

LEAGUE OF NATIONS

League of Nations Publications

IV. SOCIAL

1930

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Geneva, January 15th, 1930.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN

**Summary of Annual Reports for 1928 prepared
by the Secretariat.**

The Governments of the following States have communicated to the Secretariat their annual reports on traffic in women and children for the year 1928 :

South Africa	Finland	Latvia
Germany	France	Norway
Australia	Great Britain	Netherlands
Austria	Greece	Poland
Belgium	Hungary	Portugal
Cuba	India	Sweden
Denmark	Italy	Switzerland
United States of America	Japan	Czechoslovakia

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, Cayman Islands, Ceylon, Cyprus, Gold Coast, Straits Settlements, Fiji Islands, Gambia, Gibraltar, Gilbert and Ellice Islands, Windward Islands, British Guiana, British Honduras, Iraq, Jamaica, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Solomon Islands, Seychelles, Sierra Leone, Swaziland, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: French Equatorial Africa, French West Africa, Cameroons, Guadeloupe, French Guiana, French Settlements in India, Indo-China, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast, Togoland.

LIST OF STATES MEMBERS OF THE LEAGUE WHICH HAVE NOT SENT ANNUAL REPORTS FOR 1928 :

Abyssinia	Guatemala	Panama
Albania	Haiti	Paraguay
Argentine	Honduras	Persia
Bolivia	Irish Free State	Peru
Chile	Liberia	Roumania
China	Lithuania	Salvador
Colombia	Luxemburg	Uruguay
Dominican Republic	New Zealand	Venezuela
Estonia	Nicaragua	Yugoslavia

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 (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.

SOUTH AFRICA.

The following two cases have been discovered :

(a) During the early part of 1928, a girl of 17 years of age, in response to a newspaper advertisement calling for waitresses, was engaged as such in Beira. She left Cape Town for Beira on February 11th, 1928.

On arrival at Beira, she was soon disillusioned as to the actual purpose for which she was brought there but, fortunately, was able to protect herself during the brief period she was in the territory. The matter was brought to the notice of the Central Authority and, as a result of representations, the girl was returned to her home in Cape Town, after an absence of two months.

Steps have been taken with a view to her employer being prohibited from again entering the Union.

(b) During April, a young woman, divorced, was introduced to two women who had shortly before arrived at Johannesburg from Beira. These two women were known to be endeavouring to procure young girls for despatch to Portuguese territory, engaging them ostensibly as cashiers or waitresses to work in cafés. The young woman was engaged to proceed to Beira as a cashier at £20 per month and all found. The matter was brought to the notice of the police and she was prevented from leaving the Union. The two women absconded to Lourenço Marques before any steps could be taken.

As previously reported, conditions in South Africa are not conducive to an extensive violation of the existing laws. "White Slave Traffic" appears to be non-existent and there is no indication or likelihood of its development. The Press has rendered great assistance in publishing warnings which undoubtedly prevent innocent girls from applying for or accepting employment in places outside the Union.

GERMANY.

During 1928, there were no offences clearly connected with the traffic in women.

AUSTRIA.

In conformity with the views adopted at Geneva by the Committee of Experts for the enquiry into traffic in women and children, the Federal police has, during 1928, in pursuance of its duties, given its active attention to the problem of prostitution as a whole. In this connection it has aimed, in conformity with the recommendations of the Committee of Experts, at abolishing within Austria all disorderly houses and similar establishments.

Most of the offences discovered in connection with the enticing away or corruption of women and children to gratify the carnal desires of others are connected with acts which occurred in Federal territory, *i.e.*, ordinary cases of procuring (Articles 132, 512 and 515 of the Austrian Penal Code). Enquiries were conducted in 267 cases; in 28 instances proceedings were instituted and the offenders were sentenced.

It is interesting to note that many of these cases constituted a variety of disguised procuration which has also been noticed in other countries, namely, the misuse of some trade licence — correct as regards form and easy to obtain — under cover of which the licensees cause their employees to engage in immoral conduct. In most instances, the resorts in question purport to be massage saloons. In a few instances only had the offenders come from abroad. Frequently the employees were country girls who had come to town either because there was no employment for them at home or because they thought they would find a livelihood more easily.

In only two of the cases of traffic enquired into was another country involved. The first was that of a man who had previously been domiciled for years in Buenos Aires and who, since the summer of 1927, had been travelling throughout Austria giving lantern lectures showing views of South America. He endeavoured to persuade a Klagenfurt girl to emigrate, saying that he would engage her at Buenos Aires as a housekeeper. He endeavoured to entice another girl, from Steyr (Upper Austria), with promises of marriage, and a third, also of Steyr, saying that he would find a place for her in a cinematograph undertaking at Buenos Aires. He was arrested at Steyr and prosecuted in the Court of that town. He was sentenced to only eight days' imprisonment for offences under Articles 460 and 320 of the Austrian Penal Code (theft and giving a false name) and was deported from Federal territory by the municipality of Steyr. It should be noted that the punishable acts had not yet passed beyond the preparatory stage.

The second case was that of a Styrian farmer who, in 1925, emigrated to North America and finally settled at Buenos Aires as a confectioner. In 1928, having come to Gratz, he endeavoured, by newspaper advertisements, to persuade girls to emigrate to America. Of the girls who came forward he selected one — a native of Gratz — and promised not only to pay her travelling expenses but also to employ her in his confectioner's shop. The accused was arrested at Vienna, the Public Prosecutor's Office was informed and he was imprisoned in the Criminal Court prison. The proceedings were dropped as the offence had been confined to preparatory acts.

BELGIUM.

Sentences imposed in Belgium during 1928 :

(a) On Belgians. There was one case in the Brussels Correctional Court (Penal Code, Article 379, 381, Corruption of Minors) : In December 1927, a married couple, of the name of D., engaged a young girl of 15 ostensibly as shop assistant for their tobacconist's business, but in reality for immoral purposes. The victim on several occasions engaged in prostitution at their house. M. D. was sentenced to six months' imprisonment and five years' local banishment ; Mme. D. to five months' imprisonment and five years' local banishment.

(b) No sentences were passed on foreigners.

CUBA.

It has not been possible to furnish complete tables of offences of this kind. These will be transmitted later.

DENMARK.

In 1928, no persons were victims of any of the offences specified in Articles 1 and 2 of the Convention of 1910 and Article 3 of the Convention of 1921.

UNITED STATES OF AMERICA.

The Attorney-General of the United States, in his annual report for the fiscal year ended June 30th, 1928, gives the following information with reference to prosecutions and sentences under the Mann White Slave Traffic Act¹ :

Number of indictments returned.	602
Number of convictions	469

Sentences imposed by the Federal courts :

Imprisonment totalling.	549 years, 9 months, 22 days.
Fines totalling	19,137 dollars.

The sentences imposed in the State courts in which the Federal Government was interested total 127 years, 26 days, and the fines 1,341 dollars.

Commenting on the enforcement of this Act, the report of the Attorney-General says : "A comparison of these figures with those for the prior year shows a slight decrease in the number of cases instituted and terminated, but an increase of convictions obtained and in the amount of the fines imposed".

FINLAND.

During 1928, no new fact connected with the traffic in women and children was brought to the notice of the authorities. There is consequently nothing to add to the previous report.

FRANCE.

As a result of enquiries conducted in 1928 concerning offences against Article 334 of the Penal Code (Traffic in Women), the number of arrests made or proceedings instituted in Court amounted to 31 — 26 by the Sureté générale and 5 by the Prefecture of Police.

Sentences were imposed by the Courts varying from eight days' to two years' imprisonment. Fines were also imposed varying between 25 and 200 francs ; in some cases the additional penalty of local banishment was also imposed.

Cases of this kind were dealt with in the following jurisdictional areas : Paris, Perpignan, Nice, Clermont-Ferrand, Agen, Béziers, Bordeaux, Mulhouse, Bastia, Moulins, Lyons, Pau and Narbonne.

Enquiries were made regarding numerous individuals who had attracted the attention of the police as persons who might be engaged in the traffic in women, and they were watched. All the special port and frontier police services have received warnings regarding them. Fourteen special circulars were sent out last year.

FRENCH COLONIES AND MANDATED TERRITORIES.

Indo-China. — In 1928, 7 cases of trafficking were ascertained.

GREAT BRITAIN.

Four cases have been discovered. A man, aged 31, had done no work for seven or eight years and had been living on the immoral earnings of two girls the whole time. He was the cause of the girls' first going on the streets some years ago. He was sentenced on January 10th, 1928, to eleven months' imprisonment with hard labour and was deported.

¹ The White Slave Traffic Act (Mann Act) prohibits the transportation of any woman from one State to another for immoral purposes, whether such transportation has been with her consent or by threats of violence, etc. This act is enforced by the United States Department of Justice.

A girl aged 17 met a man aged 25 at a picture palace. He persuaded her to leave her employment and they lived together as man and wife, but he failed to provide for her sufficiently and urged her to resort to prostitution. In consequence of a statement made by the girl to two men, the man was arrested. He was sentenced, on October 10th, 1928, to seventeen months' imprisonment with hard labour.

A girl who came to London to enter domestic service was introduced, by a woman whom she had asked for lodgings, to a coloured man, aged 34, and decided to live with him as his wife. The woman and the man then urged her to become a prostitute. The girl kept him out of the money she earned. After leaving him, he continued to demand money from her with menaces. He was regarded as one of the terrors of Soho and had existed upon the proceedings of blackmail and the earnings of prostitution. He was sentenced, on December 5th, 1928, to twelve months' imprisonment with hard labour and three years' imprisonment for demanding money with menaces.

A man aged 44 was in the habit of taking his daughter aged 12 years on the Downs, where they would meet a man aged 54. This man was giving the father a few shillings for committing the offence, after which he returned her to her father. The father was sentenced to twenty months' imprisonment with hard labour, the second man to two years' imprisonment with hard labour.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Ceylon. — During the year 9 cases were detected in the city of Colombo.

Four cases concerned the procuring of a boy for immoral purposes. Three of the offenders were sentenced to six months' rigorous imprisonment. One of the offenders was only fined 50 rupees.

Offenders have been sentenced for soliciting for immoral purposes in 4 cases. The penalties have averaged between three weeks' and six months' rigorous imprisonment. In one case, the offender was sentenced to receive twelve cuts.

The procuring of a woman occurred only once. The offender was sentenced to three weeks' rigorous imprisonment.

Straits Settlements. — Twenty-two cases were discovered for the year 1928. From these 22 cases, 13 related to international traffic. In these cases, the age of the victims varied from 15 to 28 years. In one of the cases, the victims were two boys. Of the 15 offenders, whose ages varied between 25 and 47 years, four were men. Information is missing as to what happened to the offenders in 4 cases. In one case the offender escaped; one man and one woman were deported without being sentenced. Seven offenders have been sentenced to penalties from three to eighteen months' rigorous imprisonment; some of them have been fined and others were deported after having served their sentence. Amongst the above-mentioned international traffic cases, the following are of particular interest:

(1) Two Cantonese women, aged 25 and 28 respectively, were arrested on the Bangkok mail at Wellesley Province in the company of a Cantonese woman aged 36 and a Cantonese man aged 41, bound for Kampar. They were all sent to the Protector of Chinese, Perak, who allowed the man and the woman to proceed to Siam. The two girls were detained at the Ipoh Home and were subsequently married from there. This case relates partly to Penang and partly to Siam and comes under category (b).

(2) A Cantonese woman aged 45 arrived in Penang from China on January 12th, 1928, together with two Cantonese girls, aged 22 and 20 respectively. Two Cantonese men claimed the girls as their wives and they were all released. They went to Kampar in Perak, where the two girls applied to join a brothel there. They were detained by the Assistant Protector of Chinese. The woman of 45 was charged in the District Court, under Section 3 (1) (a) of Enactment No. 2, of 1914, for disposing of the two girls for the purposes of prostitution. She was sentenced to eighteen months' rigorous imprisonment, *i.e.*, six months on each charge, and \$500 fine on each charge, or three months each. The girls were detained in the Federal Home and subsequently married. This case relates partly to Penang and partly to China and comes under category (b).

(3) A Shanghai man aged 26 and a Shanghai woman aged 25, living in Penang, were charged in the District Court, under Section 3 (1) (e) and 3 (1) (b) of Ordinance No. 143 (Women and Girls' Protection) respectively, with importing and procuring a Shanghai girl aged 17 from China, via Bangkok, for the purpose of prostitution. The man was sentenced to six months' rigorous imprisonment. A banishment order was obtained against him. The woman was sentenced to three months' rigorous imprisonment and, after that, banished to China. The girl was sent to Po Leung Kuk and subsequently married from that institution. This case relates partly to Penang and partly to China and Siam and comes under category (b).

The other 9 cases dealt with procuring in the Straits Settlements only.

There were 11 offenders, whose ages varied from 29 to 50 years; amongst them were seven women. The ages of the victims varied from 9 to 28 years. Several of these cases were uncertain and therefore ended in acquittal; otherwise, the penalties were simple fines or varied from three to six months' rigorous imprisonment.

Iraq. — Six cases were reported during the year 1928. In 3 cases girls aged between 12 and 20 years were forced into prostitution. The offenders were sentenced to penalties varying from three months' imprisonment to one year's rigorous imprisonment.

In one case a woman aged 45 was sentenced to four years' rigorous imprisonment for abducting and selling to two dancing girls two girls aged 3 and 4 years, residents of Mosul.

A man aged 40, resident of Mosul, was sentenced to seven years' rigorous imprisonment for sodomy and acting as a pimp in respect of a boy aged 10 years.

A man aged 55 was sentenced to two years' rigorous imprisonment for acting as a pimp in respect of two boys aged 16 and 12 years.

Jamaica. — There was one case of alleged procuring relating wholly to the island of Jamaica during the year 1928. The facts are as follows:

J. D. age about 36, nationality British, a well-known "crook" of Kingston, met two young girls, named B. B., age 18, and J. R., age 17, both of British nationality, at Spur Tree in Manchester, and induced them to come to Kingston with the promise of work as waitresses in his restaurant. The two girls were brought to Kingston and kept for some time in a Temperance Bar where, it is alleged, they were prostituted. J. D. was arrested and, at a preliminary examination, held in Mandeville, he was committed to the Circuit Court on a charge of procuring. Just prior to the sitting of the Circuit Court, the Attorney-General issued a *nolle prosequi* in the case.

There is no doubt that young girls are occasionally brought to Kingston from the country parishes for immoral purposes, but the police are faced with the difficulty of securing evidence sufficient for a conviction, and this is made more difficult from the fact that the girls themselves will not come forward and tell the truth.

There is no evidence of women being taken from the island of Jamaica to other countries for immoral purposes.

Federated Malay States. — *Selangor.* — A Cantonese ex-prostitute from Kuala Lumpur, A, returned to China. In Canton, she kidnapped three Cantonese women — B, a second wife, aged 25; C, an unmarried girl, *virgo intacta*, aged 18, and D, a girl untraced. It was discovered that attempts had been made to dispose of B and C for purposes of prostitution. A was banished, B and C were restored to their relatives in Canton, with the assistance of the Chinese Protectorate, Hong-Kong. This case relates partly to China and partly to the Federated Malay States.

Perak. — E, a Cantonese girl aged 18, was found in a suspected clandestine brothel. F, a Cantonese woman aged 45, who appeared to be in control of her movements, was charged with buying E with intent that she should be used for prostitution (an offence against Section 3 (i) (a) of the Women and Girls' Protection Enactment No. 2, of 1914). At the trial, E stated that she was a voluntary prostitute and F was acquitted. E was afforded a home in the Federal Hospice and was subsequently married thence. This case relates partly to the Federated Malay States and partly to China.

G and H, Cantonese women, aged 29 and 22 respectively, complained that a Cantonese woman, I, had brought them from China on the pretext of finding work for them, that on arrival they had been taken to a brothel where they first discovered that they had been deceived. The woman I was traced and charged with disposing of them for the purpose of prostitution (an offence against Section 3 (i) (a) of the Women and Girls' Protection Enactment No. 2, of 1914). I was convicted and sentenced to six months' rigorous imprisonment and a fine of \$500 in addition or, in default, a further three months' rigorous imprisonment in respect of each of the women G and H — the sentences to run consecutively.

Proceedings have been taken to secure the banishment of the procuress on her release from prison; suitable employment was found for G and H. This case relates partly to the Federated Malay States and partly to China.

Negri-Sembilan. — J, a Cantonese girl aged 17, was discovered prostituting herself in a Chinese lodging-house at Bahau. K, a Cantonese woman aged 48 years, appeared to be in control of her movements and to receive her earnings. K was convicted of controlling the movements of J in such a manner as to compel her to general prostitution (an offence against Section 17 of the Women and Girls' Protection Enactment No. 2, of 1914). K was sentenced to three months' rigorous imprisonment. A home was afforded to J in the Federal Hospice.

In relation to the above case, a Chinese male, L, aged 36 years, who received a commission on the room-rent in the lodging-house paid by J's customers whenever J was engaged for

prostitution (and, similarly, in regard to other prostitutes), was convicted of living partly upon the earnings of prostitution (an offence against Section 16 (i) (a) of the Women and Girls' Protection Enactment No. 2, of 1914) and sentenced to six months' rigorous imprisonment.

M, a Malay male aged 30, was convicted of procuring N, a Malay girl aged 20, and O, a Malay woman aged 25, for the purpose of prostitution (an offence against Section 3 (i) (b) of the Women and Girls' Protection Enactment No. 2, of 1914) and fined \$25 or, in default, one month's rigorous imprisonment. The fine was not paid.

The last 3 cases relate solely to the Federated Malay States.

UNFEDERATED MALAY STATES.

Johore. — One case was discovered :

The offender was a Chinese woman of middle age. The victim was a Chinese girl aged 15. The girl was enticed from the custody of her adoptive parents in Singapore and brought to Johore Bahru where she was left in a house occupied by two boatmen — friends of the offender. A few days later, the girl was brought to the Johore Protectorate by the two boatmen and was returned to her adoptive parents through the Singapore Protectorate. The girl then alleged that one of the boatmen had had coitus with her. The boatmen were charged under Section 3 (b) and (e) of the Women and Girls' Protection Enactment ("procuring . . . harbouring . . . for the purpose of having carnal connection otherwise than by way of marriage . . .") but were discharged on account of lack of evidence. The woman who enticed the girl has not since been found.

Kedah. — (a) On May 26th, 1928, a Cantonese girl, aged 22, was removed from a suspected clandestine brothel in Alor Star. Enquiries showed that she had practised prostitution in various Alor Star lodging-houses before entering the brothel. She admitted having paid money to the woman in charge of the house, but there was insufficient evidence to take action. The girl was placed in the Kedah Home and later married from there.

(b) On May 23rd, 1928, a Cantonese girl aged 20 was removed from a house in Alor Star on information that she was earning her living by clandestine prostitution. She was committed to the Kedah Home, where she admitted that she had been a clandestine prostitute in Ipoh and had come to Alor Star with her aunt — presumably to practise prostitution. In the meantime the aunt had fled, and the girl was later married from the Home.

(c) On September 26th, 1928, a Cantonese girl aged 22 was removed from a Sungei Patani brothel and sent to the Kedah Home on suspicion that her earnings as a prostitute were not being retained by herself. In the Home, she stated that she had been bought by a woman in China for \$300, brought to this country last year, and finally re-sold to a woman in Penang for \$700. The latter placed her in a Sungei Patani brothel and had been receiving her earnings. In the meantime the brothel had closed down and no trace of the woman could be found. The girl was eventually, at her own request, repatriated to China.

Malla. — Five cases have been dealt with under the White Slave Traffic Ordinance from January 1st to December 31st, 1928. These cases consisted of males living wholly or partly on the earnings of registered prostitution :

The result of these trials was as follows : One sentenced to twenty months' hard labour ; two sentenced to eighteen months' hard labour ; one sentenced to twelve months' hard labour ; one sentenced to six months' hard labour.

In addition to the above, three persons were brought before the Court in the year 1928 for having kept a brothel and shared with others in the management and earnings of prostitution.

The results of these cases were as follows : One female fined \$10 ; one female fined \$5 ; one male acquitted.

Mauritius. — (a) The mother of two young girls was sentenced to twelve months' imprisonment with hard labour for having procured and facilitated their debauchery.

(b) A brothel-keeper and her paramour, who lived on the proceeds of prostitution, were each sentenced to twelve months' imprisonment with hard labour for procuring and encouraging the corruption of a girl aged 16 years. The woman was also sentenced to pay a fine of Rs. 1,000.

Solomon Islands. — During the year 1926, it was reported by the District Officer, Santa Cruz, that nine Reef Island native women were being carried about the Santa Cruz district for the purpose of prostitution. The women in question were between the ages of 20 and 30, and the offenders approximately 40 years of age. Steps were immediately taken for these women to be returned to their villages in the Reef Islands. No further reports of prostitution in the Santa Cruz district have since been reported.

Zanzibar.— One case occurred in which a Swahili woman procured a Swahili girl aged about 15 for a Goanese man. The woman was prosecuted and sentenced to nine months' rigorous imprisonment for wrongful confinement.

GREECE.

None of the cases reported by the police in 1928 definitely constitutes an offence connected with the traffic in women and children. The attention of the police was drawn to cases in which girls engaged in prostitution in order to be able to indulge their desire for luxury, but these cases were not connected with the traffic in the strict sense of the term.

HUNGARY.

In Hungary, during 1928, prosecutions were instituted in 5 cases connected with international traffic. Most of these cases were doubtful, and the evidence was inadequate. In 2 cases, the persons were reported by the Royal Hungarian Legation at Bucharest. It was shown that these persons had not exceeded their rights in what they had done at Budapest. In one case, the Royal Hungarian Legation in London reported that there had been discovered, in England, an artiste, one L.G., born at Budapest, who was intending to send sixteen women to Malta in four groups. The preliminary enquiry showed that L.G. had already found employment for artistes, who were perfectly satisfied with their situations. It was therefore concluded that this was not a case of trafficking. In another case, an artiste laid a complaint against the proprietor of the "Variété Palace" at Belgrade, saying that he had been engaged, together with his wife and sister-in-law, for a month and that the management had caused him to be arrested in order to avoid paying him his last week's wages. The competent authorities ascertained that the artiste had received his pay in accordance with his contract and had been deported for having refused to offer any satisfactory explanation of his conduct and for having insulted a policeman.

A widow, A.F., asked the Royal Hungarian Ministry for Foreign Affairs to ascertain whether a painter, A.L., alleged to be the director of the "Dancing Club Italiano" and of the "Federazione artista di Variété" who had, in this capacity, invited her two daughters to accompany him on a study-tour he had organised, was a person of reputable character. In the course of the enquiry, the Consulate at Trieste and the Prefect of Pola discovered that the so-called director was none other than B.G., a mechanic from Ferrara, who had previously been arrested by the Pola police authorities for trafficking in women.

Twenty-four cases of procuring, unconnected with the international traffic, were brought to light in 1928. In 6 of these cases, proceedings were discontinued owing to lack of evidence or for other reasons. In 9, the enquiries or proceedings are still in progress. Two of the accused were sentenced to two years' and 27 months' imprisonment respectively and, in addition, to five years' deprivation of civil rights. Seven of the more important cases call for special mention :

(1) The Budapest police arrested and handed over to the Public Prosecutor, on a charge of procuring, C.M., widow of an innkeeper, who, in eight consecutive instances, had encouraged women to engage in immoral conduct. She was sentenced to 28 months' imprisonment and a fine of 500 pengö and deprivation of civil rights for five years.

(2) Mme. P.S., residing in Budapest, was reported to the police in connection with 3 consecutive cases of procuring for her personal profit. Alleging herself to be a masseuse, she habitually engaged in procuring and took from her victims most of the money they earned. She was sentenced by the Correctional Court to six months' imprisonment, a fine of 300 pengö and five years' deprivation of civil rights.

(3) The Köszeg Police prosecuted R.S., a widow, 54 years of age, proprietress of a licensed house, for having incited a baker's apprentice, E.J., to have relations with a prostitute living in her establishment.

(4) The Szekszard Police prosecuted Mme. K.J., 30 years of age, and Mme. S.K., 33 years of age, for having, by fraud, encouraged two young girls, both 16 years of age, to engage in immoral conduct.

(5) S.J., a girl of 15, complained to the Kalocsa Court, sitting as a Children's Court, of an innkeeper, H.J., and his wife, who had encouraged her to misconduct herself with men. The proceedings are still in progress.

(6) F.L., domestic servant, 16 years of age, brought a complaint to the Miskolcz Police against a chief clerk who had raped her. He had done the same to several other girls. He was arrested for rape and misuse of authority, an action being also brought against his accomplices, as the enquiry proved that three other persons had abetted him and had, in twelve instances, on the pretence that they were engaging chambermaids, procured girls under 20 years of age for a licensed house at Mezocsat and had forced their victims to misconduct themselves by keeping back from them their identity booklets and money. Proceedings are in progress.

(7) The Head of the District of Ozd, in his capacity as Police Magistrate, prosecuted L.L., café proprietor, who gave his chambermaids food and lodging but no other remuneration, and encouraged them to earn money by misconduct. The preliminary enquiry showed that one of them had earned money in this way. She was prosecuted for engaging in secret prostitution. Proceedings are in progress.

INDIA.

Thirty-four cases were discovered in 1928. In 9 of these cases, the offenders are still awaiting trial or further enquiries are being made. In one case all the offenders were acquitted, whilst, in another, the chief witness, i.e., the chief victim of the offence, absconded and the case had to be withdrawn.

Of the above-mentioned cases, 8 were for kidnapping girls to sell them in marriage and the ages of the victims varied between 12 and 16 years. For these offences twenty-six persons, whose ages varied between 25 and 55, were prosecuted. The penalties were from nine months' rigorous imprisonment to two years' rigorous imprisonment and fines of from Rs. 25 to Rs. 200 were imposed. Among the offenders, there were five women.

Four cases dealt with persons living on immoral earnings; the ages of the female victims varied between 18 and 25 years. The offenders were four men and one woman, whose ages varied between 25 and 45 years. They were sentenced to penalties varying from six months' to twelve months' rigorous imprisonment.

Fourteen cases concerned the bringing-in of girls or women to brothels. Thirty-five persons, among whom were twenty-five women, were prosecuted in connection with these cases. Their ages varied between 25 and 46 years. Some of these persons were acquitted whilst, in other cases, the penalties varied from ten weeks' to three years' rigorous imprisonment. The ages of the victims varied from 16 to 20 years.

Several cases dealt with various offences such as inducing women to become prostitutes, inducing them to marry against their will, or selling them for immoral purposes.

It might be of interest to quote in detail some of the 34 cases reported.

A Mahomedan female, aged 25, induced by persuasion a Hindu girl of 10 years of age to leave her lawful guardians with the intention of using her as a prostitute when she had attained puberty. The offender was tried and sentenced to one year's rigorous imprisonment and was fined 100 rupees, or sentenced to six months' rigorous imprisonment in default, under Section 363 of the Indian Penal Code.

A Hindu man lived with a Hindu woman aged 20, but passed her on to a merchant for monetary considerations. The merchant found her unfaithful and left her. Then a second Hindu man, a broker, attempted to sell or hire her out for immoral purposes. A prospective client brought the matter to the notice of the police. Both the accused persons were acquitted, as the magistrate held that the woman, being a kept mistress, did not come within the purview of the Act.

An Indian woman 25 years of age went to Mangalore and told the mother of an Indian Christian girl of 16 that she would find employment for her daughter in Bombay. She brought the girl to Bombay and placed her in a brothel. The accused was committed to the sessions and awaits trial.

Two Mahomedans, aged 30 and 35 years, induced a Hindu between 18 and 20 years to leave her home in Hyderabad, promising to secure for her good employment in Bombay. She was, instead, taken to a brothel, which she left after a few days. She was picked up in the street, crying, by a cab-driver who gave information to the police. Both the accused persons were tried by the Sessions Court. One was convicted and sentenced to one year's rigorous imprisonment and fined 500 rupees or, in default, sentenced to a further six months' rigorous imprisonment. The second man was acquitted.

A Mahomedan woman aged 35 met an orphan girl of 14 begging in the streets and took her to her brothel, where she was found by the police. The accused is awaiting trial.

ITALY.

The 1927 report bore witness to the efforts of the Italian police to combat the traffic in women. Their action has greatly reduced the field open to the activities of procurers and traffickers in Italy. It is satisfactory to note that, in 1928, the exploits of these individuals were not much in evidence. Two factors have contributed to this result: in the first place, the morals of the people, which make Italy an unprofitable field for traffickers, and, secondly, the very energetic action of the police, who have been able to apply the new law on public security. The police have made special efforts to identify *souteneurs*. Eighty-two persons were "admonished" — a measure which involves some restriction of individual freedom. Wherever this measure was thought to be insufficient, the persons in question were ordered to reside within a certain area (*assegnazione al confino*); this was done in ten cases. It is hardly necessary to point out that these are purely preventive measures, and that any persons found guilty of trafficking or procuring were sentenced to the penalties defined in Law No. 1207, of March 25th, 1923, and in the Penal Code.

Twenty-six trafficking offences were brought to light and 459 cases of procuring or corrupting minors. Of the accused, 209 were convicted and 81 acquitted. The sentences passed were of exemplary severity. In a few cases, criminal proceedings are still in progress. The enquiries conducted in connection with the cases of trafficking and the conclusions to be drawn from the cases themselves have not revealed any *modus operandi* requiring special mention. There was only one case of international traffic — with Spain. The matter has not yet passed beyond the stage of the preliminary enquiry. It should be noted that none of

the offences discovered involved the responsibility of the proprietors of licensed houses. The cases were those of women who had been duped and exploited and whom the procurers forced to engage in prostitution in private dwellings or hotels.

Statistics prepared by the Italian Central Office show that, on December 31st, 1928, 3,289 Italian and 172 foreign prostitutes were living in licensed houses. On the same date in 1927, the number of foreigners was 204. These figures confirm the statements of the Italian Office, viz., that fewer foreign women are coming to Italy, a fact which disproves the inferences drawn by the League Committee of Experts a few years ago. Nor is the number of Italian prostitutes very high in proportion to the total population. In Italy, therefore, the problem of prostitution is not an alarming one.

Being convinced that this social scourge cannot be effectively suppressed by mere police measures, the Italian Central Office has undertaken enquiries with a view to ascertaining the circumstances which most often lead women to engage in prostitution. This enquiry, which will require time, will reveal the immediate circumstances which lead to prostitution and will make it possible to take steps to remedy those circumstances.

During the year, 55 licensed houses were closed. Consequently, the number of these houses was reduced on January 1st, 1929, to 975 throughout the whole of Italy. Other places of clandestine prostitution, to the number of 168, were discovered. The keepers of these houses were dealt with under the criminal law.

JAPAN.

In its annual report for 1928, the Japanese Government supplies a table showing what offenders appeared before courts of first instance in 1927. On charges of abduction and corruption for immoral purposes, gain or matrimony, 136 persons (including three women) appeared. Of these, 3 were acquitted, 87 were sentenced to twelve months' imprisonment or more, 23 to two years' imprisonment or more. The other offenders were sentenced for terms varying from six months' to five years' imprisonment, or more. One woman was sentenced to more than twelve months' imprisonment for having, for immoral purposes and for gain, received a person who had been abducted or sold.

Out of the total of 136 persons, 129 were men and seven women.

The ages of the offenders were as follows : 5 were 20 years of age ; 38 between 20 and 25 years of age ; 32 between 25 and 30 years of age ; 38 between 30 and 40 years of age ; 16 between 40 and 50 years of age ; 6 between 50 and 60 years of age ; 1 between 60 and 70 years of age.

LATVIA.

During the year 1928, the Latvian central authority for the collection of all information concerning the traffic in women and children did not discover any case of trafficking.

Similarly, as regards the other points of the questionnaire, there has been no change since the last reports were communicated.

NORWAY.

During 1928, there were no prosecutions in connection with the offences referred to in the questionnaire.

NETHERLANDS.

A Belgian aged 55, who had been in the colonial service in the Netherlands Indies, was sentenced to 2½ years' imprisonment for having immoral relations with a minor of the same sex. The victim was a Belgian boy of 14, who had been taken by the prisoner first to France and then to the Netherlands. Prisoner intended to take the boy to the Netherlands Indies. According to his statements, the boy was to be given a good situation with a rich Chinaman.

POLAND.

Forty-eight cases of procuring were discovered in Poland during 1928. None of them were connected with the international traffic. In 6 cases the victims were under 21.

The ages of the offenders varied from 20 to 73. They included thirty-two Poles, seventeen Jews, one Danziger and one German.

The sentences varied from eight days' to eighteen months' imprisonment. Several of the offenders were sentenced to rigorous imprisonment and even confinement to cells. Several were placed under police supervision and deprived of their civil rights for varying periods.

Two persons were prosecuted for allowing their houses to be used for purposes of prostitution. One was sentenced to two years', the other to eight months' imprisonment.

Mention must further be made of 8 cases of lesser offences connected with the provision of facilities for prostitution. The penalties varied between two and eight days' imprisonment.

PORTUGAL.

In 1928, the Criminal Investigation Department in Portugal recorded only 3 cases. The persons concerned were two Frenchwomen and one Frenchman, who were arrested on June 10th and July 16th, 1928, respectively. Both the women and the man had been engaged in procuring Frenchwomen for Portugal and Brazil. The two women were registered prostitutes and the man was a *soueneur*. They were deported on August 1st, on August 4th, and August 10th, respectively.

In Lisbon, there are 1,000 prostitutes, all of these are over 16 and most of them are between 22 and 25. This seems a small number if we bear in mind that Lisbon has nearly 600,000 inhabitants. In view of this small number of prostitutes, and the fact that the places in which prostitution is practised are known to the police, if any agency or organisation for procuring women existed, it would quickly be discovered.

SWEDEN.

During 1928, proceedings were instituted in 8 cases of procuring. In 7 of these cases, sentences were imposed varying from one month's to one year's imprisonment with hard labour. Of the accused, six were men and two women, of whom six men and one woman were found guilty. The ages of the offenders varied between 24 and 69 years. All the offenders were Swedish subjects.

CZECHOSLOVAKIA.

During 1928, there was no case which constituted an infringement of Articles 1 and 2 of the 1910 Convention and Article 3 of the 1921 Convention.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below have stated that they have nothing to report in reply to Question 1:

Australia

Switzerland.

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Basutoland, Bechuanaland, Cayman Islands, Cyprus, Gold Coast, Fiji Islands, Gambia, Gibraltar, Gilbert and Ellice Islands, Windward Islands, British Guiana, British Honduras, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Seychelles, Sierra Leone, Swaziland, Leeward Islands, Trinidad.

French Colonies and Mandated Territories: French Equatorial Africa, French West Africa, Cameroons, Guadeloupe, French Guiana, French Settlements in India, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast, Togoland.

QUESTION 2.

CENTRAL AUTHORITIES.

" 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)¹

AUSTRALIA :

Major H. E. Jones, O.B.E., Director, Commonwealth Investigation Branch, and Chief Officer, Commonwealth Police, Canberra, F.C.T.

DENMARK :

Préfet de Police, Copenhagen.

BRITISH COLONIES, POSSESSIONS AND MANDATED TERRITORIES :

Bahamas :

Commandant of Police, Nassau.

Straits Settlements :

The Secretary for Chinese Affairs.

¹ A complete list of central authorities having been published in the Summary of Annual Reports for 1927, mention has only been made here of those which were not published last year.

<i>British Guiana:</i>	Police Department, Georgetown.
<i>Federated Malay States:</i>	The Chinese Protectorate, The Secretary for Chinese Affairs.
<i>Solomon Islands:</i>	Resident Commissioner at Tulagi.
GREECE :	Direction de la police des villes au Ministère de l'Intérieur, Athens.
CZECHOSLOVAKIA :	Direction de Police, Prague I., No. 313.
GERMANY.	(b)
See report for 1927.	

FRANCE.

The French Central Authority has maintained correspondence with foreign central authorities. Numerous notices, photographs and data concerning traffickers were exchanged. The Central Authority also maintained touch with French consulates as recommended in the circular of July 7th, 1921, issued by the Minister for Foreign Affairs.

GREAT BRITAIN.

An enquiry was received from the Central Authority at Berne regarding a woman with whom a man in Geneva had endeavoured to place a young girl in a situation. This situation in England was found to be respectable.

In October last, the Central Authority at Berlin informed the Commissioner that a man, A., had been arrested for trafficking in young women from Düsseldorf to The Hague.

A man, B., at The Hague was concerned and it was alleged that he and A.'s aunt, formerly of London, had carried on a brothel in Amsterdam.

B. was apparently identical with a man who had been deported from England to Holland in March 1927, after a conviction for trafficking in cocaine and was associated with a German prostitute. Full particulars of what was known of the activities of these persons were forwarded to the Central Authority at Berlin.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Federated Malay States. — In December there was a communication with the Central Authority in Burma concerning a case at Perak. P, a Hokkien girl aged 16, was found in a suspected clandestine brothel. After detention in the Federal Hospice she stated that Q, a Hokkien woman, had brought herself and another girl, R, to Penang and subsequently to Rangoon and to Ipoh for the purpose of prostitution. Q disappeared and R was untraced. As a result of enquiries Q was found in Rangoon. She was ordered to be deported from Burma and will be deported from the Federated Malay States if, and when, she is found to have returned.

Unfederated Malay States. — Johore. — Constant communication is kept up with the Protectorates in the Straits Settlements and Federated Malay States with regard to movements of prostitutes, female and child immigrants and girls under security bond under the Women and Girls' Protection Enactment. These communications amount to many hundreds per year.

HUNGARY.

The Hungarian Central Authority gives details of 10 cases in which it has placed itself in touch with the central authorities of other countries. The Central Authority at Vienna has communicated with it three times, and the Berlin Central Authority also three times. Prague has also communicated with the Hungarian Central Authority, and Budapest in its turn has applied twice to Vienna and once to Sofia for information. The following cases may be given in detail :

1. Police headquarters at Vienna applied to the Hungarian Central Authority for information with regard to the director of the "Pestalozzi" Institute, Dr. F. F., who had asked Mme. S.E.'s registry office to send him German girls (fifty to a hundred a month), with a view to employment in Hungarian families. In the course of the enquiry, it was found that the "Pestalozzi" Institute was run by Professor G. D. as sub-tenant, that Dr. F. F. was not authorised to obtain positions for girls as governesses, that the public prosecutor at Budapest had proceeded against the said F. F. for fraud and embezzlement, and that the Police Prefecture of District V had fined Dr. F. F. 80 pengö for having organised preparatory courses without authorisation. The case has not yet been concluded. This information has been communicated to Vienna.

2. Police headquarters at Vienna drew the attention of the Hungarian Central Authority to the case of the widow T. S. A., aged 41, who runs the Café-concert "Pharaonite" at Sofia, and brought three or four women, under age, from Vienna to Bulgaria, promising them positions as "artistes". According to information received, she abandoned her employees to a life of prostitution, and the Viennese authorities have therefore instituted criminal proceedings against her. On the strength of this information, the Hungarian Central Authority enquired through the Hungarian Legation at Sofia whether there were any Hungarian subjects among these women. The Hungarian Legation at Sofia stated that the "Pharaonite" had been closed by order of the police and that the owner, the said T. S. A., had been taken into custody.

3. The Czechoslovak Central Authority informed the Budapest Authority that a commercial traveller — one E. S., born at Budapest — had left Ligetujfalu in order to carry on traffic in women in Csalloköz. In spite of the investigations made, it has been impossible to discover the whereabouts of E. S., and the Authority at Prague has been asked for further information, but no reply has as yet been received.

4. The police authorities at Berlin asked for confirmation of a statement which appeared in Dr. A. K.'s review *Zeitschrift für Sexualwissenschaft*, issued at Budapest, to the effect that the Hungarian Government had issued a decree for the protection of public morals, forbidding the public exhibition of obscene pictures and printed matter. The Hungarian Authority has informed the Berlin police that Decree No. 151000/927.B.H., for the Protection of Public Morals, has brought about a considerable improvement in the short time which has elapsed since its issue. Obscene publications are exhibited very rarely, and the competent authorities are now able to take the necessary steps to have them removed.

NETHERLANDS.

The Netherlands Central Authority has communicated on several occasions with the German Central Authority. In most cases, information was sought regarding the addresses of women or girls, or offers of employment or employment agencies.

On information supplied by the German Central Authority, the Netherlands police laid information against one B, a Netherlands subject, and his wife, who, with the assistance of a German, K, had brought young German girls to the Netherlands in order to cause them to lead an immoral life. K was sentenced in Germany for trafficking, but the proceedings against the Dutch couple broke down in the Netherlands owing to lack of evidence.

The Austrian Central Authority requested information regarding an Austrian woman who found situations for domestic servants in Holland. The Austrian police also enquired as to the reputation of a hairdresser who sought, by means of advertisements in the Austrian papers, to obtain employees for his establishment. (This last case is mentioned in the Austrian report for 1927.)

The Netherlands Authority also advised the Austrian Authority of the repatriation of a young girl whom it was thought necessary to restore to the care of her parents.

The Polish Central Authority asked for information concerning a trafficker arrested in Poland, to discover whether he was known in the Netherlands. They asked that information should be exchanged, if necessary, concerning traffickers.

The Netherlands Central Authority has, moreover, often applied to consuls for information.

POLAND.

During 1928, the Central Authority corresponded with foreign authorities concerning certain Polish citizens of Jewish race suspected of trafficking. The list of names may be consulted at the Secretariat.

Correspondence in this connection was exchanged with the police authorities of the following towns: Berlin, Vienna, Prague, Moravska Ostrava, Bratislava, Danzig, Paris, Rome, Copenhagen, Brussels, Budapest, Riga, Madrid, Rotterdam, Stockholm, Bucharest, Belgrade, London, Constantinople, Hamburg, Dresden, Buenos Aires, Berne and Amsterdam.

PORTUGAL.

Our Department had nothing to communicate in 1928 to the other central authorities.

SWEDEN.

The Swedish Central Authority has been in correspondence with the central authorities of various countries, including the United States of America and France, in connection with an American national in Sweden who was suspected of trafficking. It was not found possible, however, to substantiate the suspicions.

SWITZERLAND.

The Federal Public Prosecutor's Department has been in communication with the central authorities of other countries in three cases, and in two cases it has been asked to conduct an enquiry in Switzerland. In each case the enquiries gave a negative result.

CZECHOSLOVAKIA.

Correspondence took place with the Warsaw police on October 21st, 1927, concerning an abduction, but in the meantime the victim, one P. S., was found.

Following on a communication by the Berlin Chief of Police to the effect that a certain M. L. had been enticed away by R. L., the latter was arrested on March 20th, 1928, at Karlovy Vary, on a charge of abduction and fraud.

