructs them as best it can in the proper treatment of the child.

The only suggestion which the Institute can make in this connection is that total or nearly total blindness in children under a specified age should be made a notifiable condition.

#### Poland.

The Association for the Assistance of the Blind, with the help of the competent Ministries and public authorities, collects statistics and detailed information with regard to blind children by means of suitable questionnaires. It then gets into touch with their families with a view to instructing them in their obligations towards and treatment of blind children.

It should also be mentioned that one of the Association's many duties is to keep in touch with the ophthalmic hospitals for the purpose of looking after children who, on leaving the hospital, have to be placed in schools for the blind. It also seeks out blind children and endeavours to persuade their guardians to give them a suitable education.

#### Roumania.

In Roumania, there is an Institute for the Blind, established by Her Majesty Queen Elizabeth thirty years ago, and possessing full modern technical equipment for the care of the blind and their vocational training.

Dr. J. Cantacuzène, member of the League Health Committee and Minister of Social Welfare, issued three years ago a decision making it compulsory for parents to declare cases of blindness in their children.

It is proposed that officials should be instructed to collect index-cards for blind children and forward them to the prefectures and municipalities.

In order to ensure the early discovery of cases of blindness among children, health officers should be bound to report, on special index cards, all such cases coming to their notice. They should send these cards to the prefectures or town councils, which should in turn immediately inform the Ministry of Public Relief.

#### Sweden.

The school-boards of the various parishes have to see that every child whose sight is so impaired as to prevent it from usefully taking part in the ordinary school work is sent to a school for the blind.

#### Switzerland.

Up to the present it has not been necessary for the Federal authorities to occupy themselves with enquiries as to cases of blindness in children, as this question is within the competence of the cantonal educational authorities.

It would seem, however, to be very easy to discover cases of blindness in children. They are, in fact, notified at the time of the decennial Federal census of the population. In addition, the cantonal or regional associations of the Swiss Union for the Welfare of the Blind are very well organised and are able to give effective help in searching out persons suffering from blindness. These associations have, moreover, a special officer in all places of any size.

#### Czechoslovakia.

The Czechoslovak authorities have already had under consideration the question of the best means of discovering cases of blindness in children as early as possible. It was suggested that lists of blind children should be drawn up at the time of vaccination, which is compulsory in the Czechoslovak Republic, but this suggestion was not adopted. A proposal that the district medical officers should notify any blind children with whom they came into contact in the discharge of their duties is also being considered.

#### Turkey.

Children afflicted with blindness are entered in the general census registers. This is how such cases are discovered. The competent authorities do not apply, and do not contemplate applying, any other system. The legislation in force is indeed silent on this particular point, a fact which renders the detection of cases of blindness in children extremely difficult.

It would, however, be possible, in our opinion, to discover such cases with the assistance of the public health organisations in the following manner :

- (1) By requiring parents to notify children born blind ;
- (2) By requiring the notification also of cases of subsequent blindness and infantile ophthalmia ;
- (3) By creating special organisations whose duty it would be to have cases of blindness that have been notified among children of pre-school age supervised by visiting nurses ;
- (4) By a system of continuous supervision or examination, to be entrusted to the anti-trachoma committees, whose duty it would be to search out and register blind children in a specified district.

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#### Appendix IV.

### EXTRACT FROM THE NOTE BY THE SECRETARIAT ON THE DEVELOPMENT OF ITS INFORMATIVE ROLE IN THE FIELD OF CHILD WELFARE.

C.P.E.498.

#### CHAPTER I. — PLAN OF WORK OF THE LIBRARY.

The Library having been instructed by a resolution of the fifteenth Assembly to collect and keep up-to-date documentary information on the child welfare questions dealt with by the Social Section, the following plan of work has been drawn up.

The objects which the Library has in view are :

1. To collect printed material (monographs, laws, statistics, reports and Minutes, articles in periodicals, Press cuttings) from books and from Government and private publications, both special and general.
2. To enable persons consulting the Library to make full use of this information by means of suitable bibliographical material (catalogues, author and subject indexes, etc.).
3. To prepare bibliographical publications, when occasion arises, such as " reading lists ", annotated bibliographies, analytic lists of laws, etc.

This cannot be achieved simply by collecting special material ; a considerable amount of general material will be required. The Library of the League of Nations can place at the Centre's disposal material containing a good deal of information on child welfare questions which has not hitherto been extracted and made available, there having been no demand for this work. In addition, the Library's readers have access to the collections of the Library of the International Labour Office.

A survey of the Library's general resources will give a better idea of the very great assistance which it will be able to afford the Information Centre (see Appendix I).

The Library is anxious that the printed material on child welfare questions to be found in its general and special collections and in the files of the Secretariat's archives should be presented as attractively as possible. For that purpose it proposes the following practical measures :

- I. *Opening of a Special Room in the Charge of a Trained Staff.*
- II. *Collection of Material.*

The whole of the printed material relating solely to child welfare questions will be collected in that room.

The Library naturally cannot undertake to collect complete documentary material on *all* child welfare subjects. It will endeavour to obtain as much material as possible on general problems and will await the Child Welfare Committee's instructions as to the selection of particular problems on which special material would seem necessary.

This material will consist of :

(a) *Books*, works of reference (encyclopædias, year-books, directories, etc.), Government publications, League of Nations publications, reports of societies, congresses, etc.

The Social Section has a special fund (the Richmond Fund) by means of which the Library can make the necessary purchases.

(b) *Collection of periodicals* : those periodicals for the current year which are the Social Section's special concern will also be kept in this room. This collection will be reorganised and enlarged.

(c) In addition, *files* for ephemeral material, monographs not forming part of a special collection, texts of laws, separate reprints of articles or the articles themselves if

circumstances permit, Press cuttings, printed extracts from the archives, etc. The files will also include a copy of the reports specially drawn up, at the request of the Social Section, by associations or charitable bodies not publishing printed material, whenever the organisation in question authorises its direct communication to the public.

These files will constitute a collection of up-to-date first-hand material in keeping with the most recent tendencies in research work.

### III. *Arrangement of the Documentary Material.*

1. As the material in *book* form is included in the Library's general collection, it fits into the system of classification already in use. The Library has adopted the universal decimal system of classification established by the International Bibliographical Institute at Brussels (last edition, 1927-28) — that is to say, the expanded Dewey system.

The various aspects of child welfare will be placed in different numerical groups (legislation, assistance, education, public health, etc.). That, however, will not prevent all the works directly and exclusively concerned with child welfare questions being kept together on the shelves.

2. On the other hand, it would not be appropriate to incorporate in the general collection the documentary material specially collected by the Centre in the form of *files*. Accordingly, such material will not, like the book, be automatically included in the general scheme of classification, but will be arranged in accordance with whichever system may appear the most likely to facilitate its use.

### IV. *Bibliographical Material.*

The practical value of a collection is in direct ratio to the ease with which it can be consulted. A collection cannot be turned to really good account unless completed by a card index (that is to say, a catalogue) which makes it possible to find out rapidly what it contains, and this is specially important in cases where individual documents have to be supplemented by reference to special sections of general works (for example, paragraphs 27 and 28 in the annual report of the South African Prisons Department, regarding delinquent children and children's reformatories).

It is, moreover, only through systematic catalogues (see (a), (b), (c), and (d) below) that the various sources of documentary information can be properly co-ordinated. The systematic arrangement of the various catalogues will be similar to that adopted for the documentation in files.

These specialised catalogues will be as follows :

(a) *Books.* — An author and subject catalogue which will mention, not only books having a direct bearing on child welfare, but also books which, though belonging to other sections of the Library, contain information on child welfare questions.

(b) *Periodicals.* — A classed catalogue containing articles on child welfare from both special reviews and all other reviews received by the Library. Special attention will be devoted to the indexing of periodicals, in order that the catalogue may be an accurate record of all articles appearing in the special or general Press.

(c) *Legislation.* — Card index of legislation, facilitating reference to child welfare legislation in a given country or on a given question. This card index will be based upon the particulars given in the collections of laws and the official gazettes available in the Library. It will be kept up to date by means of the information supplied to the Child Welfare Committee by Governments and also by the regular indexing of official journals and texts of laws.

(d) *Publications of Societies.* — A catalogue of reports and other publications in the Library's possession, issued by international and national associations, public and private, which deal with child welfare questions.

### V. *Bibliographical Publications.*

The sections devoted to child welfare questions in the Library's regular publications will be enlarged, and whenever it seems advisable the Library will prepare special publications (reading lists, bibliographies, etc.) such as it prepares for other Sections of the Secretariat.

(Signed) T. P. SEVENSMA,  
Chief Librarian.

March 1935.

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TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

REPORT ON THE WORK OF THE FOURTEENTH SESSION

(Geneva, May 2nd to 9th, 1935.)

The fourteenth session of the Traffic in Women and Children Committee opened at Geneva on May 2nd, 1935, M. Enrique GAJARDO, delegate of Chile, being in the Chair, and Dr. Estrid HEIN, delegate of Denmark, acting as Vice-Chairman.

Composition of the Committee.

*Government Delegates :*

M. E. GAJARDO ( <i>Chairman</i> )	Chile.
Dr. Estrid HEIN ( <i>Vice-Chairman</i> )	Denmark.
His Excellency Count CARTON DE WIART M. I. MAUS, technical expert	Belgium.
Mr. S. W. HARRIS Miss J. I. WALL, substitute delegate	United Kingdom.
M. MARTINEZ-AMADOR Doña Matilde HUICI	Spain.
Dr. Martha ELIOT	United States of America.
His Excellency M. REGNAULT M. BOURGOIS, substitute delegate	France.
Begam SHAH NAWAZ	India.
Count Ugo CONTI-SINIBALDI Princess GIUSTINIANI-BANDINI, assistant delegate	Italy.
His Excellency M. CHODZKO Mme. WOYTOWICZ-GRABINSKA, substitute delegate	Poland.
His Excellency M. PELLA Princess CANTACUZÈNE	Roumania.
M. Celâl HAZIM	Turkey.
His Excellency M. BENAVIDES	Uruguay.
<i>Assessors :</i>	
Mme. AVRIL DE SAINTE-CROIX	Women's International Organisations.
Mlle. LAVIELLE	International Union of Catholic Women's Leagues.
Mlle. Andrée KURZ	International Federation of the "Amies de la Jeune Fille".
Mr. S. COHEN	Jewish Association for the Protection of Girls, Women, and Children.
Mr. F. SEMPKINS	International Bureau for the Suppression of Traffic in Women and Children.
Mlle. DE MEYER, later replaced by Mlle. THURLER	International Catholic Association for the Protection of Young Girls.
<i>Liaison Officer :</i>	
Mme. THIBERT	International Labour Office.
<i>Secretarial :</i>	
M. E. E. EKSTRAND	Director of the Opium Traffic and Social Questions Sections.

Changes in the Composition of the Committee.

The following changes have taken place in the composition of the Committee since the thirteenth session.

Miss Grace Abbott, delegate of the United States of America, having resigned, Miss Katharine LENROOT, Chief of the Children's Bureau of the Department of Labor, has been appointed member of the Advisory Commission. Miss Lenroot was replaced at the fourteenth session by Dr. Martha M. ELIOT, Assistant Chief of the Children's Bureau of the United States Department of Labor.

The Government of India appointed the Begam SHAH NAWAZ, replacing Mrs. Subbarayan.

Mme. de Montenach being unable to be present at the session, the International Catholic Association for the Protection of Young Girls was represented by Mlle. DE MEYER, who was later replaced by Mlle. THURLER.

Mr. Bascom Johnson and Dame Rachel Crowdy were unable to be present this year.

The Chairman informed the Committee that, on the unanimous wish expressed by the Child Welfare Committee, the Council of the League of Nations would be requested to invite the Japanese Government to continue its collaboration with the Committee in future.

In view of the interest which the Chinese Government takes in the question of women of Russian origin in the Far East, an invitation was issued to Dr. Hoo Chi-Tsai, Director of the Permanent Office of the delegation of China to the League of Nations, to attend the discussions on this matter, as he had been present last year when the question was dealt with by the Committee. Dr. Hoo Chi-Tsai, being absent from Geneva, was represented by the First Secretary of the Permanent Office, M. CHEN-TING, who was also requested to attend the discussion on the proposed Conference of the Central Authorities of the Eastern Countries.

At the Committee's invitation, a representative of the Nansen International Office for Refugees attended the discussion on the situation of Russian women in the East.

In reply to the request of the Salvation Army to be represented on the Advisory Commission for the Protection and Welfare of Children and Young People, the Commission expressed the opinion that it would be most desirable for the Salvation Army to be represented on the Traffic in Women and Children Committee at its forthcoming session. An invitation was issued for a representative to be present during the discussion of the questions of the rehabilitation of prostitutes and women of Russian origin in the Far East. Lieut.-Commissioner Agnes POVLSEN, representing the Salvation Army, attended the Committee.

The Rev. Father ROBERT, Sacred Congregation for the Propagation of the Faith, was also present, at the Committee's invitation, during the discussion of the situation of women of Russian origin in the East.

In response to the Committee's invitation, the International Bureau for the Unification of Penal Law was represented at the discussion on the suppression of the activities of *souteneurs* by Professor SASSERATH and Judge M. CALOYANNI, and the International Criminal Police Commission by M. F. LOUWAGE.

#### **Adoption of the Agenda.**

The agenda submitted by the Agenda Sub-Committee (document C.T.F.E.660) was approved.

#### **Representation of Canada.**

The Committee associated itself with the decision taken by the Child Welfare Committee on this matter.

#### **Report by the Secretary.**

The progress report was read by the Secretary, who gave additional information bringing the report up to date, and made certain comments.

Since the Committee's last session, the following States have become parties to the under-mentioned Conventions :

##### *1921 International Convention for the Suppression of the Traffic in Women and Children.*

Afghanistan, Colombia, Irish Free State.

##### *1923 International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications.*

Colombia, Cuba.

##### *1933 International Convention for the Suppression of the Traffic in Women of Full Age.*

Afghanistan, Bulgaria, Chile, Iran, Sudan, Sweden, Switzerland.

This Convention came into force on August 24th, 1934, in accordance with its Article 8, which stipulates that the Convention shall come into force sixty days after the Secretary-General of the League of Nations has received two ratifications or accessions.

The discussion of those items in the progress report which are specially mentioned on the agenda was deferred until they came up in due course during the work of the Committee.

#### **Enquiry into Methods of Rehabilitation.**

The discussions which have taken place in recent years on the abolition of the system of licensed houses and of the regulation of prostitution have revealed, on almost every occasion, a desire to find out what could be done to assist the women who would be turned out of the houses to regain their self-respect ; and further to consider what measures could be taken to prevent women and girls from falling into a life of prostitution.

At the 1934 session, when a series of resolutions concerning the abolition of systems of regulation was accepted, emphasis was laid on the importance of making a study of rehabilitation measures, so that countries which are considering the possibility of abolition might be assisted in their preparations for action, and that in abolitionist countries measures for rehabilitating girls and women who were leading a life of prostitution might be co-ordinated.

The Traffic in Women and Children Committee accordingly decided that an enquiry should be made into measures for the rehabilitation of prostitutes and the prevention of prostitution in relation to the traffic in women and children. Mr. S. Cohen, Assessor representing the Jewish Association for the Protection of Girls, Women, and Children, was appointed Rapporteur.

The Council had confirmed the decision of the Agenda Sub-Committee as to the terms of the enquiry, and expressed the view that Governments might be approached by the Secretary-General with a request to supply all the necessary information.

The subject was a very wide one, and it was therefore ultimately decided to limit it in scope and to restrict the enquiry to a number of selected voluntary organisations and individuals.

A questionnaire was prepared, aiming at obtaining information which, so far as is known, has never before been examined thoroughly on an international basis, as to the social services which are available and the methods adopted in the different countries for the purpose of rehabilitating women and girls who have taken to, or are in danger of taking to, a life of prostitution.

It was also sought to learn from countries where prostitution was regulated, and where there were licensed or tolerated houses, what measures (if any) they took to discourage women and girls from taking to or continuing in such a life.

It was further hoped to obtain information as to any special measures which had been taken to help women and girls who were giving up prostitution after living in licensed or tolerated houses.

The Committee was particularly anxious to ascertain whether there were arrangements for the free treatment of venereal disease and for the better provision of treatment and accommodation for mental defectives.

It was hoped, too, to get some knowledge of how organisations kept themselves abreast of modern knowledge and methods, and whether they kept records which might be of value for comparative study.

The answers were not in all cases as complete as was hoped, and some of them unfortunately arrived too late to be utilised for the report this year, as, for instance, the reply from Belgium, which could not be included in the report but, as it contained a criticism of the subject-matter of the questionnaire, was communicated to the Committee. The Rapporteur, in consultation with the Secretariat, decided that further and fuller information would be required before a final report could be prepared, and resolved that a preliminary report should be presented to this session of the Committee with a request for leave to continue the study.

The preliminary report was composed of four chapters :

I. An Historical Survey of the Treatment of the Question since the Formation of the Traffic in Women and Children Committee ;

II. A Survey of the General Trend of Opinion and the Divergencies of Opinion contained in the Answers of the Organisations ;

III. A Summary of the Replies received, by Countries. This chapter gives information as to existing organisations ready to give social service, and describes the methods used ;

IV. Conclusions and Suggestions for Further Study.

The replies received dealt, in most cases, with the questionnaire from the point of view of both adult women and minors.

