



FIRST REPORT
OF THE
ADVISORY COMMITTEE
ON SOCIAL HYGIENE

*Presented by the Secretary of State for the Colonies to Parliament
by Command of His Majesty.*

August, 1925.

LONDON:
PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

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1925.

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FIRST REPORT OF THE ADVISORY COMMITTEE ON
SOCIAL HYGIENE.

To:—

The RIGHT HONOURABLE L. S. AMERY, M.P., Secretary of State
for the Colonies.

1. We were appointed by your predecessor in July, 1924, to be
“A consultative body formed to advise the Secretary of State on any questions connected with venereal disease or public morality which he may refer to them for their advice.”
2. In January, 1925, you referred to us for our advice a draft Ordinance dealing with venereal disease at Singapore, which had been prepared by the Government of the Straits Settlements for submission to the Legislative Council of the Colony. This draft Ordinance, which is attached to this Report as an Appendix, had been prepared as a result of the recommendations of the Straits Settlements Venereal Diseases Committee, 1923, and we have had before us a copy of the Committee's Report, together with the observations of the Bishop of Singapore and others on it.
3. We have held seven Meetings, and have had the advantage of discussion with Mr. D. Beatty, Secretary for Chinese Affairs, Straits Settlements, Mr. W. T. Chapman, Secretary for Chinese Affairs, Federated Malay States, and Dr. A. Bostock Hill, who has had forty years' experience of work in connection with the administration of public health, including venereal disease, in the United Kingdom and has been able to study the position at Singapore on the spot. We should like to take this opportunity of expressing our gratitude for the assistance which these gentlemen have given to us, and our sense of the value to our deliberations of their knowledge of local conditions.
4. The present position at Singapore regarding venereal disease and prostitution, as described in the Report of the Straits Settlements Venereal Diseases Committee, is serious. Without endorsing or impugning the findings of that Committee, we wish to record our opinion that steps must be taken to deal with the situation at the earliest possible date. The matter is more especially urgent in view of the approaching enlargement of the Naval Base at Singapore, the consequent increase to be expected in the naval and military establishments, and a possible increase in the number of labourers coming in from outside.
5. The draft Ordinance proposes to deal with the situation at Singapore by a far-reaching system of State Regulation, including the licensing and medical examination of all prostitutes. This system is too well known to need any detailed description. The principal respect in which the Singapore proposal differs from other systems of the same kind, which have been tried in different parts of the world, lies in the definition of the word “prostitute,” a matter to which we refer later.
6. We would point out that it is proposed to deal with the problem at Singapore by methods which have been abandoned long

ago in this country and more recently in other countries after acute controversy. Any attempt to establish a system of State Regulation in Singapore would revive these controversies and would be certain to meet with serious public criticism and even resentment. The risk of alienating public opinion in this country and elsewhere might have to be faced if there were any reasonable hope that the methods proposed would be successful, but State Regulation wherever it has been put to the test has been marked by its failure to provide a remedy for the evils for which it was designed, and has now almost entirely lost the support of expert medical opinion.

7. We do not propose to recapitulate the many objections to State Regulation from the moral point of view, but we may add that as applied in European countries it has never been instrumental in promoting public order and decency. On the other hand it has been one of the main contributory causes to the traffic in women. In this connection we may point out that the Advisory Committee on the Traffic in Women and Children appointed by the League of Nations has drawn attention in its reports to the connection between State Regulation and organised procuration, and in their third report, issued in April, 1924, they published the replies which they received from a number of States on the subject of State Regulation. The evils of the system in relation to the traffic in women are emphatically commented on by countries like Belgium, Holland, Poland, and Czecho-Slovakia.

8. Experience in different countries has shown conclusively that the periodical examination of prostitutes is ineffective from the medical point of view for the following reasons:—(a) it cannot be carried out with sufficient thoroughness; (b) even if the examination were most thorough no prostitute can ever be safely declared free from gonorrhoea; (c) syphilis if definitely cured can be reacquired; if only rendered non-infective it is not possible to say when or whether infectivity may return; (d) if the woman is absolutely healthy at the examination she may be infected shortly after and may infect many others before she can be detected; (e) even if not diseased herself she may be the carrier of contagion from one man to another; (f) wherever prostitutes are known to be subject to compulsory periodic examination there results in men a false sense of security which tends to encourage promiscuity and to spread disease.