On three occasions the Chief of the Warsaw Police drew attention to certain individuals suspected of trafficking. These individuals were kept under surveillance.

On September 23rd, 1928, the Vienna police reported that M. J., 12 years of age, had been abducted from Austria. The offender, J. T., was arrested and handed over to justice; M. J. was sent provisionally to a children's home at Cheb.

Following on a communication dated November 2nd, 1928, from the Warsaw police, Ch. S. was sentenced by the Warsaw Court to two years' imprisonment for trafficking.

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.

The following cases of deportation and extradition occurred :

1. In February 1928, a Belgian subject 43 years of age — an habitual offender — abducted, apparently for the purpose of causing her to engage in immoral conduct, a young Belgian schoolmistress 21 years of age. These persons were arrested by the French police when returning from Italy (a description of them had been circulated by the Belgian police to various foreign authorities). On account of the girl's statement, the French judicial authorities were obliged to withdraw the proceedings against the abductor. The latter was nevertheless kept in custody and sentenced on a minor count to deportation. The victim first of all refused to accompany her father and sister, who had proceeded to Nice in order to bring her home, but finally a fortnight later she returned to Brussels. When the man left prison, he approached her again and she once more went to live with him. She is at present residing with him in the Brussels area.

2. A French national aged 38 was deported from Belgium in 1928 after having been sentenced for receiving stolen goods and endeavouring to persuade women to enter a licensed house. Details are lacking.

3. A Russian subject aged 38 was expelled in 1928, there being reason to believe that he had been engaged in procuring women for licensed houses. It would appear that he took his mistress — a barmaid, a married woman of Belgian origin — abroad for immoral purposes.

FRENCH COLONIES AND MANDATED TERRITORIES.

Cameroons. — A Decree, dated September 20th, 1928, promulgated in the Cameroons on November 28th of the same year, defines the procedure for extradition and the effects thereof.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Basutoland. — During the year, High Commissioner's Notice No. 143, of 1928, was issued, publishing an Order of His Majesty in Council, dated July 13th, 1928, giving effect to an arrangement for the extension to the Belgian mandated territories of Ruanda-Urundi as from August 1st, 1928, of the provisions of the Treaty of Extradition with Belgium of October 29th, 1901, and Supplementary Conventions of March 5th, 1907, and March 3rd, 1911.

Bechuanaland. — See above, Basutoland.

In addition, High Commissioner's Notice No. 144, of 1928, applied the Bechuanaland Protectorate Fugitive Criminals Surrender Proclamation, 1908, to the Belgian mandated territories of Ruanda-Urundi.

Northern Rhodesia. — The Belgium (Extradition) Order in Council, 1928, Government Notice No. 181, of 1928.

The France (Extradition) Order in Council, 1928, Government Notice No. 182, of 1928.

Seychelles. — The provisions of the Anglo-Belgian Extradition Treaty 1901, together with the Supplementary Conventions thereto, dated March 5th, 1907, and March 3rd, 1911, and the further Convention of August 8th, 1923, were extended to the mandated territory of Ruanda-Urundi by the Belgium (Extradition) Order in Council, 1928, which was published in this colony on December 28th, 1928.

Swaziland. — During the year High Commissioner's Notice No. 143, of 1928, was issued, publishing an Order of His Majesty in Council, dated July 13th, 1928, giving effect to an arrangement for the extension to the Belgian mandated territories of Ruanda-Urundi as from August 1st, 1928, of the provisions of the Treaty of Extradition with Belgium of October 29th, 1901, and Supplementary Conventions of March 5th, 1907, and March 3rd, 1911.

HUNGARY.

There has been no case of extradition. No new extradition treaty was concluded in 1928.

LATVIA.

Negotiations are in progress for the purpose of concluding treaties of extradition and judicial co-operation with the following countries : Denmark, Netherlands, Roumania, Spain, Switzerland, Sweden and Hungary.

PORTUGAL.

See report for 1927.

CZECHOSLOVAKIA.

A Convention was concluded with France on May 7th, 1928. It has not yet been ratified.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below have stated that they have nothing to report in reply to Question 3 :

<i>South Africa</i>	<i>Germany</i>	<i>India</i>	<i>Sweden</i>
<i>Austria</i>	<i>France</i>	<i>Japan</i>	<i>Switzerland</i>
<i>Cuba</i>	<i>Great Britain</i>	<i>Netherlands</i>	
<i>Denmark</i>	<i>Greece</i>	<i>Poland</i>	

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Cayman Islands, Ceylon, Cyprus, Gold Coast, Straits Settlements, Fiji Islands, Gambia, Gibraltar, Gilbert and Ellice Islands, Windward Islands, British Guiana, British Honduras, Iraq, Jamaica, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, St. Lucia, St. Vincent, Solomon Islands, Sierra Leone, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: French Equatorial Africa, French West Africa, Guadeloupe, French Guiana, French Settlements in India, Indo-China, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast, Togoland.

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.

GERMANY.

The following individuals were deported for procuring, having been apprehended *flagrante delicto*:

1. M. E., born in 1907 in South West Africa, British subject ; date of deportation, January 21st, 1928.
2. H. R., born in 1890 in Vienna, Austrian subject ; date of deportation, August 30th, 1928.

AUSTRALIA.

Queensland. — One French prostitute was deported.

New South Wales. — (a) Nil.

(b) Nil, except for the fact that four Frenchwomen were proceeded against as prohibited immigrants and, whilst on bail, left the country of their own accord. Their ages were 24, 26, 29 and 30.

(c) A man and a woman of French nationality, aged 45 and 35 years respectively, arrived in Australia on March 7th, 1927. The woman went to a brothel and the man lived alone in a flat. They were kept under police observance, which was followed by their deportation to France.

One Frenchman, aged 35, was convicted at the Central Police Court, Sydney, early this year, for living on the earnings of prostitution and sentenced to be deported.

No cases occurred in *Victoria, South Australia, West Australia, Tasmania* and *Commonwealth Territories*.

AUSTRIA.

One of the offenders mentioned in the reply to the first question, aged 55, a Czechoslovak national, was deported.

CUBA.

There were no cases of repatriation or deportation under the provisions of the 1904 Agreement and the International Conventions of 1910 and 1921.

The Department of Immigration, which maintains the strictest vigilance, prohibited the landing of foreign prostitutes whenever, according to information, there was reason to believe that these might lead a disorderly life. The rule of the Department, in the case of young female immigrants who state that they are coming to Cuba in order to be married, is not to allow them to land until they have actually been married before the Commissioner of Immigration in person. The Secretariat may be consulted for statistics showing the number of such marriages contracted every quarter.

DENMARK.

Six women — four Norwegians and two Swedes — were deported. Their ages varied from 19 to 31. They had come to Denmark either casually or in search of employment. In none of these cases, however, was the journey connected with the traffic in women.

UNITED STATES OF AMERICA.

During the fiscal year ending June 30th, 1928, the United States authorities debarred, on arrival in the country, eleven prostitutes and aliens, coming for an immoral purpose, one alien who lived on the proceeds of prostitution, four aliens who procured, or attempted to bring in, prostitutes or females for an immoral purpose.

During the same period, 164 prostitutes or aliens coming for immoral purposes were deported and 188 prostitutes, or inmates of houses of prostitution, were deported after entry ; whilst 123 persons supported by the proceeds of prostitution or connected with houses of prostitution or other places habitually frequented by prostitutes were deported. Fifty-two aliens who procured, or attempted to bring in, prostitutes or aliens for immoral purposes were deported, and thirty-six persons found in the United States after having been deported as prostitutes or *procureurs* were deported again.

FRANCE.

No repatriation of women victims of the traffic was reported. Nine women of foreign nationality were deported for having secretly engaged in prostitution.

FRENCH COLONIES AND MANDATED TERRITORIES.

Cameroons. — Nine Europeans were deported in 1928.

Indo-China. — Generally speaking, although foreign prostitutes provided with passports in due form, sometimes succeed in remaining for a few days, during the interval between two sailings, at Hanoi, Haiphong or Saigon, they are soon discovered owing to the vigilance of the police authorities and are obliged to leave Indo-China.

GREAT BRITAIN.

One German prostitute, aged 55, was deported for soliciting on January 31st, 1928.

Three men and one woman were deported, after having served their sentences, for allowing premises to be used for habitual prostitution.

One man was deported for keeping a brothel and one for living on the earnings of prostitution.

The ages of the offenders varied between 24 and 49 years.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Straits Settlements. — (a) Three Cantonese girls, aged 18, 24 and 27 respectively, one Foochow girl, aged 17, and one Hokkien girl, aged 22, were repatriated.

(b) One Cantonese girl, aged 24, was repatriated.

(c) Two Cantonese men, three Cantonese women, five Hokkien men, two Teochiu women, one Foochow woman, two Shanghai women and one Siamese man were repatriated.

Iraq. — It was found necessary to deport three women, one Syrian and two Persians, on account of their immoral character.

Federated Malay States. — In the Selangor case, details of which are given in reply to Question 1, B. and C., victims of offences, were repatriated with the assistance of the Chinese Protectorates of Selangor and Hong-Kong. In the same case the procuress A. was banished.

Banishment proceedings have been initiated in other cases which will be carried through on the expiry of sentences of imprisonment.

No foreign prostitutes, not the victims of offences specified in Question 1, were repatriated or banished.

Unfederated Malay States. — *Johore.* — One Chinese male, aged 27, was banished as living on the earnings of prostitution or as having extorted money from a prostitute.

Kedah. — The woman, mentioned under C in reply to Question 1, was deported.

GREECE.

No cases occurred in which victims of the traffic in women and children had to be repatriated.

The following were deported :

A certain L. M., Italian, who kept a *pension* for theatrical artistes at Athens and acted as an employment agent and as partner of a music-hall manager at Beirut. He often left Athens for Beirut accompanied by young foreign artistes for whom he said he wanted to find good situations, but whom he intended for prostitution. This fact was confirmed, it being found that he had made his own daughter become a prostitute. An order was issued by the Ministry of the Interior forbidding him to enter Greek territory again.

G. I., French woman, from Smyrna, was also deported in 1928. She had three licensed houses of prostitution at Athens. She had to be forbidden to engage in her occupation owing to her methods and systematic procuring. Placed under police supervision, she took refuge at Beirut, where she opened fresh houses of prostitution. She was later found to have returned to Athens, and it was learned that the real object of her return was to entice girls away to her establishments at Beirut. She was therefore deported from Greek territory and forbidden to return.

HUNGARY.

Twenty Czechoslovaks, twelve Roumanians, eight Austrians, four Poles, two Italians, four Yugoslavs, one German and one Bulgarian were deported for secret prostitution or vagrancy constituting a danger to the public.

Fourteen prostitutes — six Czechoslovaks, seven Roumanians, and one Pole — were deported as being persons who constituted a danger to public safety and morals. The youngest of these was born in 1898 and the eldest in 1885. These women had been registered before the decree was promulgated prohibiting the registration of foreign women.

INDIA.

Bombay. — (a) The victim of a case which happened at Serial, a native of Goa, 18 years old, was deported by the Commissioner of Sind under the Foreigners' Act.

(b) Nil.

(c) A native of the Kashmir State was deported to Kashmir under Section 3 of Act 3, of 1864. He was reported to be living on the earnings of prostitutes, for which he was convicted and sentenced to two months' rigorous imprisonment on March 5th, 1928. After his release from prison he started a laundry below a brothel, ostensibly to cover his real business of procuring women for the purpose of prostitution. Several complaints were received by the State Police that he had enticed women away from Bombay for prostitution. He was, therefore, deported as an undesirable foreigner.

One of the Persians deported last year, and referred to in last year's report, returned to British India in 1928 and was remanded in custody by order of the Commissioner of Police, Bombay. He was discharged from custody on condition that he removed from British India. He left for Persia.

NORWAY.

Four women were deported; three were of Swedish and one of Danish nationality. All were leading an idle existence, and there was reason to believe that they were living wholly or partly on the proceeds of prostitution.

NETHERLANDS.

(a) A Belgian boy of fourteen (see reply to Question 1) was sent back to Belgium.

(b) According to information supplied by the police of the principal towns, seventy-four women of foreign nationality who were leading an immoral life were expelled. These women were of the following nationalities: fifty-three Germans, fourteen Belgians, two Frenchwomen, one Italian, one Czechoslovak, one Roumanian, one Polish woman and one Spanish woman. Of these women thirteen were minors, all of German nationality. Three German women and one Frenchwoman have been expelled more than once.

In certain quarters it was expected that a large number of foreign prostitutes would arrive on the occasion of the Amsterdam Olympic Games in 1928. These fears proved groundless. The number of women expelled was ninety-five in 1927 and only seventy-four in 1928. This is partly explained by the abolitionist policy now applied in the Netherlands. Licensed houses being forbidden, foreign prostitutes probably think they are running too many risks in coming to the Netherlands.

(c) A Polish national suspected of being a *souteneur* has been expelled twice. Proceedings were taken against a German national for procuring. It has not been observed that *souteneurs* have followed foreign prostitutes to the Netherlands.

POLAND.

During 1928, only one person was deported — an unemployed labourer, W.B., who had come from Germany. He had no permanent occupation, and used to live by doing odd jobs and acting as an intermediary in leading women to engage in prostitution. He was sentenced to eight months' imprisonment and deportation.

PORTUGAL.

See report for 1927.

SWITZERLAND.

(a) No cases to report.

(b) In all, sixty-nine foreign prostitutes were repatriated or expelled from Switzerland in 1928, namely, forty Germans, twelve Frenchwomen, eleven Italians, three Austrians, one Englishwoman, one Czechoslovak, and one Spanish woman.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below have stated that they have nothing to report in reply to Question 4:

South Africa
Japan
Latvia

Sweden
Czechoslovakia

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Basutoland, Bechuanaland, Cayman Islands, Ceylon, Cyprus, Gold Coast, Fiji Islands, Gambia, Gibraltar, Gilbert and Ellice Islands, Windward Islands, British Guiana, British Honduras, Jamaica, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Solomon Islands, Seychelles, Sierra Leone, Swaziland, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: French Equatorial Africa, French West Africa, Guadeloupe, French Guiana, French Settlements in India, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast, Togoland.

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.

SOUTH AFRICA.

Apart from the circumstances referred to in reply to Question 1, there is no record of any women or children being enticed abroad from the Union of South Africa through the medium of employment agencies. The conduct of registry offices in the Union is regarded as satisfactory, all of them coming under the close supervision of the police.

AUSTRIA.

During 1928, as previously, careful watch was kept on employment agencies. No case of obtaining employment abroad for immoral purposes was reported.

Much of the preventive work consisted of enquiries into the engagement abroad of women artistes by impresarios or owners of places of entertainment who were not considered *bona fide*. Of the 354 cases referred to the Central Bureau, most were concerned with the engagement of artistes.

The Central Bureau is happy to note that one of the results of its activities is that the countries (particularly the Balkan and Eastern States) in which such practices used to be common have now laid down stringent conditions for the admission of foreign artistes.

Mention should be made of one case in which, as a result of correspondence between the Austrian Central Bureau on the one hand and the Austrian Legation in Bulgaria and the Bulgarian Central Bureau at Sofia on the other, the proprietress of a night establishment was prosecuted. Her establishment was closed by the police and she herself was placed under police surveillance.

CUBA.

No such agencies exist ; there are only agencies for local employment.

FRANCE.

In 1928, a circular addressed to all the police authorities throughout the country contained the following paragraph :

" Very special surveillance should be maintained over houses of prostitution, meeting-places and similar resorts, and over clandestine prostitution and agencies specially undertaking to find employment for women abroad. "

GREAT BRITAIN.

No cases have come to the notice of the Home Office or the local authorities which have made by-laws dealing with employment agencies.

GREECE.

No such agencies exist in Greece. The few persons acting as intermediaries between artistes and managers of *café-concerts* are kept under strict supervision.

HUNGARY.

No proceedings have been taken against employment agents for either sex for attempting to send women or children abroad for immoral purposes.

ITALY.

In no instance was any employment agency prosecuted or closed on suspicion of engaging in the traffic.

NETHERLANDS.

No case has been reported in which women or children have been sent abroad for immoral purposes by employment agencies. It is interesting to note that, in the Netherlands, there is a constant demand for female labour, so that women are not obliged to seek work abroad.

POLAND.

According to the statement submitted to the Ministry of Labour and Social Relief, no fact was brought to light connecting private employment agencies with the traffic in women and children.

PORTUGAL.

The Criminal Investigation Department in Portugal has no knowledge of any agency whose object is to facilitate prostitution and the procuring of women. There is no agency or organisation whose object is to procure Portuguese or foreign women for brothels.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below have stated that they have nothing to report in reply to Question 5 :

Germany
Australia
Denmark

India
Japan
Latvia

Sweden
Switzerland
Czechoslovakia

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Basutoland, Bechuanaland, Cayman Islands, Ceylon, Cyprus, Gold Coast, Straits Settlements, Fiji Islands, Gambia, Gibraltar, Gilbert and Ellice Islands, Windward Islands, British Guiana, British Honduras, Iraq, Jamaica, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Solomon Islands, Seychelles, Sierra Leone, Swaziland, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: French Equatorial Africa, French West Africa, Cameroons, Guadeloupe, French Guiana, French Settlements in India, Indo-China, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast, Togoland.

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.

SOUTH AFRICA.

The system of attending the arrival and departure of passenger trains and steamers, as mentioned in previous reports, continues throughout the Union. There are no voluntary organisations whose objects concern the protection of women and children, nor does there appear to be any necessity for such.

AUSTRALIA.

All overseas steamers are met by uniformed police, plain-clothes police and policewomen. This service is also extended to railway stations in connection with the meeting of inter-State trains. The police maintain a strict supervision at wharves and railway stations over undesirable persons. In Victoria and South Australia the Travellers' Aid Society also assists.

CUBA.

The police keep a watch on women and children travelling in the territory of the Republic, and can easily keep trace of those suspected of this particular kind of offence, or of disorderly conduct.

DENMARK.

The Societies entitled "Les Amies de la Jeune Fille" and "Danske Kvinders Velfaerd" jointly undertake the work of protecting women and children at Danish stations.

FRANCE.

A circular letter of July 5th, 1928, contains the following passage :

"The special port and frontier Commissioners should make careful enquiries in the case of women travelling alone and individuals of no definite occupation.

"Immediate enquiries should be made whenever men or women of doubtful status ask for passports.

"I wish to draw your special attention to the serious consequences which any failure to exercise vigilance or any negligence on your part may entail."

FRENCH COLONIES AND MANDATED TERRITORIES.

French Equatorial Africa. — See report for 1926.

Togoland. — Owing to conditions in Togoland, which is visited by very few travellers and where there is only one port, Lomé, the authorities experience no difficulty in exercising supervision and no need has been felt for any voluntary organisations.

GREAT BRITAIN.

The arrangements outlined in the report for 1922 continue to work satisfactorily.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Ceylon. — Members of the Young Women's Christian Association take it in turns to meet vessels arriving in Colombo harbour, going on board and meeting passengers on the jetty on arrival to give assistance or advice to young women if required.

The police continue to scrutinise 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 mail trains between these ports.

Cyprus. — See report for 1927.

Straits Settlements. — A warning has 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. — The railway in the colony is purely local and offers no opportunities for traffic in women and children. Incoming vessels are met by a member of the constabulary who satisfies himself as to the circumstances under which each passenger lands. Supervision is also exercised over outgoing vessels. Native girls found in the towns without employment are sent back to their villages.

Gilbert and Ellice Islands. — No special steps taken, as the traffic is non-existent. All vessels are inspected on arrival.

Iraq. — Railway police and port police do all that is necessary in regard to the protection of travellers. No cases of the molestation of women or children are reported.

Unfederated Malay States. — Johore. — See report for 1927.

Malta. — See report for 1927.

Seychelles. — See report for 1927.

GREECE.

No special measure has yet been taken, but the municipal police authorities are prepared to give favourable consideration to any useful suggestions which the Committee on the Traffic in Women and Children may make for the protection of women and children at stations and ports on the basis of the practice followed and the results obtained in other countries.

HUNGARY.

The protection of women and children in railway stations is entrusted to the Hungarian Association against Traffic in Women, in conjunction with the National Association of Catholic Women and the National Association of Protestant Women.

INDIA.

Burma. — Two Indian girls, aged 15 and 17 years respectively, were rescued by the Rangoon Vigilance Society, one from a Calcutta boat and the other from a Madras boat. The girl of 15 was a Hindu widow who was sold to a planter, who said he wanted her to work on his tea plantation. She suspected his motive and refused to leave the boat. The Vigilance Society persuaded her to come to their hostel. The girl of 17, a Madrassi, was asked by a woman in India to take employment with three other girls and was put on the boat for Rangoon. She suspected the man who was in charge of them and feigned sickness. She was eventually taken to a doctor who, on hearing her story, handed her to the Society.

In July 1928, two young girls were rescued at the Society's hostel. They had been brought from the jungle to Rangoon on the pretence of rich marriages. When they arrived at their destination they found themselves in a brothel.

The Society also rescued a young Chinese girl who had been kept as a prisoner in an immoral house for two years. She had been brought from Rangoon to Canton at the age of 13 as a third wife to a rich merchant. Not being found pretty enough for him she was turned away, kept as a prisoner and grossly ill-treated.

ITALY.

One hundred and four Committees for helping young girls assisted or received over 6,800 women in the course of the year. One hundred and ninety-seven prostitutes, anxious to lead a better life, were entrusted to these Committees. In stations and ports, 6,663 young girls were assisted.

NETHERLANDS.

In addition to the information already supplied, it should be mentioned that the Government subsidy to railway missions was increased in 1928, in order that special measures might be taken at the time of the Olympic Games. In Amsterdam a denominational committee set up an information bureau. Several private institutions created, with the assistance of the police, a home for women and girls to which foreign women were admitted, pending their expulsion or repatriation.

POLAND.

During 1928, no new measures were adopted for the protection of women and children when travelling. The former measures have been maintained in force. In particular, the railway missions which were established in previous years have continued their work with excellent results. They are supported by the Ministry of Labour and Social Relief.

PORTUGAL.

Various attempts have been made to establish services for the protection of women and children travelling, especially at railway stations and ports. These attempts have not yet, however, been successful.

SWEDEN.

See report for 1927.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below have stated that they have nothing to report in reply to Question 6 :

Austria
Germany

Latvia
Japan

Switzerland
Czechoslovakia

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Basutoland, Bechuanaland, Cayman Islands, Gold Coast, Gambia, Gibraltar, Windward Islands, British Guiana, British Honduras, Jamaica, Federated Malay States, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Solomon Islands, Sierra Leone, Swaziland, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: French West Africa, Cameroons, Guadeloupe, French Guiana, French Settlements in India, Indo-China, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast.

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.

SOUTH AFRICA.

No special measures. Permits are still required by all persons travelling to Portuguese East Africa and, by arrangement, applicants are referred to the police for recommendation. Women who are travelling to Portuguese East Africa to take up employment, especially in the capacity of barmaid or tea-room waitress, are warned how to safeguard themselves from any possible risk in such matters.

AUSTRALIA.

There exist missions, societies, etc., which take a very active interest in the arrival of immigrants. Under the Immigration Act and Passport Regulations, strict supervision is exercised over girls and young women proceeding abroad on theatrical engagements and other precarious forms of employment, and passports are only granted when the authorities are satisfied as to the *bona fides* of each particular case.

AUSTRIA.

In the case of girls proceeding abroad to take up situations, supervisory measures of an administrative character have been taken on the lines laid down in the regulations still in force concerning obligatory passports.

CUBA.

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

DENMARK.

The emigration service of the Young Women's Christian Association, the Society " Les Amies de la Jeune Fille ", the Committee for the Suppression of the Traffic in Women and Children and the Association " Danske Kvinders Velfaerd " afford the necessary protection to emigrants and immigrants. There is a woman appointed to protect women and children on all liners carrying emigrants direct from Denmark to Canada and the United States of America.

FRANCE.

The clandestine shipment of prostitutes at Marseilles for Egypt, noted in 1927, has not recurred and the special port police of Marseilles continue to maintain strict watch.

A circular, dated December 22nd, 1928, was issued to all Prefects, requesting them to keep an even more careful watch than hitherto on *souteneurs* and prostitutes; it draws special attention to the dangers to which young girls going abroad may be exposed. It emphasises " the necessity of going very carefully into the circumstances of persons taking steps to proceed abroad, and, if need be, of refusing to grant such persons a passport ".

The Ministry of the Interior takes special care to see that these recommendations are strictly carried out, as they are in application of the undoubtedly effective rules proposed by the Committee on Traffic in Women and Children.

FRENCH COLONIES AND MANDATED TERRITORIES.

French Equatorial Africa. — See report for 1927.

French West Africa. — A Decree, dated April 24th, 1928, lays down the rules for emigration. A person leaving the country must obtain permission and deposit a sum equal to the cost of the passage home.

Cameroons. — Immigration is regulated by the Decree of January 13th, 1928, and by the additional Decrees of March 17th and April 7th, 1928.

Although there is very little emigration and immigration, the local authorities, none the less, require exact information regarding all travellers. Under the Decree of January 13th, 1928, all necessary details are obtainable.

In addition, a Decree, dated April 13th, 1925, makes it compulsory for hotel proprietors to keep a register in which they must enter all particulars concerning the nationality and occupation of travellers. Daily supervision by the police ensures the proper application of these regulations. As regards native emigration, rules to govern groups of natives leaving the country were laid down in the Decree of July 3rd, 1901, which was brought into force in the Cameroons by a Decree of May 22nd, 1924, while the emigration of individuals is dealt with under the Decree of July 9th, 1923 (Articles 2 and 3). The Decree of January 13th, 1928, includes rules for French nationals and foreigners leaving the territory. Taken as a whole, these decrees make it possible for the authorities to supervise effectively the movements of the population.

Togoland. — The rules for immigration are defined in the Decree of June 5th, 1928, the essential provisions of which are as follows :

Before any person of French or foreign nationality can be authorised to enter the territory he must hold :

(1) A passport issued by the competent authority with the usual visas and photograph (the passport must have been issued or renewed not later than twelve months previously) ;

(2) A medical certificate given less than one month before the departure of the person concerned, testifying that he is not suffering from any infectious disease ; the doctor's signature must be duly certified ;

(3) An extract from his police record or some similar document in lieu thereof, prepared by the competent judicial authority of the country of origin and issued to the person concerned not more than three months before his departure.

If the traveller enters the territory through the port of Lomé, his passport must, at the time of disembarkation, either on the vessel or at the end of the wharf, be visaed by the Lomé Commissioner of Police specially authorised for this purpose by the Commissioner of the Republic.

If he enters the territory through the port of Anécho, his passport must immediately be visaed by the officer commanding the district.

If he enters the territory across one of the land frontiers, his passport must immediately be visaed by the administrator of the district through which he enters the country.

The same authorities also visa the medical certificate and extract from the police record.

If any of these documents cannot be produced, or if the traveller's papers are not held to be in order, he may be refused permission to enter the country or disembark, or may be immediately re-embarked and expelled from the territory.

There is no emigration or immigration of women or children.

GREAT BRITAIN.

The measures stated in the report for 1922 continue in force and have worked satisfactorily.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Ceylon. — See report for 1927.

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 causes the female immigrants to be conveyed to the Chinese Protectorate for examination under Ordinance No. 143 (Women and Girls' Protection). Suspicious cases found during this examination are detained for further enquiry and, if the Protector is not satisfied, he calls for the 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.

In certain cases, the woman or girl reports that she is going to another settlement in the colony or to the Federated Malay States or Unfederated Malay States, but, if the truth or otherwise of her story or of the stories of the persons in whose company she is travelling cannot be tested at the port of arrival, in such cases the woman or girl is permitted to proceed to her destination under security that she will report her arrival in the nearest Protectorate, where the local Protector, who is warned to expect the arrival of the woman or girl, is in a position to complete the enquiry and similarly call for security, if such seems to be necessary. A similar procedure as regards notification and report on arrival is in force in the case of women or girls proceeding to British North Borneo, Sarawak and the Netherlands East 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.

Fiji. — See reply to Question 6.

Gambia. — No measures are taken except that the immigration of prostitutes is prohibited by the Immigration Restriction Ordinance of 1924.

Gilbert and Ellice Islands. — No special steps are taken, as the traffic is non-existent. All immigrant females are either recruited under King's Regulation I, of 1915, or granted a permit to travel by the local authority at the port of origin.

Unfederated Malay States. — Johore. — See report for 1927. Kedah. — See report for 1927.

GREECE.

The police take measures to protect women and children travelling unaccompanied to places where procuring is active, such as Beirut, Syria, etc. In accordance with the orders of the Ministry of the Interior, the passport authorities refuse to grant a visa if the police dealing with the traffic (*police-des mœurs*) cannot ascertain the real object of the journey.

INDIA.

See report for 1927.

NETHERLANDS.

In addition to the previous information, it may be mentioned that several organisations have been studying the question of protecting women on board ship during the voyage. These organisations have had in view a stricter application of Article 7 of the International Convention of September 30th, 1921, in conformity with the principles of the Geneva Convention concerning the simplification of the inspection of emigrants on board vessels (1926 Convention), which was ratified by the Netherlands on September 13th, 1927.

POLAND.

During 1928, no measure exclusively connected with the protection of women and children emigrating abroad was promulgated. Several ordinances concerning emigration in general embody provisions designed to prevent the activities of traffickers. These ordinances are the following :

(a) Ordinance of December 23rd, 1927 (*Law Gazette of the Polish Republic*, No. 6., text 37, year 1928) ;

(b) Ordinance of January 17th, 1928, concerning the temporary suspension of emigration to the Argentine (*Law Gazette of the Polish Republic*, No. 8, text 62, year 1928) ;

(c) Decree of the Minister of Labour and Public Relief and the Minister of Industry and Commerce, of February 14th, 1928, concerning the creation of undertakings dealing with the transportation of emigrants (*Law Gazette of the Polish Republic*, No. 21, text 187, year 1928) ;

(d) Decree of the Minister of Labour and Public Relief, in collaboration with the Minister for Foreign Affairs, dated February 9th, 1928, concerning the partial suspension of emigration (*Law Gazette of the Polish Republic*, No. 26, text 239, year 1928) ;

(e) Decree of the Minister of Labour and Public Relief, dated September 28th, 1928, concerning the establishment of agencies of the Emigration Office (*Law Gazette of the Polish Republic*, No. 92, text 806, year 1928).

Statistics show that these measures have appreciably reduced the number of cases in which traffickers have victimised women.

PORTUGAL.

Generally speaking, women emigrants or immigrants are protected by all the penal provisions existing in Portuguese Law and in particular in the Portuguese Penal Code. There are no special laws on the matter nor are there any authorities whose duty it is to provide special protection.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below have stated that they have nothing to report in reply to Question 7 :

Germany
Hungary
Japan

Latvia
Sweden

Switzerland
Czechoslovakia

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Basutoland, Bechuanaland, Cayman Islands, Cyprus, Gold Coast, Gibraltar, Windward Islands, British Guiana, British Honduras, Iraq, Jamaica, Federated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Solomon Islands, Seychelles, Sierra Leone, Swaziland, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: Guadeloupe, French Guiana, French Settlements in India, Indo-China, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast.

QUESTION 8.¹

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.

SOUTH AFRICA.

No system of bartering or procuring of children is known to exist.

CUBA.

Children may not land unless they are accompanied by members of their family or are met by the latter or by some welfare association.

DENMARK.

See report for 1922. The Law of March 1st, 1895, referred to in that report, however, has been superseded by that of March 28th, 1923, on the Supervision of Children.

FRENCH COLONIES AND MANDATED TERRITORIES.

Cameroons. — In the last report, it was stated that the natives were unacquainted with the idea of adoption as it is understood amongst Europeans. An orphan child is never abandoned. It is received into its father's family, or, if it has no relatives on that side, into its mother's family. Such children are treated in exactly the same way as the other children in the family. In Islamised areas, adoption is known and practised, as mentioned in the previous reports. Orphan children are looked after by the members of the family, no distinction being drawn between these children and offspring of the family, except as regards inheritance. Nevertheless, the authorities keep a careful watch to ensure that adoption shall not be used as a cloak for trafficking. Persons guilty of pawning or assisting to pawn a child are treated and punished in the same way as traffickers, in virtue of a Decree dated April 26th, 1923, which provides penalties of from one month's to two years' imprisonment and a fine of 20 to 500 francs. The efficacy of this decree is proved by the statistics supplied in answer to the first question.

Togoland. — The pledging of children and traffic in children are unknown in Togoland. On the other hand, there is a system of adoption, the object of which is to ensure the continued existence of the family ; the adoption of orphans, the adoption of children born out of wedlock by their maternal grandparents, the adoption of children with the consent of their parents by childless natives. These various aspects of the custom suffice to show that there can be no question of any immoral exploitation of children or any form of slavery contrary to the principles of human freedom.

¹ The Traffic in Women and Children Committee, during its eighth session, modified the text of Question 8. The replies, however, have been summarised here in conformity with the old wording.

GREAT BRITAIN.

Licences were issued during 1928 under the Children (Employment Abroad) Act, 1913, in respect of six girls between 14 and 16 years of age, in order that they might be sent abroad for the purpose of singing, playing, performing, or being exhibited for profit.

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Ceylon. — The practice of pawning or bartering children is not in existence in this colony, but the adoption of children is by no means uncommon. Married Moslems often adopt small Singhalese girls from 7 to 10 years of age and train them as domestic servants or to look after their small children. These girls are very frequently converted to Islamism. Small children are also frequently adopted in Singhalese families when a married couple are childless or because they wish to train the child as a domestic servant. These adoptions are not made for any immoral purposes, and no instance of such has been noted during the year. The adoption of children is often carried out with the permission of a magistrate or other official.

The adoption of Moslem, Tamil and Burgher children is very rare in Ceylon.

In this connection a nursery has been started in Kandy by a European lady for "unwanted" girls.

Strails Settlements. — Under Section 8 of Ordinance No. 143, the Protector has power, after due enquiry, to detain in a place of safety, until she attains the age of 19 years or is married, any girl under the age of 18 years, when he has reasonable cause to suspect that she is being used or trained for immoral purposes, or frequents or lives in any brothel, or is habitually in the company of persons connected with, or interested in, the business carried on in brothels or by prostitutes.

Further, the Protector is empowered to detain in a place of safety, subject to the consent of the Colonial Secretary, under Section 10 of Ordinance No. 143, any woman or girl :

(a) Whom he considers to need protection and whose lawful guardian cannot be found ;

(b) Whom he certifies in writing to have been ill-treated and to need protection.

Fiji. — Under the cloak of custom and religion some bartering of women and children does exist among the Indians, owing principally to non-binding unions by customary rites being common, a practice which, in some cases, results in parents transferring a daughter to a succession of men. This question, which does not arise with respect to other races resident in Fiji, is receiving consideration.

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 full blood.

GREECE.

The system of adopting, pawning or bartering children for exploitation for immoral purposes is not practised in Greece.

INDIA.

Burma. — The measures taken in the previous year have had a deterrent effect and the practice of bringing girls to Rangoon from Tavoy seems to have entirely stopped. There was no occasion necessitating enquiries into such cases during 1928.

Bombay. — The Children's Aid Society has been doing work of the greatest importance throughout the year. The Government proposes to establish shortly a Junior Certified School for boys under 12.

During the year 1928, 588 children were admitted to the Children's Aid Society's Home, out of which ten were from brothels, nine were victims of rape and eight of sodomy.

NETHERLANDS.

No new measure was adopted in 1928. The stipulations of the Civil and Penal Codes concerning the protection of children, known as the "Children Laws", which have been in force for twenty-five years, have, generally speaking, proved effective in practice.

POLAND.

In 1928, no special laws were promulgated for the protection of children. The present provisions concerning the employment of minors have been applied with satisfactory results.

SWEDEN.

None of these methods is adopted in Sweden with regard to children.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below have stated that they have nothing to report in reply to Question 8 :

Germany
Australia
Austria

Hungary
Japan
Latvia

Portugal
Switzerland
Czechoslovakia

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Basutoland, Bechuanaland, Cayman Islands, Cyprus, Gold Coast, Gambia, Gibraltar, Windward Islands, British Guiana, British Honduras, Iraq, Jamaica, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Solomon Islands, Seychelles, Sierra Leone, Swaziland, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: French Equatorial Africa, French West Africa, Guadeloupe, French Guiana, French Settlements in India, Indo-China, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast.

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.

AUSTRALIA.

South Australia has amended the Police Act, 1916, whereby any male person found in a brothel may be deemed an idle and disorderly person.

AUSTRIA.

Mention should be made of the Federal Law of June 18th, 1928, on the treatment of young offenders (Juveniles Act), published in the *Bundesgesetzblatt*, No. 234, which is primarily concerned with young offenders, but also contains provisions for the protection of young people.

DENMARK.

The Danish Parliament has not yet completed its examination of the new draft general criminal law, to which reference was previously made.

FRENCH COLONIES AND MANDATED TERRITORIES.

Cameroons. — The provisions regulating entry into the territory have been strengthened by a Decree dated January 13th, 1928, similar to the Decree promulgated on January 31st, 1927, in Togoland. As in Togoland, undesirable persons may be expelled. The Decree of January 13th, 1927, has been supplemented by that of May 27th, 1928, and by the Decree of April 7th, which tightens up the rules concerning caution money and, consequently, the guarantees afforded with a view to repatriating the person concerned to his country of origin.

Togoland. — The Decree of January 31st, 1927, which fixed the conditions for the admission into Togoland and the Cameroons of French and foreign nationals, has been repealed by the Decree of June 5th, 1928 (*Togoland Official Journal*, page 700). This latter decree lays down rules for French or foreign nationals entering or leaving Togoland or travelling therein, but has itself been modified by the Decree of October 30th, 1928 (*Togoland Official Journal*, page 703). It is laid down in these decrees that " any person of French or foreign nationality who has been allowed to enter the territory and has made a declaration of residence must, in addition, pay into the Treasury a sum necessary to meet the cost of his repatriation to his country of origin ". This sum is paid to the administrative authorities and is handed over, in return for a receipt, to the " Caisse des dépôts et consignations ".

BRITISH COLONIES, POSSESSIONS, PROTECTORATES AND MANDATED TERRITORIES.

Ceylon. — The draft of a Bill has been published in the *Government Gazette* with the object of affording further protection than now exists to girls under 16 years of age, whose seduction or prostitution is caused or encouraged by those having the care or custody of them. The Bill is based on certain provisions of the Children Act of 1908 and has been drafted as an amendment to the Vagrants Ordinance of 1841. The proposed regulations :

(1) Make it an offence for any person, having the care, custody or charge of a girl under 16 years of age, to cause or encourage her seduction or prostitution ;

(2) Authorise a Police Magistrate to order security from parents or guardians of girls under 16 years of age who knowingly permit them to be exposed to the risk of seduction or prostitution ;

(3) Provide for the detention, maintenance and control of girls of this age in places of safety when charges for offences under the Bill are being considered or have been proved ; and

(4) Make the necessary provision for arrest, bail and issue of search warrants in such cases.

Cyprus. — The Protection of Female Domestic Servants Law (No. 18), of 1928, and Order of His Excellency the Officer Administering the Government in Council No. 1240 made thereunder. See below, extract from Law No. 18 :

" 2. In this Law 'female domestic servant' means and includes any girl of less than 18 years of age who is employed as a servant, whether remunerated or not, in any household and any girl of less than 18 years of age so employed under the name of 'adopted child' .

" 3. Every person who, at the date of the coming into operation of this Law, shall have a female domestic servant in his employment shall register such female domestic servant in the prescribed manner within one month of the coming into operation of this Law."

Sections 4 and 5 provide that no person may have an unregistered female domestic servant in his employment and that an employer of a female domestic servant shall report determination of employment of such servant to the nearest police station.

Section 6 provides that any person who contravenes or fails to comply with any of the provisions of this Law, or of any regulations made thereunder, shall be liable, upon summary conviction, to a fine not exceeding £10.

GREECE.

No new measures modifying existing legislation were taken in 1928. The Ministry of the Interior is studying, and expects soon to submit to Parliament, draft legislation supplementing the existing laws, more particularly in regard to the position of employment agencies.

PORTUGAL.

The whole of Portuguese legislation for the punishment of traffic in women and children is based on the Portuguese Penal Code. The special laws and regulations which have been promulgated on the matter aim chiefly at increasing supervision and preventing punishable acts.

* * *

The Governments of the States, colonies, possessions, protectorates or mandated territories enumerated below, have stated that they have nothing to report in reply to Question 9 :

- | | | | |
|---------------------|----------------------|--------------------|-----------------------|
| <i>South Africa</i> | <i>Great Britain</i> | <i>Japan</i> | <i>Sweden</i> |
| <i>Germany</i> | <i>India</i> | <i>Netherlands</i> | <i>Switzerland</i> |
| <i>Cuba</i> | <i>Hungary</i> | <i>Poland</i> | <i>Czechoslovakia</i> |

British Colonies, Possessions, Protectorates and Mandated Territories: Bahama Islands, Barbados, Basutoland, Bechuanaland, Cayman Islands, Gold Coast, Straits Settlements, Fiji Islands, Gambia, Gibraltar, Gilbert and Ellice Islands, Windward Islands, British Guiana, British Honduras, Iraq, Jamaica, Federated Malay States, Unfederated Malay States, Malta, Mauritius, New Hebrides, Nigeria, Nyasaland, Northern Rhodesia, St. Lucia, St. Vincent, Solomon Islands, Seychelles, Sierra Leone, Swaziland, Leeward Islands, Trinidad, Zanzibar.

French Colonies and Mandated Territories: French Equatorial Africa, French West Africa, Guadeloupe, French Guiana, French Settlements in India, Indo-China, Madagascar and dependencies, Martinique, New Caledonia, French possessions in Oceania, Réunion, St. Pierre and Miquelon, French Somali Coast.

Geneva, April 16th, 1930.

LEAGUE OF NATIONS

**ADVISORY COMMISSION FOR THE PROTECTION
AND WELFARE OF CHILDREN AND YOUNG PEOPLE**

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE 2

REPORT ON THE NINTH SESSION

Adopted by the Committee on April 9th, 1930.

The Traffic in Women and Children Committee met at Geneva from April 2nd to 9th, 1930, and also held a joint meeting with the Child Welfare Committee on the afternoon of April 9th.