Whilst dealing fairly adequately with minors, they did not give a great deal of information with regard to adult women. The preliminary report observed in this connection : " It is here that the most serious difficulties are met with and, comparatively speaking, the strongest disinclination on both sides is encountered — both on the part of the voluntary organisation and of the prostitute."

The Rapporteur was of opinion that the inadequacy of the replies on this aspect of the whole question showed the necessity of continuing the study. He indicated, *inter alia*, the following points which resulted from the enquiry.

An analysis of the replies received showed that certain countries might be taken as typical of a certain group of countries, or of a certain type of work carried out in the majority of countries, but there were other countries from which no information at all was available.

Whilst information from some countries could be considered satisfactory, the practice in other countries was only superficially outlined by some indications in a general report of an international organisation.

From Asia, for instance, no information had been received, except from certain provinces in India. Information regarding North America came only in respect of the United States of America and, except for Uruguay and the Argentine, no information had come from any of the South-American States. It was therefore suggested that, for the purpose of arriving



at conclusions and recommendations, the enquiry should be extended to other questions which were not dealt with or were insufficiently treated in the preliminary report. The Committee was asked to decide whether it wished the preventive side to be fully included in the final report, and came to the conclusion that this question must be postponed for the present.

In the Rapporteur's opinion, the question of rehabilitation would have to be combined with other social services, and the question of State assistance would need to be considered in this connection. Fuller information was required as to the possibilities of training and the subsequent employment of ex-prostitutes, "after-care" work, etc. The possibility of co-ordinating efforts in the different countries and of standardising methods would have to be considered. The problem of the mental defective and the venereally diseased woman and girl required fuller study.

As a result of the discussion, the Committee came to the conclusion that the further study should be a limited one, and should deal more especially with the adult woman. There is, however, among prostitutes, a group requiring particular attention — namely, those who are of minor age but are above the age-limit for the juvenile court. In some countries, there are minors who have been allowed to register as prostitutes, though not allowed to become inmates of licensed houses.

The Committee felt that it was impossible to continue at present the study of the wider aspects of preventive work, but that the Secretariat should be at liberty to supplement the information contained in the preliminary report by applying to some other voluntary organisations, particularly in those countries from which no information had so far been obtained.

The Committee was of opinion that a useful line of enquiry would be to obtain information regarding the social services which were used in connection with the treatment of venereal disease.

It was also felt that efforts towards rehabilitation would meet with greater success if the antecedents of the women concerned were investigated.

It is particularly hoped that the Governments concerned will take advantage of the means at their disposal to answer the questions formulated on these points.

Taking up the suggestions made in Chapter IV of the preliminary report and arising during the discussion of the question, the Committee has drawn up a new questionnaire.

As the Council had already authorised the Secretary-General last year to approach Governments, it was decided to send Parts I and II of the questionnaire, which deal with the rehabilitation of the adult prostitute, to all Governments Members and non-members of the League of Nations, and also to the assessors represented on the Committee, and Part III, which is a limited study of the antecedents of prostitutes in the different countries, only to the Governments represented on the Committee and to the assessors.

It is hoped that the Government replies will be received by November 1st, 1935, in order to give ample time for a complete study of the material received, so that a satisfactory report can be prepared for the Committee's next session.

### Suppression of the Activities of " Souteneurs ".

At its last session, the Assembly noted with satisfaction that the Traffic in Women and Children Committee had decided in 1934 to continue its consideration of this question. The Committee, at its present session, accordingly resumed work on the preparation of an international convention for the suppression of the activities of *souteneurs*.

In 1931, the Committee prepared a preliminary draft, which was submitted by the Council to the Governments for observations. This consultation showed that a large number of Governments were, in principle, in favour of the preparation of an international convention providing penalties for *souteneurs* (document C.T.F.E.566). The numerous observations received by the Secretariat were referred by the Committee to a Legal Sub-Committee, which, on the basis of those observations, made fresh proposals (documents C.T.F.E.584 and 590).

Last year, the Committee, in accordance with a general recommendation by the fourteenth Assembly, decided that its study of the problem of the *souteneur* should be continued in collaboration with the International Bureau for the Unification of Penal Law. The Bureau, at its session in Paris at the beginning of 1935, drew up a draft Convention, consisting of five articles, designed to suppress the exploitation of the prostitution of others (document C.T.F.E.645). The Committee thanked the Bureau for its valuable assistance.

The Secretariat collected in a single document for the present session of the Committee the texts proposed by the members of the Legal Sub-Committee and by the International Bureau for the Unification of Penal Law, and added draft final clauses for a proposed convention (document C.T.F.E.657).

The Committee held a general exchange of views on the various proposals submitted to it. It considers that it would be premature at the present time to submit to the Council a fresh draft convention on the subject, as it thinks that the various questions still require exhaustive study, for which it has had no time at the present session. For this purpose it has appointed a Sub-Committee composed of the following delegates :

M. BOURGOIS (France),  
M. MAUS (Belgium),  
M. MARTINEZ-AMADOR (Spain),  
Mme. WOYTOWICZ-GRABINSKA (Poland),  
Count Ugo CONTI SINIBALDI (Italy),  
Professor PELLA (Roumania).

This Sub-Committee will be assisted by experts of the International Bureau for the Unification of Penal Law, the International Criminal Police Commission, and the Social Questions Section and Legal Section of the Secretariat.

The United Kingdom delegate pointed out that Article 1 of the draft Convention before the Committee would, as explained by the authors, apply to persons who aid, assist, or encourage prostitution in licensed houses, and that consequently it could not be accepted without reservation by those countries which still maintained the system of licensed houses. Further, the draft Convention was incomplete because it did not include a number of other provisions which the experience of abolitionist countries had shown to be necessary for the suppression of commercialised vice. For these reasons, it was, in his opinion, a waste of time for the Committee to proceed at the present time with further consideration of the draft Convention. This view was supported by several other members.

The United Kingdom delegate expressed doubt whether any effective solution of the problem could be reached until further progress had been made towards the abolition of licensed houses; but he suggested that the Committee might request the Secretariat to prepare for the next session a statement from the information in its possession showing the measures taken in representative countries, both regulationist and abolitionist, to deal with commercialised vice, in order that the Committee might consider whether any useful measure of agreement could be reached.

Certain delegates, on the other hand, felt that the Committee was in a position to take a decision on the question at the present session. They observed that, in their view, the proposed text would be satisfactory to the abolitionist Governments, because it made every form of exploitation of another's prostitution a punishable offence. A few members of the Committee expressed the opinion that the text proposed by the International Bureau for the Unification of Penal Law could be accepted.

The exchange of views which has taken place has been recorded in the Minutes and will serve as a guide to the Sub-Committee for its future work. The Sub-Committee is asked to make, with the help of the Secretariat, a legislative study of the question and to prepare a preliminary draft convention, which will be submitted to the members and assessors of the Committee, if possible, three months before the next session.

#### **Proposed Conference of the Central Authorities of the Eastern Countries.**

The Commission of Enquiry into Traffic in Women and Children in the East mentioned, among other steps which should be taken, the exchange of information by the central authorities throughout the East. The question was discussed by the Advisory Commission in 1933 and 1934 and led to further discussion by the Traffic in Women and Children Committee at its fourteenth session, in 1935, M. Bourgois, delegate of France, being appointed Rapporteur.

The Assembly had stated, in the course of the 1934 session, that, in its opinion, the report of the Commission of Enquiry should be considered at a conference of the authorities responsible in Eastern countries for the measures taken to prevent traffic in women and children, and the Committee was informed that a circular letter had accordingly been sent to the Governments interested (Afghanistan, United Kingdom, China, France, India, Iran, Iraq, Japan, the Netherlands, Portugal, Siam and United States of America), and that seven countries had so far sent in replies. The answers from the United Kingdom, France, the Netherlands, Portugal and the United States of America, were favourable, the United Kingdom, *inter alia*, stating that the Governments of Hong-Kong and the Straits Settlements "would be prepared to appoint representatives". France and Portugal both agreed, under certain conditions, to the holding of the Conference.

During the discussion, the representative of the Chinese Government informed the Committee that his Government was prepared to take part in the proposed conference. The representative of Japan, who was present in an advisory capacity, made a statement which implied the possibility of the Japanese Government's being in favour of the conference.

Of the twelve Governments applied to, therefore, half have replied in the affirmative, and one Government has made a statement which affords a hope of ultimate agreement.

Negative answers have been received from Iraq, who declared herself unable to take part in the conference, and from India, who informed the Secretariat that, "as the main interests of the conference will be the international traffic, and as this traffic does not concern India, the Government of India feels that no advantage is to be gained by India being represented".

During the deliberations, however, the Indian delegate stated that she would place before her Government the favourable statement made by China, the attitude taken up by Japan, and the full discussion, with the conclusions arrived at, by the Committee, in order that

the Government of India might appreciate the position in the light of these subsequent developments.

The replies before the Committee contained two further suggestions : the United Kingdom Government stated that " the Government of the Straits Settlements . . . sees serious objections, from a local point of view, to the suggestion that the conference should be held in Singapore at the same time as the meeting of the Advisory Council of the Eastern Bureau of the Health Organisation ".

The answer of the Netherlands Government suggested that the work of the conference would be facilitated if, as far as possible, an agenda could be established.

There was further a suggestion with regard to the date of the conference, the date originally proposed (beginning of 1936) being considered too early to allow of thorough preparation and sufficient preliminary correspondence with the Governments concerned.

As to the place where the conference should be held, Hong-Kong was suggested instead of Singapore, but was rejected on the Committee's being informed that the same local objection applied to both places. It was also suggested that some town in the Netherlands Indies might be appropriate, but it was generally felt that it should be left to the Secretary-General to discuss the meeting-place of the conference with the Governments concerned.

The same procedure should apply to the question of the composition of the conference, it being suggested that the Secretary-General might find out whether the Governments felt that the conference should be composed solely of their official representatives, whether other delegates should also be invited, and whether delegates from voluntary or other organisations should be appointed by the Governments.

The Committee also expressed the wish that the Director of the Social Questions Section of the League of Nations should represent the Secretariat at this conference.

A further proposal was put forward that, in view of the long time which has elapsed since the submission of the Commission of Enquiry's report and the danger of the conference's being still further delayed, the Committee should appoint a liaison agent to establish co-operation between the League of Nations and the central authorities of the Far Eastern countries.

It was unanimously agreed that the conference should be held as soon as it could be properly arranged, the autumn or the winter of 1936 seeming to be the earliest date possible in the circumstances.

Since, however, a further postponement of the date seems unlikely on the supposition of further favourable answers' being shortly received, it was felt that the immediate appointment of a liaison officer was not necessary. For the time being, therefore, no decision was taken on this point. The Committee also felt that the question might be better discussed at the conference itself, it being left to the countries concerned to decide whether such an appointment was desirable.

As to the question of the agenda of the conference, the Committee agreed with the Netherlands Government that an agenda should be established beforehand, in order to enable each Government concerned to prepare for the conference. The Secretariat was therefore requested to study all the suggestions so far made with regard to the agenda of the conference, and to submit proposals to the next session of the Advisory Commission.

The Traffic in Women and Children Committee finally agreed to the following resolution :

" 1. The Assembly having, at its fifteenth session, expressed the opinion that the report of the Commission of Enquiry into Traffic in Women and Children in the East should be considered at a conference of the authorities who are responsible in Eastern countries for the measures taken to prevent traffic in women, with a view to securing closer co-operation and greater exchange of information between them :

" The Traffic in Women and Children Committee has heard with much satisfaction that Governments of countries in the East have expressed their willingness to co-operate in the holding of such a conference under the auspices of the League of Nations.

" 2. The Committee expresses the hope that, if possible, the conference shall take place next year, after careful preparation in consultation with the Governments concerned ; it suggests that the autumn or winter of next year might be the most convenient time.

" 3. The Committee requests the Council to authorise the Secretary-General to make all the necessary arrangements in consultation with the Governments concerned, especially with regard to the choice of a convenient place of meeting, the manner in which the conference should be constituted, and the subjects to be discussed. The Committee hopes that the Director of the Social Questions Section will attend the conference in view of his experience of the East and his special knowledge of the question to be discussed.

" 4. The Traffic in Women and Children Committee expressed the desire to have an opportunity of considering the agenda of the conference at its next session, in April 1936, when a joint session of the Child Welfare Committee and the Traffic in Women and Children Committee could be arranged."

### Position of Women of Russian Origin in the Far East.

The question of the plight of women refugees of Russian origin in the Far East, to which prominence is given in the report of the Commission of Enquiry into Traffic in Women and Children in the East, was discussed by the Advisory Commission for the Protection and Welfare of Children and Young People in 1933 and 1934. In bringing the matter before the Council, in May 1934, the Commission requested the Council to draw the attention of the Assembly to this question, in the hope that some solution could be found.

The problem was discussed by the Fifth and Sixth Committees of the 1934 Assembly, which decided that further enquiries should be made on the spot, and the Secretariat was asked to collect further information from official and unofficial sources.

In accordance with these instructions, a number of Governments and authorities, as well as organisations and individuals, likely to be interested, were approached by the Secretariat, and a document (C.T.F.E.656 and addendum) was submitted to the Committee, containing a summary of the information received up to the time of its meeting. In this study, the Secretariat gave indications that the situation had become still more serious since the visit of the Commission of Enquiry to the Far East. It enumerated the special difficulties concerning the question, due to the fact that the victims were widely dispersed in the big towns, and also to the diversity of character of the present voluntary organisations and their lack of co-operation.

In opening the discussion on this point, the Rapporteur, Dr. Estrid Hein, delegate of Denmark, reminded the Committee that, as stated in the document prepared by the Secretariat and referred to above, "it would appear from the reports received that, while the situation of the individual women of Russian origin may be equally bad in other big towns, it is only in Shanghai that the question has assumed the dimensions of a mass social problem, and that here it is fast outgrowing the scope of private and semi-private charity, and calls for a collective effort". The delegate of France submitted to the Committee additional information, especially with regard to Shanghai.

The chief gap in the information received by the Secretariat was in regard to the evolution of the situation in Manchuria since the Commission's visit. This was to a great extent bridged over by a report submitted orally by the assessor representing the International Federation of the "Amies de la Jeune Fille", who gave a very full account of the situation in Harbin and the possibility of extending considerable assistance to stranded women in Manchuria at the cost of comparatively modest efforts.

Additional information was given by the representative of the Sacred Congregation for the Propagation of the Faith, who had had great personal experience of that part of the world.

It is stated that only 5% of the prostitutes of Russian origin had adopted that mode of life before their arrival in the Far East. If this is so, it would appear that it was the special circumstances in which the women found themselves that led so many of them to take to a life of prostitution. The Committee took note with interest of the fact, mentioned by various speakers, that much of the danger of these women's falling into prostitution would be eliminated if they could be taught languages and trained for some profession.

After a long discussion on this question, the following resolution was unanimously adopted :

" 1. The Traffic in Women and Children Committee has examined the information which the Secretary-General has collected, in accordance with the decision of the 1934 Assembly, in regard to women of Russian origin in the Far East who have fallen into prostitution, and recommends that this information should be printed and placed at the disposal of the Assembly.

" 2. The information which has reached the League of Nations from various sources, both official and non-official, shows that the question is still serious, especially at Harbin, Mukden, Shanghai, and Tientsin. Much is being done by voluntary effort to alleviate the situation, but it appears to the Committee that these efforts need to be guided and co-ordinated by the municipalities in consultation with one another.

" 3. The Committee thinks that the most hopeful way of attacking the problem will be, in particular, to increase considerably the social measures available for women of Russian origin in Harbin and other places in Manchuria, so as to prevent their drifting into prostitution in these areas or seeking the same mode of life elsewhere. The Committee has reason to believe that some of the important international societies which carry on work among women might be willing, if invited, to strengthen and co-ordinate their activities in the area mentioned.

" 4. On the other hand, the Committee feels serious apprehension as to the extent to which many of these women of Russian origin are falling into the hands of traffickers. It strongly recommends that the attention of all authorities of the countries concerned should be drawn to this state of affairs, and that they should be urged to take all possible steps to frustrate the activities of these traffickers.

" 5. It is apparent that financial help will be needed to enable the necessary social measures to be taken in different centres.

“ The Committee feels confident that, when this need is realised, an appeal will meet with a generous response, not only from the general public, but from the municipalities.”

Mlle. Lavielle thought that an appeal should be made to Governments to issue an official stamp to be sold in aid of the Harbin victims.

#### **Summary of Annual Reports.**

The Secretary, in his progress report, had drawn the attention of the Committee to the fact that, for many years, only a few more than half the Members of the League had sent in reports. It was evident that the abstention of so many countries decreased the value of the information, the chief importance of this type of information being found in its universality; thus, a country which did not report, not only deprived the Committee of the information relating to itself, but reduced the comparative value of the whole body of information.

There was also the great diversity of information sent in by the different Governments, which led one of them to state in its annual report, in support of a special line taken by it, that the reports from various Governments differed so widely as regarded the scope of the cases to be reported, and the number of cases reported depended so much on the activity of the various police forces, that the conclusions reached were of necessity only approximate.