Apart from the above technical reasons it is clear that the compulsory examination of prostitutes has been abandoned in other countries because it has not proved possible to reduce the incidence of disease in a community by providing medical facilities for the relatively small numerical group of professional prostitutes only. In order to effect any such reduction it has been found necessary to provide adequate facilities for the community as a whole, both men and women. A system of compulsory periodic medical examination of prostitutes tends to hamper the success of any attempt to provide a comprehensive system of treatment of venereal disease for the whole population.

9. State Regulation has always failed in practice to deal with the "sly" prostitute and the "sly" brothel. The framers of the draft Ordinance evidently had this failure in mind and have inserted in the

Ordinance a definition of "prostitute" which, so far as we know, goes far beyond that proposed in any other legislation. This definition would include not only habitual prostitutes but also any woman who engages in a single act of immorality for gain—and its consistent application would inevitably lead to intolerable harshness and injustice.

10. For these reasons we have unanimously come to the conclusion that, apart from any moral considerations, the draft Ordinance would not provide an effective remedy for the evils which exist at Singapore, and we strongly recommend that it should not be passed into law.

11. We appreciate, however, very fully the seriousness of the problem at Singapore and the difficult and delicate task which faces the authorities and which negative criticism will not help them to solve. We feel it, therefore, incumbent on us to make, for their consideration, some alternative suggestions which we have grouped under the headings of social, medical, and legal and administrative measures respectively.

Social Measures.

12. The social conditions prevailing at Singapore are abnormal. It is stated that out of a population of 426,000 no less than 317,000 are Chinese, and these are mostly of the coolie class, uneducated and living in conditions of overcrowding. Further, there is a marked disparity between the numbers of the sexes. It would appear from the census of 1921 that the ratio of Chinese males to Chinese females is 100 to 47, and we are informed that in respect of the immigrant population the disparity is even larger. It must further be borne in mind in estimating the deficiency in the female population at Singapore that the Chinese of the better class are not monogamous, so that in a normal Chinese population the wives would exceed the husbands in number.

13. A consideration of these important facts raises the questions whether the evils arising from prostitution at Singapore must not be attributed partly, if not largely, to these abnormal conditions, and whether measures for the reduction of prostitution and of the incidence of venereal disease can ever be expected to be successful unless at the same time adequate steps are taken to correct the disproportion between the sexes.

We are glad to learn that the difference in numbers between male and female immigrant Chinese is now decreasing, and that more women and children are coming into the Colony. We understand that the figures of emigration from China for 1921 and 1922 were seriously affected by the great difficulties presented to intending emigrants from the Province of Kwang Tung owing to constant and heavy fighting across the three main lines of emigration via the East, North, and West Rivers, and to those from the Province of Fuhkien owing to sporadic civil disturbances. There was in consequence a temporary reduction in the percentages of adult women to adult males from the highest rates touched.* The latest figures

*The percentages in 1919 and 1920 were 31 and 26 respectively.

available, however, show that in 1923 for every hundred males arriving in the Colony 38 adult females and children under 16 years arrived, and that in 1924 43 adult females and children arrived to every hundred males. In 1923 43,919 women and children and 115,110 adult males, and in 1924 51,730 women and children and 126,700 males came from China as immigrants.

It is also a welcome fact that the century-old ban of the Hailams from the Island of Hainan against the emigration of their women folk was successfully broken down in 1923, with the result that several hundred Hailam women were introduced by their husbands and relatives in 1924. It is hoped that this movement will continue.

Owing to the fact that the Chinese colony is largely composed of labourers who come to Singapore for short periods of work and then return to their native country, it may not be possible to secure a normal female population, but we suggest that it should be the constant effort of the Administration to explore every avenue which would be likely to encourage female immigration, and especially to encourage the immigration of wives and children with their husbands. We understand that one of the obstacles to female immigration is the lack of houses, but we recognise that considerable efforts have been made by the local Government to provide additional accommodation. For example, we have been informed that the Government has erected a series of up-to-date buildings to accommodate workers and their families in Singapore, and has in addition set aside and equipped with roads and a water supply Crown land outside the congested areas for the erection of temporary dwelling houses, on which sites are granted on nominal terms; further, temporary dwellings have been erected by the Government in certain parts of Singapore, which are let at very low rentals within the means of the working classes. As housing is evidently one of the most important elements in the whole question, we feel it essential that all possible efforts to cope with the housing difficulty should be vigorously pursued.