The session was attended by the following:

Government Delegates :

M. ITO, delegate (<i>Chairman</i>)	<i>Japan.</i>
His Excellency M. CHODZKO, delegate (<i>Vice-Chairman</i>)	<i>Poland.</i>
Dr. Gertrud BAUMER, delegate	<i>Germany.</i>
Dr. Elsa MATZ, technical expert	
Professor JADASSOHN, technical expert	
His Excellency Count CARTON DE WIART, delegate	<i>Belgium.</i>
M. MAUS, technical expert	
Dr. Estrid HEIN, delegate	<i>Denmark.</i>
Mr. S. W. HARRIS, delegate	<i>Great Britain.</i>
Miss WALL, substitute delegate	
The Marquis DE GUAD-EL-JELU, delegate	<i>Spain.</i>
M. Martinez AMADOR, substitute delegate	
M. J. Sanchez DOMINGUEZ, substitute delegate	
His Excellency M. REGNAULT, delegate	<i>France.</i>
M. BOURGOIS, substitute delegate	
M. LE LUC, substitute delegate	
Professor Ugo CONTI, substitute delegate	<i>Italy.</i>
M. S. KUSAMA, substitute delegate	<i>Japan.</i>
Mme. GRABINSKA, substitute delegate	<i>Poland.</i>
Mme. ROMNICIANO, substitute delegate	<i>Roumania.</i>

Assessors representing Voluntary Organisations:

Baroness DE MONTENACH	Association catholique internationale des Œuvres de protection de la jeune fille.
Mme. AVRIL DE SAINTE-CROIX	International Women's Associations.
Mme. CURCHOD-SECRETAN	Fédération internationale des Amies de la jeune fille.
Mr. 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. LAVIELLE	International Union of Catholic Women's Leagues.

Liaison Officer:

Mr. G. A. JOHNSTON	International Labour Office.
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Secretary:

Dame Rachel CROWDY	Chief of the Social Questions and Opium Traffic Section.
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M. ITO, delegate of Japan, presided over the ninth session in succession to the Italian delegate, Professor Ugo CONTI, who occupied the chair on the first day of the session.

His Excellency M. CHODZKO, delegate of Poland, was appointed Vice-Chairman.

The Chairman expressed the Committee's regret at the absence of Don Pedro Sangro y Ros de Olano, the Marquis de Guad-el-Jelu (Spanish Minister of Labour), Miss Grace Abbott (United States delegate), the Marquis Paulucci di Calboli (Italian delegate), His Excellency M. Sato (Japanese delegate), Senator Posner (Polish delegate) and Dr. Luisi (the delegate for Uruguay).

He welcomed Professor Jadassohn (German technical expert), His Excellency M. Chodzko (delegate of Poland) and Judge Grabinska (substitute delegate).

I. ADOPTION OF THE AGENDA.

The Committee first examined its provisional agenda, which it found extremely heavy. For the sake of convenience, therefore, it thought it would be better to make a selection from among the questions studied. A permanent agenda sub-committee was appointed consisting of the CHAIRMAN for the next session, COUNT CARTON DE WIART, Dr. HEIN, M. BOURGOIS, Mr. HARRIS, Mme. AVRIL DE SAINTE-CROIX (assessor) and Mr. JOHNSTON (Liaison Officer with the International Labour Office).

After this Sub-Committee had reported, the items on the agenda were sub-divided into Category A (subjects to be discussed) and Category B (subjects on which statements only should be made or subjects for study).

2. PROGRESS REPORT BY THE SECRETARY.

Ten years having elapsed since the League of Nations undertook the duties entrusted to it by the Covenant in regard to the suppression of the traffic in women and children, the Secretary thought it a suitable occasion to review in her report the results of these ten years of work.

She emphasised the importance of the 1921 Conference, which had led to the coming into force of the Convention, now ratified by the majority of the signatory powers, and to the creation of the Permanent Advisory Committee, which had originally been intended to consist of five or six delegates and from three to five assessors, but now included the representatives of twelve Governments and of six voluntary organisations. The Final Act of that Conference had also recommended that Governments should furnish annual reports. In 1928 twenty-five Governments had complied with this recommendation, not to mention numerous colonies and mandated territories. Nevertheless, thirty States Members of the League, two of them represented on the Committee, had failed to submit this annual report.

The very complicated question of the abolition of the system of licensed houses had passed through many phases, both in the Committee and in the Assembly, and had gradually assumed its present international importance. The first stage had been the proposal to prohibit foreign women from being employed in licensed houses. Members of the League were then applied to for information concerning the system of licensed houses and the reasons for which they maintained

or had abandoned it. Some Governments replied that licensed houses encouraged the international traffic; others maintained that it was for the country concerned to decide what system would best safeguard the health of the community and help to mitigate the effects of this scourge by placing it under control. After an enquiry, which was the great achievement of the League of Nations in connection with the traffic, the Experts' Committee, in its 1927 reports, stressed the fact that the licensed house was an encouragement to the traffic, both nationally and internationally. Ever since the first questionnaire had been sent to Governments, the Council and the Assembly had instructed the Committee to pursue its enquiries on this question, which had since appeared annually on its agenda.

The Secretary next passed in review the various matters which had formed the subject of preliminary enquiries or exchanges of views during the past year, including suppression of obscene publications, extension of the experts' enquiry in the East, punishment of *souteneurs*, elimination of the age-limit of 21 from the Conventions, collection of laws on traffic in women and children, recommendation of the Joint Maritime Commission.

The Committee thanked the Secretary for her interesting report. The Polish delegate took the opportunity afforded by this review of the past ten years to point out that important results had also been obtained in Poland during this period, for instance, the abolition of licensed houses, control of prostitution by police, and the creation of a women's police force. He paid a tribute to his predecessor, Senator Posner.

The Secretary's report was adopted with the Committee's thanks.

3. SUMMARY OF THE ANNUAL REPORTS OF GOVERNMENTS FOR 1928.

The Committee examined, question by question, the summary of the annual reports of Governments for 1928. It noted that on the whole the reports were more complete and precise. A number of countries, however, still replied to many questions that they had nothing to report. This was a procedure to be avoided, since replies should be as full as possible. This absence of information appeared to be due to a rather narrow interpretation of the first question in the annual report. Some countries confined themselves to mentioning cases of international traffic and omitted national cases or cases of procuring. The Committee asks that these three kinds of acts should, however, all be reported. The Committee decided to request the Council to instruct the Secretary-General to forward a letter to Governments on this matter.

The delegates of various countries then submitted special observations on their respective reports.

It was pointed out that, under the 1921 Convention, acts preliminary to traffic offences were punishable and that the laws of the contracting countries should be made to conform to this clause.

In conclusion, the Polish delegate drew attention to the fact that the annual reports reflected the work of the central authorities set up under the International Agreement of 1904 and suggested that some enquiry into the development of this system of international co-operation might usefully be undertaken by the Committee at a later date. He proposed the following resolution which was adopted by the Committee:

"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."

The summary of annual reports for 1928 was adopted by the Committee unanimously.

4. EXAMINATION OF THE REPORTS OF PRIVATE ORGANISATIONS.

The Committee heard the statements of the six assessors representing private organisations.

The International Bureau for the Suppression of Traffic in Women and Children has achieved important results in all its national groups in Egypt and especially in Alexandria. Here a force of women police had been established and the Committee paid a tribute to Miss McCall's work in Egypt. In order that this campaign against the traffic may be more effective, it is desirable that Egypt should accede to the Convention of 1921, and in particular should appoint a central authority. The Egyptian Government might be approached on this subject.

Several delegates referred to the useful suggestions contained in the International Bureau's plan for the repatriation of prostitutes; this plan, which will be discussed at the Warsaw Congress, is not, however, yet ripe for any practical settlement.

The Belgian delegate drew attention to the very interesting account communicated by Mr. Sempkins of the Conference on Preventive Work in Stations, which was organised in February 1929 by the Polish National Committee for the Campaign against the Traffic in Women. It contained details on the ritual marriage of the traditionalist Jews. This marriage, which requires neither the presence of the rabbi nor official registration, but only an exchange of symbolic gifts in the presence of an adult Jew, is capable of gross abuse by traffickers. Mr. Cohen explained that this question, although a very delicate one, since it touches upon religious customs, can

nevertheless be settled by ensuring the simultaneous performance of the religious and civil marriage, The Polish delegate pointed out that the custom of the ritual marriage exists not only in Poland, but in Hungary, Roumania and in several other countries. In Poland the marriage code is at present being revised and it is hoped that with the help of the Jewish communities the existing difficulties may be removed.

Madame Curchod-Secrétan, President of the Fédération internationale des Amies de la Jeune Fille, gave a report on the development of her work, particularly in the railway station and port of Algiers and in the station and port at Riga. Intensive propaganda is still being conducted and the Federation cannot meet the numerous demands for lecturers. A film dealing with the preventive work of the Federation has been a great success. During the past year the Federation has established an organisation for the protection of prostitutes deported from Luxemburg to Germany. The help of private organisations in these cases is particularly desirable.

The Roumanian delegate supported this report and emphasised the well-organised work of this Federation in Roumania, which was greatly aided and generously subsidised by the Government.

The Baroness de Montenach, General President of the Association catholique internationale des Œuvres de protection de la Jeune Fille, reported on the development of work in Italy, particularly at Bari, Syracuse and Messina, and in Yugoslavia, especially at Ljubljana, Zagreb and Belgrade. She paid a tribute to the 310 Institutions of the Good Shepherd, which carry on work in Europe, Africa, America and Asia especially for the reclaiming of prostitutes.

The Polish delegate expressed his thanks for the admirable work done in Poland by the railway station missions organised by the International Association.

On behalf of the International Union of Catholic Women's Leagues, Mlle. Lavielle explained the methods to be employed in order to reclaim women coming out of prison. When seeking the cause of moral downfalls she found, after careful enquiry, that the majority of fallen women belonged to families that had been broken up. She recommended the professional organisations as the most effective means of protecting music-hall artistes. The Catholic Women's Leagues have also carried out important enquiries in many countries concerning the campaign against obscene publications. In conclusion, Mlle. Lavielle referred to the services which the missionaries could render to the League of Nations in the course of the enquiry on the traffic in women in the East.

Mr. Cohen, Secretary of the Jewish Association for the Protection of Girls and Women, reported upon the work of his Association, particularly at Buenos Aires, where its vigilance has successfully frustrated the efforts of traffickers who had entered the Argentine via Montevideo, but who, in some cases, were arrested. He hoped that the authorities in South-American countries would grant still more effective assistance in the campaign against the traffic. He especially regretted that no annual reports were communicated by the Governments of those countries. He thanked the Polish authorities for the assistance they had given in the campaign against traffic between Poland and South America.

Mr. Cohen suggested that, in view of the reports received from Mexico as to the extent of the traffic, the co-operation of that country was desirable.

Mme. Avril de Sainte-Croix, delegate of the International Women's Associations, reviewed women's work in the different countries, directed more particularly against venereal diseases and obscene publications, and on the questions of the age-limit and the measures to be taken against *souteneurs*. The National Council of Women of France had protested some time back against a circular of the French Ministry of Health which appeared to be in contradiction with the very liberal statements of the French delegate at the last session of the Traffic in Women and Children Committee. The reply of the French authorities, which was confirmed by M. Regnault, was as follows: The circular in question did not in any way prejudice the adoption in France of either a regulationist or abolitionist system. The Minister declared that it even constituted progress since it transferred the control of prostitution, from the point of view of health, from the police to the health authorities. On this matter, M. Regnault communicated a declaration by his Government which allayed the anxiety that had been expressed.

Mme. Avril de Sainte-Croix also gave the results of a detailed enquiry into conditions of public order and health in a number of towns in Alsace, more especially Strasburg, which had abolished licensed houses. This enquiry had revealed an appreciable decrease in venereal disease, both among civilians and in the army, and showed satisfactory conditions as regards the maintenance of public order and decency in the streets.

The Chairman thanked the private organisations for their valuable assistance and hoped that they would continue their efforts during the coming year.

5. EXAMINATION OF THE REPORT BY THE LIAISON OFFICER WITH THE INTERNATIONAL LABOUR OFFICE.

Mr. Johnston, representative of the International Labour Office, noted with satisfaction that the recommendation concerning the strict medical examination of women, adopted in 1926 by the Sub-Committee of the Joint Maritime Commission for the Protection of Sailors in Ports, had been eliminated in conformity with the recommendation of the Traffic in Women and Children Committee. This matter no longer figured in the questionnaire sent out by the International Labour Office, since problems relating to prostitution were regarded as coming within the competence of the Social Section of the League and the Traffic in Women and Children Committee.

The International Labour Office had also forwarded information on the protection of young music-hall artistes furnished by the professional organisations and on the minimum age for the admission of children to employments of a non-industrial character. The Committee expressed its great satisfaction that the action of the Secretary which had been supported by the Committee at its last session and by the International Labour Office had led to so effective a result. It also expressed its appreciation of the valuable assistance of Don Pedro Sangro at the International Labour Conference in this direction.

6. EXPEDIENCY OF ELIMINATING THE AGE-LIMIT FROM THE CONVENTION OF 1910 AS AMENDED BY THE CONVENTION OF 1921.

The Committee examined the replies received from Governments, most of which are in favour of eliminating the age-limit. Although it was of opinion that this age-limit, owing to false papers or false statements, frequently hindered the suppression of the traffic, the Committee thought that the question was not yet sufficiently ripe and that fresh replies should be awaited before a decision could be taken. Accordingly it adopted 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. ”

7. PUNISHMENT OF PERSONS WHO LIVE ON THE IMMORAL EARNINGS OF WOMEN: ESTABLISHMENT OF A SUB-COMMITTEE TO STUDY THIS QUESTION.

The Chairman reminded members that, according to the recommendation of the tenth Assembly, the Committee was instructed to set up a sub-committee to propose more effective measures against *souteneurs*. An exchange of views on the subject took place between the various delegates, who came to the conclusion that the sub-committee should not consist entirely of lawyers, but should also include persons having some knowledge of the practical aspects of the problem, more especially from the police point of view. They also laid stress upon the desirability of the sub-committee's being able to call in experts, should it think that expedient. Having regard to these considerations, the Committee unanimously adopted the following resolution, proposed by its Chairman:

“ The Assembly of the League of Nations, at its tenth ordinary session, having considered the report of the Traffic in Women and Children Committee and that of the Fifth Committee—representing the necessity of inflicting severe penalties on *souteneurs* and more effectually suppressing their activities—recommend that a sub-committee of the Traffic in Women and Children Committee should be appointed to enquire into this question.

“ The Committee considers that this sub-committee should be composed of the Government representatives serving on the Legal Sub-Committee of the Child Welfare Committee, together with M. Chodzko and M. Le Luc. The work of this sub-committee would be to study the laws and regulations tending to the more effectual punishment of *souteneurs*, and especially the nature of the penalties which could be imposed for that purpose. The sub-committee should report to the Traffic in Women and Children Committee at its next session.”

8. COLLECTION OF LAWS AND REGULATIONS ON THE TRAFFIC IN WOMEN AND CHILDREN.

The Committee learned with interest that the laws of ninety countries, mandated territories and colonies on the question of the traffic in women and children had already been collected, and that the texts had been submitted to the Governments concerned for any necessary corrections and additions.

Thirty-three Governments have already returned the texts completed and checked, so that it will probably be possible to begin publishing the collection this year.

The Committee instructed the Secretariat to continue its work on the lines already adopted and to send a reminder in June to those Governments that have not yet replied.

The collection will be published in French and English and the Secretariat will keep in its archives the authentic texts of the laws and regulations, which can be consulted by Governments, if desired.

9. (a) ADDITIONAL INFORMATION SENT BY GOVERNMENTS IN REGARD TO THE SUPPRESSION OF THE TRAFFIC IN OBSCENE PUBLICATIONS.

The representative of the International Bureau for the Suppression of the Traffic in Women and Children wished to complete the Committee's information by calling its attention to the new Irish censorship law and to the new Austrian law, which imposes severe penalties, more especially for offering obscene literature to young people.

The British delegate mentioned that the British and French central authorities had met in order to settle certain difficulties. This exchange of views had proved most useful and might afford a good precedent for the future.

The Danish and Spanish delegates pointed out that the new penal codes in their respective countries contained severe provisions against the traffic in obscene publications. In Poland the circular of the Minister of the Interior, dated February 1930, settled the question of the campaign against obscene publications. The Roumanian delegate supplemented the information supplied by drawing attention to the censorship of gramophone records, which were regarded in Roumania as a possible new form of obscene publication. In Italy it was found that since the police had been taking more energetic action obscene literature was tending to disappear from the market. In Germany the influence of the law of 1926 had been mainly preventive. Publishers of this kind of literature had altered the style of their publications in order to avoid the risk of financial loss through prohibition.

The assessors emphasised the importance of the co-operation of voluntary organisations in the effort to suppress obscene publications.

9. (b) CONSIDERATION OF THE POSSIBILITY OF OBTAINING ANNUAL REPORTS FROM GOVERNMENTS ON THE SUPPRESSION OF THE TRAFFIC IN OBSCENE PUBLICATIONS.

The Committee accepted the idea that annual reports might be sent in on this question, but asked that the reports on the traffic in women and children and those on obscene publications should be sent in simultaneously.

The form of annual report on obscene publications, submitted by the British delegate (Appendix I), was, after consideration by a drafting Sub-Committee, unanimously adopted by the Committee.

The Committee accordingly requests the Council to forward this form of report on obscene publications to the Governments and to ask them to send in an annual report on these lines.

10. 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.

The Committee, having examined the Secretariat's survey of laws and regulations with a view to protecting public order and health in countries where the system of licensed houses has been abolished, held a long and interesting discussion on the various methods employed from the point of view both of public health and public order.

When the highly complicated question of the treatment of venereal disease is considered, it will be found that two systems are current — the system of voluntary treatment and the system of compulsory treatment.

The technical adviser to the Belgian delegation made a statement demonstrating, in the first place, that the system of regulation is of no avail in protecting public health. It touches only a small proportion of prostitutes. He then showed the satisfactory effects of voluntary treatment, basing his arguments on statistics prior to 1905, since which year new methods of treatment have enabled great progress to be made, quite apart from any system. He also quoted experiments carried out in Belgium by the Government and by the League against venereal dangers. He was opposed to compulsory treatment, which, in his opinion was humiliating and would inevitably be applied most exclusively to indigent persons and to the poorest among prostitutes.

The Danish delegate, on the other hand, dwelt upon the satisfactory results of compulsory treatment, which had been applied in her country for the last twenty-four years. Referring to the paper prepared by the Secretariat she emphasised the distinction to be drawn between compulsory examination of offenders against public order and compulsory treatment of venereal diseases in those cases where the patients did not continue their treatment. She also produced statistics illustrating the decline of venereal disease in her country.

The German technical adviser pointed out that the new system adopted in Germany consisted in dealing with venereal diseases by the same methods as with other infectious diseases. He thought there should be some restrictions on liberty for the sake of the preservation of health. At the same time the sufferer should apply for treatment primarily out of conviction, and compulsion should only be resorted to in extreme cases. It was exercised by the health authorities and not by the police, and was in practice seldom found necessary. Speaking generally, more prostitutes voluntarily applied for treatment than in the days of regulation. With regard to the

results in the field of public health obtained from the law, he must speak with all due reserve, for two years and a-half was much too short a period for conclusions to be drawn regarding widespread diseases. The German delegate supplemented the foregoing statement and furnished information on several questions, especially public order and housing.

The Italian delegate hoped that the system of licensed houses might soon be abolished in his country. At his request the German technical expert gave special explanations in regard to the recent German law.

The British delegate explained that the system of dealing with venereal disease adopted in Great Britain was based on voluntary principles, and treatment was provided free of cost at clinics maintained by the local authorities and at hospitals. He pointed out that it was not always possible to draw a sharp distinction between the voluntary and compulsory forms of treatment. He emphasised the importance of gaining the patients' co-operation. From the point of view of the liberty of the subject, he drew attention to the danger of applying the compulsory system to one class of the community only and thus reviving some of the main objections to the system of official regulation.

The Roumanian delegate pointed out that, in the opinion of her Government, the campaign against prostitution and venereal disease should go hand in hand with an improvement of economic and social conditions in the country if the closing of licensed houses was to prove effective.

The Polish delegate, emphasising the danger to health and the social dangers of prostitution, mentioned the Polish Bills on the campaign against venereal disease and prostitution, which were based on the abolitionist principle.

Several assessors urged that the question should not be discussed exclusively from the medical point of view; the moral problem was equally important and must not be neglected.

As the outcome of this debate, the Committee reached the conclusion that in none of the countries which had abolished the system of licensed houses had the fear of an increase in venereal disease been in any way justified.

In some countries it was thought that the prevalence of disease bore no relation to any particular system that might be applied to prostitution. In other countries it was believed that the prevalence was declining in consequence of the closing of licensed houses.

Public order did not seem to have suffered in any way; indeed, the period of transition from one system to the other seemed to be short, as the case of Germany proved.

The French delegate mentioned the experiment in abolition which had been tried at Strasburg. The conclusion appeared to be that neither public order nor public health had suffered in any way. There had been a decline both in disease and in crime. In addition to Strasburg, moreover, twelve more French towns had abolished licensed houses and, encouraged by this success, six other towns, one of which was an important industrial centre, and another a great port—St. Etienne and Nantes—had asked their municipalities to investigate the possibility of abolition.

Having regard to all these statements, to the great progress made towards abolition and to general considerations, the Traffic in Women and Children Committee unanimously adopted the following resolution:

• “ The Traffic in Women and Children Committee,

“ Having considered the reports on the maintenance of public order and good health received from the Governments of those countries where the system of licensed houses has been abolished,

“ Notes that the fear that abolition would result in an increase of venereal disease or would be prejudicial to public order has been proved to be unfounded, and that the danger of international traffic has been diminished by the closing of the houses.

“ The Committee therefore, being of the opinion that the study of these replies would be of interest and assistance to those Governments which are considering the possibility of abolishing the licensed house system,

“ Asks the Council to forward document C.T.F.E. 466(I) to the States Members and non-Members of the League of Nations.”

II. PROTECTION OF YOUNG FEMALE ARTISTES EMPLOYED IN MUSIC-HALLS AND OTHER SIMILAR PLACES OF ENTERTAINMENT WHEN ON TOUR ABROAD.

The Committee, having examined the very full information submitted by the Secretariat and the International Labour Office on this question, thinks that it would be useful to define a few points more specifically for guidance in its future work. One of the most urgent questions in connection with the protection of artistes is the need of co-ordinating the efforts of the various authorities concerned with the matter.

Taking these suggestions into account, the Committee appointed the British delegate Rapporteur and asked him to make a report at the next session.

12. EMPLOYMENT OF WOMEN POLICE.

Several delegates gave particulars of the growth of the women police forces in their respective countries.

In Spain, women police were introduced at the time of the International Exhibition at Barcelona. With regard to Great Britain, it was reported that the women police in London, who at present numbered fifty, were to be increased to a hundred and that a temporary appointment had been made of an experienced woman to act as adviser to the Commissioner of Metropolitan Police. In Poland there are fifty policewomen, and thirty-six of these had recently completed a new course of training. All the chief towns in Poland were anxious to secure the services of policewomen.

The Committee is in possession of a good deal of material regarding the existence and formation of women police forces in various countries, but its information regarding the organisation and grading of those forces is inadequate. In some countries the policewoman is placed on exactly the same footing as the policeman, and indeed forms part of the same force. In other countries her status rather resembles that of a social worker. In the view of certain members it would be useful to hold an enquiry to enable the Committee to understand the various systems in existence.

The Committee instructed the Secretariat to prepare a report on this question for its next session.

13. REPATRIATION OF FOREIGN PROSTITUTES.

Although the Committee is watching with interest the question of the repatriation of prostitutes, it considers that the matter is still in too early a stage for immediate action. It has accordingly adopted the following resolution unanimously:

"This subject of repatriation of prostitutes has been considered at several previous sessions of the Committee, and at the sixth session it was deferred to a later date to permit the collecting of information.

"The Committee has now received definite proposals submitted by M. Maus, technical adviser to the Belgian Government, and by the International Bureau for the Suppression of Traffic in Women and Children.

"It also understands that the subject will be discussed at a Congress to be held by that Bureau in October of this year.

"It therefore proposes to continue the study of the question at the next session in the hope that it will be possible eventually to make helpful suggestions towards the solution of a difficult and delicate problem."

14. ASSISTANCE TO DISCHARGED FEMALE PRISONERS.

The Secretary reminded the Committee that the question of assisting discharged female prisoners was linked up with the general question of prison reform. At its last session the Council instructed the Secretariat to ask the International Prison Commission and the Howard League for Penal Reform what aspects of this problem might, in their view, usefully be dealt with on international lines by the League. When the replies of these two organisations are received, the Council will consult certain international bodies, including the Advisory Commission for the Protection and Welfare of Children and Young People, on such of the points raised as may be within its province.

Accordingly the Traffic in Women and Children Committee will in all probability be called upon to give its opinion on these questions at its next session.

Having noted this communication, the Committee decided to keep the question of assistance to discharged female prisoners on the agenda of its next session and to invite the members of the Committee and the representatives of voluntary organisations to make such communications and suggestions as they considered useful.

15. CO-OPERATION WITH THE INTERNATIONAL CRIMINAL POLICE COMMISSION.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, examined the correspondence between the Secretariat and the International Criminal Police Commission on the possibility of co-operation.

After an exchange of views as to the expediency of such co-operation and the methods to be employed, the Committee, on the proposal of the Belgian delegate, unanimously adopted the following resolution:

"The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of

the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

"They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of those Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take."

16. CODIFICATION OF CONVENTIONS.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, noted the resolution adopted on September 24th, 1929, by the tenth assembly of the League of Nations, which resolution was communicated to the two Committees by a Council resolution of January 13th, 1930, concerning the codification of conventions. The two Committees noted further that, in the Council's opinion, the Assembly's suggestion is not of equal interest to all the organisations; it concerns those which deal with subjects in regard to which a considerable number of conventions are in force.

17. REVISION OF RULES OF PROCEDURE.

The Secretariat having, as requested, prepared revised draft Rules of Procedure, the Traffic in Women and Children Committee, meeting in joint session, examined the draft and adopted it unanimously (Appendix II).

18. BUDGET.

The Secretary, in submitting the budget estimates for 1931, observed that a further reduction of 500 francs had been made under the heading of "Sessions of Committees."

The draft with this amendment was accepted unanimously.

19. DATE OF THE NEXT SESSION.

The Secretary reminded the Committee that, as in the past, the sessions of the Traffic in Women and Children Committee and the Child Welfare Committee would change their order; as the Traffic in Women and Children Committee had opened the session this year, it would be the Child Welfare Committee's turn next year.

The Committee decided on April 21st, 1931, as the date for its next session.

REGRETS EXPRESSED BY THE COMMITTEE AT THE DEPARTURE OF DAME RACHEL CROWDY.

The Committee has learnt with sincere regret that the term of office of Dame Rachel Crowdy, as Chief of the Social Questions and Opium Traffic Section, and hence as Secretary of the Committee, will shortly expire.

Throughout the nine years since the 1921 Conference, when the Traffic in Women and Children Committee was first set up, Dame Rachel has devoted herself wholeheartedly to this work. She has invariably done everything possible to assist the Committee as a whole and to facilitate the task of its individual members. It is most desirable that her experience should still remain at the disposal of the Committee. The latter desires to avail itself of this opportunity to express its most grateful thanks to Dame Rachel and to convey to her, on behalf of all the members, Government delegates and assessors, its best wishes for the future.

RESOLUTIONS.

I. 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.

II. 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.

III. The Assembly of the League of Nations, at its tenth ordinary session, having considered the report of the Traffic in Women and Children Committee and that of the Fifth Committee—representing the necessity of inflicting severe penalties on *souteneurs* and more effectually suppressing their activities—recommended that a sub-committee of the Traffic in Women and Children Committee should be appointed to enquire into this question.

The Committee considers that this sub-committee should be composed of the Government representatives serving on the Legal Sub-Committee of the Child Welfare Committee, together with M. Chodzko and M. Le Luc. The work of this sub-Committee would be to study the laws and regulations tending to the more effectual punishment of *souteneurs*, and especially the nature of the penalties which could be imposed for that purpose. The sub-committee should report to the Traffic in Women and Children Committee at its next session.

IV. The Traffic in Women and Children Committee,

Having considered the reports on the maintenance of public order and good health received from the Governments of those countries where the system of licensed houses has been abolished,

Notes that the fear that abolition would result in an increase of venereal disease or would be prejudicial to public order has been proved to be unfounded and that the danger of international traffic has been diminished by the closing of the houses.

The Committee therefore, being of the opinion that the study of these replies would be of interest and assistance to those Governments which are considering the possibility of abolishing the licensed house system,

Asks the Council to forward document C.T.F.E.466(1) to the States Members and non-Members of the League of Nations.

V. This subject of repatriation of prostitutes has been considered at several previous sessions of the Committee, and at the sixth session it was deferred to a later date to permit the collecting of information.

The Committee has now received definite proposals submitted by M. Maus, technical adviser to the Belgian Government, and by the International Bureau for the Suppression of Traffic in Women and Children.

It also understands that the subject will be discussed at a Congress to be held by that Bureau in October of this year.

It therefore proposes to continue the study of the question at the next session in the hope that it will be possible eventually to make helpful suggestions towards the solution of a difficult and delicate problem.

VI. The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of those Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take.

(Signed) N. ITO,

President.

(Signed) Rachel E. CROWDY,

Secretary.

(Signed) CHODZKO,

Vice-President.

Appendix I.

OBSCENE PUBLICATIONS.

FORM OF ANNUAL REPORT ADOPTED BY THE COMMITTEE.

1. What are the legal measures in your country for suppressing the traffic in obscene publications? Is there any definition in your law or any judicial decision as to the definition of the word "obscene"? Is any new legislation contemplated? (Please send a statement and full text of the law on the subject).
2. Give the name and address of the central authority established under the Agreement of 1910.
3. What difficulties has your country experienced in dealing with obscene publications originating (a) in your own country; (b) in another country? Please give particulars.
4. Please give particulars of cases discovered during the year and the number in which prosecutions were found possible, distinguishing between cases originating (a) in your own country; (b) in another country.
5. Please give information as to cases reported to or by central authorities of other countries.
6. Does the experience of the last few years indicate that these publications are increasing or decreasing or assuming others forms? Have you any further suggestions or observations?

Appendix II.

RULES OF PROCEDURE REVISED AND ADOPTED BY THE COMMITTEE.

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 appointments 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 provisional agenda for each session of the Committee shall be prepared by the Secretariat and forwarded to the members and assessors of the Committee. Any items proposed in writing to the Secretariat two months before a meeting by a member of the Committee or by an assessor shall be placed provisionally on the agenda. Members who propose a question to be placed on the agenda must, at the same time, supply information in support of their proposals.

Article 6.

The agenda and, so far as possible, all documents relating to it shall be circulated to members and assessors of the Committee at least one month in advance of the session of the

Committee. Documents submitted to the Committee for examination should be sent in to the Secretariat two months before the meeting.

Nevertheless, urgent questions may, with the approval of the majority of the members, be added to the agenda during or shortly before the session.

Article 7.

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 8.

A majority of the members of the Committee shall constitute a quorum. 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 the votes being equal, his vote shall decide the voting.

Geneva, April 17th, 1930.

LEAGUE OF NATIONS

CHILD WELFARE COMMITTEE

REPORT ON THE WORK OF THE SIXTH SESSION

(April 9th-16th, 1930)

The sixth session of the Child Welfare Committee was presided over by M. Ito, delegate of Japan, the Vice-President being H.E. M. Chodzko, delegate of Poland.

The following were present:

Government Delegates:

M. Ito (<i>Chairman</i>),	<i>Japan.</i>
His Excellency M. CHODZKO (<i>Vice-Chairman</i>),	<i>Poland.</i>
Dr. Gertrude BÄUMER, Dr. Elsa MATZ (<i>Technical Expert</i>),	<i>Germany.</i>
His Excellency Count CARTON DE WIART, M. MAUS (<i>Technical Expert</i>),	<i>Belgium.</i>
Dr. Estrid HEIN,	<i>Denmark.</i>
Mr. S. W. HARRIS, Miss WALL (<i>Substitute Delegate</i>),	<i>Great Britain.</i>
His Excellency Marquis DE GUAD-EL-JELU, M. Martinez AMADOR (<i>Substitute Delegate</i>),	<i>Spain.</i>
His Excellency M. REGNAULT, M. BOURGOIS (<i>Substitute Delegate</i>), Mlle. CHAPTAL (<i>Substitute Delegate</i>), M. MARTIN (<i>Technical Expert</i>),	<i>France.</i>
Professor Ugo CONTI (<i>Substitute Delegate</i>),	<i>Italy.</i>
M. S. KUSAMA (<i>Substitute Delegate</i>),	<i>Japan.</i>
Mme. GRABINSKA (<i>Substitute Delegate</i>),	<i>Poland.</i>
Mme. ROMNICIANO (<i>Substitute Delegate</i>),	<i>Roumania.</i>

Assessors:

Mlle. BURNIAUX, International Federation of Trade Unions (Amsterdam).
Mlle. DALMAZZO, International Union of Catholic Women's Leagues.
Dame Katherine FURSE, International Boy Scouts and Girl Guides Organisations.
Mlle. E. GOURD, International Women's Organisations.
Dr. F. R. HUMBERT, League of Red Cross Societies.
Mr. Bascom JOHNSON.
Dr. W. POLLIGKEIT, "Save the Children International Union".
M. Henri ROLLET, Association internationale pour la protection de l'enfance.

Liaison Officers:

Mr. JOHNSTON, International Labour Office.
M. O. VELGHE, Health Organisation of the League of Nations.

Secretary:

Dame Rachel CROWDY, Chief of the Social Questions and Opium Traffic Section.

The Chairman informed the Committee that Miss Grace Abbott, delegate of the United States, and Dr. Paulina Luisi, delegate of Uruguay, who were not present at the session, had sent no substitutes. H.E. Marquis Paulucci di Calboli, delegate of Italy, was replaced by Professor Ugo Conti and H.E. M. Chodzko replaced Senator Posner, who had resigned.

Of the assessors, Miss Rathbone, representing the International Women's Organisations, had resigned, her place being taken by Mlle. Gourd.

Mention should be made of the absence of Miss Lathrop, representative of the American National Conference of Social Service, Miss Whitton, representative of the Social Service Council of Canada and the Canadian Council of Child Welfare, and H.E.M. Jorge Valdés-Mendeville, representative of the Pan-American Child Welfare Council. Mme. Thibaudeau followed the proceedings on behalf of Miss Whitton.

The International Committee on Intellectual Co-operation had stated that it did not regard any of the questions on the agenda as calling for the presence of a delegate.

I. ADOPTION OF THE AGENDA.

The Committee adopted without comment the agenda as drawn up by the Agenda Sub-Committee at its meeting on April 8th.

The Committee noted that its studies relating to the enforcement of maintenance orders, assistance to foreign minors and the protection of illegitimate children could not usefully be continued unless it were authorised to extend its studies so as to include certain questions relating to parents, since children generally live with their family and it is impossible to deal with the child without taking into account the other members of the family on whom he is dependent. The Committee intends to examine this question when the opportune moment arrives.

II. REPORTS.

(a) *Secretary's Report.*

The Secretary read her report on the progress of the work, which was adopted unanimously.

The Chairman, on the Committee's behalf, congratulated H.E. Count Carton de Wiart on his appointment to the Governing Body of the International Educational Cinematographic Institute.

(b) *The Report of the Liaison Officer with the International Labour Office.*

The representative of the International Labour Office summarised his report. In compliance with the wish expressed last year by the Child Welfare Committee, a pamphlet containing the text of the labour Conventions and recommendations was distributed as an annex to the report, together with a table showing the position with regard to ratifications. Seven of the Conventions were directly concerned with child welfare.

The aspect of the International Labour Office's work which was of most concern to the Committee was the fixing of a minimum age for the employment of children. Three Conventions had already been concluded restricting their admission to employment in industry, in agriculture and at sea. The Governing Body had decided to place on the agenda of the International Labour Conference of 1931 a serious question, not covered by the existing Conventions—the minimum age for employment in non-industrial forms of work, such as commerce, street-trading, stage performances, film work, etc.

In its investigations into the question of forced labour, the International Labour Office had specially borne in mind the necessity of preventing the imposition of forced labour on children, whether directly or indirectly.

The French, Belgian and German delegates informed the Committee of the development of the family allowance system in their respective countries.

Various questions were then put to the Liaison Officer with the International Labour Office regarding the extent and nature of the forced labour imposed on minors, the conditions of work for children in mandated territories in the Near East, and as to whether the minimum age of employment coincided with the school leaving age. This latter question was of particular interest, because in certain cases ratification of the existing Conventions had been impossible owing to the fact that the two ages did not coincide.

(c) *Report of the Liaison Officer with the Health Organisation of the League.*

The Liaison Officer with the Health Organisation of the League commented upon the report he had drawn up to keep the Child Welfare Committee informed of those aspects of the Health Organisation's work which might be of special interest to it.

The work in question dealt with the immediate and more remote consequences of anti-tuberculosis vaccination by BCG (Calmette-Guérin bacillus), maternity work and child welfare work from birth to school age, enquiries into the prevalence and character of smallpox which had been undertaken in various European countries, as also enquiries into post-vaccinal encephalitis and, lastly, research into methods of immunisation against diphtheria and scarlet fever.

He announced that the report on the causes of infant mortality would be published shortly.

The representative of the Health Organisation concluded his statement by observing that his duties were twofold and that, having informed the Child Welfare Committee of the Health Organisation's work, he was now ready to refer to the Health Committee the suggestions of the Child Welfare Committee.

During the discussion which followed, Dr. Humbert referred to the declaration made by a number of professors that inoculation BCG lowered not only mortality from tuberculosis but infant mortality in general.

He hoped, therefore, at a later session to be able to give the Committee an account of the studies now being made of this question in different countries.

The Danish delegate said she quite understood that cases of post-vaccinal encephalitis, though very few in number, had given rise to anxiety, but she did not think that was any reason for discontinuing vaccination against smallpox.

M. Polligkeit wished to know whether the Committee of Expert Hygienists of Infant Welfare had made an enquiry into the mortality among illegitimate children.

Lastly, Dame Katherine Furse asked the Child Welfare Committee to request the Liaison Officer with the Health Organisation to propose to the Health Committee that it should undertake the study of problems of mental hygiene.

The Liaison Officer with the Health Organisation said that he would convey the wish expressed by Dame Katherine Furse to the Health Committee, and supplemented his previous statements by replying to the questions that had been raised during the discussion on his report.

(d) *Report of the Delegate of the International Women's Organisations.*

The Chairman, observing that the report submitted by Mlle. Gourd contained information relating to various items on the agenda of the session, suggested that the views of these organisations should be put forward as and when the relevant questions came up for discussion.

Mlle. Gourd accepted this suggestion.

III. DRAFT CONVENTIONS.

(a) *Preliminary Draft Convention on the Return of Children and Young People to their Homes.*

The British delegate, summing up the observations on the preliminary draft Convention, noted that several Governments were in favour of the conclusion of agreements of this kind, although others declared that the matter to which the preliminary draft referred was not of great importance to them. He accordingly proposed that the Committee should ask the Council to forward the preliminary draft Convention to all Governments with the suggestion that it might be used as a model for bilateral or multilateral agreements.

The Chairman pointed out that there were two ways in which the Committee could dispose of this question: one was to accept the British delegate's proposal, in which case the League would have no control over any agreements that might be concluded.

The second method, for which precedents existed, would be to ask the Council to convene a Conference for the conclusion of regional agreements; in that case, the question would not be relinquished by the League which would retain the right to summon the Conference.

After a discussion, in which the Belgian, Danish, French, Spanish, Roumanian and German delegates took part, the Committee decided that it would be better to obtain the views of a larger number of Governments before taking a decision, and the following resolution, submitted by the delegates of France and Belgium, was unanimously adopted:

"The Child Welfare Committee has taken note with interest of the replies already sent by twenty-two Governments concerning the preliminary draft Convention on the return of children and young people to their homes.

"Observing that in their replies, certain Governments express formal approval of the draft but that others see no necessity, as far as they are concerned, for international agreements of this kind;

"And, considering that several of the Governments consulted have not yet forwarded their replies;

"The Committee requests the Secretariat to take the necessary steps to obtain these answers and also to see that document C.P.E.240, when brought up to date, is sent to Governments.

"The Committee decides to place this question on the agenda of its next session."

(b) *Preliminary Draft Convention on Assistance for Foreign Minors.*

M. Polligkeit said that on the whole, the Governments appeared to be in favour of the principles embodied in the draft Convention. The observations made might be classified in four groups:

1. Those made by overseas countries, more especially by immigration countries;
2. Observations of an economic nature made by countries with a depreciated currency;
3. Divergencies between laws on public relief;
4. Observations called forth by the attempt to separate, in the matter of public relief, the problem of minors from that of adults.

M. Polligkeit, in accordance with the opinion expressed by the experts when the preliminary draft Convention was drawn up, repeated that it was not possible to separate the question of relief to minors from relief to adults. He concluded his statement by asking that the Legal Sub-Committee should be requested to examine the observations of the Governments, and that the Committee should devise some means of extending the Legal Sub-Committee's competence so that it might examine the problem of assistance in general.

The British delegate pointed out that the question dealt with in this draft Convention was a very important one, but in his view it was impossible to separate the treatment of minors from that of adults. As the Committee was not competent to consider the problem of assistance as a whole, he proposed that the Child Welfare Committee should request the Council to consult the various Governments as to the desirability of convening an international Conference on this question.

Mlle. Dalmazzo did not think that they should postpone the consideration of the problem of relief to minors on the ground that the whole question might be settled at some future time. They should insist on the principle of assistance to minors, irrespective of nationality, being introduced into the legislation of the various countries without delay.

The Polish delegate stated that his Government accepted in principle the draft Convention, but thought that further study should be given to the various suggestions concerning repayment of costs, delays, kinds of children affected by the Convention, and simultaneous solution of the problem of assistance to adults and to minors.

The delegate of Denmark made a similar statement on behalf of her Government.

The German delegate approved the suggestion to refer the examination of the Governments' replies to the Legal Sub-Committee; she did not think that the Legal Sub-Committee was competent to deal with questions of assistance in general, but it could quite well consider all matters relating to the protection of foreign children. She added that in Germany the draft had not been regarded as a final solution, since the problem of assistance in general would obviously have to be considered later.

The delegates of France, Belgium and Poland, as well as M. Rollet, approved the proposal to refer the replies to the Legal Sub-Committee, which might re-examine the question in the light of the observations received. The amended draft could then be submitted to the Child Welfare Committee at its next session.

The Italian delegate and the delegate of Roumania stated that in their countries all children, generally speaking, benefited by public assistance irrespective of their nationality.

The British delegate also emphasised the principle of equality of treatment between foreigners and nationals.