The Committee endorsed the Secretary's observations regarding the annual reports and was of opinion that better results as to the number of replies received from Governments might be obtained if the Secretariat were to send out reminders. It authorised the Secretariat to take the necessary steps in this connection.

It was agreed that the questionnaires on traffic in women and children and on obscene publications would have to be reviewed in 1936 with a view to meeting the views expressed by the Committee in previous years that repetition and monotony in the reports should be avoided as far as possible, and that the summary should contain, on a uniform basis, as much information concerning the traffic and obscene publications as could be obtained from Governments.

#### **Examination of the Reports of the Voluntary Organisations.**

The reports submitted to the Committee by the assessors representing the international organisations proved that these organisations had continued their valuable work throughout the past year; the reports show, however, that their financial difficulties have increased still further since 1934, when the situation was already reported to be very serious. The assessors substantiated and commented on their reports.

The Committee considered that the authorities of all countries should help the benevolent societies in their fight against the traffic by reserving, free of charge, appropriate places for their notices informing women and children where they may find help and shelter, especially when making contracts with regard to posters in railway stations.

It was pointed out by various speakers, and endorsed unanimously by the Committee, that great value was attached to the services performed by the voluntary organisations in the field of work connected directly and indirectly with the problem of the traffic.

#### **Budget.**

The draft budget for 1936 submitted by the Secretariat was unanimously adopted.

#### **Date of the Next Session.**

It was decided that the fifteenth session of the Traffic in Women and Children Committee should open on Monday, April 20th, 1936.

(Signed) Enrique J. GAJARDO V.,  
Chairman.

(Signed) Dr. Estrid HEIN,  
Vice-Chairman.

(Signed) Eric Einar EKSTRAND,  
Secretary, Director of the Opium Traffic  
and Social Questions Sections.

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Geneva, August 15th, 1935.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

POSITION OF WOMEN OF RUSSIAN ORIGIN  
IN THE FAR EAST

20

The Secretary-General has the honour to submit a memorandum, prepared by the Secretariat, on the position of women of Russian origin in the Far East.

The present document represents, with certain modifications, the joint texts of document C.T.F.E.656 and Addendum, which were distributed to and examined by the Traffic in Women and Children Committee at its fourteenth session in May 1935, as well as a statement submitted to the Committee by the French delegate on the situation in Shanghai, and information supplied by the representative of the International Federation of the "Amies de la Jeune Fille" on the position in Manchuria.

A recommendation that this material should be printed and placed at the disposal of the Assembly is contained in the following resolution, which was approved by the Council on May 23rd, 1935 :

" 1. The Traffic in Women and Children Committee has examined the information which the Secretary-General has collected, in accordance with the decision of the 1934 Assembly, in regard to women of Russian origin in the Far East who have fallen into prostitution, and recommends that this information should be printed and placed at the disposal of the Assembly.

" 2. The information which has reached the League of Nations from various sources, both official and non-official, shows that the question is still serious, especially at Harbin, Mukden, Shanghai and Tientsin. Much is being done by voluntary effort to alleviate the situation, but it appears to the Committee that these efforts need to be guided and co-ordinated by the municipalities in consultation with one another.

" 3. The Committee thinks that the most hopeful way of attacking the problem will be, in particular, to increase considerably the social measures available for women of Russian origin in Harbin and other places in Manchuria, so as to prevent their drifting into prostitution in these areas or seeking the same mode of life elsewhere. The Committee has reason to believe that some of the important international societies which carry on work among women might be willing, if invited, to strengthen and co-ordinate their activities in the area mentioned.

" 4. On the other hand, the Committee feels serious apprehension as to the extent to which many of these women of Russian origin are falling into the hands of traffickers. It strongly recommends that the attention of all authorities of the countries concerned should be drawn to this state of affairs, and that they should be urged to take all possible steps to frustrate the activities of these traffickers.

" 5. It is apparent that financial help will be needed to enable the necessary social measures to be taken in different centres.

" The Committee feels confident that, when this need is realised, an appeal will meet with a generous response, not only from the general public, but from the municipalities."

I.

In its report to the Council of the League of Nations, the *Commission of Enquiry into the Traffic in Women and Children in the Far East* drew particular attention to the position of refugee women of Russian origin in China.

The Commission's report (document C.849.M.393.1932.IV) described, *inter alia*, how many of the Russians residing in Manchuria had lost their normal source of income, how many of their compatriots had poured into China from Russia as refugees and how many of them had sunk into prostitution. A number of the women refugees were stranded in their flight without means of subsistence in remote parts of Manchuria, whilst others, both refugees and impoverished residents of the railway zone of North Manchuria, formed a source of supply for almost the entire occidental prostitution in the great international and commercial centres of China.

The report stated that :

“ The demand for Russian women as prostitutes, as well as for professional entertainers in the large commercial centres of China proper, is a strong incentive for traffickers to arrange for the transfer of such girls from Manchuria, especially Harbin, to Peiping, Tientsin, Chefoo, Tsingtao, Shanghai and Hankow.”

The *Advisory Commission for the Protection and Welfare of Children and Young People*, after examining this report in 1933, requested the Secretariat “ to study by what methods financial aid and the necessary protection could be afforded ” to women of Russian origin who have been abandoned and are in Far Eastern territory.

The Commission, when considering this question at a joint session of the Traffic in Women and Children and Child Welfare Committees in 1934, had before it by way of information with regard to this subject :

A paragraph in the report of the Secretary of the Advisory Commission explaining the difficulties of obtaining information on the subject, the organisations approached having been unable to present concrete suggestions ;

A note from the Nansen International Office for Refugees on the “ Position of Russian Women Refugees in the Far East ”, in which it was said that there was at the time very little hope of any reduction in the figures, since each boat arriving from Dairen had brought new refugees. The situation was roughly the same in Hankow and Tientsin. The distress in Harbin had steadily increased within the past years.

In its report to the Council, the Advisory Commission stated :

“ The Commission view with great concern the situation of Russian women in the Far East and request the Council to bring the matter before the Assembly, in the hope that some solution of the difficulty can be devised.”

This question was discussed by the Fifth and Sixth Committees of the 1934 Assembly, which arrived at the conclusion that the information supplied was not a sufficient basis for any practical action.

In its report to the Assembly (document A.38), the Fifth Committee stated :

“ That further enquiries as to what can be done ought to be made on the spot and that the Secretariat should be asked to communicate with official and unofficial authorities and to report to the Traffic in Women and Children Committee.”

The difficulties in the way of obtaining concrete information on the subject being very great, the Secretariat, in order to carry out the Assembly's instructions, approached the following Governments and authorities, as well as organisations and individuals :

The Chinese Government ;

The Governments of :

The United Kingdom,  
France,  
Italy,  
Japan,

(being parties to international settlements or possessing national concessions in China) ;

Chairman of the Municipal Council of the International Concession of Shanghai ;

Chairman of the Municipal Council of the International Settlement of Kulangsu (Amoy) ;

and

The Salvation Army ;

The International Missionary Council ;

The International Federation of the “ Amies de la Jeune Fille ”.

The World Alliances of Y.W.C.A. and of Y.M.C.A. ;

Mlle. Malthe, Chairman of the Danish Missions Societies (in her capacity as late member of the Travelling Commission in the Far East) ;

Father Robert, representing the “ Missions étrangères ” at the 1934 meeting of the Advisory Commission for the Protection and Welfare of Children and Young People.

In order to explore every avenue, the Secretariat also got into touch with representatives of various Russian refugee-relief committees.

It should be noted that all the organisations mentioned above were approached in a purely advisory capacity and that they have not been entrusted with any authority in regard to this enquiry. The Secretariat cannot be held responsible for their views and general activities or for any activities they may have carried out in connection with the League of Nations enquiry on the situation of women of Russian origin in the Far East. Their proposals are quoted here for information, as are all the other opinions given in this connection.

In approaching these Governments, authorities, organisations and individuals, the Secretariat sent them a questionnaire. In this questionnaire, information was requested

on the total number of women and girls of Russian origin in the territory concerned, on the number of casual and professional prostitutes among them, on the place of settlement, occupation or livelihood apart from prostitution, the activities of organisations, the possibility of relief measures such as the opening of work centres, the amount of capital needed, etc. It was, however, expressly pointed out that the questionnaire was not meant to be restricted and that "any information on points not mentioned in it but of value for the study of the problem would be welcome".

Up to June 1st, 1935, the following answers had arrived :

United Kingdom Government ;  
Chinese delegation to the League of Nations ;  
French Government (statement by French delegate at the fourteenth session of the Traffic in Women and Children Committee, 1935) ;  
Italian Government ;  
Japanese Consul-General ;  
Shanghai Municipal Council (International Settlement) ;  
Kulangsu Municipal Council (International Settlement) ;  
Salvation Army :  
Territorial Headquarters, Peiping ;  
National Headquarters, Tokio ;  
Office of the Territorial Commander, Seoul, Chosen ;  
Father Robert, of the "Missions étrangères", Paris ;  
International Federation of the "Amies de la Jeune Fille"<sup>1</sup> ;  
The United Russian Public Organisations Council, Shanghai ;  
Russian Women's League, Shanghai ;  
M. C. E. Metzler, Chairman of the Russian Emigrants' Committee, Shanghai ;  
Russian Emigrants' Committee and Relief Association, Shanghai ;  
Committee for the Protection of the Rights and Interests of Russians in Hankow (A. Beltchenko).

## II.

A. The Government of the **United Kingdom** communicated the following information on women of Russian origin in the British concessions in China :

"The British concessions in China are situated in *Tientsin* and *Shameen* (Canton). As regards *Tientsin*, there are no recognised houses of prostitution in the British Municipal Area, and there are no Russian women in the area with the exception of a small number residing with foreign residents. As regards *Shameen*, the Land Regulations of the British Concession empower His Majesty's Consul-General to refuse to permit transfers, leases or sub-leases of property to the subject or citizen of any Power having no official representative in Canton. As a result, there are no Russian refugee women and girls in the British Concession. Moreover, any attempt to evade the regulations and to use premises for such purposes or engage in any way whatever in activities of this nature would, owing to the smallness of the British Concession and the close supervision exercised by the British Municipal Police, immediately be detected."

B. The **Chinese Delegation** to the League of Nations informed the Secretariat that the Chinese Government had instructed the various provincial and municipal authorities to make an enquiry into all matters mentioned in the questionnaire, of which a Chinese translation had been distributed to them.

Owing to the fact, however, that the collection of the required information had not been completed, the reply of the Government may not reach the Secretariat within the prescribed time-limit.<sup>2</sup>

C. The **French Delegation** submitted during the session of the Traffic in Women and Children Committee a report from the Administrative Services of the *French Concession* in Shanghai, in which it is said :

1. Taking the present population of the colony of Russian origin living in the French concession at Shanghai, the number of women and girls of Russian origin may be estimated at about 6,000.

2. There are about 500 prostitutes, divided as follows :

### I. *Professional Prostitutes* :

About 30 women. This number has fallen very rapidly, owing to the repressive measures taken by the police. These measures were of three different kinds :

(a) Measures taken against individual prostitutes. — The activities of these prostitutes cannot always be easily detected, as they do not always solicit in the open street.

(b) Measures taken against clandestine brothels. — There are none of these at present in the Concession.

<sup>1</sup> The information supplied by the International Federation of "Amies de la Jeune Fille", submitted by its president, Mlle. Kurz, assessor on the Traffic in Women and Children Committee, contains details of the situation in Manchuria. This material is based on information submitted to the organisation by M. Ch. W. K., missionary at Harbin, with a lifelong experience in that part of the world.

<sup>2</sup> The material had not come in at the date of the publication of this memorandum.



(c) Measures taken against disguised brothels (particularly massage establishments). — All suspicious massage establishments have been closed for several months past : The few still open are under very strict supervision. The owners are elderly and respectable persons, who work alone.

(d) Measures taken against licensed houses. — The licensed houses which had been established have been closed, and no more permits are issued for such establishments.

## II. *Casual Prostitution :*

About 450 women. This class of prostitutes is mostly recruited from among the " dancing girls ", waitresses in restaurants or cafés and private boarding houses. They become prostitutes for various reasons, some of a material and others of a psychological nature.

(a) Material reasons. — It is true that most of these women have relatives, a mother, father, brothers who are sometimes unemployed or if employed do not earn sufficient to provide a livelihood ; in such families the girls, if they have special qualifications, find positions as stenographers, secretaries or saleswomen, but as most of them only know Russian and have no professional training, they are reduced to adopting the easier occupations of waitresses, " dancing partners ", etc.

(b) Psychological reasons. — When they move in an environment different from their own, their needs speedily multiply. The constant wish to be seen, to be well dressed, and the lure of the artificial life of a dancer very soon make them ripe for prostitution. Similarly, certain women who have done well out of their life of gallantry are an example which stimulates those who are still hesitant.

3. There is no information to show when the women or girls became prostitutes. Russian refugee families settled in Shanghai only came there after hardships which drove them from Vladivostok to Harbin, then to Tientsin or Peiping, and finally to Shanghai, whence they often return to Harbin. It is very difficult to say at what point in this itinerary the women or girls became prostitutes.

4. The approximate number of the women referred to under 2 is — under 21 : about 200 ; over 21 : about 300.

5. The women and girls of Russian origin earning an honest livelihood are usually employed as saleswomen in shops, but in almost all cases they have very low salaries, barely enough to keep themselves. Another class is, however, beginning to make its appearance at Shanghai — young girls who have been partly brought up there and have therefore learnt English at school and later shorthand and typewriting and have then found, if not well paid, at any rate passably paid positions. Their monthly wages, at all events, vary from 50 to a maximum at 150 Mexican dollars.

6. There are at Shanghai the following organisations which assist Russian families where necessary :

I. French organisations for assisting families of Russian origin, consisting of several departments :

(a) A department which distributes food (bread, meat, sugar, etc.) and clothes ;

(b) An educational department ;

(c) A " Lodgings for Destitute Russians " department ; this department has now rented a block of Chinese houses of 32 rooms, and the women of Russian origin accommodated there pay what they can and those absolutely unable to pay are admitted free for varying periods ;

(d) The French relief organisations also find employment for Russian refugees of both sexes, but only in an unofficial way.

II. King's Daughters' Society. — This organisation gives every kind of assistance to destitute families of Russian origin applying to it, including free medical treatment.

III. Russian organisations :

(a) Russian Benevolent Society, 255, Rue de l'Amiral-Courbet, managed by Dr. Bari : This organisation is closely connected with another charitable body, " The Russian Army and Navy Men ". These two societies distribute food and clothing to families of Russian origin who ask for their assistance.

(b) Russian Relief Association : This organisation is entirely dependent on the Russian Orthodox Church ; it gives mainly financial assistance, but its activities are virtually nil. Its cash transactions for 1934 were as follows : expenditure on secretaries, enquiries, etc. : 2,100 dollars ; relief distributed : 1,800 dollars.

(c) Russian Women's League : This organisation was created mainly for educational purposes. It is under the patronage of the Bishop of the Orthodox Church and can be compared to the old Russian secondary schools, the teaching given being almost entirely in Russian.

There is another organisation at Shanghai called The Foreign Women's Home, but at present it assists mainly foreign women other than Russians. It was founded entirely by English missions.

Lastly, there are two other French organisations: the Sainte-Monique and the Bon Pasteur Institutes in the Rue Montauban and Avenue Pétain respectively. The former is reserved specially for Roman Catholic girls; so far a few Roman Catholic Eurasians have been accepted, but no girl of Russian origin. The latter, which is more particularly designed for the moral reclamation of fallen women and was originally founded to receive Chinese women, opened a few months ago a section for women of all nationalities.

7. All the above institutions only deal with refugee women living in Shanghai and have no connection with societies in other towns.

8. There is no co-ordination so far as we know between any of these institutions; everything still remains to be done in this respect.

9. The relief measures to be contemplated should be of two kinds: (a) rehabilitation work; (b) preventive work.

(a) *Rehabilitation Work.* — It is almost utopian to hope that all the women now living (sometimes very comfortably) on prostitution would give up this profession, however degrading, for work that is less remunerative and that spoils the hands. There is, therefore, a whole class of prostitutes which will resist every attempt at moral rehabilitation. Nevertheless, for those who want it, rehabilitation is not impossible on the following conditions: they must first be found a home, their material existence must be guaranteed after they leave the home and their self-respect must be restored.

(b) *Preventive Work.* — This must concentrate mainly on girls, which is the field affording the greatest chance of success. Vocational schools should be increased; welfare organisations or associations opened to instil a taste for home life; the girls should continue, after leaving school, to attend the association or welfare agencies which would open for their use libraries, play and recreation rooms and continuation courses to keep alive the taste for study and the ambition to improve their minds.

10. With regard to the possibility of opening working centres, a difficulty is encountered due to the competition of Chinese labour generally. Unless a speciality is chosen which cannot be either imitated or competed with by native labour, all other efforts would be fated to the most complete failure. The opening of work-rooms is therefore unlikely to afford more than a very fortuitous solution of the problem.

It would seem advisable to direct women and girls into the following professions: shorthand and typewriting, bookkeeping, accountancy, correspondence, etc.

There is actually at Shanghai an Association of Russian Women and a Professional School for Russian Women. For the last two years, the latter school in particular has been very active. Several hundreds of students have passed through it and many of them, on finishing their course, have been able to find fairly well paid situations as shorthand-typists, for instance, in foreign firms. This professional school has at present 200 students and is an institution which should certainly be encouraged and helped as much as possible.