Further, we would suggest that the local Government should appoint a mixed Commission of Europeans, Chinese, and Malays to enquire into the social and economic conditions of the poorer classes in Singapore. Such a Commission not only should serve to focus local interest on the solution of the housing and other problems, but might also lead to the formulation of some useful measures.

14. An invaluable asset to any Government dealing with social evils of this character is a healthy public opinion. It is obvious that a Government cannot immediately create such an opinion, but we believe that within a reasonable time much could be done by educational means, whether taken officially or by voluntary agencies working in close co-operation with the Government. The attitude of the Chinese towards prostitution is no doubt different from that of Western peoples. We notice, however, that, in a memorandum which is printed as an Appendix to the report of the Venereal Diseases Committee, the Secretary for Chinese Affairs states that in his opinion "the standard of morality in China is probably just as high as in Europe, but the disproportion between the sexes here, the fact that the Colony is the meeting-place of persons from all

over the world, many of them with a low standard of morals, and the relaxation of the paternal influence which is so important in China when the young emigrant leaves his village and his home, have all combined to foster immorality at Singapore."

The emphasis placed in this statement on the view that the existing evils are not due to a lack of moral sense in the Chinese as a race is very satisfactory as it encourages the hope that an appeal may be made with success not only to self-interest but to much stronger motives springing from a well-recognised moral standard. We welcome therefore the importance which the Committee attaches to education, especially of the young, and we would urge that the Government should give careful consideration to the recommendation that instruction in sex hygiene should form part of the curriculum of the schools. Fortunately the difficulties which hedge the teaching of sex hygiene in Western countries do not appear to exist in the case of the Chinese child, who is said to have full knowledge of sex matters at a comparatively early age. The effect of the systematic training of young people in their relations to the opposite sex may not have an immediate influence on the existing situation, but we cannot but think it would produce results of immense value for the future.

15. We desire to refer briefly to the question of recreation. The reflection is obvious that the best antidote to sexual temptation is provided by facilities for spending leisure in healthy ways.

As regards the Chinese population, we recognise freely the great difference which separates Western from Eastern social habits in this direction, and we cannot presume to make any definite suggestions, as the authorities at Singapore know intimately the needs of an oriental population. It appears to us, however, well worthy of consideration whether the local Government, with the assistance of voluntary societies, could not do much to encourage the provision of more facilities for amusement and recreation, especially for the young people.

The importance of providing recreational facilities for, and of improving the social amenities of, the resident Europeans, in particular the young unmarried men, and European sailors and others who are temporary visitors is equally urgent, and we strongly recommend that this question should receive the immediate consideration of the Government with the co-operation of the European community.

We may also refer to the great preventive value of such movements as the Boy Scouts and Girl Guides, the organisation of which has become world-wide. We understand that units of both these bodies have already been formed at Singapore, and valuable work is also being done by the Young Men's Christian Association. We suggest that steps might be taken to strengthen these and other similar movements in their work among both the European and the Chinese communities.

Medical Measures.

16. The treatment of venereal disease has been revolutionized in recent years, largely by the discovery of new remedies and by the system of free treatment which has been remarkably successful in

England and other European countries. We are aware that some facilities for free treatment have been provided at Singapore and that difficulty is experienced in inducing the Chinese coolies to take advantage of the facilities offered. We do not think, however, that the experiment has been sufficiently wide or effective to justify any conclusion that the difficulties are insuperable, and we should like to see a system of free treatment developed by the local Government on a large scale, so that free facilities for diagnosis and treatment should be available for the whole population. It is recognised that this might involve separate provision for the different sections of the community in Singapore, whether European, Chinese (Straits-born or immigrant), Tamils, or Malays. We should also like to see arrangements made by which the Government would provide free diagnosis and free drugs, such as arseno-benzol compounds, to all medical practitioners competent to treat syphilis and gonorrhoea on modern lines, so that they would be in a position to accept low fees from the less well-to-do members of the community who desire to consult private practitioners rather than resort to a free clinic. The free service of drugs might be made conditional on the acceptance of approved scales of fees.