After a long discussion, in the course of which the delegate of France pointed out that the introductory note to the preliminary draft Convention met most of the objections put forward by Governments, a draft resolution was submitted by the delegate of Belgium and adopted in the following form:

"The Child Welfare Committee has noted with the deepest interest the replies sent by twenty-three Governments concerning the preliminary draft Convention on Assistance for Foreign Minors.

"Several of these replies contain observations which would justify further examination of the problem, more particularly as regards the connection between assistance for minors and general assistance for indigent foreigners, and the refund of the cost of assistance by the country of which the assisted person is a national.

"The Committee therefore refers to the Legal Sub-Committee the study of the aforesaid Governments' replies, requesting the Sub-Committee, in the light of these replies, to submit for its next session proposals or suggestions with a view to ensuring as favourable and comprehensive a solution as possible of the problem of the assimilation of foreign minors to national minors from the standpoint of assistance and protection."

IV. RECOGNITION AND ENFORCEMENT OF MAINTENANCE ORDERS ABROAD.

The Chairman invited Mlle. Ferrière, the delegate of the Permanent Conference for the Protection of Migrants, to take part in the discussion.

At the opening of the discussion, the British delegate asked the Committee to take note of the report submitted by the Permanent Conference for the Protection of Migrants, or asked that the delegate of that Commission might at any rate give a short summary of it.

Mlle. Ferrière explained that the sole purpose of this report was to explain to the Committee the difficulties encountered in daily practice by private organisations through non-payment of maintenance. The chief difficulties were usually the following:

1. The establishment of the residence of the person responsible for payment;
2. The lack of uniformity in legislations;
3. Difference of competence as between courts;
4. Inadequacy of existing treaties;
5. Lack of liberality in the practice of legal aid.

Mlle. Ferrière added that these obstacles were very frequently overcome by the persuasive methods of the authorities. She further explained that the document before the Committee was

only an extract from a much more detailed report which was intended for the members of the Legal Sub-Committee.

In view of the importance of the opinion of an organisation engaged in purely practical work, the British delegate asked that the report intended for the Legal Sub-Committee should be communicated *in extenso* to all the members of the Child Welfare Committee.

The Belgian delegate congratulated Mlle. Ferrière upon her excellent report, adding that in many countries legal aid was liberal; it was organised not by the State but by the Bar. When an indigent foreigner wished to bring an action for maintenance, counsel was provided by the President of the Corporation of Barristers.

The Belgian delegate added that he thought the Committee ought to pronounce upon the previous question which the Legal Sub-Committee had formulated during its session in November 1929. He considered that they could not usefully pursue their enquiries unless the Council authorised the extension of the Committee's powers.

M. Polligkeit was of opinion that in this question, as in that of assistance to foreign minors, the Committee was reaching the limits of its mandate. He noted that the further progress of the work required that the Committee's powers should be extended and that an urgent request should be submitted to the Council to this effect. Further, the Committee should authorise its Chairman to appoint to the Legal Sub-Committee experts on these questions.

The German delegate pointed out that they were concerned to ensure the enforcement of maintenance orders abroad, not only in cases of emigration, but also in cases of temporary residence abroad. She shared the opinion of the Belgian delegate and M. Polligkeit. The question must be considered in a much wider aspect than that of its application to minors. The Hague Convention on the enforcement of maintenance orders would, in many cases, not satisfy the purpose of the Child Welfare Committee, as it provided for the execution of orders abroad only if these were not contrary to public order in the country in which they would have to be executed.

The substitute delegate for Poland stated that her Government was in favour of the principles proposed by the Legal Sub-Committee for the recognition and execution abroad of maintenance orders. She asked that account should be taken in preparing the draft of any suggestions received from Governments and in particular from the Polish Government.

The British delegate pointed out that any International Agreement for the enforcement of maintenance orders must be mainly concerned with orders made in respect of parents, and for this reason and also because difficult questions of international law were involved, he considered that the question was largely beyond the competence of the Child Welfare Committee. Several members, however, expressed the view that the Council should be asked to take steps for the consideration of the question, either by extending the powers of the Child Welfare Committee or in some other way.

The following resolution was adopted:

"The Child Welfare Committee has had before it the report of its Legal Sub-Committee on the subject of the recognition and enforcement abroad of maintenance orders, and also a valuable report presented to it by the Permanent Conference for the Protection of Migrants, which sets forth the practical difficulties experienced in connection with this problem.

"The Child Welfare Committee recognises, as pointed out by its Legal Sub-Committee, that any adequate consideration of the problem must have regard not only to judicial decisions given in favour of minors, but also to judicial decisions given in favour of either parent, especially where the parent has been granted the custody of the minor.

"The Child Welfare Committee, with full appreciation of the legal and administrative difficulties, is of opinion that an effort should be made to frame international agreements, either generally or among groups of countries with the same legal principles, so as to ensure the mutual recognition and enforcement of maintenance orders.

"Unless the Council has some other procedure in view, the Child Welfare Committee proposes to examine, with such expert advice as it can obtain, the whole problem in greater detail, and to make recommendations to the Council."

V. ILLEGITIMATE CHILDREN.

The Committee first examined the information forwarded by Governments in accordance with its resolution of last year. It noted that a number of Governments had communicated fresh information concerning the legislation in their respective countries and that this ought to be included in document C.P.E.141 (1).

Among the countries which have introduced important changes in the legal status of the illegitimate child, reference should be made to the case of Roumania, as indicated by the Roumanian delegate. The draft law introduced by H.E. M. Junian, Minister of Justice, approved by the Legislative Council on June 30th, 1929, provides for the establishment of paternity and for maintenance orders up to 18 years of age. The Italian delegate thought it important to lay stress on the need for the co-ordination of relief measures in order to avoid the danger pointed out by Mlle. Dalmazzo. In Italy, until quite recently, there was a doubt whether the mother of an illegitimate child retained her right to certain financial assistance if she legitimised her child,

but these doubts had been dispelled. In France, as the deputy delegate pointed out, the married mother receives an allowance for her second child. The unmarried mother obtains for each child the special allowance for "enfants secourus".

The delegates also discussed the conclusions and suggestions put forward by the Legal Sub-Committee. The statistics collected by the Secretariat at the Legal Sub-Committee's request were considered by the majority of the delegates to be of little real value for the purpose of drawing conclusions therefrom.

When examining the juridical reforms recommended by the Sub-Committee, the Belgian delegate emphasised the necessity of facilitating marriage and legitimation. In his opinion, one of the soundest remedies for the grave social defects with which the Committee was dealing was to ensure for as many children as possible the benefits of a regular family and filiation. Accordingly, with reference to the Legal Sub-Committee's suggestion, he urged that the Child Welfare Committee should consider primarily the examination of means of facilitating marriage and legitimation, and more particularly the study and preparation of international agreements to simplify formalities and reduce the costs; these difficulties often prevented indigent parents from contracting a legal union and ensuring the normal status of their children. In order not to overburden the agenda of the Legal Sub-Committee, the Belgian delegate did not insist on the latter dealing with the question at once, but reserved the right to repeat his proposal at the next session.

The deputy British delegate asked that, when legal measures were studied, adoption might be considered separately and not in its limited relationship to legitimacy.

The Polish delegate was also of opinion that the preparation of international agreements to facilitate marriage and legitimation was desirable. He wished, further, to have more detailed information on the organisation of professional or official guardianship as instituted more particularly in Germany and Austria. He also laid special stress on the question of mortality among illegitimate children, and the effects of the legal status of such children on the number of deaths.

The Danish and British delegates thought that, as the legal questions referred to above were both complex and difficult, they might be dealt with later, whereas the measures of relief, such as financial assistance, social insurance, bonuses for children, etc., enumerated by the Legal Sub-Committee, were much more urgent and should be studied in the different countries with the aid of members of the Committee and the voluntary organisations and with the International Labour Office. This view was supported by several assessors, particularly by Mlle. Burniaux. Mlle. Gourd pointed out that measures of social relief and legal questions were so closely bound up with one another, that both these categories of problems should be studied simultaneously. The Polish deputy delegate thought that it was particularly desirable to study the effects of illegitimacy on delinquency in children. The delegate of the Health Organisation promised that that Organisation would co-operate in the study of problems relating to the comparative mortality of illegitimate and legitimate children. He pointed out that mortality should include deadbirths and morbidity.

Following on this exchange of views, the Child Welfare Committee unanimously adopted the following resolution:

"The Child Welfare Committee has given careful consideration to the report of its Legal Sub-Committee on the subject of the illegitimate child.

"The legal status of the illegitimate child has already been dealt with in the replies which the Governments were good enough to give to the questionnaire issued in 1927 and which were summarised in the report prepared by the Secretariat, but the Committee proposes to return to some aspects of legal status at the next session with a view to these being referred to the Legal Sub-Committee.

"The Child Welfare Committee therefore thinks that it would be valuable to study in various countries those social measures which are more directly concerned with the welfare of the illegitimate child, and it requests the Secretariat, with the aid of members of the Committee and the voluntary organisations, to prepare, in co-operation with the International Labour Office, a report on these questions.

"The Child Welfare Committee also thinks that it would be useful to examine in the same countries, with the help of the Health Organisation, the comparative mortality of illegitimate and legitimate children."

VI. AUXILIARY SERVICES OF JUVENILE COURTS.

The Chairman invited M. Simon van der Aa, Secretary-General of the Commission internationale pénale et pénitentiaire, to take part in the discussion.

The Agenda Sub-Committee, having decided that the report containing the replies of Governments to the questionnaire on auxiliary services of juvenile courts should be considered from a purely formal standpoint, the substance of the question was not gone into.

After an exchange of views, the Committee came to the conclusion that it was necessary to supplement the existing information on both juvenile courts and auxiliary services. It decided to send the questionnaire on juvenile courts, framed by the Commission internationale

pénale et pénitentiaire, to Governments not represented on the Commission, and to forward a reminder to Governments which had not replied to the questionnaire relating to auxiliary services.

The information collected should be submitted to the Committee at its 1931 session. Dr. Humbert thought it expedient to classify auxiliary services according to whether they concerned social, medico-social or legal work.

The Committee adopted the following resolution submitted by the Italian delegate:

“ The Child Welfare Committee, after having examined the interesting report submitted by the Secretariat concerning the enquiry on auxiliary services of juvenile courts and also the reports received from States subsequent to this enquiry, decides:

“ 1. To forward the questionnaire on juvenile courts relating to the enquiry of the Commission internationale pénale et pénitentiaire to all the States, including States not Members of the League of Nations, in addition to the questionnaire which they have already had on auxiliary services;

“ 2. To keep on its agenda the present enquiry on auxiliary services, as the Secretariat is to submit a report on the question at the next session;

“ 3. To approve a third and last enquiry on the institutions which enforce the decisions of the juvenile courts, pursuant to the Committee's resolution, as approved by the Council on June 12th, 1929.”

The Committee appointed Mme. Grabinska and M. Rollet as Rapporteurs and requested them to submit a report on the whole question for the next session.

VII. CINEMATOGRAPH.

The Committee was obliged to divide its examination of questions relating to the cinematograph, as the visits to Geneva of the Marquis de Guad-el-Jelu, a member of the Governing Body of the International Educational Cinematographic Institute, and of M. de Feo, the Director of that Institute, did not coincide.

M. de Feo, on April 10th, made a statement to the Committee to the following effect: In accordance with the recommendation passed by the Child Welfare Committee at its fifth session and adopted by the Governing Body of the Institute at its second session (October 1929), the Director of that Institute undertook a preliminary study, the chief points of which he mentioned, concerning the present position of the cinema for children which combines recreation with instruction or education.

It is very difficult to produce films that are both educative and amusing, and the type of these has still to be determined. Not only must they offer the children recreation together with instruction, but they must benefit the producer.

A questionnaire had been framed with a view to ascertaining the tastes of children, and an enquiry was being carried out on this basis in eleven countries with the assistance of the education authorities.

M. de Feo next explained the main outlines of the Rome Institute's work from a social standpoint. A world enquiry on the psychological effects of the cinema on children was at present being carried out by means of a questionnaire. The information collected by this means would be handed to a sub-committee of psychologists.

Another enquiry, the results of which would be published next year, was being carried out on the effect of the cinema on the eyesight.

The Director of the Rome Institute brought to the Committee's notice the importance of restricting the period of validity of the visa showing that films had been passed by the censor or other controlling bodies.

He informed the Committee that a preliminary draft Convention for the abolition of tariff barriers against educational films had been prepared by a sub-committee of experts; he hoped to be able to submit it to the Council in the near future.

M. de Feo was asked to answer a number of questions by members and assessors, more particularly concerning the means employed to give legal force to censorship decisions, the period of validity of temporary visas, the danger of introducing uncensored variety turns in cinema performances, the exhibiting of uncensored posters outside cinema halls, etc.

Further, the Belgian delegate asked M. de Feo whether the Rome Institute was taking any steps, from a technical point of view, to overcome the defects of the non-inflammable film, which is not so clear and wears out more quickly than others.

After hearing M. de Feo's replies, the Chairman thanked him for his interesting report and for the assistance which he was always so ready to give the Committee.

The Marquis de Guad-el-Jelu, who was present at the afternoon meeting on April 11th, explained that he had not thought it necessary to draw up for the Child Welfare Committee a report on the second session of the Governing Body of the International Educational Cinematographic Institute, as the Institute itself had framed a report which had been submitted to the Council of the League in January last.

The Marquis de Guad-el-Jelu pointed out that the Educational Cinematographic Institute had considered all the points which had been dealt with more particularly by the Child Welfare Committee, especially the resolution passed by the Committee at its fifth session concerning films which combined recreation and education.

During the discussion which followed the statements of the Marquis de Guad-el-Jelu, the French delegate read a circular of February 24th last addressed to the prefects by the Ministry of the Interior concerning the use of non-inflammable or non-combustible films, and the British delegate gave a statement of the reasons why it had not yet been possible to bring the less inflammable types of films into commercial use. The Committee expressed an earnest hope that the difficulties would be overcome in the near future. Dr. Humbert stressed the importance of the draft Convention for the abolition of tariff barriers against educational films and submitted a draft resolution, which was adopted in the following form:

"The Child Welfare Committee has read with the greatest interest the reports of the Marquis Guad-el-Jelu, the member of the Governing Body of the International Educational Cinematographic Institute, and of M. de Feo, Director of the Institute, and notes with the utmost satisfaction that its recommendations regarding educational and recreational films for the young are being put into effect.

"The Committee, believing that a draft 'international Convention for the abolition of tariff barriers against educational films' prepared by the International Educational Cinematographic Institute may help to promote the circulation of films of value to the young, trusts that this draft Convention will shortly become effective."

Another draft resolution was submitted by Mlle. Dalmazzo, in agreement with the delegate of Italy, directing the attention of Governments to the danger, from the standpoint of children, of introducing variety turns as interludes in cinema performances. The draft resolution was adopted by the Committee and reads as follows:

"The Child Welfare Committee directs the attention of Governments to the necessity of issuing regulations to ensure that the effects of the film censorship shall not be imperilled by the performance of uncensored variety turns as interludes when children and young persons are admitted to the cinema."

Dame Katherine Furse asked the Marquis de Guad-el-Jelu whether it would not be possible for two or three women, well-known as taking an interest in children, to be appointed on the Governing Body of the Rome Institute. On behalf of her organisation, the International Boy Scouts and Girl Guides Organisation, she urged that in all cinema questions fuller use should be made of the experience of mothers and of young men and women engaged in child welfare organisations.

Lastly, M. Polligkeit requested that Mr. Bascom Johnson, the American assessor, be invited by the Committee to submit to the latter a report on the American production of films for children which are at the same time educational and recreational or instructive.

VIII. COMMUNICATION RELATING TO THE PRELIMINARY ENQUIRY CONCERNING CHILDREN IN MORAL DANGER.

Mlle. Chaptal, the League of Nations' Commissioner, supplemented by a verbal statement the provisional reports which she had drawn up after her visit to the United States and Canada.

After an exchange of views, the Committee decided that the question should not come up for full discussion until after the conclusion of the enquiry in the countries in question.

IX. THE BLIND CHILD.

The Danish delegate, the Rapporteur on the question of blind children, directed the Child Welfare Committee's attention to the important social material contained in the Health Section's report on the protection of the blind in different countries.

After explaining which points in this report relate directly to the protection or education of blind children, the Rapporteur read out the questions which in her opinion should be discussed.

The liaison officer with the Health Organisation, after explaining the differences that exist between the definitions of blindness in the case of adults and of children, suggested that the Child Welfare Committee should keep in touch with the case figures for blindness in the different countries, causes of blindness, and the prophylactic methods at present employed. After some years, the Committee would thus have in its possession information which would enable it to frame conclusions, and these could be distributed in every country, and would encourage countries which have not devoted sufficient attention to the question of the protection and education of the blind to adopt regulations and measures found to be productive of useful results in other countries.

Dr. Humbert had submitted a report on the "Prophylaxis of Blindness" which had been prepared by his Organisation, and he expressed the hope that the Committee would include among the questions to be discussed educational equality as between blind and normal children, and the expediency of special sight-saving classes for children suffering from defective vision and, further, the system of pensions for the blind in certain countries; it would be well to consider whether such

pensions should not be granted to children or their parents in order to give blind persons a proper education.

The Belgian delegate proposed that the Committee should recommend the international exchange of classical works in Braille type for the instruction of young persons undertaking higher studies.

After a general discussion of these various suggestions, the Committee decided to set up a Sub-Committee, consisting of Dr. Estrid Hein, M. Velghe, Dr. Humbert and M. Martin, to examine the different questions, the study of which was proposed as a conclusion to her report by Dr. Hein, and also the questions suggested in the course of the discussions. The Sub-Committee can co-opt the liaison officer with the International Labour Office or other experts whose opinion may appear desirable. The Sub-Committee will submit a report to the Committee next year.

X. PETITION ADDRESSED BY THE ENGLISH WOMEN'S CO-OPERATIVE GUILD TO THE INTERNATIONAL LABOUR OFFICE AND THE HEALTH COMMITTEE OF THE LEAGUE OF NATIONS.

The British delegate communicated to the Child Welfare Committee a petition addressed to the International Labour Office and to the Health Organisation of the League by the English Women's Co-operative Guild. The Secretariat was asked to ascertain what action had been taken on this petition by the International Labour Office and by the Health Organisation of the League.

XI. CO-OPERATION WITH THE INTERNATIONAL CRIMINAL POLICE COMMISSION.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, examined the correspondence between the Secretariat and the International Criminal Police Commission on the possibility of co-operation.

After an exchange of views as to the expediency of such co-operation and the methods to be employed, the Committee, on the proposal of the Belgian delegate, unanimously adopted the following resolution:

"The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

"They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of these Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take."

XII. CODIFICATION OF CONVENTIONS.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, noted the resolution adopted on September 24th, 1929, by the Tenth Assembly of the League of Nations, which resolution was communicated to the two Committees by a Council resolution of January 13th, 1930, concerning the codification of Conventions. The two Committees noted further that, in the Council's opinion, the Assembly's suggestion is not of equal interest to all the organisations; it concerns those which deal with subjects in regard to which a considerable number of Conventions are in force.

XIII. REVISION OF RULES OF PROCEDURE.

The Secretariat having, as requested, prepared revised draft Rules of Procedure, the Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, examined the draft and adopted it unanimously (see Appendix to doc. C.223.M.110. 1930. IV).

XIV. BUDGET.

The draft budget was approved without observation.

XV. DATE OF THE NEXT SESSION.

The seventh session of the Child Welfare Committee will open at Geneva on April 14th, 1931.

XVI. REGRETS OF THE COMMITTEE AT THE DEPARTURE OF DAME RACHEL CROWDY.

The following resolution was submitted by M. Martinez Amador and was supported by the delegate of Great Britain on behalf of the Government members, by Dr. Humbert on behalf of the assessors, and by Mlle. Gourd on behalf of the women's organisations:

"The Child Welfare Committee learns with deep regret of the departure of Dame Rachel Crowdy, Chief of the Social Questions and Opium Traffic Section and Secretary to the Committee.

"Never since the Committee's formation has Dame Rachel Crowdy for a moment flagged in devoting all her zeal, intelligence and loyalty to the welfare work which all the members of the Committee have so near at heart.

"The Child Welfare Committee desires to offer Dame Rachel Crowdy its best wishes for the future, and trusts that it will always be able to count upon her experience as it has always in the past been sure of her valuable assistance, both in the work of the Committee as a whole and in the individual work of each member."

The Chairman, Vice-Chairman and Committee, in adopting this resolution, stated unanimously their desire that Dame Rachel Crowdy should continue to co-operate in the work of the Committee.

RESOLUTIONS.

I.

The Child Welfare Committee has taken note with interest of the replies already sent by twenty-four Governments concerning the preliminary draft Convention on the return of children and young people to their homes.

Observing that in their replies certain Governments express formal approval of the draft but that others see no necessity, as far as they are concerned, for international agreements of this kind;

And, considering that several of the Governments consulted have not yet forwarded their replies;

The Committee requests the Secretariat to take the necessary steps to obtain these answers and also to see that document C.P.E.240, when brought up to date, is sent to Governments.

The Committee decides to place this question on the agenda of its next session.

II.

The Child Welfare Committee has noted with the deepest interest the replies sent by twenty-four Governments concerning the preliminary draft Convention on Assistance for Foreign Minors.

Several of these replies contain observations which would justify further examination of the problem, more particularly as regards the connection between assistance for minors and general assistance for indigent foreigners and the refund of the cost of assistance by the country of which the assisted person is a national.

The Committee therefore refers to the Legal Sub-Committee the study of the aforesaid Governments' replies, requesting the Sub-Committee, in the light of these replies, to submit for its next session proposals or suggestions with a view to ensuring as favourable and comprehensive a solution as possible of the problem of the assimilation of foreign minors to national minors from the standpoint of assistance and protection.

III.

The Child Welfare Committee has had before it the report of its Legal Sub-Committee on the subject of the recognition and enforcement abroad of maintenance orders, and also a valuable report presented to it by the Permanent Conference for the Protection of Migrants, which sets forth the practical difficulties experienced in connection with this problem.

The Child Welfare Committee recognises, as pointed out by its Legal Sub-Committee, that any adequate consideration of the problem must have regard not only to judicial decisions given in favour of minors but also to judicial decisions given in favour of either parent, especially where the parent has been granted the custody of the minor.

The Child Welfare Committee, with full appreciation of the legal and administrative difficulties, is of opinion that an effort should be made to frame international agreements, either generally or among groups of countries with the same legal principles, so as to ensure the mutual recognition and enforcement of maintenance orders.

Unless the Council has some other procedure in view, the Child Welfare Committee proposes to examine, with such expert advice as it can obtain, the whole problem in greater detail, and to make recommendations to the Council.

IV.

The Child Welfare Committee has given careful consideration to the report of its Legal Sub-Committee on the subject of the illegitimate child.

The legal status of the illegitimate child has already been dealt with in the replies which the Governments were good enough to give to the questionnaire issued in 1927 and which were summarised in the report prepared by the Secretariat, but the Committee proposes to return to some aspects of legal status at the next session with a view to these being referred to the Legal Sub-Committee.

The Child Welfare Committee therefore thinks that it would be valuable to study in various countries those social measures which are more directly concerned with the welfare of the illegitimate child, and it requests the Secretariat, with the aid of members of the Committee and the voluntary organisations, to prepare in co-operation with the International Labour Office a report on these questions.

The Child Welfare Committee also thinks that it would be useful to examine in the same countries, with the help of the Health Organisation, the comparative mortality of illegitimate and legitimate children.

V.

The Child Welfare Committee, after having examined the interesting report submitted by the Secretariat concerning the enquiry on auxiliary services of juvenile courts and also the reports received from States subsequent to this enquiry, decides:

1. To forward the questionnaire on juvenile courts relating to the enquiry on the International Prison Commission to all the States, including States not Members of the League of Nations, in addition to the questionnaire which they have already had on auxiliary services,
2. To keep on its agenda the present enquiry on auxiliary services, as the Secretariat is to submit a report on the question at the next session,
3. To approve a third and last enquiry on the institutions which enforce the decisions of the juvenile courts, pursuant to the Committee's resolution as approved by the Council on June 12th, 1929.

VI.

The Child Welfare Committee has read with the greatest interest the reports of the Marquis Guad-el-Jelu, the member of the Governing Body of the International Educational Cinematographic Institute, and of M. de Feo, Director of the Institute, and notes with the utmost satisfaction that its recommendations regarding educational and recreational films for the young are being put into effect.

The Committee, believing that a draft "International Convention for the abolition of tariff barriers against educational films" prepared by the International Educational Cinematographic Institute may help to promote the circulation of films of value to the young, trusts that this draft Convention will shortly become effective.

VII.

The Child Welfare Committee directs the attention of Governments to the necessity of issuing regulations to ensure that the effects of the film censorship shall not be imperilled by the performance of uncensored variety turns as interludes when children and young persons are admitted to the cinema.

VIII.

The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of these Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take.

IX.

The Child Welfare Committee learns with deep regret of the departure of Dame Rachel Crowdy, Chief of the Social Questions and Opium Traffic Section and Secretary to the Committee.

Never since the Committee's formation has Dame Rachel Crowdy for a moment flagged in devoting all her zeal, intelligence and loyalty to the welfare work which all the members of the Committee have so near at heart.

The Child Welfare Committee desires to offer Dame Rachel Crowdy its best wishes for the future, and trusts that it will always be able to count upon her experience as it has always in the past been sure of her valuable assistance, both in the work of the Committee as a whole and in the individual work of each member.

(Signed) N. ITO,
President.

(Signed) Rachel E. CROWDY,
Secretary.

(Signed) CHODZKO,
Vice-President.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

AND

CHILD WELFARE COMMITTEE.

RULES OF PROCEDURE.¹

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 provisional agenda for each session of the Committee shall be prepared by the Secretariat and forwarded to the members and assessors of the Committee. Any items proposed in writing to the Secretariat two months before a meeting by a member of the Committee or by an assessor shall be placed provisionally on the agenda.

Members who propose a question to be placed on the agenda must at the same time supply information in support of their proposals.

Article 6.

The agenda and, so far as possible, all documents relating to it shall be circulated to members and assessors of the Committee at least one month in advance of the session of the Committee.

Documents submitted to the Committee for examination should be sent in to the Secretariat two months before the meeting.

Nevertheless, urgent questions may, with the approval of the majority of the members, be added to the agenda during or shortly before the session.

Article 7.

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 8.

A majority of the members of the Committee shall constitute a quorum. 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.

¹ Approved by the Council on May 13th, 1930.

Genève, le 16 mai 1930.

SOCIÉTÉ DES NATIONS

COMITÉ DE LA TRAITE DES FEMMES ET DES ENFANTS

ET

COMITÉ DE LA PROTECTION DE L'ENFANCE

REGLES DE PROCEDURE¹

Article premier.

Le Comité se réunit selon les instructions du Conseil et au moins une fois par an. Les convocations sont adressées par le Secrétaire général, au nom du Conseil, aux gouvernements intéressés, ainsi qu'aux membres et assesseurs du Comité.

Article 2.

Les membres du Comité exercent à tour de rôle les fonctions de président. La durée de leur mandat s'étend de l'ouverture d'une session annuelle ordinaire jusqu'à l'ouverture de la session annuelle ordinaire suivante. Les membres du Comité seront désignés à la présidence dans l'ordre alphabétique français, adopté par l'Assemblée des Etats qu'ils représentent.

Article 3.

Les assesseurs ont les mêmes droits que les membres, à l'exception du droit de vote ou de l'exercice de la présidence.

Sauf dans les cas spéciaux, ils devront représenter les organisations internationales dont l'activité est reconnue plus particulièrement comme rentrant dans le cadre des travaux du Comité. Leur mandat aura une durée de cinq années consécutives et pourra être renouvelé.

Chaque fois qu'un poste deviendra vacant, le Comité examinera s'il convient d'introduire des modifications dans le choix des organisations représentées.

Article 4.

Le Secrétariat du Comité sera fourni par le Secrétaire général de la Société.

Article 5.

L'ordre du jour provisoire de chaque session est préparé par le Secrétariat et transmis aux membres et assesseurs du Comité. Toute question proposée par écrit au Secrétariat, deux mois avant la réunion, par un membre du Comité ou par un assesseur doit être inscrite provisoirement à l'ordre du jour. Les membres qui proposeront l'inscription d'une question à l'ordre du jour devront en même temps fournir une documentation à l'appui de leurs propositions.

Article 6.

L'ordre du jour et, dans la mesure du possible, toutes les pièces qui s'y rapportent seront communiqués aux membres et assesseurs du Comité un mois au moins avant la session du Comité. Les documents soumis à l'examen du Comité devront être remis au Secrétariat deux mois avant la réunion.

Toutefois, des questions urgentes pourront être ajoutées à l'ordre du jour pendant la session ou peu de temps avant celle-ci, avec l'assentiment de la majorité des membres.

Article 7.

Lors de la discussion d'une question, tout membre du Comité peut poser la question préalable, ou demander l'ajournement. Il doit être statué sur sa demande, par un vote et sans discussion au fond, avant tout autre débat.

Article 8.

Le quorum est atteint, aux séances du Comité, lorsque la majorité des membres du Comité est présente. Toutes les décisions du Comité sont prises à la majorité des voix des membres assistant à la séance. Le président ne dispose que d'une voix comme délégué de son pays. En cas de parité des voix, la motion est considérée comme rejetée, sauf dans les questions de procédure où la voix du président est prépondérante.

¹ Approuvées par le Conseil le 13 mai 1930.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE

**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.**

PART I¹

SUMMARY

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I. INTRODUCTION

At its eighth session, the Traffic in Women and Children Committee unanimously adopted the following resolution, which was subsequently approved by the Council at its meeting on June 12th, 1929 :

" The Committee welcomes the evidence which has been furnished to it by several delegates as to the growing changes in public opinion on the subject of licensed houses and the steps which are being taken to examine the question in different countries.

" The Committee notes that only one or two Governments have replied to the application sent to them last year asking for information as to the laws and regulations in force in those countries where the system has been abolished. This lack of information may probably be attributed to the fact that the nature of the request was not made sufficiently clear.

" The Committee desires to study as closely as possible the various means employed in place of regulation with a view to protecting public order and health against the dangers arising out of prostitution.

" The Committee recommends that the Council should cause a further communication to be sent to Governments and to charitable associations asking them to be good enough to give all the information possible, so as to enable the further study of the question by the Committee to continue."

¹ For Part II, which contains replies from Governments, see page 13.

In accordance with this resolution, the Secretary-General addressed a further communication to Governments asking them to supply all possible information on the means employed in place of regulation with a view to protecting public order and health against the dangers arising out of prostitution in countries where the system of licensed houses has been abolished.

Last year, only two Governments sent detailed replies to the request addressed to them. This year, several additional replies have come to hand, whilst a few Governments have sent further particulars to supplement the information previously sent.

Including replies received in the last two years and also previous correspondence,¹ the Secretariat has received communications from the following thirty countries which have never had or have abolished the system of licensed houses :

Australia	Estonia	New Zealand
Austria ²	Finland	Nicaragua
Bolivia	Germany	Norway
Bulgaria	Great Britain	Poland
Canada	Hungary	Republic of San Marino
Cuba	India	South Africa
Czechoslovakia	Latvia	Sweden
Denmark	Luxemburg	Switzerland
Danzig	Monaco	United States of America
Dominican Republic	Netherlands	Uruguay

In their replies, some Governments merely stated that licensed houses have never existed in their countries or that they were abolished either recently or some time ago. Of such replies, those which are mere statements of fact are omitted and only those giving certain details as to the system in force are included in the present report.

As in the United States there are 48 different bodies of law on this question, that country could not supply a compilation of regulations and administrative measures. Moreover, such compilation would have exceeded the limits of the present study. With three possible exceptions, the State laws prohibit the licensing of prostitution and support the policy of repression as distinguished from registration, segregation or toleration, and the opinion of the United States as reflected in legal enactments supports the abolition of prostitution.

Information sent by Hungary dates from February 1927 and does not contain substitute means for regulation. Article 28 of the Hungarian Circular No. 160100/1926 prohibits the opening of licensed houses and abolishes those in existence. On the other hand, it strictly regulates prostitution and private and public meeting-places. Licences are granted to what are commonly called houses of assignation and *maisons de passe*.

The replies from the following countries, although still incomplete on many aspects of the question, have nevertheless made it possible to draw some comparisons with regard to systems and methods in force :

Bulgaria	Finland	Norway
Canada	Germany	Poland
Czechoslovakia	Great Britain	South Africa
Denmark	Latvia	Sweden
Estonia	Netherlands	Switzerland

Canada, the Netherlands and South Africa have only given extracts from their penal laws on procuring and related offences, the text being accompanied in some cases by a commentary.

Bulgaria, which has very recently abolished licensed houses, has at present only regulations concerning the closing of any establishment which might be an obvious resort for prostitution.

The replies from Czechoslovakia, Denmark, Germany and Sweden are concerned more particularly with the prophylactic aspect of the problem arising out of prostitution in modern countries. The experience of Czechoslovakia, and the still more recent experience of Germany, scarcely make it possible to estimate results and still less to make comparisons with the previous system.

Estonia, Finland, Latvia and Poland supply information showing that their respective laws on this subject are passing or have recently passed through a transition period, and that a new policy is likely to be introduced.

The most complete reply is that from Great Britain, which not only covers repressive legislation and prophylactic measures, but also states results obtained and enters into

¹ Information previously received has for the most part been published in document C.T.F.E. 336 (2).
² Austria has abolished licensed houses only in the cities of Vienna and Graz.

great detail as to the application of existing laws and regulations. Norway also sent some statistics, but as they relate only to the years 1927 and 1928, it is difficult to secure a general view. Finally, Switzerland gave an outline of the position in the various cantons and a more detailed study for the Canton of Geneva, where licensed houses were abolished fairly recently.

II. GENERAL STUDY OF THE QUESTION

Prostitution and its consequences raise such complex problems of morals, law and public health that ever since the earliest times civilised countries have endeavoured, both theoretically and still more in a practical way, to find a means of eliminating its many perils.

Going back to classical times, one finds that prostitution was sometimes a sacred rite ; it was tolerated, or it was prohibited, as, for example, among the Hebrews, whose Ten Commandments reacted strongly against corruption.

In Rome, the prostitute who obtained the " *licentia stupri* " and was inscribed upon a special register, was thereby charged with infamy, but later, with the spread of vice, patrician ladies themselves did not hesitate to have their names placed upon the Aedile's books. Severity was restored to Roman law by the early Christian emperors. Constantine took various stern measures to reform morals. Theodosius made a special attack upon procuring and by a Decree published at the end of the fourth century¹ abolished the brothels.

The Middle Ages were on the whole even harder upon the prostitute than upon prostitution. Thus certain prostitutes were sometimes ordered to be whipped ; and they were subjected to various severe measures, such as seizure of their property, refusal of residence permits, and other penalties.

Prostitution was at times treated repressively and at other times, when the former method proved ineffective, tolerated. The usual practice was to confine or relegate prostitution and prostitutes to certain quarters or houses in the town, and this gradually led to the establishment of special quarters or licensed houses, which existed in many countries.

In modern times, however, the development of the great cities has made the problem of prostitution and its consequences a factor of enormously greater importance in connection with venereal disease.

When it was found that, owing to the difficulties of application, repression frequently gave disappointing results or even results directly contrary to those intended, most Governments, at the end of the eighteenth and beginning of the nineteenth centuries, adopted a system of regulating prostitution, which in some countries still prevails.

For the purpose of the present study, the Traffic in Women and Children Committee has asked for an analysis and a comparison of the laws and regulations in force in countries in which the system of licensed houses has been abolished, and for as detailed an examination as possible of the means employed to replace regulation with a view to protecting public order and public health against the dangers of prostitution.

Accordingly, there is no need to study the regulationist system in detail, but its main characteristics must be explained in order to establish comparisons and give a clearer definition of the systems generally known as abolitionist.

The regulationist system tolerates prostitution, but imposes upon it certain administrative and sanitary restrictions. It holds that public order and the health of the community can only be assured by circumscribing the evil and subjecting it to strict control. The methods of this regulation, the application of which is generally left to the communes, show a wide variety, but the following features are part of the normal practice ;

1. Inscription or registration of all prostitutes, who at the time of registration are informed of the various administrative or sanitary rules they will henceforth be required to obey. In some countries the prostitute is given a card or book containing her photograph and particulars of her health.

2. Compulsory and periodical medical examination. This is one of the most important measures in the regulationist system, its partisans maintaining that it is a successful weapon against the serious dangers of venereal disease.

Both registration and medical inspection apply not only to women living separately in their own homes, but to those living in a brothel, where the proprietress provides them with their board and lodging.

3. Internment in health institutions of women who are found on medical examination to be infectious.

4. Permits granted by the municipalities to licensed houses and also to houses of assignation and " *maisons de passe* ", to which are attached women who do not live there, but who frequent them more or less habitually.

¹ Conf. " *Codex Theodosianus* ", with commentaries by Jacques Godefroi, Lyon, 1665. Vols. 5 and 6.

5. Establishment of special quarters in towns within which prostitution is countenanced by the authorities.

6. Organisation of a morality police with the duty of controlling the operation of the whole system of regulation and of prosecuting women who are refractory.

Of the fifteen countries whose legislation is studied in this report all have one common feature which distinguishes them from countries adopting the system described above; none of them permits the licensed house. Apart, however, from this point in common, the laws of the different countries show wide divergence.

Amid this diversity we may distinguish certain legislative groups: (a) countries which have abolished the system of regulation and which are subdivided into two categories: (1) countries which have established a system of voluntary treatment and measures for maintaining public order; (2) countries which have established a system of compulsory treatment and measures for maintaining public order; and (b) countries which have preserved some form of regulation or have adopted some temporary measures.

Each of these groups will be studied in turn so as to show the characteristics of the system, its difficulties and its advantages. The laws and regulations of some countries cannot be strictly classified in one and the same group; such laws will be analysed consecutively in different categories according to their points of resemblance.

(a) COUNTRIES WHICH HAVE ABOLISHED THE SYSTEM OF REGULATION.

1. *Countries which have established a System of Voluntary Treatment and Measures for maintaining Public Order.*

South Africa, Canada, Great Britain, the Netherlands and some Swiss cantons may be placed in this class.

As the British reply is one of the fullest, and as British legislation is typical of this group, it shall be analysed first.

It is a characteristic of British legislation that the act of prostitution itself is not a criminal offence, though the law punishes the many practices which are associated with prostitution, such as procuration and all forms of exploitation for immoral ends. The Criminal Law Amendment Act, 1885, amended 1912, severely punishes any person who procures or attempts to procure any girl or woman to have unlawful carnal connection with any other person or persons; the punishments imposed appear to have been efficacious, as cases of procuring are not frequent in England — for instance, the annual average figures for the period 1900-1909 were eight offences, while in 1926 there were only three.

The Criminal Law Amendment Act, 1922, imposes penalties on any person who keeps or manages a brothel, or who, being the tenant or lessee of any premises, permits such premises to be used for purposes of prostitution. Here, again, the annual average of offences is declining; the average for the period 1900-1904 was 1,277, while the number of cases in 1926 was 324.

English law is particularly effective against *souteneurs*. We need not here go into the details of the law, which has been closely analysed in document C.T.F.E. 418, but it is interesting to note that the average annual number of convictions for the period 1900-1904 was 286, whereas in 1926 the figure had fallen to 149.

Prostitution and solicitation for immoral purposes are neither common law nor statutory offences in themselves, but they are punishable when they lead to a breach of law or to a breach of the peace.

An enquiry was recently held to determine the best means of combating the offences arising out of prostitution. The Committee of Enquiry decided to recommend the following measures:

1. That the existing legislation (England and Scotland) be repealed;
2. That there be substituted a simple enactment of general application constituting it an offence for any person of either sex to importune a person of the opposite sex for immoral purposes in any street or public place;
3. That the word "importune" be understood as referring to acts of molestation by offensive words or behaviour;
4. That it be made an offence for any person to frequent any street or public place for the purpose of engaging in prostitution or solicitation so as to constitute a nuisance, but that the evidence of one or more persons aggrieved be essential to a conviction.

It is also interesting to note that in Glasgow, to take a single instance, statistics show a decrease in the number of prostitutes charged with disorderly or insulting behaviour or with importuning or annoying passers-by. In 1902, 2,797 prostitutes were arrested on these charges, but in 1926 only 401, and in 1927, 283.

In short, English law is severe as to offences arising out of prostitution and against any of its manifestations which offend or annoy the public, but does not consider that prostitution is, in its limited sense, an illegal act.

With regard to venereal disease, a system of regulation obtained in parts of England between 1864 and 1886, but free out-patient treatment is now provided on a voluntary basis. Education given at the treatment centres has succeeded in inducing sufferers to seek and follow treatment of their own accord. Qualified social workers are being attached in increasing numbers to the administrative staff of the treatment centres. In addition to the out-patient facilities given, special consultations are arranged for children suffering from the congenital effects of venereal disease, as well as similar consultations for married women.

The treatment centres also do most valuable preventive work. In 1926, for instance, the number of new cases of venereal disease of all kinds placed under observation at the centres was 52,293, while, in addition, 22,754 other persons, some of whom had only been probably exposed to infection, consulted the centres. This fact is evidence of the trust placed by the public in these centres.

It is, of course, difficult, if not impossible, to show exactly what influence the various forms of medical, educative and social work have had on the incidence of venereal disease during the last twelve years, especially in a country where there is no individual registration and no notification of venereal diseases; but certain facts suggest that the incidence is declining. In the first place, sequelæ of the untreated diseases are less frequent. Secondly, the number of persons with recent infection is growing smaller. Thirdly, the same conditions as among the civil population obtain in the Navy, Army and Air Force, where the enforcement of discipline enables exact statistics to be compiled.

Figures in support of these statements may be found in the detailed British reply. The few particulars given here are enough to afford a general idea of the English system, which is as follows :

- (a) The law takes no cognisance of prostitution, and thereby tolerates it, so long as no public nuisance is committed ;
- (b) The procurer and procuring in all its forms are severely punished ;
- (c) Voluntary and free treatment of venereal disease is granted ;
- (d) Educative and social work is carried on on a large scale.

In South Africa and Canada conditions are very similar to those in Great Britain. The Secretariat has received no information, however, regarding the treatment of disease, which here also is apparently free and voluntary.

Tolerated brothels have never existed in South Africa. There are very strict laws against procuring, somewhat similar to those in England, but the attitude towards prostitution is slightly different.

For instance, the Transvaal Supreme Court has interpreted the law so as to impose criminal liabilities upon a woman who uses a house for her own prostitution, although she does not keep it for the prostitution of any other woman.