There is also a Russian institution — the "Studio" of the Russian newspaper, *Shanghai Zaia*. The aim of this institution is to train a number of girls in shorthand-typing, but it is a small organisation which would inevitably have collapsed recently, but for a money grant of 1,000 dollars made to it by the Caisse des œuvres françaises de bienfaisance.

11. In view of local competition, markets for disposing of the output are uncertain and hard to anticipate.

12. As to the question of how much capital would be needed, everything depends on the size of the organisations to be founded.

13. The provision of cheap lodgings where women or girls could find shelter and food would certainly be a great improvement and would undoubtedly be very successful. Many women would immediately take refuge there, but it would then be necessary to exercise very strict supervision over such establishments and only admit absolutely respectable women in steady employment or seeking such employment. A kind of work-room might also be opened for the latter, where lace, embroidery, etc., would be made.

14. The question of the best means remedying the situation seems extremely complicated if we consider the factors involved. The education of such a girl of Russian origin is not the same as that of French girls, for instance. She has more freedom in the home circle. The Russian mentality differs from ours and the racial factor plays a great part in social organisation. Refugees of Russian origin, however, no longer have a social organisation; they are now stateless. There is thus no social machinery now to take action against social evils like prostitution. From the legal standpoint, refugees of Russian origin are subject to Chinese legislation like other foreigners, but the latter have their consuls, a common ideal and a social organisation. Anything that may be undertaken to improve the present situation is only likely to succeed if carried out under the auspices of a high moral authority. The League of Nations is, of course, the most suitable organisation, but before starting to open scattered agencies which would only testify to isolated endeavour, their direction should be entrusted to an independent international body which would give the refugees of Russian origin

if not a special legal status, at any rate the idea that they belong to a single society and thus give them the sense of a moral unity which they now so often lack.

D. The **Italian Government** informed the Secretariat that it had not failed to direct the attention of the Italian diplomatic and consular services in China to the questionnaire. It transmitted a reply from the Italian Consul in Tientsin stating that there were ten women of Russian origin resident within the Italian concession in Tientsin. As the Italian concession was a residential quarter, it was impossible for the refugees of Russian origin to stay there, owing to the high cost of living. There were no prostitutes in the Italian concession. The police regulations did not admit of licensed houses or of casual prostitutes.

In these circumstances, the Italian Consul did not see his way to answering any of the other questions in the questionnaire.

E. The **Japanese Consul-General** in Geneva submitted informally to the Secretariat certain information concerning the situation in *Tientsin* and *Hankow* collected by the Japanese competent authorities. In regard to Hankow, it would appear from the enquiry instituted by the Consulate-General of Japan that there is no one coming within the scope of the questionnaire in so far as the Japanese concession is concerned. The enquiry of the Consulate-General of Japan in Tientsin elicited, *inter alia*, the following information :

In so far as the area controlled by the Japanese authorities (Japanese concession) is concerned, there is only one refugee woman of Russian origin in the territory ; she is occupied in dressmaking and is married. There are no prostitutes of Russian origin, therefore relief measures are not necessary.

### III.

The *Council of the United Russian Public Organisations of Shanghai*, which was approached as one of the voluntary organisations, formed an International Committee of Enquiry to consider means for the protection of women and children against prostitution in Shanghai, which appointed six sub-committees to study the problem and submitted the findings of these sub-committees in a printed report. Some of the suggestions and observations contained in this report will be included in the following summary in the same way as the information which has come from other sources.<sup>1</sup>

As an outcome of this action, an International Committee for the Protection of Russian Women and Children at Shanghai was founded and started its activities on May 1st, 1935.

The Caisse des Œuvres d'intérêt public de la Concession française de Changhai, an institution under the control of the French Consul-General, has appropriated a sum of money which enabled the Committee to engage special agents to meet the ships and to render assistance to the travelling women and girls.

### IV.

This section contains the relevant facts extracted from the answers to the questionnaire as to the present situation of women of Russian origin in the Far East. Where contradictory information was received, divergent views have in most cases been reproduced.

#### 1. TOTAL NUMBER OF REFUGEE WOMEN AND GIRLS IN THE DIFFERENT TERRITORIES COVERED BY THE ENQUIRY.<sup>2</sup>

*Towns in which they are settled.*

*Source.*

**Manchuria.** — Impossible to state exact number of refugees of Russian origin : approximately 100,000.

White Russians of both sexes resident : approximately 80,000.

Salvation Army.<sup>3</sup>  
International Federation of the "Amies de la Jeune Fille".<sup>4</sup>

Chief places of residence in Manchuria are Harbin and Mukden.

Reports are unanimous in stating that the position of the population of Russian origin is deteriorating daily in Manchuria.

*Source.*

**Peiping.** — About 200 women of Russian origin.

"Missions étrangères"

**Tientsin.** — About 200 women of Russian origin.

S.A.

**Chefoo.** — Only 20 resident : large influx of women in summer following navy.

S.A.

**Tsingtao.** — 318.

S.A.

<sup>1</sup> This Committee will be referred to henceforward as I.C.E.

<sup>2</sup> The information on China has been geographically grouped from north to south.

<sup>3</sup> Salvation Army will be referred to henceforward as S.A.

<sup>4</sup> The information submitted by the International Federation of the "Amies de la Jeune Fille" will be referred to henceforward as A.J.F.

**Shanghai.** — 2,000 adults, and 400 juveniles, residing within the limits of the international concessions and in houses, on extra-settlement roads under the jurisdiction of the Municipal Council.

Source.

Shanghai Municipal Council

The number of women and girls of Russian origin in the respective areas may be estimated as follows :

International Settlement :

Adult . . . . .	2,000
Juvenile . . . . .	400

French Concession :

Adult . . . . .	5,000
Juvenile . . . . .	1,000

Greater Shanghai (Chinese territory) :

Adult . . . . .	1,000
Juvenile . . . . .	200

9,600

I.C.E.

**Amoy.** — No information.

**Swatow.** — No information.

**Canton.** — Twenty-five women and girls of Russian origin, of whom fourteen are without family connections.

“Missions étrangères”

2(a). TYPE OF PROSTITUTION.

Dr. C. W. Hochlachkin, medical practitioner with an extensive practice among the women of Russian origin belonging to the professional and casual prostitutes, gives the following classification (Report of the I.C.E.).

*Professional Prostitutes.*

	Approximate percentage
Street prostitutes between 35 and 50 years of age. . . . .	4
Prostitution in clandestine Chinese brothels (mostly drug addicts), age from 30 years upwards . . . . .	10
Inhabitants of secret brothels . . . . .	19
Inhabitants of so-called “trenches” (better class of prostitutes), age from 20 years upwards . . . . .	67
	<hr/> 100

Dr. C. W. Hochlachkin also gives the following information with regard to women in danger of becoming prostitutes :

	Approximate percentage
Dancing girls . . . . .	60
Waitresses . . . . .	16
Masseuses . . . . .	13
Manicurists . . . . .	5
Ushers, attendants in theatres, etc. . . . .	6
	<hr/> 100

(b) TOWNS OR DISTRICT OF THE SETTLEMENT OF PROSTITUTES.

It is evident that, as far as casual prostitution is concerned, no information beyond that given in 1 with regard to the general settlement of refugees of Russian origin can be submitted.

According to the Russian Emigrants' Committee, professional prostitutes reside in the following towns : Mukden, Harbin, Tientsin, Chefoo, Tsingtao, Shanghai, Peiping, Hankow, Amoy, Swatow and Canton.

It should be noted that, contrary to the information given under 3, Amoy figures in this list.

Source.

**Manchuria.** — The distribution of the professional prostitutes in Manchuria is estimated by M. Ch. W. K., missionary in Harbin, as follows :

Manchuli. . . . .	500
“Trois rivières” . . . . .	2,000
The three harbour towns . . . . .	1,500
Harbin . . . . .	8,000
Tsonchony, in the interior, in Dairen, etc. . . . .	8,000

A.J.F.

**Peiping.** — A few women of Russian origin working in the cabarets on the south-east side of the city.

*Source.*  
S.A.

**Tientsin.** — No information.

**Chefoo.** — See answer under 3.

**Tsingtao.** — Houses of prostitution are all in Tsankow.

S.A.

**Shanghai.** — As far as the International Settlement is concerned, 83% of the professional and casual prostitutes reside in the northern and eastern districts.

Shanghai Municipal Council.

Licensed houses are located in the Settlement in four roads. In the French Concession, they are more dispersed. In the Chinese territory, they are to be found on many small roads off North Szechuan road.

Professional dancing partners in the cabarets in the Settlement and in the cafés in the French Concession.

Restaurant waitresses employed in small hotels located mostly in the French Concession.

Boarding-houses which are disguised brothels, located chiefly in the French Concession.

Chairman of the Russian Emigrants' Committee.

**Hankow.** — European cabarets and restaurants and the one existing licensed house situated in the former German Concession.

Committee for the Protection, etc.

**Amoy.** — See answer under 3.

**Canton.** — Few prostitutes of Russian origin.

S.A.

**Hong-Kong.** — No prostitutes of Russian origin.

S.A.

**Macao.** — Few prostitutes of Russian origin.

S.A.

(c). PLACE OF ORIGIN AND DURATION OF STAY.

From the answers received, it would appear that the increase in Russian prostitution dates from the influx of refugees of Russian origin from Siberia in 1919-1920.

*Source.*

**Tientsin.** — Some have been resident for many years, others keep coming in continually from Harbin and the Union of Soviet Socialist Republics.

S.A.

**Tsingtao.** — They come from Tientsin, Shanghai, Harbin, Manchuli and other parts of Siberia.

S.A.

**Shanghai.** — The majority of refugees of Russian origin emigrated to Shanghai originally from Siberia, Vladivostock and Harbin. In Shanghai, in 1931, a further increase was noticed.

Replies from various sources

(d). INFORMATION INDICATING WHEN PROSTITUTION FIRST ENGAGED IN: APPROXIMATE CLASSIFICATION BY AGE: NATURE OF OCCUPATION OR LIVELIHOOD (IF ANY).

For the majority of towns there is no definite information which would show when the women of Russian origin first became engaged in prostitution. According to the investigation made by the Council of the United Russian Organisations at Shanghai, it appears that of eighty-five Russian prostitutes between 32 and 38 years of age, 55% resorted to prostitution as a means of livelihood after their arrival in Shanghai and 40% became engaged after leaving Russia subsequent to the revolution. Only 5% of these had already been engaged in prostitution in Russia.

As to the classification of professional and casual prostitutes according to age, the answers received show that only in a few cases is there complete information available to the authorities and organisations.

The report of *Missions étrangères* states with regard to Harbin that laws, which are, however, "hardly ever applied", prohibit the practice of prostitution under 16 years of age.

The report says with regard to the situation in Peiping that the women concerned were, with few exceptions, over 21. The oldest were between 30 and 40.

According to the report quoted above, roughly 10% of such women in Tientsin were under 21 years of age.

The *Tsingtao Salvation Army* report says that, of the twenty-eight professional prostitutes, three were under 21 and 25 over.

*Shanghai Municipal Council* states that 10% of the women engaged in prostitution were under 21 and 5% over 40 years of age.

With regard to **Canton** the report of *Missions étrangères* says that the age varies from 19 to 48 years.

Not much other information on this point is available. It should, however, be noted that the Tientsin Salvation Army report quotes for the lowest age 17 and the highest 40 odd years. Shanghai Municipal Council reports that the age of the youngest prostitute who came to their notice was 16 and that of the oldest 46. Report of Mission étrangères alleges that there are among the prostitutes many children of 8 years and under. It is, however, not stated whether this observation refers to girls of Russian origin also.

The answers to the question concerning legitimate occupation or livelihood do not disclose the entire situation, as the fluctuating character of prostitution and the attempt of many women to hide their illicit activities under the cloak of a legitimate occupation makes exploration of the real situation far from easy. From the answers, it would appear that :

(a) Only a comparatively low percentage of these women of Russian origin resident in China have been able to find legitimate occupation at all. The report of the Shanghai Municipal Council, for instance, states that out of 2,000 refugee women of Russian origin living in the Settlement it is estimated that approximately 25 % only are regularly employed. Women working in local cabarets as dancing partners have not been classed as holding regular employment for the purpose of the above estimate.

(b) It is impossible to say whether professional prostitutes have any other occupation at all, as the reports do not always distinguish clearly between professional and casual prostitution.

(c) As to casual prostitutes, it can be safely said that they are to be found in almost all the professions practiced by women of Russian origin.

3. (a) NUMBER OF PROFESSIONAL PROSTITUTES.

(b) NUMBER OF CASUAL PROSTITUTES.

Source.

**Manchuria.** — M. Ch. W. K., Missionary in Harbin, gives the following estimates :

(a) 20,000 ;  
(b) 70 % of all women of Russian origin. A.J.F.

**Harbin.** — In the Chinese town, roughly 3,000 prostitutes, of whom 10 % of Russian origin. In the Russian town, about 1,800 prostitutes, of whom 80 % of Russian origin. "Missions étrangères"

**Mukden.** — No registered professional prostitutes of Russian origin, but fairly large number of casuals. S.A.

**Peiping.** — Number of prostitutes of Russian origin probably does not exceed 20. S.A.

Fifty professional prostitutes, 30 casual. "Missions étrangères"

**Tientsin :**

(a) About 60 ;  
(b) About 10. S.A.

**Chefoo.** — All women of Russian origin seem to be striving to make a decent living. S.A.

**Tsingtao.** — Many dancing halls and houses of prostitution with a great number of women of Russian origin. Professional prostitutes : 28 ; casual prostitutes : not ascertainable. S.A.

**Shanghai :**

(a) 300 ;  
(b) Unknown. Russian Emigrants' Committee and Relief Association

According to the official estimates quoted by the I.C.E., there is at present in Shanghai the following number of women and girls of Russian origin engaged in professional and casual prostitution :

	Professional	Casual	
International Settlement . . . . .	130	140	
French Concession . . . . .	30	470	
Greater Shanghai (Chinese Territory). . . . .	100	150	I.C.E.

Dr. C. W. Hochlachkin thinks that this number does not correspond to the actual state of prostitution in Shanghai. According to his statement, these women and girls should be classed as follows :

Professional prostitutes . . . . .	755
In danger of becoming prostitutes. . . . .	890

Total . . . . . 1,645

Source.

If the number of women and girls of Russian origin between 16 and 45 years of age in this area be taken at about 7,200, professional and casual prostitutes constitute 22½% of the female population of Russian origin within this age.<sup>1</sup>

I.C.E.

**Hankow.** — Five cabarets, seven restaurants and one brothel employing girls of Russian origin. In the European cabarets and restaurants of the former German concession, about 100 girls and women of Russian origin. The number of women in these establishments is constantly fluctuating.

Committee for the Protection, etc.

**Amoy.** — No destitute or unattached woman of Russian origin living in Amoy or Kulangsu, and there are no prostitutes of Russian origin (probably this statement can be applied to the whole province of Fukiang).

Kulangsu Municipal Council

**Canton.** — No licensed houses in the town, no professional prostitutes. There are, however, cabarets and cafés employing fourteen women and girls of Russian origin who may be regarded as casual prostitutes.

“Missions étrangères”

## V.

In this section, suggestions will be found submitted in answer to corresponding points in the questionnaire.

### A. PREVENTIVE MEASURES.

The majority of the Shanghai organisations of Russians refugees emphasise the preventive side of the problem.

The following concrete proposals are made by the *Russian Women's League*: Special training in the English language; professional training in typing, book-keeping, shorthand, dressmaking and millinery, housekeeping, cooking.

The Russian Women's League runs a girls' school; for the present, only day pupils are admitted. The organisation of vocational training would involve an expenditure of 6,000 Mexican dollars annually.

The *Russian Orthodox Confraternily* possesses an institution and commercial schools where education is given to 200 children, of whom about 100 are paupers. The programme of the schools is based on the idea of enabling the graduates to find employment locally. Particular attention is paid to the English language.

A report of the *Missions étrangères* on **Peiping** suggests that scholarships for young girls of Russian origin which would enable them to receive a full education in one of the better schools (for instance, mission schools) would be a genuine safeguard against any temptation to fall into a life of prostitution.

A *Salvation Army* report on **Tientsin** advocates the creation of a business college or school for girls. For this purpose, £20,000 would be required annually. In the author's opinion, however, something effective could be accomplished at much lower cost, without, however, giving any figures.

### B. RELIEF MEASURES TO BE CONTEMPLATED (RESCUE HOMES, HOSTELS, CHEAP LODGINGS, DIRECT FINANCIAL ASSISTANCE, ETC.).

**Manchuria.** — The *Salvation Army* is of opinion that a rescue home for prostitute women of Russian origin could usefully be opened in Harbin and run on the same lines as Salvation Army rescue homes in other parts of the world.

With regard to Harbin, the *International Federation of the “Amies de la Jeune Fille”* proposes the creation of two homes, one for the girls who are in danger of becoming prostitutes (“Cité de refuge pour les jeunes filles”) and one rehabilitation home — *i.e.*, a home for women who are prostitutes and wish to give up their previous way of life (“Magdalene Home”, “Door of Hope”).