All treatment centres and private practitioners should be supplied for distribution to their patients with suitable literature in appropriate languages emphasising among other matters the dangers of exposure to infection, the need for seeking immediate medical care, and the urgent necessity of continuous treatment.

The opinion is generally held in England that in dealing with venereal disease the best results can only be obtained if the problem is looked upon as one of preventive medicine, and if any medical measures taken are either under the administrative control of the Medical Officer of Health or at least completely co-ordinated with the work of the Public Health Department. We consider that the same principle should be followed in grappling with the problem at Singapore. Free treatment centres should be available for all sufferers from venereal disease and for all who have been exposed to the risk of infection. Although the development of an adequate medical service on these lines will require careful organisation, we feel convinced that it would be more effective in the end than any other system. In this connection we wish to lay special emphasis on the importance of pre-natal and infant welfare work.

We would also suggest that the Government should consider the desirability of securing the services of a Medical Officer of high standing with recent experience and detailed knowledge of the administration of venereal disease work on modern lines. Such an officer should act under the Principal Medical Officer, and it should be his duty, working in close conjunction with the Municipal and other Health authorities, to co-ordinate and supervise any measures taken to deal with the disease.

The main difficulty in connection with the system of free treatment is the possibility of the neglect or refusal of any considerable part of the infected population to avail themselves of it—a difficulty which is no doubt likely to be greater in the case of a population which is apt to rely on obsolete native methods of treatment. We think that the extent of this risk would largely depend on the manner in which

the scheme was organized and the method of approach of those administering it. Probably much of the opposition, as experience in other countries has proved, could be overcome by judicious instruction and propaganda such as we advocate below.

As supplementary to the above scheme of free treatment we make the following suggestions:—

(a) Advertisements offering to treat venereal disease except those approved by the Government and advertisements of quack medicines should be made illegal.

(b) Moral and medical instruction in the vernaculars regarding the personal, familial, and social effects of venereal disease should be promoted both for adolescents and adults.

(c) The Public Health Authorities should assist in the dissemination of information on venereal disease by means of pamphlets and lectures and all forms of suitable propaganda.

(d) Teaching on the effects of venereal disease on the individual and the race should be given full weight in the curriculum of the Singapore Medical College.

Legal and Administrative Measures.

17. It is obviously the duty and the wish of any Government to discourage prostitution. Its powers of interfering with the social habits of the people may be limited by prevailing standards of public opinion, but most Governments are now agreed that legal and administrative measures should be directed towards preventing the traffic in women for immoral purposes and checking the commercial exploitation of vice. We would, therefore, urge that the local Government should frame their policy with the aim of removing the stimulus to the traffic in women provided by a brothel system.

We understand that professional prostitution in Singapore may be divided into three categories:—

- (1) Known brothels;
- (2) Sly brothels;
- (3) Independent clandestine prostitutes.

“*Known*” *Brothels*.—At present, we understand, the “known” brothels in Singapore have no legal status, but they are, for practical purposes, recognised as such inasmuch as—

- (1) they are limited to a segregated area;
- (2) their keepers are bound under penalties not to harbour diseased women and not to prevent the inmates from having access to the Protector.

The term “known” brothels indicates that they are officially known to the Government.

Only Chinese men are received in the “known” brothels, which, we are informed, are occupied by Cantonese girls only. These prostitutes are not “registered,” but their names and houses are known to the Chinese Protectorate and no girl is allowed to become an inmate of a brothel until attempts have been made by the Chinese Protector to dissuade her from that course, and it is clear that she is already a professional prostitute and is personally desirous of entering the brothel. The Chinese Protectorate

endeavours to secure conditions under which girls should be free to leave the brothels at any time, and we have been informed that a considerable number do in fact leave each year, either to take up respectable occupations or to "follow men." Further, each girl receives a card warning any person who attempts to prevent her from coming to see the Protector that he is liable to prosecution.

"Sly" Brothels.—The "sly" brothels are those used by the Europeans and well-to-do Chinese, and also by members of other races. The Police are, in many cases, aware of the existence of these brothels, but the Chinese Protector has no record of them and under the present administrative machinery the inmates are not adequately protected.