Further, the Immorality Act passed by the Union Parliament in 1927 prohibits all extra-nuptial carnal intercourse between Europeans and natives under penalty of imprisonment with hard labour not exceeding five years in the case of a male and four years in the case of a female.

In Canada, the law punishes the procurer and procuring in any of its forms. The penalty may reach, under certain circumstances, ten years' imprisonment. Tenants, proprietors and lessees of brothels are dealt with severely.

Any woman inmate of a disorderly house is guilty of a punishable offence, as is also any person of either sex staying in such a house without a lawful excuse.

Canada, like South Africa, gives no details as to the treatment of venereal disease, but it is apparently free and voluntary.

Briefly, Great Britain, South Africa and Canada have similar laws, except that the two Dominions have rather more repressive measures in connection with prostitution.

The Netherlands have also adopted complete abolitionism; that is to say, that prostitution is ignored, procuring is punished, and treatment for disease is entirely voluntary.

The law against procuring, which is likewise in force in the Netherlands East Indies, Surinam and Curaçao, is as follows :

“ Any person who, professionally or habitually, knowingly instigates or encourages other persons to commit immoral acts together shall be sentenced to imprisonment for a term not exceeding one year or to a fine not exceeding 1,000 florins. ”

No information has been received from the Netherlands as to statistics of offences or as to venereal disease. It is therefore difficult to draw comparisons, apart from the general similarity of the system to that in Great Britain.

In Switzerland, there are 25 different cantonal legislations, and it is therefore impossible to generalise. The laws of certain cantons, however, seem to resemble the English system. Amongst these cantons, the fullest information has been supplied from the one relating to Geneva, and its reply is therefore analysed here.

By the Law of May 30th, 1925, the Canton of Geneva abolished the system of tolerated brothels and made brothel-keeping and procuring punishable with imprisonment and fines. Soliciting by either sex is also made punishable when it constitutes a public nuisance.

Treatment is free and voluntary, and the statistics show :

1. That syphilis has steadily declined since 1918 ;
2. That gonorrhœa has not followed the downward curve of syphilis but has remained stationary, owing to the absence of specific treatment ;
3. That the closing of the brothels has had no influence on the incidence of venereal disease ;
4. That statements to the effect that venereal disease is much more widespread in Geneva than is suspected are entirely incorrect.

The latest report to the Chief of the Geneva Health Department states that the results of the actual system are satisfactory, but that more educative work should be done ; that the police should exercise greater initiative in the streets ; that Article 2(a) (dealing with soliciting by either sex) should be more strictly enforced ; and that knowingly to transmit venereal disease should be made an offence.

Mention must also be made of the other Swiss cantons, though their legislation bears little resemblance to the English system. In sixteen Swiss cantons prostitution is a punishable offence, so that the Federal authorities could say, in their letter of January 27th, 1930, that " prostitution can be considered in the majority of Swiss cantons as non-existent ".

Treatment for venereal disease is voluntary in all but three of the cantons, but no details are given as to free treatment.

Prostitution is a punishable offence in the following cantons : Berne, Lucerne, Uri, Schwyz, Obwalden, Zug, Fribourg, Solothurn, Basle-Town, Schaffhausen, Appenzell (Inner-Rhodes), St. Gall, Grisons, Aargau, Valais, Ticino.

2. *Countries which have established a System of Compulsory Treatment and Measures for maintaining Public Order.*

Germany, Denmark, Estonia, Norway, Sweden and Czechoslovakia have instituted compulsory treatment for venereal diseases. Three Swiss cantons have also adopted the system, at least in principle, whilst Finland has an intermediary regime between compulsion and voluntary treatment.

The two most recent laws communicated in detail are those of Germany and Czechoslovakia.

The German Law of February 18th, 1927, abolishes the former system of regulation and substitutes medical supervision over the whole population in respect of venereal diseases. The States of the Reich are responsible for the application of the law. The law may be considered under two aspects, that of venereal diseases and that of prostitution.

As regards diseases, any person knowing himself to be suffering from an infectious venereal disease is in duty bound to let himself be medically treated by a certified doctor. The patient is responsible for the cost of treatment, except in the case of indigent persons, when the expenditure is defrayed either under the social insurance system or by the communes.

Persons suspected of having a venereal disease and of carrying infection may be required to produce a medical certificate and even to furnish a certificate of health at intervals, failing which they will be subjected to medical inspection. The use of direct compulsion is permissible.

The medical practitioner is bound to report to the public health authorities persons who evade treatment or medical examination or who disobey orders. Apart from such cases, doctors must observe professional secrecy and may not divulge any information concerning their patients.

Any person who, for the purpose of healing or mitigating venereal disease, publicly advertises or recommends substances or methods of treatment is guilty of a punishable offence, but measures whose sole object is to enlighten the public regarding venereal diseases, in particular their different manifestations, are permitted.

Article 14 of the Law is designed to protect wet-nurses and children from venereal infection.

Article 5 provides for the punishment, at the request of the injured party, of any person who has sexual intercourse when he knows himself to be infectious.

Article 6 provides for the punishment of a person suffering from a contagious venereal disease who contracts matrimony without informing the other party before marriage.

The public health authorities are responsible for the application of the law ; they are concerned with the administrative side, but not with the actual treatment, and have

to co-operate with the police, the welfare offices, the "Jugendämter" (offices for the protection of young people) and the "Pflegeämter" (organisations for rescue work among prostitutes).

It is still too soon to judge of the results obtained under the new law, but according to a report presented to the Reichstag in December 1928 the figures for fresh cases of syphilis in Berlin had dropped since 1927 by 30 per cent and for gonorrhoea by 15 per cent.

In the matter of prostitution, Articles 16 and 17 of the Law introduced very important changes. Two new clauses are inserted in Article 180 of the Penal Code whereby the keeping of a brothel or similar establishment is punishable by the penalties applicable to procuring. The same penalties are applicable to a person letting a room to another person under 18 years of age if there is any exploitation of the last-named person or any incitement of such person for immoral purposes.

The abolition of licensed houses under these two amendments led at first to considerable difficulty. The former proprietors attempted to evade the law and the municipal authorities were not always as strict in this matter as they might have been. When trying the first cases, the courts themselves gave a very wide interpretation to the words "licensed house", which made it impossible to suppress the worst centres of prostitution.

For the future, a judgment of the Supreme Court, promulgated in 1928, constitutes a precedent which will facilitate the prosecution of persons endeavouring to evade the law.

Articles 16 and 17 of the new German Law also abolished the former system of regulation.

The former Article 361 (6) of the Penal Code, which made it a punishable offence for an unregistered woman to engage in prostitution, has now been repealed. A feature common to both the British and the new German law is that prostitution is unrestricted, provided that there is no offence to public decency. There is, however, one exception: prostitution may not be practised in the vicinity of churches or schools or in a community of less than 15,000 inhabitants; lastly, it is prohibited to restrict prostitutes in the choice of their dwelling to certain streets or blocks of houses (*Kasernierung*).

The efficacy of the law from the point of view of prostitution depends entirely on the existence of well-organised "Pflegeämter" — bodies which have taken the place of the special police and which assist girls exposed to the dangers of prostitution. The officials attached to the "Pflegeämter" are women. They co-operate with the police, but are, at the same time, quite independent, their purpose being to rescue women who are just beginning to engage in prostitution.

Of the 5,000 prostitutes dealt with in Berlin, 1,500 were assisted to resume a normal life, 3,000 underwent the new treatment and only 300 remain unaccounted for.

Czechoslovakia, by the Law of July 11th, 1922, also instituted compulsory treatment for venereal diseases.

Any person suffering from a venereal disease is required to obtain treatment from a doctor authorised to practise. Provision has been made for such persons to be treated at the expense of the State.

Under the terms of this law, even after the completion of the treatment, any person who has suffered from venereal disease shall, when required by the medical officer and by the public authorities, periodically undergo further medical examination. Prostitutes, in addition to other measures, may be subjected to further examination. The same applies to persons who, owing to their occupation, are liable to infect other persons or to injure the health of those living under the same roof.

The authorities are instructed to exercise their powers in the case of women notoriously addicted to immoral practices, in view of the special risk of infection.

Article 14 of the Law prohibits the keeping of a disorderly house under pain of prosecution, as provided by the penal law on procuring.

The authorities responsible for the closing of brothels must make every effort to ensure that the inmates leave as soon as possible, and must do all in their power to help them to return to a normal mode of life.

The Executive Decree makes provision in the event of attempts to evade the law prohibiting brothels, and lays down that the authorities must keep a strict watch on the issue of licences for establishments where such unlawful practices may occur (wine-shops, cafés open at night, bars, cabarets and other places of entertainment where spirits are supplied).

As the official supervision of prostitutes has been abolished by the law, no prostitute can henceforth be registered for police medical examination. The lists of prostitutes already registered, however, and other papers relating to the former systems of supervision, may be used officially, but only to ensure the proper enforcement of the new law. The old inspection books for prostitutes are to be destroyed.

Article 15 provides that the State Administration shall, if need be, undertake to provide establishments affording professional prostitutes temporary shelter and an opportunity of reform. The Executive Decree of the Ministry of Health states, however, that the latter does not for the present propose to establish special reformatories for prostitutes.

Articles 20 and 21 of the Law make it a punishable offence (misdemeanour) to incite to prostitution in a manner calculated to cause offence and, similarly, to engage in prostitution in a manner calculated to injure public morals. Both these measures are on the

lines of the British and German laws. The Czechoslovak law provides also that it is a punishable offence (misdemeanour) to attempt to induce another person under 16 years of age to engage in prostitution.

The most important part of the Czechoslovak law is that dealing with the supervision of juveniles addicted to immoral practices and with preventive action by the authorities. It is from among young people of this type that prostitutes are recruited, and the object of Section 16 of the Law is to prevent this. The Ministry of Social Welfare has already in preparation a bill dealing with educational welfare work for children under 14 and young persons between the ages of 14 and 18. Pending the promulgation of this law, the police will be guided by the following instructions :

The welfare work will consist primarily in supervision of the health and social conditions of young persons leading a dissolute life.

This supervision will be exercised in public places, squares, parks, theatres, dance-halls, cinemas, cafés, etc. The duty will be entrusted only to executive officers, and it will be made clear to them that what they are doing is not administrative police work but simply health and social welfare work ; they should make it clear to persons whom they may have to supervise, or even to arrest, that their action is taken primarily on social and preventive grounds.

As far as possible, civil officials — in some cases women invested with the necessary powers — should be employed on enquiries and arrests. When a young person is brought before the authorities, the parents or persons responsible for his or her upbringing should always be summoned at the same time, so that the position of the young person can be enquired into — whether he (she) is an orphan, is not exploited, and so on.

The Czechoslovak law, like the German law, provides a series of measures relating to the treatment of venereal diseases : direct compulsion in case of necessity ; lodging information by the doctor treating the case if the patient objects to treatment ; professional secrecy ; prohibition of treatment by correspondence and of improper offers of treatment ; protection of wet-nurses and infants from infection ; punishment of infection resulting from cohabitation on complaint by the injured party. The most important part of the two laws, however, and that which constitutes their essentially social character, is the German provision for "Pflegeämter" and the Czechoslovak provision for the reform of juveniles addicted to immoral practices. These features represent the chief innovations in these laws, at all events from the particular standpoint of the present study, namely, the protection of public order and public health from the dangers of prostitution.

In Denmark, Norway and Sweden, the laws in force are very much the same, treatment being compulsory in all three countries. The legislative provisions against venereal disease in Germany and in Czechoslovakia were modelled to a large extent on the Scandinavian laws. The latter are specially strict in the matter of procuring and brothel-keeping. In Denmark and in Norway, the penalties for vagrancy are applicable also to prostitution.

In Denmark, licensed houses were abolished in 1901, this measure being followed in 1906 by the abolition of police regulation. The Law of March 30th, 1906, instituted compulsory treatment for venereal disease. Medical inspection is carried out only with the patient's express consent but, should he refuse, the court decides whether he shall be examined compulsorily. Medical inspection is carried out by persons of the same sex.

According to the Danish reports, compulsory measures have not had the effect of preventing patients from applying to a doctor, as was feared at first. The increase and drop in the number of recorded cases are not attributable to the existence or absence of regulation of prostitution.

Certain difficulties were encountered in the enforcement of public order during the first few years following the abolition of regulation, but these have now been overcome, thanks to the Copenhagen police regulations, which forbid prostitutes to solicit in the streets or in public places. The Danish law has put a stop to the disorders attaching to prostitution in hotels, restaurants and wine-shops, by prohibiting women of notoriously immoral character from serving as waitresses in such establishments.

In Norway, the special police are responsible for preventing immorality in the streets, in virtue of Chapters 19, 35 and 38 of the Penal Code relating to crimes and offences against public morality and public order and of the law against vagrancy, begging and drunkenness. For venereal diseases, treatment is compulsory and direct force may be employed. Any person who, knowing himself to be suffering from an infectious disease, infects another person by reason of sexual intercourse or immoral practices is punishable under the Norwegian law by a term of imprisonment not exceeding three years. The statistics furnished by the Oslo police for 1927 and 1928 seem to show a very slight increase in offences under Chapters 19 and 38 of the penal law. The data for comparison are much too slight, however, to admit of any general conclusion in the matter.

Sweden instituted in 1918 compulsory treatment, free of charge, for venereal diseases. In the event of the patient disobeying medical orders or neglecting to follow his treatment, the doctor notifies the central authorities, who order the patient to submit to a medical

examination, failing which he will be taken to hospital by the police. A regular intelligence service for venereal diseases, supervised and subsidised by the State, has been organised. The transmission of a venereal disease, even by a means other than sexual intercourse, is punishable by a fine of 50 crowns (minimum) and a term of imprisonment not exceeding two years. Sweden has not furnished statistical data of the results obtained under the law. The laws in force against procuring and incitement to immoral conduct are very strict.

In Estonia, since March 25th, 1926, all doctors are required to register established cases of venereal disease, and the Law of December 16th, 1926, provides for compulsory medical treatment free of charge. Certain of the Estonian administrative measures, still show traces of the former regulationist system. The application of the new law may lead ultimately to their disappearance.

Three of the Swiss cantons, Zurich, Vaud and Glarus, have introduced compulsory treatment. In Zurich, under Article 18 of the Cantonal Decree of July 25th and August 20th, 1883, the communal public health authorities have power to order the compulsory medical treatment of persons suffering from venereal disease. The Secretariat possesses no information concerning the actual application of Article 18.

The Vaudois Law of September 4th, 1928, on public health organisation, provides in Article 105 that, "if the interests of public health so requires, the Department of the Interior may order the compulsory treatment of persons suffering from infectious venereal diseases". Here, again, no information is available concerning the application of this provision.

The Canton of Glarus appears to enforce compulsory hospital treatment for persons suffering from venereal diseases, but details are not available.

In Finland, on the institution of the present system in 1907, supervision over venereal diseases was transferred from the police to the public health authorities. The Public Health Office is responsible for detecting persons whose mode of life appears to indicate that they are spreading these diseases, and it is its duty to suggest that they should undergo treatment. It has no power to make them submit to treatment against their will, but the police are informed of difficult cases and can then, if they think fit, arrest such persons and force them to undergo medical examination.

From the standpoint of public health, the competent authorities are of opinion that the system now in force has proved most efficacious, as is shown, *inter alia*, by the fact that the number of cases of disease increased very considerably during the periods when the system could not be applied owing to the disorganisation resulting from the war.

It was held, however, on moral and social grounds, that the system in force in Finland called for revision. The Special Committee set up in 1924 framed a report which recommends stricter measures in regard to the compulsory treatment of these diseases.

(b) COUNTRIES WHICH HAVE PRESERVED SOME FORM OF REGULATION
OR HAVE ADOPTED SOME TEMPORARY MEASURES.

Bulgaria, Latvia and Poland are included in this category, and so, up to a point, are Estonia and Finland.

Bulgaria, which has quite recently abolished licensed houses, still retains Article 485 (1) of its Penal Code, which punishes "any woman who plies the trade of a prostitute without being registered as such". This article shows that regulation is still maintained in the form described at the beginning of the present study, but as new regulations are to be issued in Bulgaria, the system may be only transitional.

It is since their independence that both Latvia and Poland have turned their attention to the abolition of the licensed house. The Polish report states that a first attempt at abolition was made in 1910, as a result of urgent representations by Warsaw doctors and in spite of the opposition of the Russian authorities in Poland, who used to employ prostitutes in their secret service.

In Latvia, a Decree of November 1926 abolished licensed houses. In pursuance of this decree, amendments have been inserted in the provisional regulations for the prevention of venereal disease. These provisional regulations still require prostitutes to be medically examined and, if they present themselves voluntarily, they are granted exemption from police registration. They are issued with the medical control book containing a photograph of the prostitute, but it does not bear her name. Women who practise prostitution but do not voluntarily submit themselves for medical inspection have to be registered by the police. Prostitutes are forbidden to live in hotels or in furnished rooms. They have to hire apartments in the quarter prescribed by the police. These provisions, which point to continued regulation, are mentioned as temporary, and it is too early to say what system will finally be adopted in Latvia. According to an extract from the law on social insurance, free out-patient treatment is given to indigent persons, and insolvent Latvians suffering from syphilis have to be isolated and medically treated at the expense of the State.

The penal laws in Latvia punish any persons who endeavour to entice women to become professional prostitutes, and also *souteneurs*. These laws still conform to the old Russian Penal Code.

In Poland, since the Decree by the President of the Republic, dated July 29th, 1927, procuring has been subject to very heavy penalties, amounting in certain circumstances to fifteen years' hard labour. The *souteneur*, too, is severely punished. Prostitution is submitted to a kind of regulation by a Decree of the Ministry of Public Health and Ministry of the Interior, dated September 6th, 1922. Prostitutes have to be inspected by the district medical officers, who may be assisted by the police. At Warsaw and in some provincial towns, questions affecting public health and morals are entrusted to women police. Committees for public health and morals have been set up, and it is their duty to examine questions connected with prostitution and the campaign against venereal disease. Brothels or "licensed houses" are prohibited. These include lodgings or premises occupied by more than two persons practising prostitution.

The existing regime in Poland must also be regarded as temporary, for a draft law on the prevention of venereal disease is actually being studied. This law provides for the abolition of the system hitherto applied in the interests of public health, and for the introduction of compulsory medical treatment without distinction of sex. It lays down that persons who are suspected of spreading venereal disease must notify their condition and produce, periodically or in certain circumstances, a medical certificate.

In Estonia, where licensed houses were abolished at the time when the Republic was established, and where the Laws of March 25th and December 16th, 1926, have introduced the compulsory treatment of disease, the laws still show traces of regulation. Thus, the Law of 1916 on public order and security has never been repealed; nor has Regulation No. 18 of 1921. Chapter X of the Law of 1916 appoints health committees for the control of women practising prostitution. The Regulation of 1921 provides that prostitutes may only ply their trade in rooms registered by the Health Department, and prescribes the periodical medical examination of all prostitutes. These various measures clearly show that some degree of regulation still exists, although men and women are equally subject to compulsory treatment in the event of illness.

Even Finland, which abolished licensed houses as well as the regulationist system as long ago as 1907, still retains vestiges of this regulation. The Special Committee of Enquiry concerning questions of health and morals states in its Report of 1924 that, in spite of the abolition of regulation in Finland, the laws on which it is based are still in force. The old Decree of May 28th, 1894, concerning measures against venereal disease has, except for a few of its articles, never been repealed. As this decree was enacted during the period of regulation, it is not surprising that its continuance in force should involve certain difficulties and permit of the survival of old methods which accord ill with modern legislation. For the rest, new tendencies are making themselves felt in Finland, and the special Finnish Committee is hoping, among other things, to amend the present laws by introducing more strict compulsory treatment of venereal disease.

Speaking generally, there is little to be said concerning the group of countries which has just been studied. All the laws in question belong more or less to the regulationist system, but they have modified many of its aspects. Moreover, there is in all these countries a movement towards a new policy, which gives a provisional character to the methods at present applied.

From the penal point of view, all these countries severely punish procuring in its different forms, the heaviest penalties being imposed under Polish law. In Estonia and Latvia, prostitution is punishable if practised in a brothel; in Finland, irrespective of where the act takes place.

III. CONCLUSION

The legislation of countries (a) which have abolished the system of regulation (subdivided into: (1) countries which have established voluntary treatment; (2) countries which have established compulsory treatment) and (b) of those which have retained some form of regulation or temporary measures, has been successively examined and analysed.

The laws of countries classified under (b) (three countries¹) are merely provisional and apply solely to the transitional period between a system of regulation and a new system; consequently, they need not be considered here. This reduces the number of systems to two, namely:

1. Voluntary treatment for venereal diseases.
2. Compulsory treatment for venereal diseases.

Of the twelve countries classified under one or other of these two systems, the tendency towards compulsory treatment is the stronger. The six following countries have adopted this system, as have also — at all events in principle — three Swiss cantons: Czechoslovakia, Denmark, Estonia, Germany, Norway, Sweden, Switzerland (Zurich, Vaud, Glarus).

¹ Finland and Estonia, in fact, stay nearer to the group of countries classified under (b). Therefore, only three countries are to be mentioned above.

Moreover, the reports from two countries (Finland and Poland) and from one Swiss canton (Geneva) indicate a preference for the future adoption of the method of compulsory medical treatment.

This is not the place need to pronounce in favour of either of these systems ; it may, however, be useful for information to point out some of the objections raised by their respective opponents.

The system of compulsory treatment is regarded by its opponents as another form of regulation, since periodical compulsory medical inspection will naturally apply mainly to women, even though the law usually places the two sexes on an equal footing. Moreover, this compulsion will necessarily apply not to all women, but chiefly, if not exclusively, to indigent persons.

The argument invoked against the total abolition of regulation is that it encourages immorality by a policy of *laissez faire*, that clandestine prostitution grows enormously if it is not effectively suppressed and, lastly, that public health is likely to be seriously endangered.

Without discussing the soundness of these criticisms — which are largely answered by the information furnished by Governments and analysed in the foregoing pages — it should be pointed out that in these days no satisfactory results can be obtained from any systems unless they insist on the moral, educational, social and preventive aspects of the problem. Among countries where there is complete abolition, Great Britain lays particular stress on the importance of this work, especially in the prophylactic field. The Canton of Geneva also urges the necessity for work of this kind.

Among countries where treatment is compulsory, Germany has introduced the "Pflegeamt", which has done remarkably good preventive work of a moral and hygienic nature. Special emphasis is laid in the Czechoslovak law on the importance of preventive and rescue work among young people.

For social purposes, several countries employ policewomen and women doctors for the application of the various laws in force.

In conclusion, it may be of interest briefly to summarise the attitude in regard to prostitution adopted in the legislation of the fifteen countries dealt with in this report.

Prostitution constitutes an offence (misdemeanour) in Finland (Article 10 of the Penal Code) and in the sixteen Swiss cantons already mentioned.

The Vagrancy Law is applicable to prostitution in Denmark (Article 1 of the Law of March 30th, 1906), when it is made plain by their behaviour that prostitutes have no occupation, but seek to make their living by prostitution.

Prostitution is regulated in some form or other in Bulgaria (Article 485, No. 1); Estonia (Health Regulations); Latvia (Health Regulations) and Poland (Health Regulations).

Prostitution is punishable in certain circumstances in South Africa (Immorality Act, 1927), decision of the Transvaal Supreme Court; in Germany (Article 361, No. 6 (a)) and in Canada (Sections 228 and 229 (3)).

Prostitution as such is not punishable in Great Britain, the Netherlands and Czechoslovakia, except when carried on in a form which constitutes an offence against decency and public order.

EXTRACT FROM THE REPORT OF THE NINTH SESSION OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE CONCERNING THE LAWS AND REGULATIONS WITH A VIEW TO PROTECTING PUBLIC ORDER AND HEALTH IN COUNTRIES WHERE THE SYSTEM OF LICENSED HOUSES HAS BEEN ABOLISHED.¹

The Committee, having examined the Secretariat's survey of laws and regulations with a view to protecting public order and health in countries where the system of licensed houses has been abolished, held a long and interesting discussion on the various methods employed from the point of view both of public health and public order.

When the highly complicated question of the treatment of venereal disease is considered, it will be found that two systems are current — the system of voluntary treatment and the system of compulsory treatment.

The technical adviser to the Belgian delegation made a statement demonstrating, in the first place, that the system of regulation is of no avail in protecting public health. It touches only a small proportion of prostitutes. He then showed the satisfactory effects of voluntary treatment, basing his arguments on statistics prior to 1905, since which year new methods of treatment have enabled great progress to be made, quite apart from any system. He also quoted experiments carried out in Belgium by the Government and by the League against venereal dangers. He was opposed to compulsory treatment, which, in his opinion, was humiliating and would inevitably be applied most exclusively to indigent persons and to the poorest among prostitutes.

The Danish delegate, on the other hand, dwelt upon the satisfactory results of compulsory treatment, which had been applied in her country for the last twenty-four

¹ This part of the report which gives an exact idea of the exchange of views which took place during the Committee on April 5th and 7th, 1930, as well as of the conclusions to which this discussion led, completes the preceding study.

years. Referring to the paper prepared by the Secretariat she emphasised the distinction to be drawn between compulsory examination of offenders against public order and compulsory treatment of venereal diseases in those cases where the patients did not continue their treatment. She also produced statistics illustrating the decline of venereal disease in her country.

The German technical adviser pointed out that the new system adopted in Germany consisted in dealing with venereal diseases by the same methods as with other infectious diseases. He thought there should be some restrictions on liberty for the sake of the preservation of health. At the same time the sufferer should apply for treatment primarily out of conviction, and compulsion should only be resorted to in extreme cases. It was exercised by the health authorities and not by the police, and was in practice seldom found necessary. Speaking generally, more prostitutes voluntarily applied for treatment than in the days of regulation. With regard to the results in the field of public health obtained from the law, he must speak with all due reserve, for two years and a-half was much too short a period for conclusions to be drawn regarding widespread diseases. The German delegate supplemented the foregoing statement and furnished information on several questions, especially public order and housing.

The Italian delegate hoped that the system of licensed houses might soon be abolished in his country. At his request the German technical expert gave special explanations in regard to the recent German law.

The British delegate explained that the system of dealing with venereal disease adopted in Great Britain was based on voluntary principles, and treatment was provided free of cost at clinics maintained by the local authorities and at hospitals. He pointed out that it was not always possible to draw a sharp distinction between the voluntary and compulsory forms of treatment. He emphasised the importance of gaining the patients' co-operation. From the point of view of the liberty of the subject, he drew attention to the danger of applying the compulsory system to one class of the community only and thus reviving some of the main objections to the system of official regulation.

The Roumanian delegate pointed out that, in the opinion of her Government, the campaign against prostitution and venereal disease should go hand in hand with an improvement of economic and social conditions in the country if the closing of licensed houses was to prove effective.

The Polish delegate, emphasising the danger to health and the social dangers of prostitution, mentioned the Polish Bills on the campaign against venereal disease and prostitution, which were based on the abolitionist principle.

Several assessors urged that the question should not be discussed exclusively from the medical point of view; the moral problem was equally important and must not be neglected.

As the outcome of this debate, the Committee reached the conclusion that in none of the countries which had abolished the system of licensed houses had the fear of an increase in venereal disease been in any way justified.

In some countries it was thought that the prevalence of disease bore no relation to any particular system that might be applied to prostitution. In other countries it was believed that the prevalence was declining in consequence of the closing of licensed houses.

Public order did not seem to have suffered in any way; indeed, the period of transition from one system to the other seemed to be short, as the case of Germany proved.

The French delegate mentioned the experiment in abolition which had been tried at Strasburg. The conclusion appeared to be that neither public order nor public health had suffered in any way. There had been a decline both in disease and in crime. In addition to Strasburg, moreover, twelve more French towns had abolished licensed houses and, encouraged by this success, six other towns, one of which was an important industrial centre, and another a great port—St. Etienne and Nantes—had asked their municipalities to investigate the possibility of abolition.

Having regard to all these statements, to the great progress made towards abolition and to general considerations, the Traffic in Women and Children Committee unanimously adopted the following resolution:

"The Traffic in Women and Children Committee,

"Having considered the reports on the maintenance of public order and good health received from the Governments of those countries where the system of licensed houses has been abolished,

"Notes that the fear that abolition would result in an increase of venereal disease or would be prejudicial to public order has been proved to be unfounded, and that the danger of international traffic has been diminished by the closing of the houses.

"The Committee therefore, being of the opinion that the study of these replies would be of interest and assistance to those Governments which are considering the possibility of abolishing the licensed house system,

"Asks the Council to forward document C.T.F.E. 466(1) to the States Members and non-Members of the League of Nations."

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.

PART II.

REPLIES FROM GOVERNMENTS

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South Africa.

November 14th, 1928.

When the Union of South Africa was established in 1910, each of the four provinces constituting the Union had its own laws dealing with prostitution and procuring. These laws have not yet been consolidated by an Act of the Union Parliament as there is not much divergence in their provisions, which have, moreover, been found adequate to cope with the evils which they are intended to suppress. These laws are embodied mainly in the following provincial statutes : Cape of Good Hope : Act No. 36 of 1902 ; Natal : Act No. 31 of 1903 ; Transvaal : Ordinance No. 46 of 1903 ; Orange Free State : Ordinance No. 11 of 1903.

None of these statutes recognises a system of licensed houses for prostitution. Such a system is foreign to the Union, as, even under the common law, it is and always has been an offence to keep a brothel in a manner constituting a public nuisance.

Under the above-mentioned statutes it is an offence to keep a brothel, which is defined as including " any house or place kept or used for purposes of prostitution or for persons to visit for unlawful carnal connection or for any other lewd, obscene or indecent purpose " ; and in the Transvaal the Supreme Court has interpreted this definition so as to impose criminal liability upon a woman who uses a house for her own prostitution, although she does not keep it for the prostitution of any other woman.

The owner, lessee or occupier of any premises who permits the use thereof as a brothel and any person who permanently resides in or assists in the management of a brothel or knowingly receives any money taken in a brothel is deemed to keep a brothel. Any woman found in a brothel who fails to disclose the owner or manager thereof, and any male person who resides therein or is the husband of a woman residing or assisting therein, is (unless he is judicially separated from her) *prima facie* deemed to be the recipient of money taken therein and consequently deemed to keep a brothel.

The statutes in question also deal with *souteneurs* and provide punishment for any male person who knowingly lives wholly or in part on the earnings of prostitution or in a public place solicits for immoral purposes. If a male person having no honest means

of subsistence lives with, or is habitually in the company of, a prostitute, he is deemed to be living on the earnings of prostitution, unless he proves the contrary.

The detention of a female for immoral purposes is a criminal offence and various provisions facilitate the detection and punishment of such offences.

Various forms of procuring are classed as offences, such as the procuring of a female (other than a prostitute) for immoral intercourse with another, either in the Union or elsewhere, or procuring a female to become a prostitute or to become an inmate of a brothel either in the Union or elsewhere.

As punishment for the offences referred to above, various terms of imprisonment with hard labour are provided up to a maximum of five years. In some instances, the offender, if born outside the Union, may, at the instance of the Minister of Interior, be deported from the Union.

For a male person convicted of living on the earnings of prostitution, a special punishment in the form of a whipping is provided in addition to imprisonment — a punishment which has proved to be a very effective deterrent.

One should also mention the Immorality Act passed by the Union Parliament in 1927, which Act, although it does not purport to deal with prostitution as such, aims at suppressing a cognate evil in which prostitution plays an important rôle. It prohibits all extra-nuptial carnal intercourse between Europeans and natives under penalty of imprisonment with hard labour not exceeding five years in the case of a male and four years in the case of a female, and the procurer of such intercourse is also made liable to a penalty not exceeding five years' imprisonment.

December 3rd, 1929.

There are no laws or regulations in force in the mandated territory of South West Africa dealing specifically with prostitution or the procurement, etc., of women and children for immoral purposes, and in view of the present small and scattered population and the conditions obtaining in the territory it is not considered necessary to introduce legislation in this direction for the time being.

There are no brothels in existence in the territory, and any attempts at procuring or enticing women and children for immoral purposes can be effectively dealt with under the common law of the territory, and such laws as have been promulgated.

The abduction of children and the soliciting or molestation of women and girls are common law offences, and such cases, where they come to the knowledge of the police, are promptly dealt with and the offenders severely punished, but fortunately such cases are extremely rare.

No legislative measures were introduced during the year 1928, but attention may be called to the provisions of the Girls' and Mentally Defective Women's Protection Proclamation, No. 28 of 1921, and to the Wives' and Children's Protection and Maintenance Ordinance, No. 16 of 1927.

In Law No. 28 of 1921, the most important sections are the following 1, 2, 3 and 4. Briefly, they provide for :

1. The punishment of every male for unlawful carnal connection with a girl under the age of 16, who commits with such a girl immoral or indecent acts or solicits or induces her or who commits rape.
2. The punishment of all the acts mentioned under (1) if committed with any female idiot or imbecile.
3. The punishment of any person who, being the owner or occupier of any premises, knowingly suffers any girl between the ages of 12 and 16 to be on such premises for the purpose of being unlawfully carnally known by any man.
4. The punishment of any person who detains any woman or girl against her will in any brothel or any premises with intent to be unlawfully carnally known by any man.

In Ordinance No. 16 of 1927, Sections 6, 7, 8 and 37 are the most important. Briefly, they provide for :

6. The punishment of any person who allows a child, being in his custody, to reside or frequent a brothel.
7. The punishment of any person causing or encouraging the seduction, abduction or prostitution of young girls.

8. The binding over of any person having the custody of young girls to exercise proper care.

37. The punishment of persons allowing children to enter bars or licensed premises.

It should be pointed out that in the common law of the mandated territory a girl who is less than 12 years of age is conclusively presumed to be unable to consent to her own corruption or defilement. A man who has carnal connection with such girl is guilty of rape, and it would be competent for the court convicting him to sentence him to death.

Germany.

September 19th, 1928.

In Germany, the keeping of brothels and similar establishments and the concentration of prostitutes in certain localities (*Kasernierung*) are prohibited under paragraphs 16, I, and 17 of the Law of February 18th, 1927, concerning the campaign against venereal diseases. This provision is compulsory also for the individual States of the Reich; consequently, such establishments no longer exist in Germany.

LAW FOR COMBATING VENEREAL DISEASES OF FEBRUARY 18TH, 1927. ¹

Article 1.

Venereal diseases in the sense of this law are syphilis, gonorrhoea and "chancro", irrespective of which parts of the body are affected by the symptoms of disease.

Article 2.

Whoever suffers from an infectious venereal disease and knows it, or should be led to assume it from the circumstances of the case, *is in duty bound to let himself be medically treated* by a doctor certified to practise in the German Empire. Parents, guardians and others responsible for juveniles are in duty bound to ensure medical treatment of their wards suffering from venereal disease.

By executive measures, care is to be taken that the treatment of indigent persons, who would otherwise not be entitled to medical treatment or to whom treatment under an insurance system would bring economic disadvantages, shall be carried out from public funds.

Article 3.

The carrying out of the tasks resulting from this law are to be entrusted to Boards of Health, who shall keep, as far as possible, in touch with the advisory centres for sexually diseased, with the bureaux of protection, ² and the other socially beneficent organisations. The officials of police, both in their repressive and protective organs, are instructed to give every assistance in the carrying out of all hygienic and social measures, in particular the actions of protection centres for minors.

Article 4.

The competent Board of Health can induce persons strongly suspected of having venereal disease and of carrying infection to produce a medical certificate and, for special and well-founded reasons only, a certificate of health from a doctor specified by the competent Board of Health, or to be examined by such a doctor. By request of the examining medical authority, such persons can be required to furnish repeatedly such certificates of health.

Persons suffering from venereal disease and suspect of carrying infection can be subjected to treatment, and also be put into hospital if this seems necessary for the prevention of a spread of the disease.

Anonymous notifications are to receive no attention. Persons who mention their names while denouncing others as having venereal disease are first to be examined orally, and the denunciation to be taken up only if examination has shown that sufficient grounds for the correctness of the supposed facts exist.

Inasmuch as other means of carrying out the first and the second paragraphs of this article do not suffice, the use of direct compulsion is permissible. Medical treatment involving serious danger to life or health may only be carried out with the consent of the patient. The Government of the Reich decides which treatment is to come under this heading.

Article 5.

Whoever has sexual intercourse, although he suffers from an infectious venereal disease and knows it, or should know it from the circumstances of the case, is punished by imprisonment up to three years, unless according to the regulations of the Civil Code a heavier punishment is incurred.

Prosecution only follows upon request. If the accuser is a relative of the accused, the latter may withdraw his plaint.

Legal action is not possible after a lapse of six months.

¹ The passages printed in italics are intended to stress the most important points of the law. This indication is purely of a practical character and has no official bearing.

² "Pflegeämter" are special bureaux for the care of girls in danger of prostitution. These bureaux are staffed exclusively by trained women. They work in organised co-operation with the police but their functions are strictly separated from those of the police.

Article 6.

A person who knows or should know from the circumstances of the case that he or she is suffering from a contagious venereal disease and in spite of this *contracts matrimony* without informing his or her partner before marriage of his or her illness is punishable by imprisonment up to three years. Prosecution will only take place upon request. The plaint may be withdrawn.

The case is not "actionable" after a lapse of six months.

Article 7.

Treatment of venereal disease and diseases or ailments of the sexual organs is permitted only to medical men *authorised to practise by the German Reich*. It is forbidden to treat such diseases otherwise than by personal acquaintance with the patient (long-distance treatment) or by lectures, treatises, illustrations or descriptions to give advice as to self-treatment.

A person treating another in a manner contrary to the prohibitions contained in paragraph 1 of this article, or offers to treat anyone by advertisement or by the distribution of pamphlets, illustrations or descriptions, even though in a veiled manner, will be punished by imprisonment up to one year and a fine, or by one of these punishments.

The same punishment is meted out to the medical man who offers his services in an illegal manner for treatment of the diseases mentioned in paragraph 1.

Article 8.

A person examining or treating another suffering from venereal disease shall instruct him or her as to the nature of the disease and about the danger of contagion, as well as about the liability to punishment for actions mentioned in Articles 5 and 6, and shall at the same time give him an *officially authorised leaflet* on the subject.

If the patient lacks the understanding to appreciate the danger of contagion, such instruction and the leaflet shall be given to such as are responsible for the personal welfare of the patient.

Article 9.

Any person giving medical treatment to another suffering from a contagious venereal disease is to notify the Board of Health mentioned in Article 4, if the patient ceases to submit himself to medical treatment or observation or if in the exercise of his profession or in his personal circumstances he is specially endangering others. The Central State Authority can order such notification to be made to an *advisory centre for venereal diseases* instead of to the Board of Health. If the patient does not carry out the instructions of the advisory centre, the latter has to inform the Board of Health.

Article 10.

If an official or employee of a Board of Health or of an advisory centre makes known without authorisation anything that has come to his knowledge about the venereal diseases of another or about their causes or any other circumstances of the persons in question, he is punished by a fine or by imprisonment up to one year.

Prosecution will only take place by request. The request may come from the Board of Health.

Such *divulgence will not be unauthorised if it is made by a medical man* working at the Board of Health or in an advisory centre or in agreement with such a medical man to a Board or to a person who has a justifiable hygienic interest in being informed of the venereal disease of another.

Article 11.

A person who, for the purpose of healing or mitigating venereal diseases, *publicly* or by the distribution of pamphlets, illustrations or descriptions, even though in a veiled manner, *advertises medicines, objects or methods of treatment* or exhibits such medicines or objects in a place accessible to the general public, will be punished by imprisonment up to six months and by a fine, or by either.

Non-punishable (unless prohibited by other regulations of the Reich or the German States) is the *advertisement of such medicines or objects to medical men, chemists or persons who carry on an authorised trade in such medicines or objects, or in scientific medical or pharmaceutical periodicals.*

Article 12.

Lectures, writings, illustrations and descriptions whose *sole object is to give information regarding venereal diseases*, in particular their different manifestations, are non-punishable, unless they come under the stipulations of Article 7.

Article 13.

The Government of the Reich may make the sale of medicines or objects advertised in the prevention of venereal diseases dependent upon the results of an official examination, and may prohibit the sale of objects not suited to this end. It may also issue regulations as to the exhibition, advertisement or recommendation of authorised medicines or objects.

A person putting on the market medicines or objects which have been barred as laid down in the first part of the above paragraph will be punished by imprisonment up to six months and a fine, or by either. Equally punishable is any infringement of the regulation laid down in the second part of the above paragraph.

Article 14.

Imprisonment up to one year and a fine, or either of these punishments (unless by the regulations of the Penal Code a heavier punishment is due), will be incurred by :

1. A female person who acts as wet-nurse to a child not her own, although she suffers from venereal disease and knows it or according to the circumstances ought to be aware of it ;

2. Whoever allows a syphilitic child for whose care he is responsible to be nursed by anyone but its mother, although he knows the nature of the child's illness or according to the circumstances ought to be aware of it;

3. Whoever allows a child suffering from another venereal disease, and for whose care he is responsible, to be nursed by any other person but its mother, without having first had her orally instructed by a medical man with regard to the disease and the necessary precautionary measures, although he knows the illness of the child or according to the circumstances ought to be aware of it;

4. Whoever puts a child suffering from venereal disease out to nurse, although he knows or ought to know the nature of the illness, without informing the foster-parents of the illness of the child.

Non-punishable is the nursing or allowing to be nursed of a syphilitic child by a female person who is herself syphilitic.

Article 15.

A fine up to 150 Reichsmark or imprisonment is incurred by :

1. A wet-nurse who nurses a child not her own, without being in possession of a medical certificate issued immediately before taking her situation, certifying that no venereal disease has been found upon her;

2. Whoever takes into his service a wet-nurse for the purpose of nursing a child, without first having satisfied himself that she is in possession of the certificate mentioned in No. 1;

3. Whoever, except in cases of extreme urgency, allows a child for whose care he is responsible to be nursed by another person than its mother, without first being in possession of a medical certificate that there is no hygienic danger for the nursing woman.

The stipulations of No. 1 do not come into operation in the case of Article 14, No. 2.

Article 16.

The Penal Code is altered as follows :

I. Article 180 is given the following second and third points :

The keeping of a brothel (*Bordell*) or brothel-like establishments (*Bordellartiges Betrieb*) now comes under the heading of *Procuring (Kuppelei)*.

A person letting a room to another over 18 years of age will, according to paragraph 1, be punishable only if together with this letting there is any exploitation of the person to whom the room is let or an inducement or an incitement of such person for immoral purposes.

II. To Article 184, after No. 3, is added the following :

3 (a) Whosoever publicly advertises, in a manner offensive to public decency, medicines, objects or methods for the prevention of venereal diseases, or exhibits such medicines or objects in a place accessible to the general public.