The first home might be reserved for 100 girls, who should be taken at a very early age (the statement of the A.J.F. mentions eight years). To create such a home about 20,000 Mexican dollars would be needed, the balance — about double that amount — could be found locally. Only an initial sum would be necessary; there would be no need to provide for the annual upkeep, as the home would later support itself. The inmates of this home should be given instruction in the English language, typewriting, embroidery, housework, care of the sick, care of children (kindergarten work) and dentistry.

The rehabilitation home should be capable of housing 200 women, with a small sick ward attached. An initial outlay of 40,000 Mexican dollars would be needed; the balance

<sup>1</sup> This estimate is corroborated by the Salvation Army, but contested by the General Committee of the Russian Emigrants' Association in a resolution adopted at a meeting on May 6th, 1935, in Shanghai.

here too could be raised locally. In the opinion of the missionary on whose information this scheme is based, these women and girls, if properly trained, can be found positions as maids or cooks, and many would have the possibility of getting married.

**Tsingtao.** — The *Salvation Army* states that there is a Chinese women's refuge for the definite purpose of helping prostitutes. This refuge provides permanent work such as knitting, tailoring, as well as giving some education. They have hostels, etc., and would help any women of Russian origin desiring assistance.

**Shanghai.** — In the opinion of the *Salvation Army* representative, a hostel for working girls and women, if sufficiently subsidised, would do something to remedy the position. Reasonable board and lodging could be provided for a sum not exceeding 40 Mexican dollars a month. A similar suggestion is made by one of the Committees of the International Committee.

The *Shanghai Municipal Council* states that the only relief measure which can be considered in the case of prostitutes is either to enlarge the sphere of activities of the Foreign Women's Home by means of financial assistance or to establish another home of a similar nature. The Foreign Women's Home is concerned with the welfare of prostitutes. Any prostitute who is able to convince the Matron in charge of her sincerity to reform is admitted to the Home for a period not exceeding 12 months.

In the opinion of the *Russian Emigrants' Committee*, the relief measure most urgently needed is temporary financial assistance.

The *Judicial Sub-Committee of the I.C.E.* at Shanghai recommends that the International Committee of Enquiry should make representations to the League of Nations as to the necessity of urging both foreign municipalities, that of the International Settlement and that of the French Concession, to establish an institution similar to those existing in Europe and America and known as institutions of St. Magdalene and St. Lazarus. The Chinese Government should be requested to give instructions to the Chinese courts that foreign prostitutes coming within their judicial cognisance should be sent to these institutions instead of being fined as at present.

The *Russian Women's League* suggests that a home for small children should be established as it often happens that a mother with a small child is heavily handicapped in securing a position.

The *Russian Orthodox Confraternity* submits a scheme comprising the following measures : (1) extension of the existing refuge maintained by the Confraternity ; (2) provision in the refuge of separate rooms for accommodation of families ; (3) organisation, in conjunction with the refuge, of workshops, proceeds from which could cover part of the expenses of the refuge ; (4) enlargement of the Confraternity's commercial school. (See 3 (a).)

By utilising the existing machinery of the Russian Orthodox Confraternity, a sum of 50,000 Mexican dollars would, it is thought, be sufficient to accomplish a great deal within the limits of the above scheme.

The *Russian Women's League* gives the following figures with regard to the financing of schemes which they consider feasible :

	Mexican dollars
Establishment of a hostel for 50 girls :	
Initial cost . . . . .	1,500
Annual upkeep . . . . .	15,000
Establishment of a home for 30 single women :	
Initial cost . . . . .	1,000
Annual upkeep . . . . .	7,200
Establishment of a home for 30 destitute children :	
Initial cost . . . . .	1,000
Annual upkeep . . . . .	9,000

\* \* \*

Most of the answers agree that the provision of cheap lodgings and restaurants where substantial food could be obtained at low prices would greatly help to relieve the situation. In the opinion of the Chairman of the Russian Emigrants' Committee, between 12,000 and 15,000 Mexican dollars would be needed for this purpose.

#### C. WORK CENTRES AND ESTABLISHMENTS : POSSIBLE MARKETS AND NEED OF CAPITAL.

The Chairman of the *Russian Emigrants' Committee* states that the idea of affording relief to prostitutes by establishing workshops and factories is treated with scorn by the women themselves and "that the League of Nations would do well to abandon such sentimental schemes for tempting prostitutes into the workhouse, etc." (A similar opinion is expressed in the report of the *Committee for the Protection of the Rights and Interests of Russians in Hankow.*)



The point made in one of the missionary reports that these women of Russian origin, when a small capital is placed at their disposal, have shown an admirable enterprise in creating a position in life for themselves, is worthy of special attention.

**Manchuria.** — The *International Federation of the "Amies de la Jeune Fille"* stated in its annual report to the Committee on Traffic in Women and Children for 1934 that its enquiries among foreign consuls in China have convinced it that young Russian women would have very little chance of finding work as governesses in European families living in the Far East. This has led to the abandonment of the plan suggested in the report of the investigators that courses for the training of nurses and higher grade domestics should be organised at Harbin.

**Tsingtao.** — In the opinion of the *Salvation Army*, the manufacture of knitted articles is the best suggestion.

**Peiping.** — The *Salvation Army* is of opinion that, if work establishments were in the hands of Chinese, "the rate of pay would be totally insufficient to support a European girl or woman".

**Tientsin.** — The *Missions étrangères* report that the creation of workshops and similar proposals seem to be insufficient because of the competition of Chinese manual workers.

**Shanghai.** — In the opinion of the *Shanghai Municipal Council*, the only industry which might possibly prove successful would be knitted articles. The output could be sold locally. It would probably be economical to combine such establishments with a women's hostel.

The *Russian Emigrants' Committee* is of opinion that a work-room for toys and children's clothing could be opened and the output sold locally. The capital required would be about 20,000 Shanghai dollars.

The *Industrial Sub-Committee of the I.C.E.* at Shanghai is of opinion that the only establishments carried on in order to provide work for needy women and girls of Russian origin that can expect a certain measure of success are those which are immune from native competition. This Sub-Committee is therefore of opinion that the establishments to be set up should be divided into two categories: (a) those immune from native competition, and (b) those patronised by customers for purely psychological reasons. As regards (a), the following concrete proposals are made: two "salons de mode", one millinery establishment, two beauty parlours — this latter could employ 180 women. As regards (b), the following are suggested: two "temperance" cafés-restaurants, a "cartel" of responsible cashiers and of responsible sales girls, a translation and shorthand bureau. This group might provide employment for 200 girls. The Sub-Committee thinks that a capital sum of 20,000 Mexican dollars for the enterprises under (a) and 10,000 Mexican dollars for enterprises under (b) would be sufficient to cover the initial expenses.

**Canton.** — In the opinion of the *Missions étrangères*, the best means of assistance would be to find work for the women in the foreign business houses in China. If this should prove impossible, capital might be procured to enable them to create a business for themselves or to marry. Workshops, etc., would, it is thought, be expensive and would not be likely to attain the desired object.

## VI.

### 1. PRIVATE ASSOCIATIONS GIVING ASSISTANCE: TOWNS IN WHICH THESE ORGANISATIONS OPERATE.

Source.

**Manchuria.** — Russian benevolent societies exist in Mukden and Harbin and run homes for refugees in both cities. There is also in Harbin an Immigration Bureau, the Director of which is appointed by the authorities of that part of the world. The Bureau finds work for men and women in other parts, thus relieving the condition for a good many unemployed women of Russian origin.

S.A.

The existing institutions are not yet very strong. The work is performed either under the auspices of the orthodox Russian Church or of the Protestant institution "Brüder in Not"; they operate, *inter alia*, at five points of the frontier between China and the Union of Soviet Socialist Republics.

A.J.F.

**Peiping.** — There exists an association for the relief of Russians and an association of foreign women. No co-ordination with similar associations or societies outside Peiping.

"Missions étrangères"

**Tientsin.** — No special organisation for their relief. There are two or three relief societies and charitable societies (Bureaux de bienfaisance pour les Russes) giving help, but such help is on a very restricted scale and not given regularly.

**Tsingtao.** — The Tsingtao International Women's League willing to render assistance (see also 3 B).

**Shanghai.** — Russian Relief Association, Russian Benevolent Society, Russian Orthodox Confraternity, League of Russian Women, King's Daughters' Society, Foreign Women's Home.

With the exception of the last-named, these organisations give relief to the needy and also assist in the payment of medical treatment and hospital fees; in some instances, school fees are paid for the children of women in very reduced circumstances. For the last-named organisation, which is concerned with the welfare of prostitutes, see 3 B.

**Hankow.** — Russian Ladies' Benevolent Society, established in 1915 and now re-organised to assist all Russians who need help, not only in Hankow, but in other parts of China as well. Also Jewish Benevolent Society doing similar work.

**Canton.** — There is no organised relief. Catholic Mission gives relief on a larger or smaller scale, and other persons or communities do the same, but no special organisations.

Sources.

“Missions étrangères”

S.A.

Shanghai Municipal Council

Committee for the Protection, etc.

“Missions étrangères”

## 2. CO-ORDINATION OF WORK OF PRIVATE ORGANISATIONS : PROPOSALS FOR CENTRALISING ACTIVITIES.

Source.

**Manchuria.** — Co-operation between the organisations mentioned under IV, 1, exists.

A.J.F.

**Tientsin.** — No co-ordination.

S.A.

The organisation of relief would necessitate help from a municipality, in view of the large expenses involved.

“Missions étrangères”

**Tsingtao.** — Chinese Women's Refuge at Tsingtao. International Women's League would co-operate if necessary.

S.A.

**Shanghai.** — In 1932, the King's Daughters' Society and various private organisations of refugees of Russian origin co-ordinated their efforts with a view to avoiding overlapping in the granting of assistance to destitute Russians.

Shanghai Municipal Council

The measures to be adopted for the solution of the problem should be left in the hands of the *Russian Orthodox Confraternity* and the *Russian Women's League* under the supervision of the representatives of the *Nansen International Office for Refugees* in Shanghai.

The only possible way of co-ordinating the activities of various bodies is to form a special *International Committee for the Protection of Women and Children of Russian Origin* at Shanghai.<sup>1</sup>

Russian Emigrants' Committee

Co-ordination could be effected with the help of the International Committee.

Philanthropic Sub-Com. of I.C.E.  
S.A.

**Hankow.** — The Russian Ladies' Benevolent Society is always ready to assist women of Russian origin. There is no need to create new organisations.

Committee for the Protection, etc.

## VII.

### OBSERVATIONS AND PROPOSALS ON OTHER POINTS.

A. Reports of the *Missions étrangères* stress the necessity of abolishing traffic in women on Chinese territory as a basis for giving efficient help to women of Russian origin. A **Peiping** report denounces in specially strong terms the activities of traffickers. A **Tientsin** report mentions especially the difficulty of getting any hold on *souteneurs*, owing to the legal situation.

B. Report of the *Missions étrangères* from **Canton** notes that the women who have been assisted by having small sums placed at their disposal quickly create a business for themselves which often leads to their soon getting happily married.

<sup>1</sup> As mentioned on page 6 of this memorandum, this Committee started its activities in May 1935.

C. The work of the *Foreign Women's Home* in **Shanghai** is mentioned in this memorandum in different connections. From an unofficial report on the work of this Home, transmitted by the *Danish National Committee for the Suppression of Traffic in Women and Children*, it appears that, of the 766 women admitted to the Home, 474 were Russians. During 1933 and 1934, the work of the Foreign Women's Home began to assume its former character — viz., as a home for women who have been practising prostitution — whereupon the Committee decided to give over one of the buildings of the Home entirely to that work.

D. The report of the *Committee for the Protection of the Rights and Interests of Russians* in **Hankow** (A. Beltchenko) draws attention to the fact that marriages of women of Russian origin to foreigners are not infrequent. Many women and girls are married to sailors from the warships on the Yangtse. The Beltchenko report gives particulars of the difficulties in which women of Russian origin find themselves involved as a result of such marriages. After marriage such women are still regarded in certain countries as immigrants and have no rights of citizenship. They are still compelled, as before marriage, to register with the Chinese police, who provide them with registration certificates and passports to enable them to travel in China or abroad.

E. In a statement made by the President of the *International Federation of the "Amies de la Jeune Fille"* to the Traffic in Women and Children Committee in 1935, the following suggestion with reference to the situation in **Manchuria** regarding the creation of a kind of railway station mission on the frontier between China and the Union of Soviet Socialist Republics is put forward :

“ There are ten main points where refugees cross the frontier and where single women and girls should be able to find temporary shelter until an opportunity offers of transporting them cheaply and arranging for their arrival in some other place. If it is true that only 5% of Russian refugee women lived immoral lives before coming to Manchuria, it will be seen how important it is to take charge of them the moment they reach the frontier. These frontier shelters would not be very expensive. Respectable families would have to be found who would agree to be paid only for the food and shelter given to the refugees. ”

## VIII.

### SUMMARY OF SUGGESTIONS CONTAINED IN THE REPLIES AND FINDINGS RESULTING FROM THE ENQUIRY.

#### *Development of the General Situation.*

The answers are by no means complete, either from the point of view of the geographical area covered or of the information supplied.

It appears from the new material received that the situation has grown even more serious since the Commission of Enquiry into Traffic in Women and Children in the East made its investigations on the spot in 1930-1931. The chief feature of the development in the last five years seems to be not so much the absolute increase in professional or casual prostitutes of Russian origin as the migration of these women from Manchuria to Shanghai and other big cities of central and southern China. This is chiefly due to the economic situation in Manchuria, where the conditions of the population of Russian origin are stated to be deteriorating daily.

While some of the replies speak of new immigrants from the Union of Soviet Socialist Republics, there is no clear indication as to the size of this movement. A statement speaks of an average of two or three refugees of both sexes reaching Harbin every day.

#### *Geographical Delimitation of the Problem.*

There are, as has already been pointed out by the Commission's report, two areas of danger — Manchuria and Shanghai — where the problem assumes its most serious proportions. Particulars supplied to the Traffic in Women and Children Committee in 1935 seemed to indicate that the key to the whole situation is, in fact, to be found in Manchuria, especially in Harbin and Mukden, and that it is particularly important that the women should be dealt with on the spot, and as soon as possible, before they have penetrated into China.

Apart from Manchuria, Shanghai is the chief danger spot and indeed has become even more so of late.

It would appear from the reports received that, while the situation of the individual women of Russian origin may be equally bad in other big towns, it is only in Shanghai that the question has assumed the dimensions of a social mass problem. Here it is fast outgrowing the scope of private and semi-organised charity and calls for a collective effort. In most of the other big towns, for instance in Peiping, Tientsin and even Hankow, the position does not seem to be beyond the capacity of the private voluntary organisations.

Whilst all the reports agree with regard to Shanghai, the information for Tientsin is more contradictory.

It is to be regretted that no new information has been received concerning women refugees who were stranded without means of subsistence in remote parts of Manchuria and who live as prostitutes in the most humiliating circumstances in small places scattered throughout that territory. The only particulars regarding this category of women are still those contained in the report by the Commission of Enquiry.

As regards Japan, it already seemed manifest from the report by the Commission of Enquiry that the problem of women of Russian origin in those countries was of a less serious order and that no special collective effort was called for. This is corroborated by the present enquiry.

#### *Chief Cause of the Present Position and Possibility of Rehabilitation.*

All the reports received by the Secretariat agree that the primary cause of the deplorable state of affairs at present existing is the unemployment prevalent among male immigrants of Russian origin, due to the general depression and to special political, social and economic factors. One report states that some of the women have been driven into prostitution "to support children, parents or even husbands".

The reports vary widely as to the results of measures for the rehabilitation of these women. Nearly all the reports agree that there are definite possibilities of employment for girls who are properly trained in fields in which Chinese labour cannot compete. This of course applies chiefly to younger girls who have only been casual prostitutes. As to the possibility of achieving positive results with regard to older women who have already been practising prostitution for a number of years, the reports are mostly more sceptical; some of them frankly state it to be impossible.

In the experience of the A.J.F., however, many of these women have a sincere desire to change their ways, and, when they succeed, they try to prevent other women from following the same path. The point made in another report, that these women of Russian origin, when a small capital is placed at their disposal, have shown an admirable enterprise in creating a position in life for themselves may also be recalled.

#### *Practical Suggestions for improving the Situation.*

As to practical suggestions for measures to improve, if not remedy, the situation, the suggestions made may be divided into three groups:

- (a) Preventive work;
- (b) Direct help;
- (c) Creation of workshops and other establishments.

(a) Suggestions for the preventive work which might be done are all more or less on orthodox lines — e.g., special training in English, typing, book-keeping, shorthand, dress-making and millinery, housekeeping, etc.

(b) All the replies are in agreement upon the dire need of the women in question but only one of them seems to consider direct temporary financial assistance as a suitable way of dealing with the evil. Opinions, however, agree as to the advisability of creating rescue homes and hostels.

The suggestion of the Russian Women's League for the creation of a home for small children is also of practical interest.

(c) It appears from the answers that the professions and activities open to girls and women of Russian origin are extremely restricted, owing to the cheapness of Chinese labour. Only work of a special type, in which Chinese competition has not yet developed or is not likely to develop for some time, appears feasible. The number of such occupations, however, is very small.