Clandestine Prostitutes.—These comprise Eurasians and the more educated women of all races who follow their occupation independently. They are open to ill-treatment and to exploitation by the commercial vice interests.

18. As experience of other countries has shewn, the only safe and logical alternative to registration is to declare brothels illegal and to take steps to close them whenever they come to the notice of the authorities. We do not suggest for a moment that to remove the commercial exploitation of vice provided by "known" brothels would prevent other forms of prostitution. The complete elimination of prostitution—though the ideal to be aimed at—has never been attained even in countries where the keeping of brothels is illegal, but the destruction of the commercial interest (procuring, exploiting, brothel keeping) aims a blow at the vilest forms of prostitution which are inevitably associated with the traffic in women and children.

We recognise that in present circumstances the immediate closing of all the "known" brothels in Singapore is probably impracticable, but, on the other hand, we cannot contemplate their continued existence as an essential feature in the life of the community.

We consider that the "known" brothels should be closed and the segregated area abolished at the earliest practicable date, but we are not in a position to fix a limit to the time within which this most desirable object can be attained. We recommend, however, that the closing of these brothels should be undertaken by degrees, and that an Annual Report should be made to the Secretary of State as to the progress made in this direction. It follows that no new brothels should be allowed to be opened with the knowledge of the authorities.

At present, while men are liable to penalties for living on the immoral earnings of prostitution, women are not legally precluded from doing so; the brothels are kept, nominally at least, by women, who make their livelihood in this manner, and, as long as brothels exist in a recognised form, they will do so. We do not consider that this should be allowed to continue indefinitely, but to recommend that the law should be amended so as to penalise women who live on the earnings of prostitution would be tantamount to recommending the immediate abolition of brothels. Such a law therefore could not be enforced as long as brothels are allowed to exist; but it would be the necessary and immediate sequel of the abolition of the

system, which we hope may be accomplished within a limited time. Further, in order to hasten the time when the closing of brothels can be carried out, legislative and administrative measures should be taken immediately to prevent the procurement of new recruits for the brothels.

As regards the "known" brothels we suggest that steps should be taken to close those which are in any way disorderly or which offer special inducements or temptations by their proximity to places of entertainment or for any other reason. We endorse the recommendation of the Committee that no consumption of alcoholic liquor should be permitted in the brothels.

We do not agree that the bright illumination of these places, visible from the street, is in the interest of public morals or public decency. The lack of such advertisement would itself tend to limit the clientele of existing establishments and would be a step in advance.

We suggest that the Municipal By-laws might be strengthened or more effectively enforced so as to reduce the risk of the exploitation of girls who are not employed *bona fide* in legitimate business. For instance, the Secretary for Chinese Affairs in the memorandum already quoted refers to the dangers arising from the employment of young women and girls in coffee shops, eating houses, etc.

We consider that any brothels used by Europeans should be immediately suppressed, whenever their existence is discovered.

Chinese Protectorate.

19. We have been impressed by the excellent methods devised by the Chinese Protectorate to deter women and girls entering Singapore from adopting a life of prostitution and by the fact that so large a number of women leave the brothels each year to take up respectable occupations. An international seaport such as Singapore offers unrivalled facilities for the traffic in women and children, and we consider that it would be a disaster if the powers which the Protectorate now possesses and exercises for the protection of women and girls at Singapore were in any way hampered or abridged. We would, rather, advocate their development and extension, and we are convinced that the measures contemplated in the foregoing section can only be rendered effective if full protective machinery is devised by the Chinese Protectorate and if the whole policy receives the active co-operation of all Departments concerned.

Just as in the medical measures we advocate bringing the whole community under medical care and not only the prostitute group, so in the field of protection of women and children we advocate the extension of the powers of protection to cover all immigrant and employed women and girls independently of any question of commercial prostitution.

We would urge—

(a) That the personnel of the Chinese Protectorate should be so increased, and its powers, if necessary, extended, as to enable them to give adequate protection to all immigrant Chinese women and all Straits-born Chinese women and girls engaged in any paid employment.

(b) That similar administrative machinery should be devised to extend a like protection to the women of other races.

(c) That the Protector of Chinese should be allowed a well qualified and experienced woman assistant.