III. Article 361, No. 6, is revised as follows :

Whoever solicits publicly in a manner offensive to public decency or incommoding others for immoral purposes.

IV. Article 361 is amended after No. 6 as follows :

6 (a) Whoever habitually for commercial purposes practises immorality in the vicinity of churches or schools or other places frequented by children or juveniles or in a dwelling inhabited by children or juveniles between the ages of three and eighteen, or in a community of less than 15,000 inhabitants, for which the Central State Authority has laid down special regulations for the protection of youth or of public morality.

V. In Article 362, paragraph 3, second sentence, the words "in the cases of Article 361, No. 6", shall be replaced by the words: "In the cases of Article 361, No. 6, 6 (a)".

Article 17.

It is prohibited to restrict the personal liberty of prostitutes in the choice of their dwelling to certain streets and blocks of houses (*Kasernierungen*).

Article 18.

The regulations necessary for the carrying out of this law, especially for the co-operation of public institutions with the institutions of social welfare, are issued by the Central Authority of the States. The resulting costs are budgeted for according to the law of the land.

Article 19.

This law comes into force on October 1st, 1927.

OBSERVATIONS ON THE LAW OF FEBRUARY 26TH, 1929.

At the meeting of the Committee on Traffic in Women and Children held in Geneva on April 23rd, 1929, Frau Dr. Bäumer, delegate of the German Government, made the following comments on this German law :

The aim of the law was to abolish the system of regulation, and to substitute for it medical supervision of the entire population in respect of venereal diseases.

Under the constitution of the Reich, health questions were dealt with by the individual States, Prussia, Bavaria, etc. The Reich was only entitled to enact laws of a general character, whereas all measures concerned with points of detail, whether legislative or administrative, were reserved for the States. The venereal diseases law of 1927 was therefore a general law, which was enforced by means of local measures.

Prior to the entry into force of the new law, the only medical authorities particularly engaged in the campaign against sexual diseases were, with the exception of the police, the consultation bureaux, which were public insurance institutions and were therefore organised on the same principles throughout Germany, public insurance being a Reich institution. The general health authorities of the States, provinces and municipalities were organised on widely different lines, according to the variations in the administrative systems. Dr. Bäumer referred to this situation because it had been a source of difficulty in introducing the law. When it had been attempted by means of this law to dissolve the *police des mœurs*, and to hand over the campaign against sexual diseases to the health authorities, there had not been found health authorities in all quarters, and particularly in the small towns and country districts, who were in a position to take up these new duties.

There were four types of organisations for social relief — organisations which, together with those for medical assistance, were to replace the former system of regulation. Three were official, and the fourth was constituted by the philanthropic associations. The three official organisations were the Jugendämter, which were offices for the protection of children, the usual social relief offices for the assistance of adults, and, lastly, special organisations for assistance to girls in danger of prostitution (the Pflegeämter) which had been set up in several towns side by side with the police, but entirely distinct from them. The officials in these latter offices were women, and all girls who had been arrested on a first charge of prostitution were required to present themselves to them. These organisations, which co-operate with the employment offices and other institutions, had proved of great assistance in the rehabilitation of women.

In addition, the Government recommended the provision of refuge homes for women. The basis of co-operation was to be found in Article 3 of the law. The most essential point in that article was the part played by the police. It had naturally been found impossible to do away entirely with the services of the police, whose duties were to preserve good order and who were responsible for the protection of the citizen. For this purpose the police had been placed at the disposal of the health authorities. In so far as the campaign against venereal diseases was concerned, the police had no independent power of initiative, nor did they perform the functions of the former *police des mœurs*. As far as other organisations were concerned, co-operation had been assured in different forms. If, as in many cases, medical assistance had to be supplemented by social help, the health authorities transferred all measures of medical and social relief to the relief authorities, who in addition would act in an assistant capacity to the health authorities. The Health Bureau kept under its own control only cases in which medical treatment for disease was required, and in which it was merely necessary to make sure that the patient was submitting to the treatment. It was therefore the relief bureaux which carried out the greater part of the work.

Another form of co-operation was under the control of the social insurance organisations, which worked with the medical authorities in the campaign against disease. Their co-operation was based upon regulations which had just been prepared by the Government of the Reich.

She would now turn to the results which had already been achieved. The medical authorities were of opinion that, in general, a surprising degree of success had been achieved by the new system in so far as disease was concerned. In Berlin, in the first year after the enforcement of the law, 30,000 persons had received treatment from the consulting bureaux, of whom 65 per cent had been men. The number of persons seeking medical assistance voluntarily had considerably increased. In Cologne, for example, the figure had been twenty times more than had been the case in the previous year. The percentage of voluntary patients attending the bureaux was between 60 and 70. It was hoped to effect a large increase in this number.

The effect of the law on prostitution as such depended entirely on the existence of well-organised "Pflegeämter". Of the 5,000 prostitutes dealt with in Berlin, 1,500 had returned to a normal life, 3,000 had submitted to the new form of treatment, and 300 had escaped further control.

Dr. Bäumer would also mention the fact that, according to a report submitted to the Reichstag in December 1928, new cases of syphilis in Berlin had diminished by 30 per cent, and new cases of gonorrhœa by 15 per cent. From a medical point of view, the educative influence of the new system upon the population as a whole was a most satisfactory feature. The dangers of infection had been much more clearly realised by persons infected, from the moment when the doctor had warned them that he would be obliged to bring them before the health bureau if they did not submit to treatment. It was maintained that it was much more possible now than formerly to discover the sources of infection. It was obvious that officials responsible for the working of the system were required to show great tact.

Greater difficulties had been found in suppressing the licensed houses by prosecuting their proprietors. According to the law it was permissible to let a room to a prostitute, provided that she was not exploited in any way, that was to say, provided that the rent she paid for the room was not higher than the normal, and provided that she was not induced to lead a life of prostitution by her landlord. The brothel-keepers had tried to circumvent the law by providing girls with lodging without restricting their independence,

but at the same time making their profit by raising the rent, which meant that licensed houses continued to exist in another form. The municipalities had not always been as severe as they should have been in prosecuting persons who adopted these methods of evading the law. She would point out that all the municipalities had been convinced of the efficacy of the new law.

In the case of the first few prosecutions the courts had shown themselves tolerant in their interpretation of the term licensed house. They had taken the view that the existence of a licensed house was proved only in cases when the inmates had been actually dependent on the proprietor or when they had been exploited. A person giving lodging to a prostitute had not been regarded as a keeper of a brothel. It had therefore been found impossible to abolish the worst centres of procuring. A judgment by the Supreme Court which had been promulgated in November 1928 would be of great assistance. The case had concerned a brothel-keeper who had housed girls and charged them for washing and lighting a price double that of the ordinary prices. This action had been judged to be exploitation. It had also been decided that the inmates had been granted lodging in the house because the men frequenting them knew that they could always find them there, that was to say, that they were lodged there for the purpose of prostitution. For that reason the Supreme Court had decided that the house in question was a brothel. This precedent would make further prosecutions against persons letting such forms of lodging more effective.

Another difficulty had been the provision of lodging for women after their removal from licensed houses. This problem had been all the more difficult because of the housing shortage in Germany. An attempt had been made to introduce safeguards for the protection of children and of the ordinary population by prohibiting soliciting in the neighbourhood of churches, schools, etc. Experience had shown that prostitutes mostly concentrated in a particular quarter. If they lived in the respectable quarters of the town they found themselves in a position of inferiority and subjected to control. They therefore preferred not to be the only one of their class in a house. They tended in fact to congregate together.

As regarded the question of decency in the streets, the solution of the problem had been rendered somewhat easier by the fact that the persons engaged in prostitution had become far more discreet. Under the system of regulation, prostitutes had felt themselves to be privileged to a certain degree and had carried on their trade with a feeling of security. Now the only ground on which the police intervened was that of scandalous conduct, and the behaviour of prostitutes had consequently improved.

This improvement would be more marked when the police had fully learned the new part they were required to play. In some places the police had at first shown a certain opposition to the new law. After the abolition of regulation they had found that the limits of their new powers had not been clearly enough defined and they preferred to take no action at all. This attitude, however, was disappearing.

Another problem, from the social point of view, was that sufficient aid was not yet given to young men. It was unfortunately true that boys of from 16 to 18 frequently visited brothels. It was a curious fact that this side of the problem had been neglected and Dr. Bäumer hoped that it would soon be remedied.

Bulgaria.

February 2nd, 1929.

The system of licensed houses has been abolished in Bulgaria.

In dealing with the traffic in women and children, the Bulgarian administrative authorities impose the penalties laid down in Articles 48 and 50 of the Law on Police Administration and Articles 475 and 483-485 of the Penal Code. In virtue of these enactments, the Police Department has issued the Orders the text of which is given below.

There are at present no regulations on the question, but these will be prepared in the near future.

In addition, the Bulgarian Government has imposed more severe penalties in the draft law on public health applicable to persons opening licensed houses. This draft law, however, has not yet passed its second and third reading in the Sobranje.

Order No. 362 of December 2nd, 1925.

I hereby order as follows :

1. Hotels, inns, and liquor shops in the capital shall be entitled to employ women over 35 years of age.
2. All charwomen and maids below that age shall be released by the managers of these establishments as from January 1st, 1926.
3. Only Bulgarian subjects and, so far as possible, town-dwellers shall be employed as maids in these establishments.
4. Hotels and inns shall be authorised to employ one maid per 15 to 25 rooms ; such maids may not, however, remain on the premises of hotels after 8 p.m. either to work or to sleep.
5. Young women of doubtful morals may not be given temporary accommodation in hotels and inns.

6. Hotels and inns are strictly forbidden to provide women giving themselves out to be travellers with rooms in which to practise prostitution.

7. The Police authorities shall charge any persons caught in the act of prostitution in these establishments with a breach of Police regulations. A charge shall be preferred also against the keeper of the establishment, who shall be liable to a fine and shall, if the offence is repeated, have his establishment closed down and be proceeded against in accordance with Article 49 of the Law on the Administration and the Police.

8. I entrust the strict enforcement of the present Order to the Office for the Combating of Immorality attached to Police Headquarters, and I enjoin upon the said Office to ensure that all breaches of this Order are duly detected, and to prefer the necessary charges in good time.

9. The present Order shall be distributed to all hotels, inns and liquor shops in the capital, who shall comply therewith.

IV. KOVATCHEEFF,
Chief Commissioner of Police.

Order No. 49 of June 23rd, 1927.

I hereby order as follows :

The most drastic action shall be taken against all places of prostitution, in whatever form they exist, private houses, hotels, liquor shops, cafés, sundry workshops, agencies, employment bureaux, etc., and they shall be closed.

Charges shall be preferred against the lessees and managers of these premises who offend against the present Order, as well as against persons taking advantage of their complaisant attitude, and they shall be dealt with in accordance with Articles 48 and 50 of the Law on the Administration of the Police and Articles 475 and 485 of the Penal Code.

Any offenders who are aggrieved at the line of action taken by the Police may appeal to the judicial authorities concerned within the statutory time-limit and in accordance with established procedure.

The enforcement of the present Order is entrusted : for the town of Sofia to the Police Supervision Department at Police Headquarters, and for the provinces to the Police Prefects and District Police Officers concerned.

IV. KOVATCHEEFF,
Chief Commissioner of Police.

Canada.

January 31st, 1924.

From the replies of the provinces it is seen that no system of licensed houses exists in Canada. Most of the provinces state that no such system has ever existed. The province of Quebec states that the system of State licensed houses does not exist there, nor has it been recently abandoned.

November 20th, 1928.

The Canadian Government has sent the articles of the Canadian Penal Code dealing with penalties for procuring and brothel-keeping. Only those sections which directly relate to the prohibition of brothels are quoted below. The other articles are merely summarised.

ARTICLES DEALING WITH THE PROHIBITION OF BROTHELS.

Section 225. — A common bawdy-house is a house, room, set of rooms or place of any kind kept for purposes of prostitution or for the practice of acts of indecency, or occupied or resorted to by one or more persons for such purposes.

Section 228. — Everyone who, without lawful excuse, is found in any disorderly house shall be liable on summary conviction to a penalty not exceeding one hundred dollars and costs and, in default of payment, to two months' imprisonment.

2. Anyone who, as landlord, lessor, tenant, occupier, agent or otherwise, has charge or control of any premises and knowingly permits such premises or any part thereof to be let or used for the purposes of a disorderly house shall be liable upon summary conviction to a fine of two hundred dollars and costs, or to imprisonment not exceeding two months or to both fine and imprisonment.

Section 229. — Everyone is guilty of an indictable offence and liable to one year's imprisonment who keeps any disorderly house, that is to say, any common bawdy-house, common gaming-house or common betting-house, as hereinbefore defined.

2. Anyone who appears, acts or behaves as master or mistress, or as the person having the care, government or management of any disorderly house, or as assisting in such care, government or management, shall be deemed to be the keeper thereof and shall be liable to be prosecuted and punished as such, although in fact he or she is not the real owner or keeper thereof.

3. Everyone is guilty of an indictable offence and liable to a penalty not exceeding one hundred dollars and costs and, in default of payment, to imprisonment for a term not exceeding two months, or to imprisonment for a term not exceeding twelve months, who is an inmate of any common bawdy-house.

4. Anyone who has been convicted three or more times of any of the offences mentioned in sub-sections 1, 2 and 3 hereof shall be liable on the third or any subsequent conviction to imprisonment for a term of not less than three months and not exceeding two years.

5. If the landlord, lessor or agent of premises in respect of which any person has been convicted as the keeper of a common bawdy-house fails, after such conviction has been brought to his notice, to exercise any right he may have to determine the tenancy or right of occupation of the person so convicted, and subsequently any such offence is again committed on the said premises, such landlord, lessor or agent shall be deemed to be a keeper of a common bawdy-house, unless he proves that he has taken all reasonable steps to prevent the recurrence of the offence.

SUMMARISED ARTICLES.

Section 215. — Provides for the punishment of :

(1) Everyone who, being the parent or guardian of any girl or woman : (a) procures such girl or woman ; (b) knowingly receives the avails of the defilement, seduction or prostitution of such girl or woman.

(2) Any person indulging in sexual immorality, drunkenness or any other form of vice in the home of a child (boy or girl under 16 years), causing him or her to be in danger of becoming immoral, dissolute or criminal.

Section 216. — Provides for the punishment of everyone who : (a) procures or attempts to procure or solicits any girl or woman for unlawful carnal connection ; (b) induces any woman to a house of prostitution ; (c) knowingly conceals any woman in a house of prostitution ; (d) procures or attempts to procure any woman to become a prostitute ; (e) procures or attempts to procure any woman to leave her usual place to become a prostitute ; (f) directs any woman on her arrival to a brothel ; (g) procures any woman to leave Canada for the purpose of prostitution ; (h) procures any woman or girl by threats or intimidation ; (i) exercises control for the purpose of gain, aiding, abetting or compelling her prostitution ; (j) procures by false pretences or false representations any woman or girl to have unlawful connection ; (k) applies, administers any drug to any woman to overpower her for unlawful carnal connection ; (l) being a male person, lives wholly or in part on the earnings of prostitution.

Section 217. — Provides for the punishment of everyone who, being the owner or occupier of any premises, induces or knowingly suffers any girl under the age of 18 years to be in such premises for unlawful carnal knowledge.

Section 218. — Provides for the punishment of everyone who by fraudulent means induces any woman to commit adultery.

Section 219. — Provides for the punishment of everyone who unlawfully and carnally knows any idiot or insane or deaf and dumb woman or girl.

Section 220. — Provides for the punishment of everyone who : (a) allows an unenfranchised Indian woman to stay in his house with the intention of prostituting herself ; (b) being an Indian woman, prostitutes herself therein ; (c) being an unenfranchised Indian woman, occupies, frequents or is found in a disorderly house.

Section 230. — Provides for the punishment of everyone who : (a) wilfully prevents any constable entering any disorderly house or any part thereof ; (b) obstructs or delays any such constable in so entering ; (c) bolts or by any means secures the door of any common gaming-house ; (d) uses any means to obstruct or delay the entry of any constable or official into such disorderly house ; (e) being the owner or person in control of premises used as a disorderly house, allows any contrivance whatsoever to obstruct or delay the entry of any constable or official.

Section 238. — Provides for the punishment of : (a) a common prostitute wandering and not giving a satisfactory account of herself ; (b) a person having no peaceable profession to maintain himself and who supports himself by gaming, crime or the avails of prostitution.

Denmark.

December 5th, 1928.

The first result of the movement which took place in Denmark at the end of the last and the beginning of the present century with the object of prevailing upon the Legislature to abolish the licensed brothel system was seen in 1895. In March 1895, an Act was passed providing in the first place that no girl under 18 years of age should reside in a licensed house, and, secondly, withdrawing the powers of the Police to require women placed under police supervision to reside in licensed houses. The next step was an Act of April 11th, 1901, which absolutely prohibited under severe penalties the keeping of brothels (licensed houses). No infringements of this enactment have occurred, and the prohibition remains in force. No proposal to return to the system of toleration has been made from any quarter since 1901, and since the introduction of the prohibition the Police have encountered no difficulties due to the fact that brothel-keeping is forbidden. The prohibition is also retained in a draft of a new general penal law which the Danish Government has introduced in the Rigsdag.

Already in 1901 it was easy to foresee that the abolition of licensed houses would be followed by that of the Police regulation of prostitution in general ; and this was actually effected by an Act of March 30th, 1906, which came into force on October 11th, of the same year. In the course of the debate on this law, protests were indeed made against the abolition of police regulation, which was held to be undesirable on grounds of hygiene and public order.

The current of opinion which pressed for the abolition of regulation was, however, far the stronger, and a retrospect of the twenty-two years that have passed since the abolition, and an estimate of the progress made during that time, will show that such apprehensions were unjustified. Simultaneously with the abolition of regulation, a system was established on the broadest lines whereby free treatment for venereal disease was made available to all, and it was recognised as a universal right and duty to undergo treatment. This had already been sanctioned by Danish law some time earlier, but the development of the system had been held back by the view then taken that prostitutes (of whom at any time only a minority came under supervision) were the only sources of the spread of venereal disease. The widest advantage is taken of this universal and unrestricted access to free treatment, and the system established in connection with it, which aims at securing control of persons in need of treatment as soon as the disease begins and retaining it to the end, is working satisfactorily. It should be specially remarked that there is no reason to suppose that the measures of compulsion embodied in this system — which are employed with discretion — have any tendency to deter persons suffering from venereal disease from going to a doctor, though at the beginning such a development was feared in certain quarters. It is worth mentioning that in Copenhagen the number of cases of venereal disease notified in 1926 per 10,000 of the population was as follows: gonorrhœa, 114 cases; ulcer venereum, 3 cases; and syphilis, 27 cases. The corresponding figures in 1927 were 102, 2 and 21; in 1885, 212, 51 and 66; in 1895, 118, 13 and 40; and in 1907, 129, 17 and 45. Although various special factors enter into all statistics of venereal disease, it is safe to say that, so far as concerns Denmark, the rise and fall in the number of notified cases of venereal disease cannot be referred to the existence or non-existence of a system of regulated prostitution.

From the point of view of public order, the first few years after the abolition of regulation in 1906 certainly produced some difficulties, primarily due to the fact that some of the prostitutes who had formerly been required to live in certain streets moved, but at the same time retained their habit of meeting one another daily, and now used street-corners as their rendezvous and place of operations.

Thanks to the provisions of Article 2, paragraph 1, of the above-mentioned Act of March 30th, 1906, and to the Copenhagen Police regulations — whereby soliciting in the public street or way or any public place is prohibited, and the Police may forbid individual prostitutes to remain at a specified street-corner or corners or within a given distance in either direction — it has been found possible to keep the streets of the city tolerably free from soliciting and other annoyances on the part of prostitutes, and to prevent them from meeting in the streets or public places. Annoying behaviour on the part of prostitutes was, of course, by no means unknown before the abolition of regulation.

Besides abolishing regulation, the Act of March 30th, 1906, directed the Police that they may employ the provisions of the Vagrancy Act against prostitutes. This direction has been followed, and the practice that has developed is partly responsible for the fact that the bounds of public order and decency are not overstepped. The persons against whom the Vagrancy Act can be used are primarily those who make it plain by their behaviour in the street that they have no occupation but seek to make their living by prostitution.

SUMMARY OF THE LAW OF MARCH 30TH, 1906, ON THE SUPPRESSION OF OPEN PROSTITUTION AND VENEREAL INFECTION.

The Law of March 30th, 1906, abolishes the former system of licensing. It allows the application to prostitution of the Vagrancy Law, under which prostitutes may be punished whose attitude on the public thoroughfare clearly shows that they have no proper employment and are seeking to derive profit from prostitution.

This law prohibits licensed houses (see below Article 3 *in extenso*) and the letting of rooms for immoral purposes.

As regards venereal disease, penalties may be inflicted when one spouse infects another, provided the injured party complains. Any person suffering from venereal disease is bound to undergo treatment and continue such treatment until he or she is cured.

Doctors must warn their patients of their condition and inform them of the various regulations with which they must comply under the present law.

Doctors are bound to report all cases they have treated, but are not obliged to give their patients' names.

If a nurse is infected by syphilitic children, penalties may be imposed and compensation may be demanded.

Any person charged with one of the offences referred to in this law may, as a police measure, be subjected to medical examination, if he or she consents (see below Article 10 *in extenso*).

Medical inspection must be carried out, if possible by a person of the same sex as the person to be examined, unless the latter foregoes this right.

Free treatment must be granted if necessary. The patient is liable to a fine if, while still in an infectious state, he or she fails to attend for medical treatment.

When a patient has been sent to hospital, he or she may not (on penalty of imprisonment) leave the establishment without the permission of the medical officer in charge of the case.

Women who have committed offences against Article 2 of the present law (see below Article 2 *in extenso*) may not become waitresses in hotels or restaurants or act as barmaids.

ARTICLES 2, 3 AND 10 OF THE LAW OF MARCH 30TH, 1906.

Article 2.

Any person who induces another person to commit immoral acts, or openly leads a dissolute life so that it results in an offence against decency, a scandal, or the annoyance of the neighbourhood, is liable to imprisonment or, in the case of aggravating circumstances, or offences subsequent to the first offence, punishment by penal servitude.

Should there be extenuating circumstances, the said punishment may be reduced to a fine.

Any woman who makes a profession of prostitution shall be liable to the same penalty if an adult man or a child over two years of age lives with her, or if she receives, for the purpose of engaging in prostitution, men of the age of less than 18 years.

If the offender has not been punished previously and has not received a warning, the penalty provided for above may be replaced by a police warning, unless the accused person requests a trial.

Article 3.

The keeping of licensed houses is prohibited. Any person who infringes this prohibition shall be liable to internment in a penitentiary, or to penal servitude, or to ordinary imprisonment. Any person who is guilty of procuring shall be liable to the same penalty.

Any person who, for purposes of gain, admits to his house persons of different sex, in order that they may engage in immoral acts, and lets rooms not for the purpose of permanent residence but in order to facilitate immorality, and any person who admits to his house women below the age of 18 who make a profession of prostitution, shall be punished by imprisonment or by penal servitude.

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Article 10.

Any person who is charged with any of the offences mentioned in paragraphs 1, 2, 4 or 9, sub-paragraph 2, of the present Law, or in paragraph 181 of the ordinary Penal Code, may, by the action of the police, be subjected to medical examination with his explicit consent. Should he refuse, the court shall determine (by a decision) whether the medical examination shall take place without the consent of the person concerned.

EXTRACT FROM THE DRAFT NATIONAL PENAL CODE OF DENMARK.

Article 228.

Paragraph 1. — Any person who, for the sake of gain, either induces a person to engage in prostitution with others or prevents a person professionally engaged in prostitution from abandoning the same, or keeps a brothel, shall be charged with procuring and sentenced on conviction to a term of imprisonment not exceeding four years.

Estonia.

November 20th, 1928.

No licensed houses have existed in Estonia since the creation of the Republic, the health departments of the autonomous district and municipal administrations having refused to grant the necessary permits for opening such establishments. The steps taken by the local authorities were later confirmed and supplemented by the Regulation for the prevention of prostitution and the venereal diseases connected therewith promulgated by the Department of Public Health and published in the *Riigi Teataja* (Official Journal), No. 18, of 1921. A supplementary Regulation amending this measure was issued in 1922 (*Riigi Teataja*, No. 90, of 1922).

General guiding principles for the campaign against the evils of prostitution are also found in paragraphs 324 and 325 of the Law on Public Order and Security, an English translation of which is given below.

Among the Regulations issued on this subject by the local autonomous administrations should be mentioned the Compulsory Regulation concerning Hotels and Furnished Apartments issued by the Municipal Council of the City of Tallinn and published in the *Riigi Teataja* (Official Journal), No. 89/90, of 1925; paragraph 36 of this Regulation prohibits the renting of rooms or flats for immoral purposes.

Translations of the texts of the first two Regulations mentioned above and of extracts from the Regulation of 1925 are given below.

December 23rd, 1929.

With special reference to the campaign against venereal diseases, the compulsory registration of infectious and venereal diseases was introduced by Law of March 25th, 1926, published in the *Riigi Teataja* (Official Journal), No. 34, 1926.

This was supplemented later by the Law of December 16th, 1926, published in the *Riigi Teataja* (Official Journal), No. 1, 1927, establishing the principle of compulsory medical treatment for persons suffering from venereal disease. Poor persons are given free treatment in appropriate departmental or municipal institutions. Should they refuse to comply with this obligation, or should treatment be discontinued before they are finally cured, they will be required to attend the hospital for these diseases and to undergo the treatment prescribed until they are completely cured.

I.

CODE OF LAWS, VOLUME XIV, 1916 EDITION, LAW ON PUBLIC ORDER AND SECURITY.

Chapter X. — Measures against Prostitution.

324. It is an offence to open one's own house or a house held on lease, by day or night, for the purpose of prostitution, and to enter a house in order to earn money either as a prostitute or from the prostitution of others. — April 8th, 1872 (15379), Article 221; March 23rd, 1893 (12166), Article 34.

Note. — Public Health Police Committees have been formed for the supervision of prostitutes. The work of these committees is governed by rules specially issued for that purpose. — October 8th, 1843 (17213); July 4th, 1844 (18047); August 7th, 1845 (19261); October 16th, 1845 (19402); December 18th, 1845 (19530); August 31st, 1848 (22542); November 9th, 1848 (22724); October 18th, 1849 (23582); July 31st, 1851 (25461).

325. Gatherings of prostitutes and disorderly crowds are never in any circumstances permitted, but are dispersed by the Police. — April 8th, 1872 (15379); Articles 122, 263; April 14th, 1828 (1958); June 3rd, 1837 (10306), § 103.

II.

REGULATION ISSUED BY THE CENTRAL ADMINISTRATION OF PUBLIC HEALTH FOR THE PREVENTION OF PROSTITUTION AND THE VENEREAL DISEASES CONNECTED THEREWITH.

(*Riigi Teataja* (Official Journal), No. 18, 1921.)

§ 1. All persons whose premises are occupied or frequented by prostitutes must notify the following authorities within 48 hours: in the districts, the Public Health Section of the Autonomous Administration; and in the towns, the Health Section of the local municipality.

§ 2. Prostitutes are only allowed in premises which have been registered by the Health Section and established in accordance with the latter's instructions.

§ 3. The lessee may not exercise any pressure on the prostitute nor interfere in the relations between the prostitutes and her visitors, nor attempt to make any profit therefrom.

§ 4. The owner of the premises must notify the Health Section within 24 hours of a prostitute's departure or change of residence.

§ 5. Prostitutes must be medically examined on the days and at the place appointed by the medical officer of the Health Section.

Note. — Should sickness or other circumstances prevent the execution of the above provision, the prostitute or lessee must notify the fact to the medical officer of the Health Section within 24 hours.

§ 6. The competent officials of the Health Section and Health Police are authorised to require any suspected woman to produce her health certificate and other information concerning her person, place of residence and occupation.

Note 1. — Women against whom a complaint has been made on good grounds or by a trustworthy person, or who are manifestly guilty in public of an offence against morality, are considered suspected women.

Note 2. — No complaints will be received unless they contain the exact name and address of the complainant and supply proper evidence. The name of the complainant will be kept secret should he so request.

§ 7. Any suspected person referred to in paragraph 6 who is unable to produce a health certificate must obtain the required document within 24 hours.

Note 1. — Health certificates are issued free of charge by the medical officer of the Health Section. Private medical practitioners may also issue such certificates on the authority of the Health Section.

Note 2. — Should a suspected person who has been referred to a medical practitioner by a competent official of the Health Section or by the Health Police be found to be suffering from venereal disease, the medical practitioner must notify the Health Section within 24 hours.

Note 3. — The following are considered as venereal diseases, whatever part of the body may be affected: gonorrhoea, syphilis and venereal chancre.

§ 8. Venereal patients, male and female, who are liable to communicate the disease to others are subject to compulsory treatment and are placed in special hospitals for this purpose.

§ 9. Suspected women, referred to in § 6, suffering from venereal disease may, with the permission of the Health Section, obtain treatment from private medical practitioners authorised thereto by the Section; in that case, they must submit to the Section certificates of treatment issued by the private medical practitioners in question in accordance with the prescribed requirements.

§ 10. Sexual intercourse is forbidden to persons suffering from venereal disease in its contagious stage.

§ 11. At the time of examination or during the medical treatment of a person suffering from a contagious venereal disease, the medical officer must draw the attention of the patient to the possibility of the disease being communicated to others and the manner in which it may be communicated, and also to the prohibition contained in § 10.

§ 12. Husbands of prostitutes, and *souteneurs*, must not prevent the regulations laid down by the Health Section concerning prostitutes from being carried out.

§ 13. Offences against the present regulations, refusal to undergo compulsory treatment for the above diseases, absence from hospital without leave, and failure to return at the proper time on being allowed out are punishable under Article 29 of the Penal Code of the Justices of the Peace.

§ 14. The Health Section and its subordinate authorities are responsible for supervising the application and execution of the present regulations.

§ 15. The Compulsory Regulation for the Prevention of Prostitution and the Venereal Diseases connected therewith, published in the *Riigi Teataja*, No. 75/76, of 1920, will cease to be in force as from the date of publication of the present regulations.

III.

REGULATION AMENDING NOTES 1 AND 2 TO § 6 OF THE REGULATION FOR THE PREVENTION OF PROSTITUTION AND THE VENEREAL DISEASES CONNECTED THEREWITH.

(*Riigi Teataja* (Official Journal), No. 90, of 1922.)

§ 1. Notes 1 and 2 to § 6 of the Regulation for the Prevention of Prostitution and the Venereal Diseases connected therewith are amended as follows :

Note 1. — Women against whom an accusation has been made on good grounds to the Health Section are considered suspected persons if the information supplied is confirmed by observation carried out secretly, each detective officer being held personally responsible for the accuracy of his reports. Only after this procedure may the woman in question be summoned to attend an enquiry and undergo medical examination.

Note 2. — The names of the complainant and of the officer making the report are kept secret if the information is confirmed by the medical officer's visit (examination), otherwise the names of the evilly disposed complainant and of the officer who obtained the information are communicated to the woman.

Done on July 11th, 1922.

IV.

COMPULSORY REGULATION CONCERNING HOTELS AND FURNISHED APARTMENTS, ADOPTED BY THE MUNICIPAL COUNCIL OF THE CITY OF TALLINN, APRIL 22ND, 1925.

(Promulgated under § 108, p. 18, of the law regarding towns.)

(*Riigi Teataja* (Official Journal), Nos. 89-90, of 1925.)

§ 1. A permit from the municipality is necessary in order to open an hotel or let furnished apartments.

Note 1. — In the text of the present compulsory regulation, hotels and furnished apartments are referred to as " establishments ".

Note 2. — Establishments are held to be hotels or furnished apartments, whatever the number of rooms rented :

- (a) If a public announcement is made to that effect by means of a permanent sign or public advertisement ; or
- (b) If rooms are habitually let for a shorter period than one month.

Note 3. — The following are not held to be hotels or furnished apartments :

- (a) Premises the tenant of which lets one or more rooms to individuals or families (subtenants) for at least one month ;
- (b) Furnished lodgings let by the owner of the house for at least one month.

§ 34. Servants and other persons employed in establishments must be tidily and properly dressed ; women servants must be at least 20 years of age.

No person suffering from cutaneous or contagious venereal disease may be employed in an establishment. Owners of establishments must cause all persons employed therein to be examined by the medical officer of the establishment before beginning their employment, and subsequently at least once a month. The results of the visit (examination) are registered by the medical officer in a book kept for that purpose, which can at all times be inspected by the medical officers appointed by the municipality for the supervision of public health ; such officers are also entitled to verify at any time the state of health of the persons employed in the establishment.

Note. — The health inspection book must contain the following particulars : (1) Registration number ; (2) Date of medical examination ; (3) Name and christian name of employee ; (4) Age ; (5) The medical officer's remarks concerning the state of health ; (6) The medical officer's signature.

§ 36. The renting of premises for the purposes of prostitution is prohibited.

§ 37. Minors under 18 years of age, with the exception of those arriving from outside Tallinn, may not enter an establishment unless in the company of their parents or other members of their family.

§ 38. Every establishment must keep a registration book and a house-book. In the registration book are entered the names of all persons who stay less than 24 hours in the establishment ; those who stay more than 24 hours are entered in the house-book. The management is authorised to require all guests to produce their identity certificates, passports or other corresponding documents.

Note. — The registration book must contain the following particulars : (1) The numbers of rooms in which visitors have stayed ; (2) Name and christian name of visitor, father's name, nationality or citizenship ; (3) Year of birth ; (4) Identity document ; (5) Date of arrival and place from which the visitor came.

The house-book must contain the same particulars and, further, a column headed : " Date of departure and place of destination ".

SUMMARY OF THE LAW OF MARCH 25TH, 1926.

Under the Law of March 25th, 1926 (Official Journal, No. 34, 1926), medical practitioners are required to register all cases of venereal diseases which come to their knowledge. The Ministry of Labour and Health is responsible for the application of this law, while the methods of registration are to be examined by it in conjunction with the Estonian Central Statistical Office. The necessary funds are to be supplied by the Ministry of Labour and Health.

SUMMARY OF THE LAW OF DECEMBER 16TH, 1926.

The Law of December 16th, 1926 (Official Journal, No. 1, 1927), drawn up by the Ministry of Labour and Health, establishes the principle of compulsory medical treatment for persons suffering from venereal diseases ; these diseases are enumerated in this law. The provincial and municipal authorities are responsible for the carrying out of the law. Out-patient treatment is provided free of charge and the Government has agreed to grant a subsidy. Medical practitioners are required to enter particulars of cases on cards. Strict professional secrecy is required on the part both of doctors and of the officials responsible for carrying out the law. Patients who refuse to undergo treatment may be prosecuted by the police and are liable to imprisonment or a fine.

Finland.

November 4th, 1929.

When in 1907 regulated prostitution was abolished in Finland by decree, the system was not yet sufficiently developed for its abolition to involve any far-reaching transitional measures. For the same reason, there is no accurate information on a comparative basis regarding this period of transition. Even in other respects these phenomena did not seem to be so serious in Finland, in view of the general conditions and especially the smallness of the towns, as in a great city or similar populous centre. Order in this respect is now maintained in the streets and public places by the police, and in the larger towns by a special branch (health police). Officers of this branch arrest suspected women, who are then questioned and given such warning as may be necessary by the Public Relief Commission as provided by the Vagrancy Decree of April 2nd, 1883. If, after repeated warnings, they continue their immoral life, they are handed over to the Prefect, who, acting under the same decree, orders them to be employed on public works.

When the present system was introduced, the matter of venereal disease was taken out of the hands of the police and entrusted to the health authorities. In towns of any size it is dealt with by a special Health Office. At Helsingfors, for example, this Office is controlled by the Public Health Commission and by the Chief Medical Officer of the city. It is the duty of the Health Office to ascertain what persons are likely, by their manner of life, to be spreading venereal disease, and to request them to undergo examination and, if infected, treatment either at the hands of private practitioners or in clinics or at Health Offices, and to produce a certificate of such treatment. The police also notify the Health Office of arrests made by them and, if the Health Office thinks it necessary, the arrested women are sent to it for further action.

If it is found that a person is suffering from venereal disease and that there is danger of its spreading — as in the case of common prostitutes, for example — such person may be sent to hospital. Through the system of medical certificates and examinations at the Health Office, these persons can be kept under observation as long as is thought necessary.

The Health Office is not entitled to require any person to be examined against his or her will, but the police, as responsible for public safety, may be notified of such cases. They may then, if they think it necessary, arrest the person in question and bring him or her up for examination.

From the point of view of public health, the authorities consider that the present system has been highly effective, and this is proved by the great increase in venereal disease at times when, owing to disturbances caused by war, etc., it has not been possible to enforce the system.

On social and moral grounds, however, it has been felt that the system requires re-modelling, and a Special Committee was appointed for this purpose and made a detailed report upon the question in 1924.

The Finnish Government has communicated to the Secretariat the report submitted in 1924 by the Special Committee. This report contains a summary and criticism of the laws in force in 1924, together with proposed amendments and additions. The report also contains a scheme for public instruction as regards venereal diseases and various suggestions for the improvement of existing establishments or the creation of new institutions.

In its criticism of the laws, the Committee considers that, although the State registration of prostitution has been abolished in Finland, the legislation on which this system is based

still exists. The new and the old laws are in many cases contradictory. A revision of the existing laws regarding the prevention of venereal disease is therefore absolutely essential. Under the present law, treatment is not compulsory as soon as the disease is discovered, or during the whole of the infectious period. Consequently, this treatment is often begun too late. In many cases, the patient discontinues the treatment too soon or the treatment is not regularly followed. Penalties for refusal to undergo treatment must therefore be imposed. Preventive health measures must also be re-organised.

The Finnish Special Committee accordingly proposes the following amendments to the existing laws :

1. Persons suffering from contagious venereal diseases should be forbidden to contract marriage without permission. Request for the publication of marriage banns should be accompanied by a medical certificate.

2. Any person who, by sexual intercourse, exposes another to the risk of contracting a venereal disease, and any person who otherwise infects another, whether intentionally or through carelessness, should be punished. The provisions of Article 10 of Chapter XX of the Penal Law should be applicable to any person exploiting another person who is living as a prostitute.

3. In the case of a certain class of offenders, the administrative measures relating to vagabondage should be applied. If necessary, they should be placed in an asylum or penitentiary.

The Committee submits a scheme for the instruction of the public in the prophylaxis of venereal diseases.

It suggests that, in order to achieve the necessary uniformity and centralisation, a detailed programme of instruction in sexual hygiene should be drawn up, and recourse should be had as far as possible to appropriate educational institutions.

A special scheme for the organisation of this instruction in primary and secondary schools and in other educational establishments should be drawn up with the assistance of experts.

Credits should be voted for the organisation of this instruction and the acquisition of the necessary material.

Lastly, the Committee proposes that an institution should be established by the State for the internment of persons who, by their conduct, are likely to spread venereal diseases.

The Committee urges that subsidies should be granted to private associations which desire to organise homes or labour colonies on the lines proposed by the Committee, and that a law should be framed for the protection of children and young people.

Although the work of this Finnish Special Committee dates back to 1924, its findings still hold good, as, with the exception of an administrative order of February 12th, 1925, and amendments to the Penal Code introduced in 1926, the laws in force were in existence before the report of this Committee.

The principal regulations governing the questions of health and morals in Finland are as follows :

1. Resolution of the Senate of May 16th, 1907; abolishing the legal regulation of prostitution ;

2. Regulations of the Public Health Bureau set up to deal with venereal disease, dated May 16th, 1907 ;

3. Instructions for the medical officer and assistant of the Public Health Bureau dated May 16th, 1907 ;

4. Instructions for the inspectors of the Public Health Bureau set up to deal with venereal disease, dated February 12th, 1905 ;

5. Summary of the decree relating to measures to be adopted to combat venereal disease, dated May 28th, 1894 ;

6. Extract from the Finnish Penal Code of December 19th, 1889, amended on February 5th, 1926.

RESOLUTION OF THE FINNISH SENATE ABOLISHING CONTROLLED PROSTITUTION.

(Helsingfors, May 16th, 1907.)

In virtue of the power conferred on it, the Senate has seen fit to decide that controlled prostitution, including the registration and medical examination of prostitutes, instituted in certain towns under the Order of May 28th, 1894, and containing detailed provisions concerning prophylactic measures against venereal disease, shall be abolished ; at the same time, the Senate gives instructions that new regulations must be drawn up without delay concerning the measures to be adopted for combating venereal disease in the aforesaid towns, and that the new regulations should provide that measures for which the Police authorities were responsible under the earlier Order ought henceforward preferably to be entrusted to the health authorities.

REGULATIONS FOR THE HEALTH OFFICE ESTABLISHED FOR THE PREVENTION OF VENEREAL DISEASE.¹

(Confirmed by the Senate on May 16th, 1907.)

Article 1.

The Health Office, established for the prevention of venereal disease, shall be responsible for keeping a strict watch on the appearance and spread of venereal disease and facts connected therewith,

¹ Articles 5 and 7 concern days on which the Office shall be open and staff leave, details which are of no importance for the present purpose.

for taking all necessary steps to check the dissemination of venereal disease, for helping prostitutes to reform, and for preventing persons who are obviously leading an immoral life from becoming professional prostitutes.

Article 2.

The Health Office, which is under the immediate direction of the Health Commission and the supervision of the chief municipal health officer, shall be composed of a qualified doctor acting as director, a chief secretary, an assistant with a knowledge of medicine, and a suitable number of inspectors (or inspectresses); the last named shall be appointed by the Health Commission.

Article 3.

The Health Office shall, in the exercise of its functions, observe the instructions contained in the Decree of May 28th, 1894, relating to prophylactic measures against venereal disease, wherever these are applicable, and in the Order of the same date containing detailed instructions as to the measures to be adopted; the medical health officer shall, however, determine the details of the work of the Office.

Article 4.

There shall be a medical post working in close touch with the Health Office to give treatment and to examine persons suspected of communicating venereal disease, who, under Article 4, paragraph 4, of the Order of May 28th, 1894, must undergo medical examination.

Article 6.

The Health Office shall be assisted by the police to the extent provided for by the Decrees in force.

INSTRUCTIONS FOR THE MEDICAL HEALTH OFFICER AND HIS ASSISTANT IN THE HEALTH OFFICE.¹

(Confirmed by the Senate on May 16th, 1907.)

Article 1.

The doctor in charge of the Health Office established for the prevention of venereal disease must be a recognised doctor of Finnish nationality and a specialist in venereal disease; he shall be nominated by the Health Commission and elected by the Municipal Council for a period of six years.