Generally speaking, therefore, the replies to the important question concerning the establishment of work centres, etc., are contradictory. All shades of opinion have been expressed: some consider that there is nothing that could or should be done on these lines; some make suggestions such as that a work-room for toys and children's clothing would be a practical proposition, while others go so far as to elaborate definite schemes for the creation of industrial undertakings.

All this information refers to Shanghai. In so far as other towns are concerned, the reply from the Salvation Army with regard to Tsingtao may be quoted as typical. It states that any production would be on so small a scale that the articles could only command a sale at charity bazaars.

#### *Finance of Proposals.*

Suggestions with regard to the financing of schemes vary from vague statements that "a very substantial sum of money would be needed" to explicit estimates of costs. Generally speaking, it appears that the initial cost of an establishment would be low in comparison with the running expenses. For some of the schemes, only the initial costs are said to be necessary, there being no need to provide for the annual upkeep of the institutions, as the homes in question would later support themselves.

With regard to preventive activities, a number of estimates for the running expenses of schools have been submitted. It seems that much could be done by subsidising existing institutions of which the financial situation has deteriorated within the last year or two.

As regards the financing of homes and hostels, much seems feasible with comparatively small sums, as, for instance, the figures given by the Russian Women's League seem to indicate. A hostel for fifty girls could, for example, be established at an initial cost of 1,500 Mexican dollars, with an annual running expenditure of 15,000 Mexican dollars.

As to the establishment of workshops, etc., suggested by the Industrial Sub-Committee of the I.C.E., the latter's is an ambitious scheme which would require 30,000 Mexican dollars to cover the initial and running expenses.

Although one or two instances have been chosen among the various figures and proposals submitted, it is by no means suggested that these particular efforts or undertakings should be subsidised. The figures are only given in order to afford an idea of the costs involved in such activities.

Apart from the actual schemes proposed and the financial issues to which they give birth, certain delicate problems arise in connection with the question of the League's collaboration with a number of these organisations — problems which, while not political in themselves, might ultimately assume a political or semi-political aspect. The existence of such possibilities can only be mentioned here, its discussion being of course outside the scope of this report.

#### *Co-ordination of Work of Private Organisations.*

The question, however, on which the most contradictory material has been submitted is that of co-ordinating the work of the private organisations. From the replies to the questionnaire, it cannot in all cases be ascertained whether the activities of the organisations mentioned are limited to the town in question or whether they extend to other areas (provinces, whole of China).<sup>1</sup> Most of them seem to restrict their field of activity to the town in which their office is situated.

The proposals for remedying the present state of affairs vary very widely. While one Russian committee suggests that measures for the solution of the problem should be left in the hands of the Russian Orthodox Confraternity and the Russian Women's League, other suggestions call for the formation of a special International Committee for the protection of women and children of Russian origin in Shanghai. One of the reports (Catholic Mission, Petang) suggests the creation of a special Commission to co-ordinate the efforts of the different relief societies in China.

In nearly all the proposals, it is agreed that :

- (a) Any action taken by the League or with the help of the League should be effected through some of the existing agencies ;
- (b) There is need for an independent neutral element to participate in any future collective action.

Various opinions are expressed as to the character of such collaboration ; some are of opinion that the functions of any such neutral should be supervisory, while others consider that he should be a member of the Board of Directors. General agreement seems to exist that such functions could very well be entrusted to a representative of the League of Nations, which might, for instance, delegate the task to a representative of the Nansen International Office for Refugees.

#### *Time-limit of Outside Help.*

In this connection, it should be noted that, even in the opinion of some of those chiefly concerned, financial appropriations would only be required for a limited number of years. The I.C.E., for instance, speaks of five years.

#### *Chief Difficulty.*

Undoubtedly, the present enquiry has brought out more clearly than was previously the case the fact that, apart from Manchuria, although the percentage of women of Russian origin who are drawn into prostitution is very high, the absolute figure is relatively small.

Apart from the question of obtaining funds, the chief difficulty in the way of making such assistance effective would seem, however, to reside in the diversity of character of the existing voluntary organisations and their lack of cohesion. The task could, it would seem, in the opinion of the majority of those interested in the question, be alleviated by the help of an agent who would centralise all the efforts pursued in this connection and who would be responsible for the distribution and allocation of the funds.

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<sup>1</sup> Some organisations in Shanghai, for instance, are not confined to the International Settlement or the Foreign Concessions, but cover the whole of Shanghai.

Geneva, September 9th, 1935.

LEAGUE OF NATIONS

**PENAL AND PENITENTIARY QUESTIONS**

**REPORT SUBMITTED BY THE SECRETARY-GENERAL  
TO THE ASSEMBLY**

I. TREATMENT OF PRISONERS.

On September 26th, 1934, the Assembly adopted the following resolution :

“ The Assembly,

“ Having taken note of the resolution adopted by the International Penal and Penitentiary Commission in August 1934 concerning the revised Standard Minimum Rules for the treatment of prisoners ;

“ Considering that these Rules (document A.45.1934.IV) constitute a minimum below which no State's penitentiary system should fall ;

“ Considering that it is highly desirable that efforts should be made to improve the treatment of prisoners by going beyond that minimum, as has been done in several countries :

“ (1) Recommends Governments to take into consideration the Standard Minimum Rules framed by the International Penal and Penitentiary Commission as a minimum for the treatment of every individual deprived of his liberty ;

“ (2) Requests Governments to consider the possibility of adapting their penitentiary system to the Standard Minimum Rules if that system is below the minimum laid down in the said Rules ;

“ (3) Considers that Governments whose economic or financial situation constitutes an obstacle which prevents them temporarily from complying with this minimum should endeavour to reach it as soon as circumstances permit and at the earliest possible date ;

“ (4) Instructs the Secretary-General :

“ (a) To request Governments to communicate, if possible annually, and, if necessary, with the collaboration of qualified associations, the experience obtained and any other observations relating either to the application of the Standard Minimum Rules or to reforms in general brought about in penitentiary matters ;

“ (b) To report on these questions to the Assembly and to communicate the information received from Governments to the International Penal and Penitentiary Commission.”

OBSERVATIONS OF GOVERNMENTS.

The Secretary-General has the honour to submit to the Assembly herewith a summary of the information received, in pursuance of the above resolution, from the Governments of the following twenty countries : Union of South Africa, Australia, Belgium, United Kingdom of Great Britain and Northern Ireland, Egypt, Ecuador, Estonia, United States of America, Hungary, British India, Iraq, Iceland, Italy, Latvia, Norway, Netherlands, Poland, Sweden, Czechoslovakia, Turkey.

\* \* \*

1. Union of South Africa.

The Standard Minimum Rules for the treatment of prisoners are being applied by the Government of the Union of South Africa, as far as it is possible to do so.

The Prison Regulations in force in the territory of South West Africa are identical with those of the Union, and a comparison of these Regulations with the Standard Minimum Rules reveals no material difference.

## 2. Australia.

The South Australian Government states that the Standard Minimum Rules have been closely examined and compared with the penal laws and regulations in operation in that State, and that in no instance does the treatment of persons deprived of their liberty fall below the minimum standard set by such rules, whether confined in the penal establishments, common gaols, or as debtors, or those in police custody — either untried persons or convicted prisoners.

## 3. Belgium.

During 1934, the Belgian penal authorities endeavoured, in spite of budget reductions enforced by the economic depression, to introduce changes into the treatment of prisoners on the lines laid down in the Standard Minimum Rules for the treatment of prisoners.

In this connection, it is proposed to introduce a "graduated" penitentiary system, as recommended in paragraph 4 of these Rules, into some of the adult prisons.

An experiment will shortly be made at the Louvain Central Prison with a graduated penitentiary system.

## 4. United Kingdom of Great Britain and Northern Ireland.

The Standard Minimum Rules for the treatment of prisoners are already applied in practice in the United Kingdom.

## 5. Egypt.

No reforms in the Egyptian penitentiary system were introduced during the past year.

## 6. Ecuador.

The penitentiary system in force in the Republic of Ecuador is more or less satisfactory, bearing in mind that country's limited economic resources and the methods adopted at the Quito National Penitentiary. The fifty-five rules laid down in the minimum programme of the International Penal and Penitentiary Commission are studied and applied in the Ecuadorian prisons, with the exception of certain measures that have not yet been introduced.

## 7. Estonia.

The competent Estonian authorities are entirely in favour of the adoption of the Standard Minimum Rules for the treatment of prisoners. This text contains no provisions which are not already applied in Estonia. The new law on detention and the new prison regulations<sup>1</sup> go even further than these minimum rules in certain respects. They were put into force on February 1st, 1935, at the same time as a new Penal Code.

The new Penal Code provides for the following penalties : (1) capital punishment, (2) hard labour, (3) imprisonment, (4) arrest, (5) fine.

Capital punishment is inflicted either by non-public hanging or, at the convict's request, by the absorption of poison.

Criminals are sentenced to hard labour either for life or for a limited period varying between four months and fifteen years. Prisoners of this category are obliged to perform arduous labour.

The duration of imprisonment varies from fifteen days to six years. Certain less arduous labour also has to be performed by this category of prisoners.

The duration of arrest varies between one day and six months. Persons sentenced to arrest for a period in excess of seven days are obliged to find an occupation compatible with the regulations of the house of detention.

The detention establishments provided for by the law in force are : (1) penitentiaries, (2) prisons, (3) houses of detention.

In practice, there are only prisons at present in Estonia where convicts of each category are kept in special sections. The construction of a penitentiary is at present under consideration.

The principal innovation of the new law on detention consists in the establishment of a system of differentiation in the application of the penalty in the case of periods of detention exceeding three months.

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<sup>1</sup> A copy of the new prison regulations has been deposited with the archives of the Secretariat.

Under this system, prisoners are divided into three categories : prisoners under observation, prisoners undergoing correction and prisoners whose conduct may be regarded as exemplary. The second category contains three further sub-divisions.

Prisoners who have given evidence of good conduct and of exemplary application to their work may be released after serving half their sentence.

In addition, prisoners whose conduct is exemplary are authorised to leave prison without uniform or supervision once a week for a period not exceeding six hours in order to visit their families and arrange their private affairs. If a prisoner who has obtained permission to go out does not return within one hour of the expiry of his leave, he is regarded as a fugitive.

In the case of minors, the law provides for corporal punishment as a disciplinary measure. Generally speaking, the system of differentiation in applying the sentence has greatly assisted in improving internal order in the prisons. As a consequence of the application of this system, disciplinary punishments have materially diminished.

#### 8. United States of America.

Copies of the Standard Minimum Rules have been transmitted to practically all of the 3,000 political subdivisions of the United States having jurisdiction over penal institutions.

The control of the Federal Government over local institutions is exceedingly limited, but it is planned to proceed in the following manner :

(1) Periodical inspection and report by Federal inspectors of local penal institutions concerning application of the Standard Minimum Rules ;

(2) Discussion at the next meeting of the American Prison Congress, to be held during the coming September, of the suitability of the Rules and the extent to which they have been carried out ;

(3) Request during the coming fall, one year from the time copies of the Rules were sent to the local authorities, for reports and suggestions as to the working-out of the Rules.

#### 9. Hungary.

It has not been found necessary to lay down new rules for penal administration, and no new reforms have been introduced during the past year.

#### 10. India.

As regards the application of the Standard Minimum Rules for the treatment of prisoners, the position in British India continues to be unchanged. That is to say, the general principles underlying the Standard Minimum Rules are already followed in British India. In many respects, Indian gaol administration is in advance of their requirements.

With respect to the reforms effected in penitentiary matters, it may in the first instance be mentioned that, by means of biennial conferences of the Inspectors-General of Prisons of the various provinces, endeavours are constantly being made to secure the greatest possible measure of uniformity and progress in the Indian Prison Administration.

Among the more important reforms reported by some of the provinces as having been introduced during the past year are : the creation or extension of Discharged Prisoners Aid Associations, the provision of academic and industrial teachers in the gaols, and the enlargement of gaol libraries and the provision of greater facilities for reading. The Bombay Government mentions the extension of the special juvenile section at the Yeravda Central Prison and the modification of the curriculum so as to approximate to that of a Borstal school, the creation of prison schools at four of their central prisons, the opening of recreation-rooms and sporting clubs for prison staff, arrangements for lectures and magic-lantern displays at four of their central prisons and the Borstal school, and provision for the assistance, where necessary, of a lady doctor to attend the female prisoners. The Bengal Government reports improved arrangements for the treatment of long-term adolescent prisoners and of short-term juvenile and adolescent criminals committed to the ordinary gaols. The Burma Government reports the re-establishment of the gaolers training class, after being in abeyance for a year, and the Central Provinces Government allows regular outdoor games and sports to some of the adult and all their adolescent prisoners.

#### 11. Iraq.

The Directorate of Prisons in Iraq is considering the embodiment of the existing prison regulations into a draft law. On this occasion, those parts of the Standard Minimum Rules that are not already contained in the aforesaid regulations will be incorporated in them, as far as local circumstances permit.



## 12. Iceland.

The Litla-Hraun labour institution fulfils most of the conditions laid down by the League of Nations for the humanitarian treatment of prisoners, and in some respects even goes further than the minimum conditions of the League. In so sparsely populated a country as Iceland, it is impossible to apply some of the rules of the International Penal and Penitentiary Commission.

There are from twenty to thirty prisoners in the Litla-Hraun labour institution. In view of the small number of prisoners (due to the scantiness of the population), all classes of offenders and criminals are sent there. For several reasons — in particular, the small number of inmates — it is impossible to classify them according to the nature of the offence.

Prisoners are required to work throughout the year, chiefly out of doors, in so far as their state of health and the climate permit.

An attempt is made to arrange the work and supervision of the prisoners in such a way as to arouse their interest in their work without laying too much stress on the compulsory character of their occupations.

The treatment of and attitude towards prisoners are reminiscent of home life, subject to the discipline entailed by deprivation of liberty. Prisoners are confined to the institution during the night and when they are not working out of doors. Sick prisoners who are able to get up are allowed to walk for one hour every day.

An attempt is made through healthy work and a regular life to awaken a taste for useful occupations in the prisoners; but, as many remain only a very short time, satisfactory results cannot be expected in all cases.

The accommodation for prisoners at Litla-Hraun may be said to comply with modern health requirements. The cells have large windows and the rooms are very well ventilated. There is one bathroom in the building, which is used by the prisoners whenever it seems necessary.

The medical officer of the labour institution looks after the prisoners' health. He examines each prisoner carefully on his arrival at the prison.

A Protestant minister holds a monthly service in the establishment. The prisoners may also listen every Sunday to broadcast religious services.

There is one point which seems to be peculiar to the Litla-Hraun labour institution. The difference between freedom and life in prison is far less distinct than in most prisons, because of several circumstances, the most important of which are the following :

The establishment is so situated that it would be difficult to cut off the prisoners completely from persons wishing to communicate with them. A good many of the prisoners stay for a very short time, often for only a few days, for trifling offences. These prisoners do not feel the burden of deprivation of liberty, although they are confined for several nights, as they work outside the prison during the day.

It is quite impossible for a prisoner to find any grounds for nourishing feelings of hatred and revenge towards society because of his treatment at Litla-Hraun. This prison may be regarded as a progressive institution, in which the educational method is tried.

The League's recommendation with regard to the assistance of liberated prisoners is worthy of the most careful consideration. At present, there are no aid societies for liberated prisoners.

## 13. Italy.

The Italian penitentiary authorities have drawn up rules for the use of preventive and penitentiary establishments. These rules not only embody the Standard Minimum Rules for the treatment of prisoners drawn up by the International Penal and Penitentiary Commission and recommended — as a minimum — by the League of Nations; they also carry them further, in accordance with the spirit animating those who framed them, in order that the object of the sentence may be more satisfactorily achieved.

The experience of nearly four years' application of the new regulations in preventive and penitentiary establishments is most satisfactory. It has in fact shown that, while the severity of the sentence has never in any way been diminished, the objects for which punishment was imposed — that is to say, the moral improvement of the individual — have been fully achieved, with results that justify the greatest hopes.

The execution of a sentence in Italy is admittedly based on two fundamental principles — work and education. It is therefore desirable to give details as to the results achieved in these two spheres.

### *Prison Work.*

The legislature, in taking work as the basis of all sentences and making it the pivot of the entire prison system (penal and precautionary alike), was careful to define its character and objects, on the one hand, reaffirming the educational and regenerative value of work and, on the other hand, recognising the principle that, in the general interest, society cannot dispense with the work of prisoners. Consequently, in its two-fold aspect — that is to say, from the point of view of the State and from the point of view of the prisoner — the work is, on the one hand, necessary and obligatory, while it should, on the other hand, be productive and useful.

With this balance of rights and duties, it is easy to see the juridical reason — which is at once translated into practical policy — why prison work has an individuality of its own. Prison work is *necessary* in the sense that the State recognises its responsibility for providing it. It is *obligatory* in the sense that both penal and precautionary internments entail an obligation to work, and all prisoners are under this obligation. It is *productive*, because the State cannot and must not dispense with the maximum return from the sums it expends. It is *useful*, because only useful work is a factor in improvement : useless work is merely anachronistic and increases the penalty.