SUMMARY.

20. It will be convenient if we sum up our recommendations under the three headings which we have adopted.

(1) *Social Measures.*

We recommend—

(a) that the Government of the Straits Settlements should take all possible measures to improve social conditions at Singapore, and especially as regards (i) immigration of female with male Chinese, (ii) housing, (iii) education, and (iv) recreational facilities.

(b) that the Government should appoint a mixed Commission of Europeans, Chinese, and Malays to enquire into the social and economic conditions of the poorer classes in Singapore.

(2) *Medical Measures.*

We recommend—

(a) that the question of venereal disease should be regarded as an integral part of the field of preventive medicine, and that the medical service at Singapore should be organised with this end in view;

(b) that a scheme should be prepared and developed whereby free facilities for diagnosis and treatment may be available for the whole population.

(3) *Legal and Administrative Measures.*

We recommend—

(a) that the Government should frame its policy now with a view to making possible, at the earliest practicable date, the suppression of all brothels, whenever their existence is discovered.

(b) that steps should be taken at once to increase the personnel, and extend the powers, of the Chinese Protectorate in order that adequate protection may be afforded to all Chinese women and girls, and that similar protection should be given to women of other races.

Conclusion.

21. The distinction between East and West has been urged as a reason for the continuance in the East of a system which has been found unsatisfactory in the West. But, inasmuch as the limitation of disease is the primary objective of any system of State regulation of prostitution, we wish to emphasise that the failure of such systems in Europe is explained on medical principles which are equally valid in any part of the world.

We are not sanguine enough to think that any one of the measures which we propose is likely to provide an easy or immediate solution of this immense and complex problem, but we believe that the best hope of securing a marked diminution in the incidence of venereal

disease lies in a combination of measures. In any event we would point out that the problem cannot be regarded as exclusively medical.

In conclusion we would urge that a solution can only be reached by co-operation between the various Departments of the Government and between the Government and the general public, whether represented by individuals or by societies engaged in social or philanthropic work. Especially do we recommend that every effort should be made to enlist the sympathy and goodwill of the Chinese community in any measures which are adopted.

We desire to thank our Secretary, Mr. G. H. Creasy, for all the assistance we have received from him, and to express our appreciation of the manner in which he has accomplished a laborious task.

W. ORMSBY-GORE.
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 DOUGLAS WHITE.
 G. GRINDLE.
 A. E. HORN.

GERALD CREASY,
 Secretary.
 18th June, 1925.

APPENDIX.

A BILL

INTITULED

An Ordinance for the prevention of Venereal Diseases.

It is hereby enacted by the Governor of the Straits Settlements with the advice and consent of the Legislative Council thereof as follows:—

1. This Ordinance may be Cited as the Venereal Diseases Ordinance, 1924.
2. In this Ordinance unless there is something repugnant in the subject or context—

“ Approved Doctor ” means a Medical Practitioner approved by the Controller as a fit and proper person to carry out the medical inspection of prostitutes prescribed by this Ordinance or to undertake the treatment of infected prostitutes in hospitals or approved hostels as set out in section 14.

“ Brothel ” includes any house or part of a house hired by or on behalf of any prostitute for the purpose of her calling whether she resides there or not, and if any house or part of a house is so hired and used on one occasion only such use shall constitute such house or part of a house a brothel during such use.

“ Controller ” means the officer appointed by the Governor to carry out the duties and exercise the powers prescribed by this Ordinance, and shall include any Assistant Controller.

“ Prostitute ” means a woman who has sexual connexion with members of the public or of any portion of the public for remuneration, and any one

such act of sexual connexion for remuneration by any woman will be deemed sufficient to constitute such woman a prostitute.

3. (1) The Governor in Council may direct the Controller to keep a register of all brothels situated within the area specified in such order.

(2) The register shall contain such particulars as the Controller may direct.

(3) Any person who acts as keeper of an unregistered brothel or being the owner or occupier of any premises knowingly permits them to be used as an unregistered brothel shall be guilty of an offence against this Ordinance.

4. No male shall act as keeper of a brothel, and no male shall reside upon any premises or part of premises which are used as a brothel.

5. (1) No woman shall act as the keeper of a registered brothel unless she has obtained a licence from the Controller in the prescribed form.