Article 2.

The doctor must keep a close watch on all circumstances in the town and its neighbourhood likely to promote the spread of venereal disease; he must endeavour to prevent the disease and check its extension. He shall keep the Health Commission constantly informed as to the nature, extent and variation of such disease and make any suggestions required by the situation.

Article 3.

It shall be the duty of the doctor to supervise the Health Office and the medical post and to see that the latter is constantly supplied with modern and suitable material, apparatus, instruments, medicaments, dressings, disinfectants, etc., and also that his subordinates perform their duties satisfactorily.

Article 4.

In accordance with the reports and communications submitted concerning persons suspected of communicating venereal disease, the doctor shall, after careful consideration, take such steps as are best suited to each individual case.

Article 5.

The doctor shall endeavour in a friendly spirit to induce persons addicted to immoral practices to consider the risks to which they are exposing themselves (risks which are also a public menace) and shall do his utmost to prevail upon them to reform.

Article 6.

The doctor shall also be in attendance at the medical post on all working days, and shall carry out his examinations and treatment in accordance with the most recent scientific practice.

Article 7.

Medical examinations must be carried out in a manner which does not offend against decency or morality; men and women must not be examined on the same occasion, nor depraved persons with the young and less corrupt. Large numbers of persons must not be brought together for examination

¹ Articles 11 and 12 are purely administrative and hence are not reproduced here.

Article 8.

If, on medical examination, a person is found to be suffering from a venereal disease or if his symptoms are such as to call for clinical treatment, the doctor must, should such a step appear to be necessary to prevent the risk of infection, send that person to a public hospital or to the special municipal hospital for venereal cases.

Article 9.

The doctor must frequently re-examine and carefully watch the condition of any person he has examined and found to be suffering from syphilis at the infectious stage, but who does not absolutely require clinical treatment. He must also keep under observation and frequently examine other persons who have come before him and whose manner of living obviously renders them liable to communicate venereal disease.

Article 10.

The doctor must keep a record of his work and submit reports and other communications to the municipal Health Commission at the dates and on the forms required by that authority. He must also supply the Medical Board and the municipal Police with the necessary statistics and lend his assistance within the scope of his activities in any other manner that the authorities may require.

INSTRUCTIONS FOR INSPECTORS ATTACHED TO THE HEALTH OFFICE ESTABLISHED FOR THE PREVENTION OF VENEREAL DISEASE.

(Approved by the Health Commission of the Municipality of Helsingfors on February 12th, 1925.)

Article 1.

Inspectors attached to the Health Office, who shall be under the direct authority of the Inspectorate-General, must strictly observe the orders of the doctor or of his assistant, carry out the duties appointed for them by the latter and submit a daily report on their work.

Article 2.

An inspector must go on his rounds in the streets, gardens and other places in the towns which are the habitual resort of idlers, keeping to the time-table made out by the doctor, and watch the movements of suspected prostitutes; as soon as he is convinced that such suspicions are well-founded, he shall, after furnishing evidence of his official capacity, request the suspected person to report to the Health Office or to produce, within a given period, a health certificate of the regulation type.

Article 3.

When carrying out his duties, an inspector must bear in mind that the work of the Office is confidential; he must proceed with the greatest tact and discretion, and must act in such a way as not to convey the impression that he approves of immorality; he must therefore have no dealings with prostitutes nor accept invitations of gifts from them.

Article 4.

An inspector is not empowered to arrest or take any person to the Health Office or the Police station. If the person requested to report to the Health Office fails to appear, the inspector, having obtained special authorisation in each case from his chief, may call upon the Police to bring the person in question to the Office.

Article 5.

An inspector is not empowered on his own initiative to fetch persons who are to be brought to the Office from their place of work, but must suggest the step to the Inspectorate-General. The latter may, if need be, detail a woman attached to the Office for the duty.

Article 6.

If an infected person who is to be taken to hospital desires first to go home or settle important business, the inspectress may, after due enquiry, authorise him or her to do so; in that case, she must request the inspector to accompany the infected person; the former must see that the person in question on no account enters a café, restaurant or shop to make purchases.

Article 7.

Inspectors must not divulge to unauthorised persons any information they obtain while carrying on their duties.

SUMMARY OF THE DECREE OF MAY 28TH, 1894, CONCERNING MEASURES AGAINST VENEREAL DISEASE.

As this Decree, with the exception of Article 7, which dealt with regulated prostitution, is still operative, its contents are summarised as follows:

The medical and Police authorities in towns and rural communes are required to take appropriate measures for checking the spread of venereal disease, and in particular to supervise prostitutes.

When it is obvious, or when there is good reason to believe, that a person is suffering from syphilis, his or her employer within the meaning of the law, as well as the doctor, midwife or vaccinator in so far as they are not bound by professional secrecy, the administrative authority and the Police are required without fail to report the infected person to the Health Board or the Municipal Board in the manner prescribed. In the absence of these institutions, the report must be made to the competent administrative authority.

Medical examination or, alternatively, a doctor's certificate is compulsory for persons who, by reason of their immoral life or other circumstances, are liable to communicate syphilis. Sometimes a whole urban or rural community may be required to undergo medical examination, failing production of a doctor's certificate proving that the holder is not suffering from the disease. Infected persons may be sent to hospital if they are otherwise likely to spread the disease.

EXTRACT FROM THE PENAL CODE OF FINLAND OF DECEMBER 19TH, 1889, AMENDED ON
FEBRUARY 5TH, 1926.

Article 10.

Any person who keeps a house of prostitution or induces a woman to engage in immorality shall be charged with procuring and sentenced on conviction to imprisonment with hard labour for a term not exceeding three years and to forfeiture of civic rights.

Attempts to commit the above offences are also punishable.

Any women who, in such a house or elsewhere, engages in immorality shall be sentenced to imprisonment for a term not exceeding two years.

Great Britain.

MEMORANDUM BY THE BRITISH DELEGATE.

February 21st, 1929.

Great Britain falls into the category of abolitionist countries. A limited experiment in official regulation was made in 1864 and lasted until 1886, when, after a prolonged controversy, the Acts upon which the experiment was based were finally repealed by Parliament. It is unnecessary to describe this experiment in detail, because the particulars have already been given in a previous memorandum circulated to the Committee. Since 1886, Great Britain, in dealing with the problem of prostitution, has discarded all aspects of official regulation, and the same policy has been adopted for the most part in other parts of the British Empire outside Great Britain. Owing to the diversity of race and social customs, modified forms of regulation remain, as will appear later, in one or two of the colonies, but the policy of the British Government is to replace these methods as soon as circumstances permit; considerable progress is being made towards the achievement of this object.

It will be generally admitted that the objects which each country must set before itself in confronting the problem of prostitution are fourfold. First and foremost, there is the incidence of the venereal diseases. The devastating effects of these diseases on the life and vigour of a nation are well known and need no emphasis. They are largely the result of promiscuity and, unless held in check, are liable to produce widespread disaster. Secondly, there is the necessity for preventing the exploitation of persons, and especially young persons, for the purposes of vice. This terrible danger exists wherever commercialised prostitution is found, and in its worst aspects has become a subject (as this Committee is well aware) of international concern. Thirdly, there is the desire which is inherent in good government, both on social and moral grounds, to limit the amount of prostitution and restrict the evil within the narrowest possible limits; and, finally, there is the need for preserving public decency and good order so as to encourage a high standard of public behaviour and to permit respectable citizens to proceed on their lawful occupations without risk of molestation.

It may be useful to describe briefly the measures which have been taken in Great Britain to attempt to cope with these different aspects of the problem.

1. *Venereal Diseases.*—The limited experiment in official regulation which was carried out from 1864 to 1886 was supported almost entirely on medical grounds. Judged merely as a medical measure, its value was by no means proved. During these years, the incidence of venereal disease among the troops tended to decrease, but the decrease is even more marked after the experiment was brought to an end, and an incomparably greater effect has been produced by modern methods in which official regulation plays no part.

It may be admitted that the strong public opposition to the system of regulation which induced Parliament to repeal the law authorising it was based on moral and social, rather than medical, arguments. These arguments have been disregarded for the purposes of this memorandum. Later experience has conclusively shown that the abandonment of the system has been fully justified on medical grounds, and very few medical men who are experienced in the treatment of venereal diseases would support a return to the older system. During the last twenty or thirty years, medical opinion on this subject has undergone a considerable change, which was reflected in the report of a Royal Commission which was appointed in 1913 to enquire into the prevalence of venereal diseases in the

When it is obvious, or when there is good reason to believe, that a person is suffering from syphilis, his or her employer within the meaning of the law, as well as the doctor, midwife or vaccinator in so far as they are not bound by professional secrecy, the administrative authority and the Police are required without fail to report the infected person to the Health Board or the Municipal Board in the manner prescribed. In the absence of these institutions, the report must be made to the competent administrative authority.

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It may be useful to describe briefly the measures which have been taken in Great Britain to attempt to cope with these different aspects of the problem.

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United Kingdom, their effects upon the health of the community and the means by which those effects can be alleviated or prevented. The strength of the public opinion against official regulation is indicated by the fact that the Commission was instructed at the time of its appointment that no return to the policy or provisions of the Contagious Diseases Acts of 1864, 1866 and 1869 was to be regarded as falling within the scope of the enquiry.

As a result of this enquiry, a comprehensive scheme for the prevention and treatment of venereal diseases was formulated and has been steadily developed. The fundamental principle in the scheme is the provision of free medical facilities for the treatment of venereal diseases under conditions of privacy in every locality. The results gained by these methods are full of encouragement. The British Social Hygiene Council (which was formed as a result of one of the recommendations of the Royal Commission) has kindly furnished, for the information of the Committee, a statement which has been appended to this memorandum¹ describing the scheme in greater detail and giving an account of the results which have hitherto been obtained. The opportunity has been taken of incorporating in the statement some account of similar measures taken in several of the British colonies.

2. *Exploitation for Purposes of Vice.*—It is generally recognised that, where prostitution is allowed to flourish without check, there is a serious risk of exploitation for the purposes of vice and especially of the victimisation of young persons. It is therefore important to punish severely those who procure women or girls for the purpose of immorality or who live directly or indirectly on the profits of immorality. It will be obvious that, where a system of licensed or recognised brothels exists, this policy of punishing the third party who lives on the profits of the business cannot be effectively pursued, because it is impossible to punish a person for doing what he is allowed to do by authority.

Under English law, the keeping of a brothel is indictable as a common nuisance, "not only in respect of its endangering the public peace by drawing together dissolute and debauched persons, but also in respect of its apparent tendency to corrupt the manners of both sexes by such an open profession of lewdness".²

Under the Disorderly Houses Act, 1751 (25 Geo. ii, c.36), on the complaint of two ratepayers of a parish, the authorities were obliged to take proceedings against persons keeping "bawdy-houses, gaming-houses and other disorderly houses". But the delay and expense of procedure by indictment made such prosecutions rare. In 1885, the Criminal Law Amendment Act of that year (48 & 49 Vict., c.69, s.13) provided a much more expeditious remedy by summary procedure. The Act of 1885 [as amended by the Criminal Law Amendment Act, 1912 (2 & 3 Geo. V., c.20), and the Criminal Law Amendment Act, 1922 (12 & 13 Geo.V., c.56)], provides that:

"Any person who:

"(1) Keeps or manages or acts or assists in the management of a brothel; or

"(2) Being the tenant, lessee or occupier or person in charge of any premises knowingly permits such premises or any part thereof to be used as a brothel or for the purposes of habitual prostitution; or

"(3) Being the lessor or landlord of any premises or the agent of such lessor or landlord, lets the same or any part thereof with the knowledge that such premises or some part thereof are or is to be used as a brothel or is wilfully a party to the continued use of such premises or any part thereof as a brothel;

"shall, on summary conviction, in manner provided by the Summary Jurisdiction Acts, be liable:

"(1) To a fine not exceeding £100 or to imprisonment with or without hard labour for a term not exceeding 3 months; and

"(2) On a second or subsequent conviction to a fine not exceeding £250 or to imprisonment with or without hard labour for a term not exceeding 6 months; or in any such case to both fine and imprisonment."

It may be interesting to quote the number of persons dealt with for brothel-keeping over a number of years. The figures are taken from the Criminal Statistics for 1926 and include cases tried on indictment as well as those tried summarily.

¹ See Appendix, page 35.

² *Vide* RUSSELL on Crimes, 7th edition, Vol. I, page 1892.

	Annual average
1900-04	1,277
1905-09	1,479
1910-14	1,032
1915-19	800
1921-25	396
1926	324

It will be seen that in the last twenty-five years there has been a very marked and continuous decrease in the number of offenders.

The offence of procuration for immoral purposes is dealt with severely under English law. The discovery of a number of instances in which English girls had been procured for employment in foreign brothels led to the passing of the Criminal Law Amendment Act, 1885 (48 & 49 Vict., c. 69), which was amended in 1912. Sections 2 and 3 of that Act provide as follows :

“ Any person who :

“ (1) Procures or attempts to procure any girl or woman under 21 years of age not being a common prostitute or of known immoral character to have unlawful carnal connection either within or without the Queen’s dominions with any other person or persons ; or

“ (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 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 purpose of prostitution become an inmate of a brothel within or without the Queen’s dominions :

“ shall be guilty of a misdemeanour and being convicted thereof shall be liable at the discretion of the court to be imprisoned for any term not exceeding 2 years with or without hard labour.”

“ Any person who :

“ (1) By threats or intimidation procures or attempts to procure any woman or girl to have any unlawful carnal connection either within or without the Queen’s dominions ; or

“ (2) By false pretences or false representations procures any woman or girl not being a common prostitute or of known immoral character to have unlawful carnal connection either within or without the Queen’s dominions ; or

“ (3) Applies, administers to or causes to be taken by any woman or girl any drug, matter or thing with intent to stupefy or overpower so as thereby to enable any person to have unlawful carnal connection with such woman or girl ;

“ shall be guilty of a misdemeanour and being convicted thereof shall be liable at the discretion of the court to be imprisoned for any term not exceeding 2 years with or without hard labour.”

The Criminal Law Amendment Act, 1912 (Section 1), provided for the arrest without warrant of any person suspected of having committed or of attempting to commit any of these offences.

The Children Act, 1908 (Section 17), as amended by the Children Act (1908) Amendment Act, 1910, provides that, if any person having the custody, charge or care of a girl under 16 causes or encourages the seduction or prostitution or being unlawfully carnally known of that girl, he shall be guilty of a misdemeanour, and shall be liable to imprisonment with or without hard labour for any term not exceeding 2 years. For the purposes of this section, a person shall be deemed to have caused or encouraged the seduction or prostitution or of being unlawfully carnally known (as the case may be) of a girl who has been seduced or become a prostitute if he has knowingly allowed the girl to consort with or to enter or continue in the employment of any prostitute or person of known immoral character.

The offence of procuration is now very rare in England and Wales, as will be seen from the following figures :

	Annual average
1900-04	8
1905-09	8
1910-14	34
1915-19	9
1921-25	4
1926	3

It is unnecessary to give particulars as to the manner in which the *souteneur* is dealt with, as a separate memorandum has been circulated on this subject.

The numbers of persons dealt with in recent years for this offence are as follows :

	Annual average
1900-04	286
1905-09	373
1910-14	479
1915-19	93
1921-25	150
1926	149

These figures again show a considerable decrease.

3. *Reduction of Prostitution.* — In a country in which the registration of prostitutes is adopted as part of the system of controlling prostitution it should be easier—theoretically, at least — to provide information as to the number of women so employed. But this is not the case, because the process of registration can never be made complete, and the number of clandestine prostitutes far exceeds the number of those officially registered. The figure usually accepted is that the registered prostitute is about a tenth of the total number of prostitutes in any town where registration is adopted. The argument that official regulation leads to a diminution in the amount of prostitution does not appear to be founded on any sound basis or practical experience. Indeed, it may be argued with a considerable amount of confidence that it is likely to stimulate rather than to check the evil.

On the other hand, the experience of Great Britain does not afford any ground for the fears which have been sometimes expressed that, unless some kind of official control is insisted upon, the number of professional prostitutes will grow indefinitely. There is no record of the number of prostitutes carrying on their employment in Great Britain, but evidence as to the size of the problem can be derived from two sources. In the first place, there is general agreement among social workers and others best qualified to express an opinion that the condition of the streets of London and the larger towns shows a considerable improvement at the present time as compared with fifteen or twenty years ago. Visitors from other countries express the same opinion. An enquiry was recently made by a Committee appointed by the Secretary of State into the law and practice regarding offences against the criminal law in connection with prostitution and solicitation in the streets, and the report of the Committee will be referred to later. On this particular point, the Committee remarks that: "The class of women who thus live by open prostitution has diminished in recent years and their methods have become more discreet with the general improvement in public manners . . ."¹

Secondly, strong indirect evidence is afforded by the statistics of prostitutes dealt with for soliciting in the streets. The striking diminution of offenders of this class in different parts of the country cannot be explained by any general diminution of police activity (though variations in this respect sometimes occur) or by a uniform improvement in the behaviour of the women concerned.

The numbers of prostitutes dealt with in England and Wales since 1900 for offences of this class are :

	Annual average
1900-04	10,598
1905-09	10,961
1910-14	10,682
1915-19	5,665
1921-25	3,812
1926	3,965

If the figures of three or four large cities are examined separately, the reduction is even more striking. In Liverpool, in 1907, the number of prostitutes arrested was 1,772; in 1914, it was 1,277, and for the last six years the numbers were 653, 404, 472, 463, 407 and 316 respectively. In Birmingham, in the year 1904, the number of prostitutes arrested amounted to 626. In 1927, the number had fallen to 124, or one-fifth of the 1904 figure,

¹ Report of the Street Offences Committee, 1928, page 13.

although in the intervening years the population of Birmingham, partly by the addition of a new area, has practically doubled.

In Manchester, the prostitutes proceeded against in 1911 were 1,299; in 1913 the number was 1,003, in 1918 it was 472 and in 1927 it had fallen to 148.

The following figures show the number of prostitutes arrested in Glasgow at intervals since 1902:

1902	2,797
1907	2,149
1913	1,339
1917	213
1922	441
1926	401
1927	283

It is not intended by reference to these figures to draw the inference that the standard of sex conduct is necessarily higher than it used to be, though it is difficult to believe in the light of these figures that there has not been also a considerable advance in this direction. In any case, the figures do appear to show that a large and continued reduction in the amount of open prostitution has been secured without any attempt to exercise any form of municipal or central regulation.

4. *Preservation of Good Order.* — Whatever attitude is adopted in any country towards prostitution, the question of public decency in the streets is bound to arise. Even under the strictest form of regulation, experience shows that the number of clandestine prostitutes far exceeds the number of those registered, and such prostitution is normally carried on by open solicitation in the streets. There appears to be no ground for thinking that the difficulties, which always present a delicate problem, are greater where there is no system of regulation.

Under English law, neither prostitution nor solicitation for immoral purposes constitute any offence under common law, but by statutory law certain offences have been created arising from the manner in which prostitution or solicitation is carried on. For instance, prostitutes may be prosecuted for behaving in a riotous or indecent way in the public streets or public highways (Vagrancy Act, 1824), or for loitering and importuning passengers for the purpose of prostitution in any street to the obstruction or annoyance of the residents or passengers (Town Police Clauses Act, 1847). Difficulties have arisen from time to time in the enforcement of these provisions and enquiries have been held with a view to the alteration of the law. The most recent enquiry was made by the Street Offences Committee, already referred to, whose report was issued in November 1928. Copies of this report are available for the information of the Traffic in Women Committee. The main recommendations of the Committee are:

- (1) That the existing general and local legislation in England and Scotland relating to solicitation between the sexes be repealed.
- (2) That there be substituted a simple enactment of general application constituting it an offence for any person of either sex to importune a person of the opposite sex for immoral purposes in any street or public place.
- (3) That the expression "importune" be defined as referring to acts of molestation by offensive words or behaviour.
- (4) That it be made an offence for any person to frequent any street or public place for the purpose of prostitution or solicitation so as to constitute a nuisance, but that the evidence of one or more persons aggrieved be essential to a conviction.

* * *

The object of this memorandum is to indicate briefly to the Traffic in Women Committee the results obtained in a country where the licensed-house system is not accepted, and it is hoped that sufficient information has been given to show that, so far from there being any reason to apprehend any serious consequences from the abandonment of the licensed-house system, substantial progress both in the elimination of disease and in other directions can be secured. But it must be borne in mind that the abandonment of a system of regulation does not mean the substitution of a policy of *laissez faire*. There must be active measures taken for the organisation of proper medical treatment and enlightenment for the population generally and those who seek to derive profit from prostitution must be promptly dealt with.

Only the measures directly connected with the problem have been mentioned in this memorandum. There are other measures affecting the health and social welfare of the community which indirectly have an immense value in raising the standard of public opinion and public conduct in these matters. Any detailed account of these, some of which are referred to by the British Social Hygiene Council, would go far beyond the limit of this memorandum.

APPENDIX.

A BRIEF SURVEY OF THE CONDITIONS OBTAINING IN GREAT BRITAIN AND THE COLONIAL EMPIRE WITH REGARD TO VENEREAL DISEASE AND PROSTITUTION.

February 21st, 1929.

(This memorandum was furnished by the British Social Hygiene Council for the information of the Traffic in Women and Children Committee.)

INTRODUCTION.

The object of this survey is to give some account of the experiences gained in dealing with the problems of venereal disease, particularly as related to prostitution under conditions of freedom from the regulation and control of prostitutes and without compulsory measures for the treatment of disease. Reference is also made to other measures of social welfare which bear on the question and have tended to raise the standards of public behaviour. A later section describes the progress which has been made in certain British Colonies in dealing with the same problems.

Before describing the present organisation which has been established for the treatment of venereal diseases, it may be well to explain that, since the Contagious Diseases Acts of 1864-1869 were finally repealed in 1886, a strong public opinion against any attempt to reintroduce any form of official regulation of prostitution has been maintained, and the same policy has been accepted and followed for the most part in the self-governing Dominions and in other parts of the British Empire. Public opinion has been considerably reinforced in later years by the advancement of medical science and a change of view among medical men who are experts in the treatment of venereal diseases. At one time, medical opinion in the main supported the view that the systematic medical examination of prostitutes would ensure the treatment of infected women in hospitals and would check the spread of disease. Medical experience has now shown that careful supervision and frequent tests, bacteriological and cultural, often extending over a period of from four to six weeks, are necessary to establish freedom from gonorrhœa, and that it is often difficult to decide whether or not infective syphilis is present. On the other hand, if persons infected with syphilis or with gonorrhœa are kept under medical treatment and observation, they are not necessarily infectious during the whole period of the disease. It may be true that, if a limited group of persons known to be diseased is registered and kept under medical control, the spread of syphilis from that particular group may be reduced, provided always — and this is very important — that the control is effectively maintained. None of the systems of registration and medical examination commonly in force provides sufficiently effective control. The value, however, of any form of control in checking the spread of gonorrhœa has not yet been established, while other factors inherent in the system appear definitely harmful. It has also to be remembered that, in any community in which a group of prostitutes are under control, ten times as many women of promiscuous habits, and consequently a source of active infection, are likely to be outside the control.

THE TREATMENT OF VENEREAL DISEASES IN GREAT BRITAIN.

A Royal Commission on Venereal Diseases was constituted on November 1st, 1913; their official report was issued on February 11th, 1916, with the conclusions at which the Commissioners had arrived after the examination of eighty-five witnesses at eighty-six meetings. The Royal Commission stated that, while they were precluded from considering the policy of the Contagious Diseases Acts, they were convinced by the evidence that no advantage would accrue from a return to that system. A great improvement in the venereal diseases statistics of the Navy and the Army was noted to have taken place since their repeal.

In 1905, a Sub-Committee of the Advisory Board to the Army Medical Service was appointed to consider venereal disease in the Army. In 1906, they reported against the method of compulsory isolation and treatment and recommended diffusion of knowledge and the provision of effective treatment to which no stigma should attach.

The modern attitude towards the problem of venereal disease may be said to have come into being from this date. The discovery of the *Spironama pallida* in 1905 and the introduction in the Army of the Wassermann test for syphilis in 1907 marked the beginning of the adoption of the modern method of treatment. In 1910, Salvarsan was introduced and came into general

use in the Navy and Army in 1911-12, but only among the general population after the issue of the report of the Royal Commission.

Two international conferences on syphilis and venereal disease had been held in Brussels, one in 1889, one in 1902. The Royal Commission was therefore appointed to consider the problem at a time when experience had already been gained through the application to bodies of men under discipline of the results of recent scientific advances.

The Royal Commission established the fact that syphilis and gonorrhoea were prevalent. A mass of detailed evidence as to the incidence of disease among the hospital-using population, among the insane, the blind, inmates of prisons and Poor Law institutions, etc., was laid before them. The Commissioners were led to the general conclusion :

“ That the number of persons who have been infected with syphilis, acquired or congenital, cannot fall below 10 per cent of the whole population in the large cities, and the percentage affected with gonorrhoea must greatly exceed this proportion.”¹

Professor Blaschko estimated that in Berlin, from 1874 to 1889, from 10 to 12 per cent of the population was or had been infected with syphilis. During the same period there were, in 1874, 1,956 registered prostitutes, a figure which had risen, in 1889, to 3,713. Leaving aside the question of medical facilities for treatment, it does not appear that there is any evidence that the regulation, medical examination and control of prostitutes reduces the prevalence of venereal disease in the population.

To deal with the situation found in Great Britain, the Royal Commission made thirty-five Recommendations, covering medical, educational and social aspects of venereal disease. Almost all of these recommendations either have been or are in process of being carried into effect. The only direct legislative action following the issue of the report was the introduction of the Venereal Diseases Act, 1917, which rendered it a penal offence for any but qualified medical practitioners to treat or to offer to treat venereal disease. It also made illegal any advertisements of medicines or remedies relative to the treatment or prevention of venereal disease, and required that all publicity matter on this subject should be issued with the approval of the Local Government Board (now the Ministry of Health) and the equivalent authority in Scotland and Northern Ireland.

Regulations were issued in 1916 by the Local Government Board (now the Ministry of Health) which gave effect to the group of recommendations that facilities for the diagnosis and treatment of venereal disease in its infective and communicable stages should be provided free of charge for all infected members of the community without distinction of social class, financial status or residential area.

Local authorities of counties and county boroughs were directed to prepare schemes in conjunction with their local hospitals for the provision of out-patient clinics (with sufficient in-patient accommodation attached) under conditions preserving secrecy as to the disease of the patient ; for the appointment of medical specialists as clinic officers ; for the provision of free facilities for diagnosis to private practitioners, and free arsenobenzene preparations to those private practitioners who satisfied the medical officer of health that they were conversant with the methods of administration and the indications and contra-indications for the use of these remedies. For these services the Treasury, through the Ministry of Health, was prepared to defray three-fourths of the expenses of all schemes that had first been submitted to and approved by the department.

Alterations were made in the curriculum of medical students in 1923 rendering it compulsory for all to receive theoretical and practical teaching on the diagnosis and treatment of venereal disease.

In the early days of the Insurance Act, and in practically all voluntary societies, venereal diseases were scheduled as “ misconduct diseases ” and no sickness benefit was paid to patients. Since 1918, however, societies approved under the National Health Insurance Acts, with a few negligible exceptions, have withdrawn venereal diseases from the “ misconduct ” group, and, as far as the Government scheme is concerned, no distinction is made between venereal and other diseases for purposes of sickness benefit. The voluntary bodies are following slowly in the same direction, but, in practice, many of the voluntary societies do not actually pay benefit in these cases.

The same alteration as was necessary to enable benefit to be paid by the approved societies was made by law in 1925 to apply to members of the Mercantile Marine. Up to that date, the scheduling of venereal diseases in the “ misconduct ” group had militated against the endeavour to secure treatment for patients in the early stages of the disease, thereby adding to the cases of serious *sequelæ* and gravely extending the infective period.

There was also considerable difficulty in securing the co-operation of some of the voluntary hospitals. Many of these were old charitable foundations with clauses in their charters that prohibited the expenditure of the funds supplied by the charitable in the treatment of “ loathsome ” or “ misconduct ” diseases. So long as ignorance and prejudice were prevalent, it was realised that the infected person would be deterred from seeking treatment at a special *ad hoc* centre or isolation hospital, and those concerned in the campaign against the diseases were anxious to secure venereal treatment centres at general hospitals under conditions which would enable patients, particularly women, to enter the hospital through the general out-patients entrance.

¹ Royal Commission on Venereal Diseases : Final Report of the Commission, 1916, paragraph 68.

Concurrently with the initiation of these medical measures, an active campaign of general public enlightenment was undertaken, emphasising the prevalence, dangers and curability of venereal disease. One of the recommendations of the Royal Commission was that the National Council for Combating Venereal Diseases, now the British Social Hygiene Council, should be recognised by the Government as the authoritative body for authorising appropriate literature and promoting public enlightenment. Since 1918, this body has received a financial grant from the Government for certain special services relative to venereal disease propaganda. Most of the leading national voluntary organisations were represented on the Council and co-operated with them in the endeavour to secure a changed attitude of mind that would recognise syphilis and gonorrhœa as public health problems. Particular attention has been directed towards securing free treatment and adequate enlightenment to members of the Mercantile Marine in home and overseas ports, and the experience of this body of men, who frequent the ports of the world, emphasises the relationship between brothel areas and the dangers of the dissemination of venereal disease.

The scheme of free treatment centres has been in operation since 1917, and the following is a summary of the present position.

The existing machinery under the scheme and the relationship and the chain of responsibility between those concerned is shown in the following table.

MINISTRY OF HEALTH.

British Social Hygiene Council (formerly National Council for combating Venereal Diseases).	County Councils and County Borough Councils.	Boards of Guardians					
		Branches of above.					
Propaganda.	129 venereal diseases treatment centres in directly voluntary hospitals.	59 treatment centres controlled by above Councils.	Venereal diseases treatment in maternity and child welfare centres.	14 hostels for homeless girls infected with venereal diseases.	8 institutions for care of pregnant females infected with venereal diseases.	76 approved laboratories for examination of specimens.	Venereal diseases treatment in Poor Law institutions.

The following summary of the work of the treatment centres has been issued by the Ministry of Health; the analysis has been made on the basis of the 1926 returns, but for this paper the figures for 1927 have been added to the main table. The figures show the total of the cases dealt with at each treatment centre for the first time during the year, whether or not they had been dealt with previously at another centre for the same infection, and include cases which had been marked off in previous years as having ceased to attend or as transferred to other centres, but which returned to the centre during the year to which the figures relate.

TABLE I.

Year	Syphilis	Gonorrhœa	Soft Chancre	Non-Venereal	Attendances
1920	42,805	40,284	2,442	19,654	1,488,514
1924	22,010	31,272	1,098	18,842	1,645,415
1926	22,550	35,052	1,150	22,754	2,008,063
1927	23,395	38,242	1,063	25,436	2,179,707

The figures below show the number of "new cases", i.e., the total of the cases dealt with at each treatment centre which had not received previous treatment for the same infection at that centre or at any other treatment centre under the scheme:

TABLE II.

Year	Syphilis			Gonorrhœa			Soft Chancre		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
1925.....	11,782	7,385	19,167	24,398	6,120	30,518	1,048	27	10,75
1926.....	12,118	7,133	19,251	25,535	6,416	31,951	1,070	21	10,91
1927.....	12,393	7,553	19,946	28,195	6,809	35,004	986	20	10,06

Expenditure of Local Authorities.

1920-21	470,000
1921-22	452,000
1922-23	399,000
1923-24	380,000
1924-25	384,000
1925-26	383,000

Approximately 82 per cent for treatment centres; 12 per cent for laboratory work; 1.5 per cent for arsenobenzene preparations supplied to practitioners; 2 per cent for propaganda; and 2.5 per cent for other services.

The social aspect of the work of the treatment centres is being recognised as one of the chief factors in the successful development of the policy of attracting the infected voluntarily to seek and remain under treatment. Trained social workers are, in increasing numbers, being appointed to the administrative staffs of the treatment centres whose duty it is to follow up cases in order to secure continuity of treatment and to persuade contacts to attend for examination.

In addition to the out-patient facilities given, special sessions are frequently arranged for children suffering from the congenital effects of disease, in connection with similar sessions for married women. The extent to which women and children can be induced to follow the long course of continuous treatment necessary for cure is largely dependent on the sympathetic reception accorded them at the hospitals and on the extent to which it is possible to avoid keeping patients waiting.

An important social factor in the Venereal Disease Scheme is the accommodation in various types of hostels offered to infected women and girls, working girls (clandestine prostitutes) while they are undergoing treatment, and certain others give accommodation to expectant mothers and married women. There are 14 such hostels in this country which receive financial assistance from the Government and local authorities to defray the cost of those inmates who are undergoing venereal-disease treatment. The majority of these hostels are under the management of voluntary associations.

In London, during 1927, the number of patients dealt with in these institutions was 282, the aggregate number of days in residence being 26,422. These hostels are on an entirely voluntary basis. Inmates enter of their own accord and leave when they wish, but the staff are, in almost all cases, able to persuade them to remain until the period of treatment is completed. The time in the home often provides an opportunity for adjusting the home or working conditions that led to infection, or for training a girl in some wage-earning occupation a knowledge of which will provide her with an alternative to prostitution as a means of living.

Attention must be called to the valuable preventive work accomplished at the treatment centres, and the indication thereby given of the level of enlightenment reached by the public.

In 1926, the total number of "new cases" of all venereal diseases seen at the centres amounted to 52,293, while, in addition, the attendance of 22,754 persons, a number of whom had presumably exposed themselves to the risk of infection, is evidence of the trust of the public in the centres and of the urge given by propaganda. It is realised that many persons, women especially, who suffer from gonorrhoea require continuous treatment. In the large cities the policy of the all-day clinic is increasingly being adopted, and even where this is not possible a system of daily treatment of gonorrhoea is provided.

The advantages from the public health standpoint that were believed to exist in medical examination and treatment compulsorily applied to a limited class are hereby made available for anyone who is infected or has run the risk of infection, the woman married to the infected husband, the wife with chronic gonorrhoea, and the man or woman who has been exposed to the risk of infection. As far as the administration of the centre is concerned, the needs of all who seek treatment or have risked infection are met. This, by reducing the infectivity of the woman, must be a large factor in preventing the spread of gonorrhoea.

If the figures for London are taken, where among other factors continuous publicity has been in force for fourteen years, the number of new cases of disease dealt with in 1927 at the centres was 18,801 and, in addition, 10,164 persons were classified as "non-venereal". Another indication of the practicability of the voluntary method of free treatment is the increasing success with which continuity of attendance is being secured. In London, in 1920, the average number of attendances for each venereal case was 18, a figure which had risen to 40 by 1927.

The statistics of the Army at home while the Contagious Diseases Acts were in operation and afterwards show a steady decline in cases after the repeal of the Acts, greatly accelerated after the administrative and medical advances of 1903 and 1905.

ADMISSIONS FOR VENEREAL DISEASES PER 1,000 PER ANNUM AMONG TROOPS IN THE UNITED KINGDOM FROM 1870 TO 1925.

(Excluding the years 1914-20, which are not available.)

Contagious Diseases Acts in force

1870	201.0	1877	153.2
1871	201.5	1878	175.5
1872	202.2	1879	179.5
1873	167.6	1880	245.9
1874	145.7	1881	245.5
1875	139.4	1882	246.0
1876	146.5		

Contagious Diseases Acts suspended

1883	260.0
1884	270.7
1885	275.4

Contagious Diseases Acts abolished

1886	267.1	1904	107.6
1887	252.9	1905	90.5
1888	224.5	1906	81.8
1889	212.1	1907	72.0
1890	212.4	1908	68.0
1891	197.4	1909	66.0
1892	201.2	1910	65.0
1893	194.6	1911	60.5
1894	182.4	1912	56.4
1895	173.8	1913	50.9
1896	158.3	1914	} (figures not available)
1897	139.7	1920	
1898	132.7	1921	40.3
1899	122.4	1922	35.4
1900	93.2	1923	27.4
1901	105.4	1924	25.2
1902	122.7	1925	22.3
1903	125.0		

It does not appear possible to compare the figures of the armies of various countries regarding the incidence of venereal disease, owing to the wide variation in the methods of compiling statistics. In some cases, relapses are counted as fresh cases; in others, early cases registered regimentally are not added to the central medical returns. We have therefore limited ourselves to the British figures, in which all cases are recorded and relapses are counted as fresh cases.

The incidence of disease in the Navy follows the same general trend as in the Army.

CASE INCIDENCE PER 1,000 IN THE FLEET (HOME STATIONS) ¹.

Contagious Diseases Acts abolished.....	}	1876	91.91
		1886	167.50
		1896	159.70
		1906	138.13
		1916	(war year)
		1926	48.49

In dealing with the prevalence of syphilis and gonorrhœa in the civil population, it is admittedly difficult to provide statistics which are comparable between one country and another. It is acknowledged that the Registrar-General's returns, so far as syphilis is concerned, do not provide an accurate record of the deaths from syphilis. The registration of the cases of general paralysis of the insane, which can be taken as a *sequela* of syphilis developing in approximately 4 per cent of untreated cases, does not give the clear information that might be anticipated, owing to the custom of grouping other nervous diseases of a non-syphilitic origin under a common heading which obtain in certain countries. A fall in the number of cases of general paralysis of the insane has been experienced throughout Europe, but this fall began too early to be due entirely to the introduction of modern methods of treatment and cannot therefore contribute anything useful to the present discussion.

An endeavour to give accurate results of the various activities — medical, educational and social — of the last twelve years on the prevalence of venereal disease is obviously an almost impossible task, particularly in a country where there is no individual registration of the population and no notification of venereal diseases. One can only give those facts from which deductions can be made. The facts that support the view that the incidence of venereal disease is falling are:

- (a) That the *sequelæ* of untreated disease are falling;
- (b) That the number of persons with recent infections presenting themselves at the treatment centres is falling;
- (c) That conditions indicated in the civil population are proved to exist in the Navy, Army and Air Force (groups of men under discipline) where the incidence of disease can be accurately estimated.

(a) *That the sequelæ of untreated disease are falling.* — 1. The certified deaths from syphilis of infants under one year of age published in the Registrar-General's report have fallen from 1917, with the commencement of the Venereal Disease Scheme, by approximately 57 per cent.

DEATHS FROM SYPHILIS UNDER ONE YEAR OF AGE

	Total	Deaths per 1,000 births
1916	1,232	1.57
1917	1,354	2.03
1918	1,262	1.90
1919	1,217	1.76
1920	1,443	1.51
1921	1,214	1.43
1922	874	1.12
1923	797	1.05
1924	666	0.91
1925	585	0.82
1926	586	0.84
1927	505	0.77

¹ Annual Statistical Reports of the Health of the Navy.

2. It was estimated by the Royal Commission (1916) that 58 per cent of those born blind in institutions owed their infirmity to syphilis or gonorrhoea. Mr. Bishop Harman, in the Report of the Departmental Committee on the Causes and Prevention of Blindness (1922), found, in a series of 1,855 blind children, that 31.4 per cent of these cases were definitely due to congenital syphilis. The effect of the facilities for free treatment and the growing standard of public enlightenment on venereal disease has led to a real reduction of blindness due to syphilis and gonorrhoea.

During recent years, the registration of blind persons has been rendered practically complete, with the result that, from 1925 to 1927, the increase of those registered amounted to 4,682. The increase was found on analysis to be almost entirely due to increased registrations of persons of 50 years and over; in the age-group up to 21 there was in 1925 a total of 4,659, while in 1927 there were 4,482, showing a decrease of 177 in spite of the increased efficiency of registration. The Advisory Committee on the Welfare of the Blind to the Ministry of Health states that this decrease is encouraging, as it seems definitely to indicate that the measures in operation for the prevention of infantile blindness (ophthalmia neonatorum) are restricting the number of persons who become blind in the early years of their life.

The published returns of notifications of cases of ophthalmia neonatorum show a steady fall since 1920, but these notifications include conditions other than gonorrhoeal.

From 1914 to 1926, the notification was by midwives and medical practitioners, and since then by medical practitioners only.

NOTIFICATION OF OPHTHALMIA NEONATORUM, ENGLAND AND WALES

1920	10,364	1924	6,267
1921	8,313	1925	5,748
1922	7,107	1926	5,896
1923	6,592	1927	5,891

3. Another indication of the reduction of syphilis is found in the numbers of recruits for the Army rejected for syphilis, which have fallen as follows:

	REJECTION PER 1,000 ¹	
	On Examination	Within 6 months of Enlistment
1920-21	0.65	0.21
1921-22	0.55	0.11
1922-23	0.41	0.07
1923-24	0.10	0.03
1924-25	0.14	—
1925-26	0.06	—

(b) *That the number of persons with recent infections presenting themselves at the treatment centres is falling.* — In gauging the actual position, it is necessary to ascertain the proportion of cases under treatment that are chronic cases of gonorrhoea and later manifestations of syphilis. The later consequences of both diseases extend over a long period of years and we must inevitably still be providing treatment to those who contracted the disease before the initiation of the modern scheme, but there appears to be unimpeachable evidence that the new infections of syphilis had already fallen considerably by 1926. Thus the number of cases of syphilis, old infections and new, seen for the first time at the centres in England and Wales was 19,251. Concerning the proportion of new infections in this number, the following may be quoted from the Annual Report of the Ministry of Health for 1925-26:

“ With a view to obtaining some indication as to what proportion of the cases dealt with at treatment centres for the first time were actual cases of recent infection, a special return was obtained from fourteen treatment centres. These centres attracted one-seventh of the total number of cases of syphilis and gonorrhoea which were dealt with for the first time at all the treatment centres in England during 1925. ” ²

SPECIAL RETURN FROM FOURTEEN TREATMENT CENTRES. PERIOD APRIL 1ST TO JUNE 30TH, 1925. ³

	Percentage of cases treated for the first time at the centres which were found to be					
	Infections of less than 1 year's standing		Total	Infections of more than 1 year's standing		Total
	Previously treated for the same infection, either privately or at another centre	Not previously treated for the same infection		Previously treated for the same infection, either privately or at another centre	Not previously treated for the same infection	
Syphilis:						
Males	4.9	34.3	39.2	32.9	27.9	60.8
Females	4.0	28.9	32.9	19.5	47.6	67.1
Both sexes	4.6	32.3	36.9	27.9	35.3	63.1
Gonorrhoea:						
Males	9.0	76.6	85.6	12.7	1.7	14.4
Females	6.9	74.8	81.7	8.7	9.6	18.3
Both sexes	8.5	76.2	84.7	11.8	3.5	15.3

¹ Report on the Health of the Army, Vols. LVII-LXII.