The very nature of prison work brings out clearly the two objects for which it is designed — namely, the moral regeneration of the prisoner and an effective economic return for his work. The moral object — that is to say, improvement — is indisputably more important than the economic aim — that is to say, productivity. But it will not be contested that the former is to a great extent bound up with the latter, because if the work is profitable to the Treasury, it is nevertheless true that it also provides the prisoner with higher remuneration and with obvious material and moral benefits.

The Italian Prisons Administration assigns definite economic objects to prison work :

(a) The object of *industrial* work in prisons is to supply — in co-operation, and not in competition, with private industry — the requirements of the State and Government Departments. The latter are compelled, under the Law of May 9th, 1932, No. 547, to pass a proportion of their orders to the prison workshops.

(b) The object of *agricultural* work in prisons is to contribute towards the tremendous effort which the Fascist Government is at present making to improve the whole of the land of Italy. To this end, the prisoners take their part in the work being done by non-prison labour to bring under cultivation vast areas of uncultivated and frequently malarial land, including the construction of sanitary and roomy houses for free settlers to be settled on the land reclaimed.

As may be imagined, the industrial work of the prisons is far more important than their agricultural work. The industrial activities of the prisons are the chief feature of penitentiary reform under Fascism. The Italian legislature never hesitated in the matter of the management and use of prison labour. It decided from the first that the prisoners should work for Government Departments. The system has two notable advantages. In the first place, it disarms the charge of competition with free labour, and, secondly, it ensures continuous work, because the requirements of the Public Departments are regular and permanent.

A third argument of a general and decisive character is that, under this system, the Prisons Administration is closely bound up with the rest of the State Administration. It cannot be treated as an independent element or — worse still — as a body alien to the State Administration and, so to say, akin to private enterprise. The prison workshops are workshops of the unitary State and as such are called upon to supply all State requirements in the best possible manner without limitations or restrictions of any kind.

The Penal Reform Law of May 9th, 1932, solved one of the oldest of prison problems — namely, the problem of providing work for prisoners. For this purpose, it set up a body to reconcile the social requirements involved in the execution of sentences with the requirements of the country's industrial organisation. This was the Inter-Departmental Commission on Prison Work, on which are represented, not only all the ministries able to provide work for prisoners, but also the Ministry of Finance to safeguard the interests of the Treasury, and the Ministry of Corporations to safeguard the interests of workers and industrialists.

All these representatives contribute actively and sincerely towards the solution of the important problem of how to provide prisoners with work without disturbance of any kind in the economic structure of the nation. This result has been achieved by the observance of certain fundamental principles — namely, the gradual introduction of the reform, the choice of the kind of work to be done by prisoners, and respect for local and small national industries.

(a) The Commission introduced the reform gradually by providing work for convicts under sentence and persons interned as a precautionary measure, adjourning to a later date consideration of how to extend the reform to persons in custody awaiting trial, both because there are a large number of the latter and because the problem of providing work in the judicial prisons presents special difficulty owing to the constant coming and going of prisoners, which makes it impossible for the various labour organisations of the establishments concerned to count on a supply of labour.

When subsequently laying down rules with regard to persons interned as a precautionary measure and convicts under sentence, the Commission found it necessary to give priority in all cases to providing work for the former. As precautionary internment is designed simply as a means of re-education, the State itself would obviously be repudiating the spirit and aim of the new penal legislation, if it did not provide these persons with work as the most effective method of education and improvement.

Thus, the labour institutions of Imperia and Venice have both become model establishments as far as concerns labour organisation. The work is, in fact, not only continuous but varied. It gives scope for personal effort and is adapted to the abilities of the workers and to the occupations they may have to follow on release. To these two establishments was

added, during 1934, the labour institution of Finale Ligure, which will soon reach the standard of the two others.

Of the various categories of convicts under sentence, it was thought desirable to devote special attention to persons who were offenders habitually, professionally and by choice, as penal science is unanimously of opinion that these grave forms of crime can only be seriously attacked with any possibility of success if the prisoners are taught the habit of working.

Special attention was also devoted to the treatment of minors under sentence. It is universally recognised that the work factor is a decisive influence in the training of character in persons under age. So urgent was the necessity for such work held to be that the directors of establishments for minors were given special instructions to make provision to enable all minors in their charge to learn a trade. They were to bear in mind in so doing that the aim of prison work in such cases is mainly educational, and that it must accordingly be provided, even if it should constitute a charge on the Administration and not a source of profit.

(b) The second principle animating the Commission was the principle that the articles to be made by the prisoners should be articles produced in Italy in large quantities, in order that the percentage set aside for prison work should not disturb the market, or, alternatively, articles of which very small quantities are produced by free labour, in order that prison production should not only not harm private production but supplement it in the general interest. Boots and shoes and furniture belong to the first category, and certain finishing work on railway carriages, which, according to the representative of the Ministry of Communications, is difficult to have done on the open market, belongs to the second.

(c) The third principle is respect for local and small national industries. In fact, the production in penitentiary establishments of articles which are a speciality of the districts in which the establishments are situated is prohibited, unless the work done in the prisons is already included by custom in the local work and produces no disturbances. It has been decided that prisons must refrain from producing articles which are a speciality of certain small national industries, unless agreements are reached with the particular industries concerned, so as to prevent any possibility of dispute or competition. Thus an agreement has been concluded for the production of brushes and wire cages.

The full application of the programme laid down in the Law of May 9th, 1932, will automatically entail the abandonment of all other forms of prison activity at present regarded as indispensable, such as the allocation of prison labour to private undertakings and all work of an essentially penal character, such as knitting stockings, which, owing to its peculiarly humble nature, can hardly be regarded as an effective means of moral improvement.

Before the war, there were some seventy-five branches of industrial work in which prison labour was let out by tender. Immediately after the war, the number of such branches of work had risen to ninety-five. It has now been reduced to eighteen, the prison labour in question being allocated to fourteen establishments. A large number of these branches of work have now been taken over by the Administration, which operates them directly, with extremely satisfactory results.

The magnitude of the country's industrial programme has lent special significance to industrial work in prisons, and the Administration loses no opportunity of extending such work as far as possible.

To enable the prison workshops to cope with orders of Public Departments which call for a technical perfection otherwise unobtainable, the industrial character of the workshops has had to be accentuated. In 1934, accordingly, several shoemakers' shops, carpenters' shops, mechanical forges and printing-works were installed and equipped with the most up-to-date machinery. A modern spinning-mill for wool has been installed at Castelfranco Prison in Emilia.

The expansion of prison industries is not, however, conditioned merely by the increase in requirements or the increase in the number of prisoners. It is closely connected with the increase in the number of prisons, which has been rendered necessary owing to the specialisation of these institutions.

The truly impressive development in penitentiary organisation, which has resulted from the application of the principle of specialisation, both in the case of persons under sentence and in the case of persons interned for precautionary reasons, was bound to be accompanied — and has in fact been accompanied — by a corresponding increase of output. The present report is the most recent account of the position, and, as such, is the best record of the State's efforts to deal with the problem of finding prison work. It will be apparent from it that the moral obligation of maintaining a more and more specialised division corresponding to the manifold differences between prisoners takes precedence of the principle of centralisation — *i.e.*, the concentration in a small number of well-equipped establishments of all technically qualified workmen so as to attain the high figures of output obtainable in ordinary establishments employing free labour.

Of the three commonest kinds of workshops — *viz.*, shoemakers' shops, carpenters' shops and forges — there are at present 186 in operation distributed between sixty-two prisons with about equal numbers of each of the three kinds. All are under the direct management of the State, and thirty-five of them — *viz.*, fifteen shoemakers' shops, thirteen carpenters' shops and seven forges — work exclusively for Government Departments, while the remainder supply the current requirements of the Prisons Administration.

There are, in addition, five printing-works (three of which are already in operation, while two are being erected), two metal-wire works, two aluminium factories, one hosiery factory, two wool-spinning mills, various linen mills and several ready-made clothing factories.

As each institution has to include workshops of at least three of the commonest trades, it will be seen how extensive the technical and industrial organisation is with which the Fascist system has set itself to provide — and has succeeded in providing — prison labour, and the importance attached by the State to the moral and ideal aims of these institutions will be appreciated.

The Prison Administration includes among its establishments eight agricultural colonies at Pianosa, Gorgona, Asinara, Mamone, Castiadas, Alghero, Isili and Capraia, the majority of which are in Sardinia, with a few in the islands in the northern part of the Tyrrhenian Sea. With such an interest in agriculture, the Prisons Administration could not fail to be affected by the Fascist movement for the intensification of agriculture throughout Italy, the most notable manifestations of which are the "campaigns" in connection with wheat, grapes and other products of national importance.

The results of the increased agricultural production in the case of the prisons are brilliant in themselves. They appear even more striking when it is remembered that the work has been done almost entirely on waste land, geologically unsuited to intensive cultivation.

The greatest contribution which the Prisons Administration has made to the cultivation of the soil is the assistance given by prison labour in agricultural reclamation — that is, the preparation and improvement of land — which in the near future will form a source of production on a large scale.

This assistance, which for the time being has had to be confined to Sardinia, has already yielded important initial results. Law No. 1719, of November 30th, 1933, provided for the handing-over of three agricultural colonies in Sardinia — viz., those of Cuguttu (Alghero), covering 197 hectares; Isili (Sarcidano), covering 752 hectares; and Castiadas, covering 6,523 hectares, or a total area of 7,500 hectares — which have been transformed and improved at the cost of immense difficulties and sacrifices. In 1934, the legal transfer of these colonies was followed by the actual handing-over of Cuguttu. The other two colonies will be handed over shortly, as soon as the necessary work is completed to enable the prisoners from the transferred colonies to be accommodated in new colonies. The work of adaptation is already proceeding in the district of Gutierrez, situated in an area made available by the Ferrara Colonisation Company, which is the assignee of the three above-mentioned colonies.

The transfer of Cuguttu is the most striking evidence of the great social value of the agricultural improvement work done by prisoners. So highly is the work appreciated by the Sardinians themselves that offers of land are continually being received by the prison authorities from companies, communes and private persons.

This work of reclamation — reclamation in the moral no less than in the material sense — brings in no immediate or adequate return to the Prisons Administration, but it represents a most effective contribution to the strengthening of the national economy.

The statistics available on the work done in prisons show more and more encouraging results, and constitute the best evidence that the expectations regarding prison reform were justified and that the system is now past criticism.

In the ordinary and special prisons, the average number of persons unoccupied owing to lack of work fell in 1934 to 3.48% of the total of prisoners present, as compared with 5.76% in 1933 and 28.15% in 1932.

In places of precautionary internment, the number of persons unoccupied owing to lack of work on December 31st, 1934, was only five out of 4,900 inmates, or one per thousand.

The figure rose to eighteen in February and nineteen in March (the unemployment being due to delays in the supply of certain raw materials), but since April 1st has been reduced to nil.

The economic position of the workshops is also satisfactory. In spite of general market difficulties and the special difficulties due to the installation of the workshops, the industrial budgets have shown each year considerable profits. In 1931-32, a total expenditure of 14,000,000 lire yielded a revenue of 18,092,835.99 lire; in 1932-33, the same expenditure yielded a revenue of 18,633,103.95 lire, and in 1933-34, during which the output of the workshops increased, a revenue of 17,646,951 lire was earned on an expenditure of 16,000,000 lire. The current financial year will not show any different, or lower, results.

The above details give an idea not only of what has hitherto been done, but also of the general scope of the future programme.

The figures are eloquent testimony to the work accomplished. The prompt realisation of the programme under conditions anything but favourable commands universal recognition, and is proof positive that the application of the Law of May 9th, 1932, has called into being a powerful economic organisation in the service of the State.

### *Schools and Libraries.*

In all Italian places of detention and penitentiary establishments, courses of general education have been started for prisoners. The latter are divided into classes corresponding to their standard of education and entered for special courses accordingly. The lessons are given by elementary teachers holding the usual diplomas.

The prison chaplains who give religious and moral instruction also assist in the educational work.

At the end of each educational year, the prisoners sit for regular examinations before a special committee consisting of the Inspector of Education, the Director of the local Educational Board and some teachers. If the result of the examination is favourable, as almost always happens, the candidates are moved into a higher class or are given the elementary-school certificate.

They are also entitled to receive diplomas showing the standard of education attained and certifying the examinations they have passed.

It should be observed in this connection that, as a result of agreements concluded between the Ministries of Justice and of National Education, instructions have been issued to the authorities concerned that the educational certificates issued to prisoners are not to bear the stamp of the prison in which the examinations are held, but that of the educational district in which the prison is situated, the object being to protect the prisoner from feeling ashamed on release when, in order to earn an honest living by his labour, he has occasion to produce a document showing what education he has received.

As a means of developing the education of the prison population, the Ministry of Justice encourages the organisation for prisoners of lectures on various subjects. These lectures are given, not only by the chaplains whose special duty it is to give lectures from time to time on moral and religious subjects, but also by local elementary and secondary school teachers who undertake the work free of charge, by persons with a knowledge of particular branches of science, by other clergy and occasionally by ecclesiastics of the highest rank.

The lectures mostly deal with scientific questions, national history or historic events of patriotic significance which are specially commemorated and explained, the organisation and work of the Fascist regime and the most important events of the year. The Ministry of Justice gives every encouragement to this form of teaching, which serves to supplement the general education.

Education assumes special forms in certain institutions. It is adapted to the special requirements of the persons therein confined and to the life they will ultimately have to lead. In judicial reformatories, for example, courses of occupational training are given. In open-air labour camps and in agricultural colonies, agricultural courses are organised under the supervision of the agricultural inspectors of the establishments or by the holders of itinerant agricultural professorships. Finally, in the lunatic asylums controlled by the judicial authorities, in the hospitals and detention homes and in the special homes for mental and physical defectives, a general education is also given. Obviously, this education cannot aim at clearly defined results, since it may have to reckon with the aggravation, temporary or permanent, of the mental condition of the inmates. On the whole, however, it may be said that many of the latter derive a good deal of benefit from it. These courses have a special character. They are either "orthophrenic" and continuation courses or courses organised on the lines of those existing for mental defectives and backward persons in the elementary schools of certain large Italian towns. The lessons are given either by psychiatric specialists or, where such are available, by teachers with a special knowledge of "orthophrenic" problems and re-educational pedagogy, or by ordinary elementary-school teachers, who are required to follow the instructions constantly given them by the mental specialist.

All places of detention and penitentiary establishments have a library proportional in volume to the size of the institution.

The Ministry spends a large amount on additions to these libraries. Last year, for example, no less than 40,000 volumes were added to prison libraries.

Thanks to the wide extension of general education in prisons, the number of prisoners who complete their elementary education is gradually increasing, while the illiterates are becoming fewer and fewer and tend to disappear entirely.

#### 14. Latvia.

The Standard Minimum Rules for the treatment of prisoners have been circulated to all directors of prisons so that they may take them into consideration.

#### 15. Norway.

The Norwegian Law of July 6th, 1933, in amendment of the Law of December 12th, 1903, concerning the Penitentiary System was put into force on March 1st, 1934. This law is mentioned in the *Collection of Documents on Penal and Penitentiary Questions, Bulletin of the International Penal and Penitentiary Commission*, Vol. 3, page 463.

In view of the fact that this law has come into force, the Director of Prisons in Norway has made certain changes in the penitentiary system, particularly as regards rules for classification of prisoners.

#### 16. Netherlands.

The penitentiary system has not been modified in the Netherlands or in its overseas territories during the year 1934. Reasons of economy have, however, obliged the authorities in the Netherlands Indies to discontinue instruction to adult native prisoners and to abolish

the section of the Department of Justice which dealt with centralisation of assistance given to young native offenders after release.

In the home country, the results of the enforcement of the Royal Decree of May 4th, 1932 (*Legal Bulletin*, No. 194), have been satisfactory.

#### 17. Poland.

The principles set forth in the Standard Minimum Rules for the treatment of prisoners have been acted upon in the Decree of the President of the Republic, dated March 7th, 1928, concerning the penitentiary organisation (*Journal of the Laws of the Polish Republic*, No. 29, item 272), and in the Decree of the Minister of Justice, dated June 20th, 1931, concerning prison regulations (*Journal of the Laws of the Polish Republic*, No. 71, item 577), which came into force as from October 1st, 1931. In practice, they are as widely applied as possible, so far as local conditions allow.

These principles are still further extended by internal measures, particularly in the matter of food, instruction and education of prisoners, prison work and medical attendance. It should be pointed out that the Polish prison regulations do not allow as disciplinary measures either corporal punishment or confinement in dark cells, and that they lay down strict rules for the duration and limits of the more severe disciplinary measures.

The question of segregation of prisoners, which the Collection of Regulations prepared by the Penal and Penitentiary Commission regards as being of the highest importance, has been settled in Polish penitentiary practice in accordance with the provisions advocated. Two different types of establishment have been set up for first offenders — agricultural colonies for peasants and workers' prisons for town dwellers. Persons who have been previously convicted are accommodated in special prisons and subjected to a severer regime, such prisons being known as isolation prisons.

By law and in practice, quite special attention is given to offenders under age who have committed an act which is forbidden by law and punishable. For such offenders, Polish legislation provides two types of establishment — educational and correctional. Offenders under age are placed in them in accordance with their degree of development and sense of moral responsibility.