(2) Every keeper of a registered brothel shall reside in such brothel unless permitted to be absent by the Controller, and shall be responsible for the due performance therein of all provisions of this Ordinance or of any rules or orders made or given thereunder relating to brothels and for the maintenance of good order therein.

(3) Any person acting as a keeper of a registered brothel without being registered in that behalf shall be guilty of an offence against this Ordinance, and any keeper of a brothel who without the permission of the Controller fails to reside in such brothel shall be liable to a penalty of \$25 for each night during which she is absent from such brothel.

6. Every keeper of a registered brothel shall supply the Controller with a list of all servants residing therein, together with such description and means of identification as may be required by the Controller. A copy of such list shall always be kept in the registered premises and shall be produced by the keeper on demand of the Controller or of any officer nominated by him. Any brothel-keeper who fails to comply with the provisions of this section shall be liable to a fine not exceeding \$10.

7. A keeper of a registered brothel shall not permit any woman to reside therein for the purpose of prostitution unless such woman is licensed as a prostitute. Any keeper who fails to comply with the provisions of this section shall be guilty of an offence against this Ordinance.

8. No woman shall follow the calling of prostitute unless she is licensed by the Controller in that behalf, and any woman following the calling of prostitute who is not so licensed shall be guilty of an offence against this Ordinance.

9. Any woman other than the keeper or a servant notified under section 6 who resides in a brothel shall be presumed to be there for the purpose of prostitution.

10. (1) Every licensed prostitute shall submit herself to medical examination by an approved doctor at such times and subject to such conditions as may be prescribed.

(2) Such examination shall be carried out in such manner and at such places as the Controller may direct.

(3) Any prostitute absenting herself in order to avoid submitting herself to such examination on any occasion when she ought so to submit herself, or refusing or wilfully neglecting so to submit herself on any such occasion, shall be liable to a fine of \$50 or to imprisonment of either description for a period which may extend to two months or to both.

11. Whenever an approved doctor upon any medical examination under this Ordinance finds that a prostitute is infected with venereal disease, he shall forthwith notify the Controller. Any doctor failing to comply with the provisions of this section shall be liable to a fine of \$250.

12. Any prostitute who becomes infected with venereal disease shall forthwith report such fact, and surrender her licence, to the Controller. So long as the licence is properly retained by the Controller under this section such prostitute shall for the purposes of sections 7 and 8 be regarded as unlicensed. Any prostitute who knowingly fails to comply with the provisions of this section shall be guilty of an offence against this Ordinance.

13. When the Controller receives information that any inmate of a licensed brothel is infected with a venereal disease he shall forthwith order such infected

person to remove from the brothel. Any such person remaining in the brothel after receiving such order shall be guilty of an offence against this Ordinance, and may also be forcibly removed by order of a Magistrate.

14. (1) The Government may appoint any Government buildings or parts of buildings as hospitals where licensed prostitutes infected with venereal disease shall be provided with medical treatment, lodging, and food free of all expenses.

(2) The owner or manager of any private hostel for the treatment of venereal disease may apply to the Controller that it be registered as an approved hostel, and the Controller, if he is satisfied that such hostel is properly equipped for that purpose, is under competent management and direction, and is otherwise satisfactory, may register such hostel accordingly together with the name of its manager.

(3) If the manager of an approved hostel is changed without the consent and approval of the Controller such hostel shall cease to be an approved hostel from the date of such change.

(4) No person other than an approved doctor may carry out any treatment of an infected prostitute in any such hospital or approved hostel.

(5) No prostitute shall be compelled to enter any such hospital or approved hostel against her will.

15. When any licensed prostitute who has contracted a venereal disease is certified by an approved doctor to be free therefrom she shall be entitled to receive back her licence from the Controller.

16. (1) Whenever it appears to the Controller that there is probable cause to believe that any house or part of a house is being used as an unregistered brothel he, or any person specially authorized by him in writing, may enter, and if necessary break into, such house or part of a house and take into custody any person who shall appear to act or behave himself or herself as the person having the care or management of such house or part of a house and also any woman who may appear to be in such house for the purpose of prostitution; and may seize any books, documents or papers found on such premises.

(2) No person shall be taken into custody under the provisions of sub-section (1) unless there is reason to believe that such person would not appear to answer any charge that might be brought against him or her for any offence against the provisions of this Ordinance or of the rules thereunder.

(3) Any person so taken into custody under this section shall be conveyed forthwith to a Police Station and shall be given full facilities to find immediate bail.

17. (1) Every omission or neglect to comply with, and every act done or attempted to be done contrary to the provisions of this Ordinance, shall be deemed to be an offence against this Ordinance, and for every such offence not otherwise specially provided for the offender shall be liable on conviction by a Police Court to a fine not exceeding five hundred dollars or to imprisonment of either description for a term which may extend to six months or to both.

(2) Every omission or neglect to comply with and every act done or attempted to be done contrary to the provisions of any Rule made under this Ordinance or of any condition or restriction contained in any licence issued under this Ordinance, shall be punishable by fine not exceeding fifty dollars: provided always that any second or subsequent offence under this sub-section may be treated as an offence under sub-section (1) hereof.

18. (1) All fines recovered under the provisions of this Ordinance shall, subject to any order of the Magistrate imposing it, be paid into a special fund to be called the Venereal Diseases Fund.

(2) Payments out of this Fund may be made under the direction of the Controller for any of the following purposes:—

(a) rendering assistance to any prostitute who desires to relinquish her calling;

(b) repatriating any prostitute, whether licensed or not, who desires to return to her own country;

(c) granting aid to any prostitute who is in a state of destitution through disease, illness, or other cause; or

(d) such other purposes in the nature of aid and protection of prostitutes as the Controller may direct.

19. Grants of money from the public revenue may, subject to such conditions as may be prescribed, be made for any of the following objects :—

(a) to pay either wholly or in part the fees and charges for treatment, lodging, and food of infected prostitutes in approved hostels and for the medical examination prescribed under section 10;

(b) to render assistance to any Insurance Corporation Scheme the object of which is the examination, treatment, and cure of prostitutes;

(c) to establish and maintain central depots for the examination of persons of either sex desiring examination and advice, and for the performance of Wassermann tests or such other biological or chemical examination as may be prescribed;

(d) to establish ablution centres; or

(e) to provide for educational propaganda or instruction with a view to check venereal disease.

20. The Governor in Council may make rules for the purpose of carrying out this Ordinance and without prejudice to the generality of such power may make rules—

(a) to prohibit the possession or sale of alcoholic drinks or chandu in registered brothels;

(b) to prohibit the residence or presence in registered brothels of any particular class of persons;

(c) to provide for the management and control of, and for all matters relating to the good conduct of registered brothels;

(d) to provide for the removal of doctors from the list of approved doctors and for the cancellation of the registration of any approved hostel; and

(e) to provide for the inspection of approved hostels and to regulate the fees for treatment, board or lodging chargeable therein.

21. The Governor in Council may appoint such officers as may be necessary for carrying out the provisions of this Ordinance or the Rules thereunder and may prescribe the powers and duties of such officers.

22. The Governor in Council may appoint a Committee or Committees to assist in carrying out the provisions of this Ordinance and may prescribe the composition, powers and duties of such Committees.

23. (1) The Controller when registering any brothel or licensing brothel-keeper or prostitute may impose such conditions and restrictions, either generally or in particular cases, as he thinks fit.

(2) Any such condition or restriction shall be entered in the register or endorsed on the licence, as the case may be.

(3) The Controller may refuse to register any brothel or to licence any woman as a brothel-keeper or a prostitute, and may cancel any entry in the register or any such licence without assigning any reason therefor; but any person aggrieved by any such action of the Controller may appeal to such Committee as the Governor in Council may appoint in that behalf, and the decision of such Committee shall be final and not subject to question in any Court of law.

(4) All licences issued under this Ordinance shall be deemed to be the property of the Controller.

24. (1) All convictions and fines under this Ordinance or any rule made thereunder may be had and recovered before a District Court or Police Court.

(2) Any such Court may, notwithstanding anything in the Criminal Procedure Code, impose the full punishment prescribed by this Ordinance.

(3) No Court shall take cognizance of any offence under this Ordinance except with the sanction of the Controller.

25. No fees shall be chargeable for any registration made or any licence issued under this Ordinance.