The experimental institution under the direction of Professor Baley serves as an auxiliary institution to assist the courts and the directors of establishments. It carries out psycho-physical examinations of convicted minors and investigates their surroundings. The results of its enquiries are communicated to the courts and to the directors of the establishments. The courts act on this information in deciding whether the minors should be sent either to educational or to correctional establishments, and the directors of the establishments take account of it in deciding the methods of handling the minors. The results of the studies of Professor Baley's institution also provide a basis for decisions as to the placing of minors in special establishments such as hospitals, or the application of special educational methods.

An observation department will shortly be set up at Warsaw for cases which require lengthy observation and treatment. In order to give suitable training to the personnel, both higher and subordinate, a school for prison officials has been organised. The teaching staff consists of professors and *Privatdozents* of the Polish higher schools and of practical specialists called in by the Ministry of Justice. The organisation of the school is fixed by decree of the Ministry of Justice, dated February 13th, 1933, concerning the organisation of training for prison warders (*Official Journal*, No. 5, of 1933).

#### 18. Sweden.

The provisions at present in force in Sweden concerning treatment of prisoners are in accordance on all essential points with the Standard Minimum Rules for the treatment of prisoners.

Experts appointed by the Ministry of Justice have submitted a Bill concerning the treatment of prisoners confined in State penitentiary establishments. The Bill takes account of the various provisions adopted by the International Penal and Penitentiary Commission.

Regulations have been issued which provide that the food of prisoners shall be approximately the same as that of troops and public relief establishments.

#### 19. Czechoslovakia.

The Czechoslovak regulations on the treatment of prisoners are not only a body of standard rules similar to those recommended by the League of Nations, but also contain provisions which in some directions go further than the minimum laid down by those recommendations.

It is not therefore possible to give a summary of the experience obtained as a result of reforms effected, inasmuch as there have been no changes in the Czechoslovak regulations in force.

Naturally, when the new Penal Code and the Code of Penal Procedure become law, the regulations concerning the treatment of prisoners will be amended accordingly.

So far as concerns present practice under the regulations in force, with special reference to the experience obtained during the year 1934, mention should be made of the following points :

1. Distribution of Penitentiaries. — In all, there are six penitentiary establishments in Czechoslovakia : at Plzen, Kartuzy, Mirov (establishment for prisoners who are sick), Leopoldov, Ilava and the women's penitentiary at Repy. Furthermore, in the district court prison of Užhorod there is a special section where prisoners sentenced by the courts of Sub-Carpathian Ruthenia to terms of not more than five years serve their sentences. There are also two establishments for juvenile offenders at Mikulov and Košice (Komensky establishment). There are also 36 district court prisons, where shorter sentences are served, while each district court has its house of detention where sentences of detention, usually in the case of minor offences, are served.

The penitentiaries, establishments for young offenders and prisons, in practice, meet the material purposes for which they were created. The Administration of Justice is continually taking steps to improve them and to replace unsuitable premises by new buildings.

2. The condition of the prisoners, both from the physical and from the moral point of view, may be regarded as more or less satisfactory. All are subject to permanent medical supervision. Naturally, the penitentiary service takes steps to treat and cure prisoners who have any physical or moral infirmity when they enter the establishment.

3. Prisoners are educated in order to prepare them for their future return to ordinary life. They are obliged to work at all kinds of trades. They are given an opportunity of learning a number of different handicrafts. There are special courses for illiterates. Satisfactory results have been achieved in this field. Recently, however, the possibility of finding employment in trades or in other branches of industry has been conditioned by the economic crisis. Similarly, under present circumstances, the finding of employment for prisoners after they have served their sentence, or when they are released on ticket-of-leave, meets with considerable difficulties in various civil occupations, in spite of the efforts made by the charitable societies which work in collaboration with the Government services.

4. Discipline of Prisoners. — Under the regulations in force in penitentiaries, prisons and establishments for young offenders, the necessary discipline is maintained in every detail of the life in common, but in a benevolent spirit. Offences against discipline are punished by disciplinary measures which are never other than humane and in no way endanger the health of the prisoners. Resort is only had to dark cells in extreme cases when all other means have failed.

5. Welfare Measures in respect of the Cultural Education of Prisoners. — In this field, some good results have been obtained. Over and above observance of the rules of work and maintenance of discipline, care is taken that prisoners do not remain culturally backward in so far as surroundings permit. Weekly prison journals are published for them. They have the possibility of educating themselves and obtaining relaxation by reading books (each establishment has its library) and by instructive lectures and wireless programmes of a suitable character. They are allowed to take part in the practices of the choral societies or bands which exist in each penitentiary. These institutions have been found to exercise an excellent influence in the direction of moral uplift.

## 20. Turkey.

The Turkish Government is desirous of improving the conditions of prisoners and penitentiaries and has been engaged for some time past on a detailed enquiry into the question. An expert has been sent to certain countries in Western Europe to study recently established penitentiaries in these countries in respect of their organisation and administration.

Once this enquiry has been completed, the competent Department, to which the report of the Fifth Committee of the last Assembly has been submitted, will be in a position to take the necessary measures in execution of the recommendations contained in the report.

## II. ACTIVITY OF THE TECHNICAL ORGANISATIONS.

In 1932, the Assembly instructed the Secretary-General to submit information annually to the Council and to the Assembly with regard to the activities of the following seven technical organisations : the International Penal Law Association, the International Bureau for the Unification of Penal Law, the International Criminal Police Commission, the International Penal and Penitentiary Commission, the Howard League for Penal Reform, the International Law Association, and the International Penal Law Union.

During the past year, the Secretary-General has received the following information on this subject :

### 1. INTERNATIONAL PENAL LAW ASSOCIATION.

(General Secretariat : 128, rue de Rennes, Paris, VI<sup>e</sup>.)

This year, the Association has drawn attention to the necessity of undertaking an effective campaign against the more serious forms of crime, including fraudulent bankruptcy and acts of terrorism. For that reason, the Association has continued its enquiry into means of protecting the savings of the public, and has given its most warm support to the proposal



for the creation of an international criminal court, a subject on which it had already drawn up a draft statute in 1928, which was forwarded to the League of Nations.

The Association has continued to publish regularly the *Revue internationale de droit pénal*.

Furthermore, the Association has continued its collection of translations of penal codes by the publication of the new Danish Penal Code.

The Association will organise the Fourth International Congress of Penal Law, which will be held at Athens in 1936.

## 2. INTERNATIONAL BUREAU FOR THE UNIFICATION OF PENAL LAW.

(General Secretariat : 50, Strada Frumoasa, Bucharest.)

The Bureau at present consists of representatives of forty-four States and six international organisations. It held its general meeting in Paris from January 5th to 8th, 1935. The Secretary-General of the League of Nations was represented at the general meeting.

(a) *Collaboration with the League of Nations.* — In pursuance of the Assembly resolution of 1933 on the collaboration of the Bureau with the League of Nations, collaboration has been developed in the most satisfactory manner. At its meeting in Paris in 1935, the Bureau revised the texts of the resolutions adopted at the Madrid Conference (1933) on the punishment of the exploitation of prostitution, and submitted a report on the subject to the League of Nations Committee on Traffic in Women and Children. At the same meeting, the Bureau proceeded to make a selection from the documentation supplied to the League of Nations by the Roumanian Government on the question of desertion of family.

The last Assembly of the League of Nations referred to the Bureau a question raised by the delegate of Venezuela with regard to the repatriation of certain categories of convicts. The Bureau considered this question at its Paris meeting and has prepared a preliminary report on the matter. The question will be still further considered at the next meeting of the Bureau, which will take place in Copenhagen in August 1935.

In reply to an invitation from the Committee on Traffic in Women and Children, the Bureau was represented when that Committee dealt with the punishment of the exploitation of prostitution in May 1935. The Bureau has been requested to continue its collaboration in this matter with the Sub-Committee set up by the Committee on Traffic in Women and Children, which has been instructed to prepare a preliminary draft convention concerning the suppression of the exploitation of prostitution.

(b) *Sixth Conference for the Unification of Penal Law.* — The most important activity of the Bureau during the current year has been the scientific preparation for the Sixth Conference, which is to be held at Copenhagen, under the ægis of the Danish Government, from August 30th to September 4th, 1935. The agenda of this Conference, at which the Secretary-General of the League of Nations will be represented, is as follows :

(a) The legal definition of political offence, (b) extradition, (c) international regulation of the right to reply and correct errors in the Press, (d) revision of previous texts adopted by conferences of unification, or their committees, on terrorism.

On all these questions, the Bureau carried out a very wide enquiry in the forty-four member countries. On the basis of this enquiry, reports have been prepared for the Sixth International Conference for the Unification of Penal Law.

(c) *Publications.* — During the past year, the Bureau has published the records of the Paris meeting of January 1935 (published by L. Rega, Louvain, 1935), and the records of the Fifth International Conference for the Unification of Penal Law, held at Madrid in 1933 (published by Pedone, Paris, 1935).

## 3. INTERNATIONAL PENAL AND PENITENTIARY COMMISSION.

(General Secretariat : Rabbenthal, 12, Oberweg, Berne.)

Attention should be drawn to two new accessions to the Commission during the past year : that of the Government of the Argentine and that of the Government of Estonia. The number of States represented on the Commission is at present thirty-two. According to semi-official communications, certain other States are likely to join the Commission.

The Commission has noted with great satisfaction the resolution of the last Assembly of the League of Nations recommending to all States the Standard Minimum Rules for the treatment of prisoners prepared by the Commission.

The questions at present under consideration by the Commission are the following :

(a) *The Preparation of a Model Extradition Treaty.* — The report of the Sub-Committee of Enquiry, to which this question was referred, will be discussed at the Berlin Congress in August 1935.

(b) *Repatriation of Foreign Prisoners on Discharge.* — A second report on this subject has been published in the Commission's bulletin : *Recueil de documents en matière pénale et pénitentiaire* (Volume III, Book 4, November 1934). The members of the Commission have been requested to supply the Secretariat of the Commission with the necessary data on charitable and relief work for ex-convicts in their respective countries. A general list of such organisations is being systematically prepared with a view to the furtherance of such work.



(c) *Scientific Examination of Prisoners.* — A report on this subject has also been published in the same volume of the above-mentioned *Recueil*.

In view of the general economic position in all countries, the Commission was of opinion that the present crisis did not make it possible to set on foot an adequate systematic enquiry. It confined itself therefore to consulting certain experts with special qualifications for the purpose, with a view to drawing up a draft formula for the examinations in question.

(d) *Repatriation of a Certain Category of Convicts.* — At the suggestion of the delegate of Venezuela, this question was referred to the Commission by the last Assembly of the League of Nations. A Sub-Committee has been instructed to prepare a report on this subject to be submitted to the Berlin Congress, which will be held in August 1935.

(e) *Comparative Examination of Criminal Statistics.* — The International Statistical Institute at The Hague and the International Penal and Penitentiary Commission have set up a Mixed Commission to consider this question in relation with the examination of the causes of fluctuations in criminality. The Mixed Commission held its first meeting at Leipzig in November 1932, at which it drew up its programme of work.

The work of the Mixed Commission is going on steadily. It will inevitably take a long time. The results arrived at will be submitted to the International Statistical Institute and to the International Penal and Penitentiary Commission, which will then have to agree together as to the action to be taken on the conclusions of the Mixed Commission.

The Commission continues to publish its *Bulletin*. The first number of the new series appeared in March 1931 and the latest number in November 1934.

Volume IV of this *Bulletin*, which will be published shortly, will have a special character. It will contain a series of summaries of the penitentiary system in force in the various States which belong to the Commission.

In August 1935, the Commission will hold the Eleventh International Penal and Penitentiary Congress at Berlin.

#### 4. INTERNATIONAL CRIMINAL POLICE COMMISSION.

(General Secretariat : Federal Police Headquarters, Vienna.)

The following twenty-five countries are officially represented at the present time on the Commission : Austria, Belgium, United Kingdom, Bulgaria, Czechoslovakia, Danzig, Denmark, Finland, France, Germany, Hungary, Irish Free State, Italy, Latvia, Lithuania, Netherlands, Norway, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey and Yugoslavia.

The tenth ordinary session of the Commission was held at Vienna from September 17th to 21st, 1934, and arrangements have been made to hold the eleventh session at Copenhagen from June 17th to 20th, 1935. Furthermore, the Commission organised the holding at Copenhagen, from June 13th to 15th, 1935, of the Second Conference of the representatives of the Central Services for the Suppression of Coining, at which the Secretary-General of the League of Nations was represented.

When the Committee for the International Suppression of Political Terrorism was set up by the Council of the League of Nations, the Commission submitted to it the preliminary draft of an international Convention.

The subjects dealt with in the meetings organised by the Commission included the suppression of coining and falsification of securities other than paper currency, the international exchange of information on criminal police matters, the use of wireless for police purposes, the suppression of forgery of passports, extradition, the suppression of illicit traffic in drugs, the suppression of exploitation of prostitution, and international co-operation for the unification of penal law.

The official journal of the Commission is called *La Sûreté publique internationale*. It is published fortnightly and contains the official communications of the Commission, articles on criminal police matters and warrants for arrest and information concerning international criminals. During the past year, 549 notices of international criminal proceedings have been published in the official journal, and some 250 photographs, finger-prints and specimens of handwriting have been given publicity through this publication. The notices of criminal proceedings which were published came from twenty-five different countries. A supplement to the journal gives information with regard to imitations and forgeries.

In 1934, the Commission published a second revised edition containing an additional memorandum on "International Collaboration in Criminal Police Questions".

#### 5. HOWARD LEAGUE FOR PENAL REFORM.

The following are the main questions dealt with by the Howard League for Penal Reform during the year 1934-35 :

(a) *Reform of the Courts of Summary Jurisdiction.* — At a special Conference convened for this subject, resolutions were passed dealing with questions concerning the procedure of the courts, the appointment and training of magistrates, and the qualifications of magistrates' clerks.

(b) *Imprisonment for Debt.* — Through the efforts of the Howard League, this subject has been kept in the foreground in Parliament and the Press, and the Home Secretary has promised new legislation on the subject.

(c) *Social Services of the Courts of Summary Jurisdiction.*— A memorandum on probation and other social services of the courts was submitted by the Howard League to the Home Office Committee set up for studying this question.

(d) *The Employment of Prisoners on Discharge.* — The Howard League has given a substantial contribution to the study of the question made by a Home Office Committee. The report of this Committee was published in May 1935 and contains proposals for the reorganisation and co-ordination of the work of various societies for the help to discharged prisoners.

(e) *Corporal Punishment.* — A memorial drawn up by the Howard League and signed by 150 leading men and women was presented to the Home Secretary asking for an impartial enquiry into the question of corporal punishment, its effect upon the physical, mental and moral conditions of those punished.

(f) *International Suppression of Political Terrorism.* — In view of the studies of the League of Nations Committee on the international suppression of political terrorism, the Howard League sent an appeal to the Foreign Secretary urging, among others, that the British Government should not agree to the relaxation of the principles underlying the extradition acts and extradition treaties preventing the surrender of alien refugees who are rebels in their own country, suspected or charged by their Government with political offences.

The Howard League also proposed that, in view of the ill-treatment of prisoners in some countries, no person should be extradited to any country which did not observe the Standard Minimum Rules for the treatment of prisoners recommended by the fifteenth Assembly of the League of Nations.

Active steps have been taken during the year to establish penal reform societies in the Netherlands and Roumania, working in close co-operation with the British Howard League for Penal Reform.

The Howard League has published during the year *The Penal Reformer* (quarterly), *The Howard Journal* (annual), a pamphlet entitled "Flogging : Truth and Legend", a revised edition of "Everybody's Business"; the statement of the policy of the Howard League, the annual report of the Howard League for 1933-34.

#### 6. INTERNATIONAL PENAL LAW UNION.

(President's Office, 5, avenue Gaspard-Vallette, Geneva.)

The Union reports that, during the past year, its Austrian section organised nine conferences on subjects connected with penal law. On June 1st, 1935, the Austrian section had 175 members.

### III. ORGANS OF THE LEAGUE OF NATIONS DEALING WITH PENAL AND PENITENTIARY QUESTIONS.

The Assembly, in directing the Secretary-General in 1932 to submit yearly information with regard to the activities of certain technical organisations independent of the League of Nations, suggested that, at the same time, mention should be made of the current activities of such organs of the League of Nations as deal with penal and penitentiary questions.

On this subject, the Secretary-General has the honour to inform the Assembly as follows :

1. By a Council resolution dated December 10th, 1934, a Committee of experts was appointed "with a view to drawing up a preliminary draft of an international convention to assure the repression of conspiracies or crimes committed with a political and terrorist purpose". The Committee is composed of eleven members. It met for the first time from April 30th to May 8th, 1935. It published a report of its work in document C.184.M.102.1935.V.

2. The Council of the League of Nations decided on May 22nd, 1935, to convene a Conference for the repression of illicit traffic in dangerous drugs. The Conference is provisionally fixed for the month of June 1936; the final date will be decided by the Council in January 1936. With a view to the preparation for this Conference, the Council has set up a Sub-Committee of experts composed of fourteen members. (See documents C.L.113.1935.XI and C.199.M.109.1935.XI [O.C.1599].)

3. The Committee on the Traffic in Women and Children appointed a Sub-Committee in May 1935 to prepare a preliminary convention for suppressing the activities of *souteneurs*. This Sub-Committee is expected to meet towards the end of 1935 (see document C.187.M.104.1935.IV, page 39).