² Seventh Annual Report of the Ministry of Health.

³ Seventh Annual Report of the Ministry of Health, page 12.

“ It is recognised that, owing to the limited scope of the return, the above figures may not accurately represent the position for the whole of England, but it is considered that the figures give a reasonable indication of the position. It will be seen that 39.2 per cent of the male cases of syphilis and 32.9 per cent of the female cases of syphilis were infections of less than one year's standing, and, if these percentages are applied to the numbers of cases of syphilis treated for the first time at all the treatment centres during 1925, it would appear that the number of cases of syphilis of recent infection so treated was only slightly in excess of 7,000.”

There are no figures available of the number of persons attending private practitioners, but the number of doses of the free drugs issued may give some indication so far as syphilis is concerned. The cost of arsenobenzene preparations supplied to practitioners amounts to 1.5 per cent of the total expenditure on these drugs, while from enquiry it has been ascertained that the independent purchases of arsenobenzene preparations made by private practitioners amount to but 1-99th of the whole supply handled in the country. From this it may be taken that the treatment centres are now attracting the large majority of the syphilis cases that are receiving treatment in the country, and it may be assumed that the number of new infections of syphilis seen by practitioners cannot be greatly in excess of 2,780, making a total incidence of approximately 10,000 new infections in England in 1926. This may be contrasted with the 40,000 to 50,000 infections per annum at the beginning of the century. The latter number is estimated on the basis of the annual deaths from general paralysis of the insane, which from 1910 to 1920 were about 2,000 a year, and the fact that the incidence of general paralysis of the insane is 1 to every 25 cases of syphilis.

It is estimated that the proportion of gonorrhoea to syphilis is approximately 5 or 6 to 1, and it is recognised that there are still a number of these cases not yet under treatment, particularly among women. This would mean that the new infections of syphilis and gonorrhoea each year in the country now amount to about 10,000 syphilis plus 50,000 gonorrhoea, equals 60,000 new infections per annum in England, a very considerable fall on the estimated incidence of 200,000 new cases before 1916.

(c) 1. If we take the figures of the British Army, Navy and Air Force for 1921 to 1926, several points of interest emerge.

A comparison of the rates for forces stationed at home and abroad shows a strong difference in favour of the home forces, though the same measures of prophylaxis are in operation wherever the men are stationed. The incidence of venereal disease in the forces varies with the opportunity for promiscuity and the amount of disease in the civil population. The lowered incidence in the forces stationed at home is an index of a similar fall in the incidence in the civil population.

Great Britain.

INCIDENCE PER 1,000 (HOME STATIONS). NEW INFECTIONS ¹.

Years	Army		Navy		Air Force	
	Syphilis	Gonorrhoea	Syphilis	Gonorrhoea	Syphilis	Gonorrhoea
1921	9.8	26.7	8.15	46.63	4.1	16.0
1922	6.3	25.9	7.97	45.80	2.7	14.4
1923	5.4	20.6	10.63	43.95	2.7	13.9
1924	3.9	19.9	5.97	42.06	1.6	11.1
1925	2.3	18.8	3.10	32.79	1.1	11.1
1926	2.6	17.7	3.14	35.06	1.5	11.5
1927	—	—	—	—	1.2	9.1

Units of the services, when stationed abroad, receive the same preventive education, the same form of treatment and the same amount of medical supervision as at home. On all overseas stations the factor of absence from family and local public opinion is equally operative. The major element of change is in the degree of infectivity of the local population, and the prevalence or absence of advertised opportunities for promiscuous intercourse.

An examination of the figures of the incidence of disease on the various stations, viewed from this standpoint, is of interest.

¹ Statistical Report of the Health of the Navy for the years 1921 to 1926 inclusive: Report on the Health of the Army. Vols. LVII-LXII: Report on the Health of the Air Force, 1921 to 1927 inclusive.

British Army.

INCIDENCE OF VENEREAL DISEASES ON DIFFERENT STATIONS.¹
(Ratio per 1,000).

	1921	1922	1923	1924	1925	1926
Whole Army	74	70.7	56.4	47.8	44.4	41.1
Home Army	40.3	35.4	27.4	25.2	22.3	21.4
Channel Isles	54.8	44.4	40.1	35.5	10.4	16.9
India	110.4	84.7	71.3	68.9	72.1	62.1
Bermuda	37	26.5	25.5	23	15.8	12.1
Ceylon	184.8	152.3	124.4	142.3	102.5	112.4
Egypt	103.6	113.4	82.1	95.1	75.2	60
Gibraltar	66.2	125.2	53.8	56.2	39.6	59.2
Jamaica	105	202.9	102	132.5	99.2	130.1
Malta	82.9	103.6	59.1	41.4	25	37.8
Mauritius	86.2	40.6	22.6	46.9	48	181.9
North China	333.1	—	230.9	342.9	263.3	298
South China	169.6	95.8	118.1	118.4	100.8	79.6
Malaya	—	103.1	91.1	108.8	65.2	103.7
Straits Settlements	63.9	—	—	—	—	—
West Africa	118.6	151.7	46.1	127.2	92.4	66.7
France and Flanders	94.3	—	—	—	—	—
Rhine and Silesia	169.2	254.2	136.3	38.4	30.7	42.9
Turkey	228.5	88.8	87.1	—	—	—
Iraq	46.4	75.6	63.5	51.4	35.3	39.1

Evidence of the variation of rates in units of the same army under different conditions is borne out by the experience of the Netherlands: Syphilis — Dutch Home Army rate, 1924, 1 per thousand; Dutch East Indies rate, 1924, 52.4 per thousand.²

British Navy.

INCIDENCE OF VENEREAL DISEASES ON DIFFERENT NAVAL STATIONS.³
(Case ratio per 1,000).

	1921	1922	1923	1924	1925	1926
Home	82	78.8	71.6	64.9	47.52	48.58
Atlantic Fleet	107.7	92.7	83.2	68.4	65.00	49.25
Mediterranean	155.6	130.5	87	67.8	67.91	71.07
North American and West Indies	155.3	89	109	146.7	108.61	132.86
China	304.8	282.3	274.8	248.3	211.34	174.04
East Indies	204	125.9	153.4	103.3	72.30	93.44
Africa	157.6	176.7	177	155.9	174.53	180.48
Irregular List	139.9	98.8	78.4	82.9	103.70	71.32

It is claimed by Surgeon-Captain T. B. Shaw, representing the Admiralty Medical Department, that the high incidence of disease on the Mediterranean Station in 1921-22 was due largely to the concentration of ships at Constantinople, where prostitution was rife and where the Allied Sanitary Commission found it impossible to exercise control over the numerous brothels:

“The China station has always been a fruitful source of venereal disease in the Navy. Brothels are numerous at the majority of the ports visited. The control of the disease on shore is very inadequate and there is lack of wholesome entertainment in many places for the men when on leave. The largest number of infections occurred at Shanghai, Yokohama and Singapore.”³

East Indies:

“The high incidence of venereal diseases on this station, especially gonorrhoea, is attributed by medical officers in charge of ships of the East Indies Squadron to the large numbers and high infectivity of loose women at the ports visited. Bombay is responsible for the majority of cases, but many infections occur at Colombo, and also at Madras and Calcutta. It is very satisfactory to note the marked fall in the incidence rate on this station in 1924.”

It can, we believe, be taken that the governing factor in the prevalence of disease among the forces is the prevalence of disease in the civil population among which they are stationed and the extent to which open facilities for prostitution exist.

The returns of the Army, Navy and Air Force stationed at home show:

- (1) A steady fall in the forces at home particularly in syphilis;
- (2) A greatly lowered proportion of syphilis to gonorrhoea, which is indicative of a similarly lowered proportion in the civil population, from which the personnel of the forces contract their disease;

¹ Report on Health of the Army, Vols. LVII-LXII: Statistical Report of the Health of the Navy (1921 to 1926 inclusive).

² Dr. L. DEKEYSER: Paper read at the Conférence de la Défense sociale contre la syphilis, Nancy, May 1928, page 19 of Report.

³ Report of the Proceedings of the Imperial Social Hygiene Congress, London, 1927, page 15.

(3) That social conditions and the incidence of disease in the civil population is reflected in the incidence of acquired disease in the men under discipline as shown in units at home and abroad.

From the above statement it appears that the estimated incidence of new infections of syphilis and gonorrhoea for England and Wales is approximately 60,000 a year. It is interesting to compare this with the estimate made by Dr. Dorneddon from the census of cases of venereal diseases taken in Germany in December 1927 at the time the new laws for combating venereal diseases came into effect. He found the new infections were about 300,000 per annum (excluding the Saar district).¹ It does not appear, therefore, that the regulation system had succeeded in checking disease.

SOCIAL CONDITIONS.

Experienced observers have no doubt that, in the last twenty or thirty years, there has been a continued improvement in public conduct, which is reflected in the fall in the number of women engaged in the trade of prostitution. The decrease in crime which has also marked this period is another indication of the same satisfactory improvement. Many social changes have no doubt contributed to this end and it would be impossible in a statement of this kind to attempt to give a complete picture of these changes. The alteration in the status of women in public life and in industrial and commercial employment and the increase of recreational facilities for young adults and adolescents may be mentioned among the contributing factors.

The direct part that legislative effort plays in the developments which have been mentioned is relatively only a small one, but it may be useful to quote some examples of legislative changes which bear directly or indirectly on the problem of prostitution and venereal diseases.

The Divorce Law Amendment Act, 1923, made misconduct a ground for divorce for both the man and the woman. Contraction of venereal disease by one party usually implies misconduct.

The Separation and Maintenance Order Act, 1925, which revised the conditions under which a woman might require a maintenance allowance to be paid to her and her children by the husband while legally separated from him, included "while suffering from venereal disease in an infectious form" among the qualifying conditions.

The Births and Deaths Registration Act, 1926, which came into force in July 1927, requires the registration of still-births. This provides another indirect approach to the detection and treatment of syphilis.

In the enquiry undertaken on behalf of the Ministry of Health and under the ægis of the Medical Research Council, published in 1926, Mr. Eardley Holland found that 15.3 per cent of still-births were due to syphilis.²

The Mental Deficiency Act of 1913 was a comprehensive measure with the twofold purpose of protecting the nation from the mentally defective individual and extending social protection to the defective. It enables local authorities to make provision for the certification and maintenance of those who are mentally defective. The Act is administered in conjunction with the education authority, and those passing through the schools since 1913 have been certified and are included in the 53,664 under care in 1927. Those still without social protection fall mostly within the age-groups of 30 years and over. Therefore those mentally defective who tend to drift into the ranks of prostitution are now in a large measure under care. This source of supply is therefore gradually shrinking.

Investigations made by Professor Cyril Burt and others show that, in 1926, the proportion of mental deficiency among "women and girls engaged in sexual misconduct from mercenary motives in London" was 12.4 per cent.³

Certain Continental and American investigators place the incidence of mental deficiency among prostitutes at 25 per cent or higher. This would appear to support the contention that the amount of social protection offered to the mentally defective directly affects the number drifting into professional prostitution.

Sociological researches in various countries during recent years prove that a large number of young girls drift into prostitution and become centres for the dissemination of disease owing to the lack of social care during the adolescent period. A large proportion of girls who have entered a life of prostitution are drawn from broken homes, or are otherwise deprived of normal family life. Strenuous efforts are therefore being made to check the drift of young girls into prostitution by extending after-care work in connection with orphanages, industrial and reformatory schools and similar institutions, as well as by the establishment and development of the probation system.

The change in attitude to the juvenile offender has resulted in the development of new institutions based on the principle of training and reformation. An additional indication of the

¹ England and Wales : population, 38,000,000 : Germany, excluding Saar District : 62,000,000.

² Report on Public Health and Medical Subjects : Report on the Causation of Fœtal Death, Ministry of Health, 1922, page 125 ; Medical Research Council : Child Life Investigations, No. 109, page 19.

³ *Health and Empire*, December 1926, "Causes of Sex Delinquency in Girls", Cyril Burt, M.A., D.Sc., page 262.

steady improvement of conditions may be deduced from the fact that the number of young offenders had fallen from 51,323 in 1917 to 27,801 in 1925. Of those between 16 and 21 years, the total number of young women received into prison was 109 ; Borstal 25. These numbers included all, and not only sex, offenders.

The increased attention directed to the provision of outdoor recreational facilities for young adults and adolescents, the extent to which training in organised games has been included in the school curricula of all types of schools, the growth of such movements as the Boy Scouts, Girl Guides, etc., the appointment of welfare officers in industrial concerns with the resultant increase of recreational clubs, have all contributed to the substitution of other interests than those connected with sex relationships, and provided healthy counter-attractions for leisure.

The National Playing Fields Association, formed in 1927 to increase the opportunities for outdoor recreation among the general population, has already promoted an extension of playing fields to the extent of over 5,000 acres.

Those concerned with young people are pressing for further developments in the organisation of recreational opportunities, particularly for young people in industrial centres.

EDUCATIONAL MEASURES.

The Royal Commission emphasised the importance of including in the training of teachers some knowledge of the implications of venereal disease and in grounding children in biological knowledge as a basis for sexual hygiene. The Departmental Committee of 1925 on Child Assault again emphasised the need for wise guidance and enlightenment being provided on matters of sex for the rising generation.

The British Social Hygiene Council, during the last twelve years, has placed the educational aspect in the forefront of its programme, recognising that medical facilities and popular propaganda must be supported by an educational policy which would ultimately change the attitude of mind on the part of the public towards venereal disease and the conduct and social customs contributing to its dissemination.

The major educational organisations in Great Britain are represented on the Council, and from time to time special conferences and committees of enquiry have been appointed from this group.

The teaching of hygiene and the medical inspection of schools come under the jurisdiction of the education authorities, and a close liaison exists between the Government Departments for Health and Education.

There is a growing demand for more space to be given to the biological sciences throughout the educational system and for reform in the teaching of hygiene in the schools along lines that will lead to the development of a sound public health conscience based on biological principles. Such a foundation will enable the later educational stages to include a recognition of the effect of personal action in sex conduct on the life of the individual and of the next generation. It is not advocated that class teaching in sex hygiene should be given at present in elementary schools.

In the new syllabus issued by the Board of Education in 1927 for the final examination of students in training colleges, the following paragraph occurs in the foreword of the Hygiene Syllabus which is calculated to encourage training colleges to proceed on the lines desired :

“In recent years too much time and attention have perhaps been devoted to formal lecturing on physiology and even anatomy, and too little to the principles and practice of hygiene and its relation to the school and social life of the child. Similarly, instruction in sex hygiene is left to the discretion of each individual and college. The Board, however, suggest that it should be included, but the manner of dealing with it must necessarily depend upon the qualification of any lecturer available.”¹

Again, in the *Handbook of Suggestions on Health Education* for the consideration of teachers and others concerned in the work of public elementary schools, issued by the Board of Education in 1928, the following paragraphs have been included :

“ (b) *Physiology and Health Education.* ”

“ . . . If we want the older boy or girl to take an intelligent interest in digestive, circulatory, excretory, reproductive and other life processes, we must introduce them in their primitive forms in suitable types of the lower animals . . . ”

“ (c) *Life in its Lower Forms and Human Health Problems.* ”

“ . . . The linking up with health education of nature study, whether in its simpler forms in the infants' and junior schools or in the form of elementary biology such as may

¹ *Syllabus for the Final Examination of Students in Training Colleges*, issued by the Board of Education, 1927

² *Handbook of Suggestions on Health Education*, issued by the Board of Education, 1928.

be taught in the senior school ; the reference back to facts and experiences in the life of plants and animals when human health problems are being dealt with ; the study of what we owe directly to plants and animals for food, clothing and aids to cleanliness ; the relation of plants and animals to disease in man : all these will help to interest the child in matters relating to personal health and will provide a sufficient foundation upon which to build in later life."

The Board of Education in 1926 appointed a Consultative Committee to consider the education of the adolescent, which issued its report. The Committee definitely recommends that the science syllabus of modern schools in the senior classes among the four essentials should include :

"(iii) A broad outline of the fundamental principles of biology, describing the properties of living matter, including food, the processes of reproduction and respiration, methods of assimilation in plants, the action of bacterial organisms and the like.

"(iv) Instruction in elementary physiology and hygiene based on lessons in biology."¹

The encouraging note in this report is the strong recommendation running through the whole that greater attention should be given to science and that in the science section the greatest emphasis should be on the biological sciences, the following points being specially emphasised by the Committee :

"In country schools the science syllabus both for boys and girls might be largely based on biological interests, the study of elementary physics and chemistry being subsidiary but arranged so as to supply the indispensable foundation for a course in elementary biology with special reference to its bearing on horticulture and agriculture . . .

"We suggest that science courses for girls in modern schools and senior classes should in their later stages frequently have a biological trend . . .

"We regard it as especially important that instruction in elementary physiology and hygiene, developing out of the lessons in elementary biology, should be given to all boys and girls in modern schools and senior classes . . ."¹

The British Social Hygiene Council has during the last two years discussed the various methods of carrying into effect the general lines of the above policy, with both educational bodies and those concerned with juvenile organisations. Special endeavours are being made to reach young people in industry with the necessary protective knowledge.

It is along these broad lines that it is hoped to develop a changed attitude of mind in the rising generation towards problems of sex and to attach a sense of individual responsibility to the exercise of the racial function that will tend to reduce the volume of promiscuity and in so doing reduce both commercialised vice and venereal disease.

POSITION IN THE BRITISH COLONIES, PROTECTORATES AND MANDATED TERRITORIES.

The position in regard to prostitution and venereal disease varies widely in the different colonies, protectorates and mandated territories. The British Empire is an organisation of slow growth which has incorporated many heterogeneous elements. It has been the custom of the British Government, as far as possible, to continue in operation the legislative provisions which it has found in force in the various territories. Thus, for example, in Mauritius, French law is still the foundation and in Cyprus and Palestine, Turkish. In the Moslem areas of the African protectorates, Moslem law is still administered to a large extent by the native courts.

It is therefore not surprising that there is no standard legislation on the subject of prostitution and venereal disease current throughout the Colonial Empire. In many territories, commercialised prostitution is practically non-existent throughout wide areas, as, for example, in Tropical Africa. In other territories, it is a problem confined to the larger coast towns. In some territories, for instance, Uganda, we find a serious venereal disease problem entirely unconnected with prostitution.

So far, therefore, as many territories are concerned, there is nothing to be said ; there is no problem of commercialised prostitution and therefore there has been no attempt to solve it, while venereal disease, where existent, has been one of the preoccupations of the Medical Department.

In respect of a few territories only is it possible to marshal evidence which will be of interest to the Committee. The growth of opinion, based on experience, that the efficiency of medical

¹ Report of Consultative Committee on the Education of the Adolescent, appointed by the Board of Education, pages 222-224.

measures is jeopardised by the persistence of recognised prostitution in any form is steadily gaining ground. The results obtained, as in Gibraltar, from the closing of brothels, and in Singapore, where a similar policy is undergoing gradual application, will add valuable records to experience.

In all parts of the Colonial Empire where measures against venereal disease are under consideration, it is on the lines of providing medical facilities for free diagnosis and voluntary treatment to the population as a whole, combined with an endeavour to eliminate any form of organised and commercialised prostitution that may remain.

Changes and developments have occurred in the following colonies and dependencies within the last decade.

Cyprus.

The problem of venereal disease had been brought to the attention of several of the municipal authorities in Cyprus. Local popular opinion was in favour of an imposition of some form of regulated prostitution and medical examination of prostitutes. An unofficial Cypriot member of the Government Executive Council who was mayor of one of the principal towns visited certain Continental countries and Great Britain early in 1926 and found that there were two methods of dealing with the problem, one through regulation and medical examination, and the other through the suppression of commercialised prostitution and the provision of facilities for free diagnosis and treatment. At his instigation, the Government of Cyprus invited a delegation from the British Social Hygiene Council to visit Cyprus, survey the local conditions and advise. This visit was made in October 1926. The delegation, which represented medical and social experience, visited all institutions, conferred with the representative groups of the Cypriot population, with the members of the medical and teaching professions and with the municipal authorities. Evidence of the desirability of providing facilities for the whole population for the modern methods of diagnosis and treatment were laid before a conference¹ of the mayors of Cyprus, with the result that the following were among the resolutions adopted :

“ That the Conference of Mayors request the delegates to confer with the Chief Medical Officer and take the necessary steps with the Government for combating venereal disease.

“ That the Conference of Mayors are of opinion that the application of the system of free treatment to sufferers from venereal disease by the establishing of clinical and bacteriological departments is indispensable.

“ That the Conference of Mayors, while fully supporting the objects of the delegation and wishing to afford their help upon an understanding with their respective Municipal Councils, for the purpose of giving effect to this object, are not, however, convinced that these measures alone will suffice, and wish to reserve to themselves the right to approach the Legislative Council and the Government at any time with detailed suggestions as to the control of prostitutes and brothels by the regulation system.”

The delegation eventually made their report to the Governor and the Legislative Council, which was subsequently amplified by a detailed document. The delegation found that, while the Government took no cognisance of brothels and no licensing system was in force, that in each municipality there were a certain number of brothels known to the municipality and that an arrangement existed under which the municipality provided for some form of medical examination of prostitutes.

After consideration of the report of the delegation, the Legislative Council took immediate action. The necessary financial appropriations were made. A fully qualified venereal disease Officer was appointed to the staff of the Medical Department. A Medical Society was formed in the island as a check to unqualified practice. A woman of training and experience in the social aspect of the venereal disease problem as well as in general social welfare was appointed as Welfare Officer and Secretary to the Cyprus Social Hygiene Committee. The following is the extract from the speech² of His Excellency the Governor made in April 1928 :

“ In the domain of public health, I have to record the appointment of the trained Social Worker, aided by whom the Social Hygiene Committee held regular and fruitful meetings. The Medical Sub-Committee has elaborated a scheme for a Cyprus midwifery service (with some temporary measures until the scheme become effective) ; and the Education Propaganda Sub-Committee is in touch with local Education Committees with a view to introducing organised games into the school curriculum, besides submitting recommendations for legislation to which consideration is now being given. They also propose holding in Nicosia a summer school for teachers on the subject of general hygiene. The first Infant Welfare Centre was opened last spring in Nicosia, at which a trained nurse regularly gives advice and instruction to a steadily increasing number of mothers with young children. Similar centres are being opened at Larnaca and, under

¹ Report of the British Social Hygiene Council Delegation to Cyprus Mayors' Conference, page 12.

² Speech of His Excellency the Governor to the Legislative Council, at the opening of the session, April 17th, 1928.

Dr. Pietroni, at Famagusta. The Venereal Disease Clinic, in plan and method probably the most modern existing, has been attached under the recently appointed specialist to the Nicosia Hospital, has already treated some 1,200 cases, and is in process of forming branches expected to begin work at Larnaca and Limassol in the course of this summer. The experience of the specialist is available for instruction, in the most recent methods, of any practitioners who may visit the clinic."

In June 1928, the following extract from the report of the specialist in venereal diseases was transmitted by the Governor to the Secretary of State for the Colonies:

"I have the honour to inform you that the total number of new patients who have come to the clinic to date amounts to 1,527. Of these, 995 were males and 532 females.

"The clinic was opened on January 19th and the thousandth patient arrived on April 3rd.

"On making an analysis of the first thousand patients, I find they consisted of 697 males and 303 females.

"Sixty-nine of the women were professed prostitutes (rather less than a quarter of the total). Apart from these, most of the women had been infected by their husbands.

"Twenty-five of the women were sent to us by their husbands, who were undergoing treatment on the male side.

"There were 16 cases of congenital syphilis."

We have since heard that the summer school for teachers on the subject of general and social hygiene was well attended and was considered most successful. In order to check usages that in some cases lead to the exploitation of adopted children and to the drifting of young girls into prostitution, the Government of Cyprus is bringing in a Bill to regulate the Employment of Children and Young Persons in Industrial Undertakings and a Bill for the Protection of Female Domestic Servants. There has been no indication up to date that there is any revival of the local demand for the introduction of the regulation of prostitution.

Gibraltar.

A Social Hygiene Commission, under the ægis of the Colonial Office, visited Gibraltar in 1920-21. The incidence of disease was high. There were tolerated brothels in certain streets and facilities for treatment were lacking. On the recommendation of the Commission, the facilities for treatment for the civil population were considerably increased. A treatment centre at suitable separate hours for men and for women was provided at the Civil Hospital, and in 1922 the brothels were closed and brothel-keeping in Gibraltar was made illegal. Reports have since been received that the numbers of cases of syphilis and gonorrhœa contracted in Gibraltar by men of the Atlantic Fleet visiting the port and by the men of the Garrison in the subsequent years have fallen continuously.

Official Army Figures for the Garrison in Gibraltar per 1,000 Strength.

Year	Gonorrhœa	Syphilis
1922	103.2	6.3
1923	40.5	3.5
1924	41.6	1.9
1925	36.9	9.0
1926	44.8	6.0

Atlantic Fleet.

Year	Case ratio per 1,000
1922	92.7
1923	83.8
1924	68.4
1925	65
1926	49.25

The following statement was made by the representative of the Medical Department of the Admiralty in 1925:¹

"The incidence of the diseases at Gibraltar demonstrates the active part which is played by brothels or well-known brothel areas in their spread. The medical officer of the depot ship there, Surgeon-Commander D. G. Addison-Scott, commenting on the incidence of venereal disease at Gibraltar, says:

"Up to the end of July, the incidence of gonorrhœa was high, chancroid was less common and syphilis was rarely contracted locally. After that date, gonorrhœa

¹ Proceedings of the Social Hygiene Congress, 1925, page 18.

decreased in a remarkable manner; only three cases occurred in five months. In my opinion, this decrease coincided with and was due to the closing of the local brothels and to the refusal to renew permits of residence to prostitutes."

Grenada (West Indies).

The prevalence of venereal diseases in Grenada was a cause of anxiety to the Colonial Government. In 1917, an Ordinance relating to venereal diseases, No. 16 of 1917, was adopted. In addition to covering ground similar to that of the British Venereal Diseases Act, 1917, it contained clauses for enforcing the compulsory treatment of venereal disease and made the knowing transmission of the disease a penal offence.

In 1920-21, Grenada was visited by the Social Hygiene Commission despatched to the West Indies under the ægis of the Colonial Office; as a sequel to the visit, the facilities for the free diagnosis and treatment of venereal disease were considerably increased.

The undesirability of compulsory methods without adequate facilities for diagnosis and treatment were strongly stressed by the visiting Commission and since that date the compulsory clauses have not been enforced.

The Chief Medical Officer of Grenada and the Windward Islands was present at the Imperial Social Hygiene Conference of September 27th, 1928, and stated, in response to enquiry, that compulsory methods had been found not only useless but undesirable and had been entirely relinquished, experience showing that far larger numbers of the general population were brought under treatment through the policy of attraction and popular enlightenment. His main pre-occupation at the Conference was to obtain assistance as to effective methods of popular enlightenment that could be used among an entirely uneducated community.

"From June 1918 to December 1923, the records show that 6,829 cases of venereal disease were dealt with in that period. Of these, 2,484 — or over 26 per cent — were syphilis, of which 866 were discharged as cured. During 1924, this intensive campaign was relaxed and the Venereal Diseases Ordinance was repealed.

"It is unlikely that any measure similar to the somewhat drastic Venereal Disease Ordinance will be introduced again, and it is to the new Sanitary Department and the new service of trained nurses resident in visiting stations all over the colony — which was started towards the end of 1926 — that we must look for propaganda to induce sufferers from syphilis and other venereal diseases to attend at these stations for early treatment of infections."¹

PREVENTION OF VENEREAL DISEASES.

In 1917, Ordinance No. 16, repealed November 14th, 1924, by Ordinance No. 19 of 1924.

*Specific Provisions with respect to Venereal Diseases.*²

"56 A. — The Sanitary Authority shall make regulations for guarding against the spread of venereal disease and for promoting knowledge as to its nature, causes and effects."

Mauritius.

In 1925, the Government of Mauritius had before them the consideration of a new Health Bill. The Venereal Diseases Section, as drafted, contained clauses on compulsory notification and examination for venereal disease. This section was deferred at the request of the Governor until enquiries had been made from the British Social Hygiene Council.

No compulsory legislation has been passed in Mauritius.

A venereal disease specialist was appointed to the staff of the Medical Department in the latter part of 1925, and active measures for public enlightenment in the colony have been undertaken since that date.

Palestine.

The dual problems of prostitution and of venereal disease have engaged the attention of the Administration since the military occupation in 1918. Since that date, co-operation has existed between the Government and the Social Service Association, later the Women's Council. Venereal disease is a serious health problem both in the towns and in the villages; as far as

¹ Extract from Medical Reports on the Charitable Institutions, etc., for the year 1926, page 7.

² January 18th, 1927 Ordinance to amend the Public Health Ordinance of 1925.

medical administration is concerned, it is being actively dealt with for the whole population. By 1921, treatment was already carried out in Jerusalem in the Government clinics, the children's annex, the Moslem dispensaries, Rothschild Hospital and other institutions.

In 1921, special experiments were undertaken by the Principal Medical Officer of Jerusalem to ascertain the incidence of venereal disease in village populations adjacent to the city to enable the best methods of providing facilities for treatment to be adopted. The lessons learned are now being widely applied. Treatment in Jerusalem itself is in polyclinics.

" State-paid specialists are attached to these and carry out the venereal treatment. Instruction to medical students in venereal disease is compulsory at all medical schools and a high standard of knowledge in this branch is demanded from them at the qualifying examination. Post-graduate courses are given to qualified medical men. Thus in some towns almost ideal conditions for combating the disease have been attained — the not unattractive clinic, the well-trained practitioner, the specialist easily reached and an intelligent educated public.

" Here every effort has been made to render the Government polyclinic attractive. The majority of the attending patients are Moslems. The clinic is attended by a popular Moslem doctor and a trained Moslem nurse. Specialist advice is available. But the public is still fanatically ignorant, and it is felt that real success will come only with education and that little additional good would be done by coercive legislation at present."¹

" *Syphilis.*

" The disease has been known to be prevalent in certain village areas, particularly in the southern parts of the country and in the neighbourhood of Jerusalem. The number of attendances for anti-syphilitic treatment at the Government dispensary in Hebron led to a special investigation being made in this district of the relative incidence of the disease. In five villages with a population of approximately 8,000 inhabitants, it was found that 5 per cent presented clinical signs of active disease, and it was estimated by the officers engaged in the enquiry that the total infection of this population was probably about 25 per cent. In September, a special clinic was organised to provide treatment in the most heavily infected villages. In addition to medical treatment, propaganda was carried out on the following lines. Lectures were given to school-teachers and the elementary facts of the disease, its method of spreading and its serious results explained. For these lectures certain lantern slides kindly lent by the National Council for Combating Venereal Diseases were made use of. Informal talks upon the disease were given to the elders of the people in the villages. The effects of the disease in preventing live births and healthy infants were stressed, as the people regard marriage without living and healthy issue as a serious calamity. The work of the clinics is regulated with the object of securing that every patient registered for treatment receives a minimum of 4 grammes of Neo-Salvarsan during a course of intravenous injections. Great assistance has been obtained from district officers and village Mukhtars in tracing patients who fail to attend for treatment on the appointed days. By concentrating its efforts on a few villages at one time, this clinic is doing useful work. It is estimated that 2,000 patients can be fully treated in one year by the staff employed if the work is continued without interruption.²

" The special clinic that has been operating in the Hebron district for fifteen months has been very successful; attendances by both sexes have been in greater numbers than could be dealt with, and the continuance of attendance for the full course of treatment has been a marked feature and has resulted in a proportionately high number of relative cures. For the fifteen months, the number under treatment has been 1,023 and the number who have completed treatment 666. In other affected areas, treatment is given only at established Government or voluntary clinics, but it is hoped to open a second special clinic during 1926."³

	Total attendances. ⁴	New cases.
1927	4,066	324
1928	1,615	212

Side by side with these medical measures, in the cities of Jerusalem, Jaffa and Haifa, measures have been taken to deal with the prostitution problem. Before the war, Jerusalem is stated to have been comparatively free from vice, the Turks also regarding it as a holy city, where no licensed houses should exist. The war had brought other conditions in its train and, when the military administration took over the government, they found that two streets were still set apart as areas for tolerated houses. The voluntary organisation known as the Social Service

¹ Annual Report of the Principal Medical Officer, Jerusalem Town, 1921.

² Annual Report of the Department of Health, 1924, pages 15 and 16.

³ Annual Report of the Department of Health, 1925 page 8.

⁴ Welfare Inspector for Palestine Government : Communication to the British Social Hygiene Council, February 1st 1929.

Association was established in 1918. This body was representative of Christian, Moslem and Jewish women. They made representations to the military authorities that these tolerated areas should be abolished. On the first application, this was not thought possible. The voluntary association forwarded lists of houses of questionable repute to the authorities, all of which were investigated, and it was found that the people concerned began to move of their own accord owing to the police supervision. The popular agitation was continued, but, before the petition in preparation was presented, the Chief of Police acted and abolished the tolerated area.

In 1919, the Girls' Home was established, which is now under the control of the Social Service Committee and is used both by the voluntary association and by the Government for the care and maintenance of delinquent girls, whose stay in the institution varies from a few weeks to four or five years. Many of those who have passed through the Home have been completely rehabilitated socially.

“Three hundred and fifty-eight women and girls have passed through the Home during the last seven years, about one-quarter being Social Service cases and the remainder being Government cases. Many of these girls have had their babies with them. In 1924, the Government of Palestine appointed a welfare inspector, who is responsible for the inspection of factories and of women's prisons and the general development of protective work among women and children. The appointment of such an officer provides a valuable liaison between the Government and the voluntary social services. Arising out of enquiries by the League of Nations, the High Commissioner asked the Women's Council for a report on the social conditions of the seaports of Palestine. Investigations into these conditions in Haifa and Jaffa were made jointly by the Government welfare inspector and the chairman of the Women's Council. The report on Jaffa showed the need for immediate action, which was taken. Within six months the tolerated houses in Jaffa had been closed, together with the worst hotels. In Haifa, this took a little longer, but the tolerated area there has also been completely swept away.

“In 1925, an Ordinance was passed one clause of which prohibited the immigration of professional prostitutes. The following year, under the Criminal Law Amendment Ordinance, all brothels were made illegal, with heavy penalties for brothel-keepers and landlords who let their premises for this purpose. During the last few months, we have had a good many convictions under this Ordinance, with the result that many suspected houses have broken up of their own accord.

“It is hoped that before long a summer school for teachers and other workers will be held in Jerusalem, with lectures on education, health and social subjects, including care of the eyes, child welfare, work of the League of Nations, etc.

“Although tolerated areas exist no longer and brothels are illegal, constant vigilance is necessary to keep these evils in check. It is believed that healthy education of the people on these subjects is the best preventive.”¹

The history of progress in Palestine is an indication that the venereal disease problem can be dealt with as an administrative public health problem concerning the population as a whole and that effective measures to check commercialised prostitution tend to react favourably on the medical measures directed against venereal disease.

Straits Settlements.

Conditions of peculiar difficulty affect the problem of prostitution and venereal disease in Singapore. The large immigrant Chinese and Indian population results in a sex ratio of 100 Chinese males to about 47 Chinese females in Singapore. For Malaya as a whole, the ratio is 100 Chinese males to about 38 Chinese females. There is a long history of regulation of prostitution, and the abolition of the Contagious Diseases Acts in Great Britain, although followed by the Colonial Government, was not in accordance with local opinion and a system of tolerated brothels persisted.

The visit in 1920-21 of a Social Hygiene Commission to confer with the authorities on the prevalence of venereal disease in the Straits Settlements and the Federated Malay States led to the appointment by the Legislative Council of a special Medical Committee of Enquiry in 1922. This Committee reported an exceptionally high incidence of venereal disease among the population, particularly among the Chinese population, and recommended that an Ordinance should be adopted increasing the brothel area and improving the arrangements for the medical examination and control of prostitutes.

The Ordinance was submitted by the Colonial Office for the consideration of an Expert Committee. This Committee reported against the Ordinance and in favour of ample facilities for free treatment and for public enlightenment and various other social measures.

¹ Welfare Inspector for the Palestine Government : Communication to the British Social Hygiene Council, February 1st, 1929.

The Social Hygiene Board was established under the Medical Department in 1926 and took over the work of the then existent Singapore Branch of the Social Hygiene Council. A special officer was placed in charge of the Social Hygiene Department; money was voted by the Government to finance the establishment and staffing of a number of centres for the free diagnosis and treatment of venereal diseases throughout Singapore.

From 1926 to 1928, the activities of the Social Hygiene Department have steadily increased. According to the present annual report, there are now four clinics and four outdoor dispensaries for the free treatment of men; two clinics and two outdoor dispensaries for the treatment of women; and three hospitals at which in-patient accommodation is available — one for men only, one for women only, and one for men and women — two being general hospitals and one a hospital for women only. Clinics for out-patient treatment are also held at the hospitals. All examinations and treatment in the women's clinics are carried out by a medical woman.

The number of new cases have increased as follows¹:

	1926	1927	1926	1927	1926	1927
	Male		Female		Total	
New cases	7,284	12,840	1,944	1,266	9,228	14,106
Re-attendances	30,019	87,857	4,881	6,124	34,900	93,981
Total attendances	37,303	100,697	6,825	7,390	44,128	108,087

It should be noted that, under the former system, the only treatment available, in part free and in part at low cost, was that in connection with the brothels. The total number of women in the brothels amounted to approximately 1,800, of whom only a small proportion were actually brought under treatment. The numbers under treatment in the free centres on a voluntary basis in 1926 were 1,944 women and 7,284 men; the total new cases of both sexes seen during 1927 has risen to 14,106. Therefore, from the public health point of view, the policy of providing facilities for free treatment on a voluntary basis brings a far larger proportion of the general infected population under medical care than any system of compulsory control of the prostitute group alone.

The measures taken to reduce disease in the civil population are reflected in the official figures for the Army referring to the troops stationed in Malaya, the majority of whom are in Singapore :

ARMY.

Per 1,000 Strength.

Year	Gonorrhoea	Syphilis
1922	119.9	42.4
1923	68.0	14.3
1924	65.0	21.9
1925	55.1	17.3
1926	65.9	12.1

The medical measures aimed at reducing the incidence of the disease in the general population have been supported by the policy of the Government with regard to the prevention of traffic in women in that, in 1926, it was made illegal for professional prostitutes to enter the Straits Settlements. At the same time, steps have been taken to carry the policy recommended by the Colonial Office Advisory Committee into effect and gradually to reduce the number of tolerated brothels.

Between 1926 and 1928, with the help of the laws prohibiting the immigration of prostitutes, the Chinese Protectorate were able to reduce the number of known brothels from 231 to 176 and the number of inmates from 1,864 to 1,189. It has always been recognised that the practical difficulty of enforcing a policy of the rapid closure of brothels was to provide for the inmates in such a way as to protect the health of the community and the interests of the individual women concerned; it is interesting, therefore, to register an actual case. — In the report of the Secretary for Chinese Affairs it is stated:

“ If this policy is consistently followed during 1928 and 1929, it is probable that by the end of 1929 this class of brothel will have disappeared. The only problem that presents itself is that of the disposal of the inmates when a particular brothel closes. It has, however, been shown that a large number of prostitutes leave their brothels of their own will every year. This fact, combined with the cutting off of the supply, will in my opinion do away with any real immediate difficulty as to the disposal of the great majority of prostitutes in these brothels.”²

¹ Extract from Annual Report by W. M. Chambers, M.D., L.R.C.P., L.R.C.S., Chief Medical Officer, Social Hygiene, June 1928.

² Report, Secretary of Chinese Affairs, 1928.

Uganda.

In Uganda, syphilis has been a serious problem, assuming among certain tribes an epidemic character. Its dissemination has not been due to commercialised prostitution but to native customs, and much of it is extra-genital in form. It was found that the death rate was such that certain tribes were in danger of extermination.

A medical survey was made in 1907. Between 1908 and 1914, a specialist medical staff was appointed and the foundation of appropriate schemes for treatment was laid. It was found necessary to train subordinate medical assistants. The danger of the situation was explained to the native chiefs, who were at first anxious for compulsory measures. These were not considered useful by the Medical Department. A small number of prostitutes existed in the towns; to deal with these, certain township rules were enacted, but repealed in 1923 as they were at variance with the policy adopted of attracting the infected to voluntary treatment and this was being found effective. Treatment of both syphilis and gonorrhœa is given at hospitals and particularly of syphilis at the village dispensaries. Maternity and child welfare activities have been developed and provide opportunities for ante-natal treatment. Each year infected women come more readily to hospitals. The Annual Medical and Sanitary Report for 1927 states :

“The figures for the death rate, the birth rate, the infantile mortality rate and the excess of births over deaths are in all cases better than they have ever been. It may reasonably be claimed that they reflect the advantage that has accrued to the general native population as a result of the intensive development of the organisation for the treatment of the natives at hospitals, dispensaries and at maternity centres which has taken place during recent years. The first report of an excess of births over deaths in Uganda occurred in 1924 and was represented by the modest figure of 37. The excess of births over deaths now reported for the five districts of over 17,000 indicates that the position is being consolidated and that a progressive increase in the native population can be now confidently predicted.”¹

In certain tribes the prevalence of yaws, together with the need for depending to some extent on the diagnosis of the native medical staff, makes the complete accuracy of classification somewhat doubtful, but, for the last two years, the figures of the new cases brought under treatment are an indication of the success of the measures adopted :

New cases	1926	1927
Yaws.....	10,930	26,629
Syphilis.....	35,584	52,032

Mandated Territories in Africa.

The question of prostitution and the prevalence of venereal diseases in Togoland, Tanganyika and the British Cameroons has been raised before the Permanent Mandates Commission. In certain port towns, prostitutes have been on occasion dealt with under the Vagrancy Acts. Throughout the African territories, sexual promiscuity prevails; this tends to develop into a form of prostitution where the tribal inhibitions and controls have broken down. Prostitution in the commercial sense, as carrying with it a third-party interest in commercialised vice, is unknown, except to a small extent in certain of the port towns. Venereal diseases are widely prevalent in many territories.

The Mandates Commission in 1923 adopted the following recommendation :

“In examining several of the reports on the administration of mandated areas in the course of the last year, the Commission has been struck with the prevalence and apparent increase of venereal diseases among the native populations. The Commission is of the opinion that this serious question is worthy of the particular attention of the mandatory Powers. It would, it believes, be mutually helpful if the mandatory Powers, in their future reports, could give the fullest possible information on the incidence of venereal diseases in the various territories committed to their care, and as to the measures taken to combat this evil.”²

Togoland.

The incidence of venereal disease appears to vary, being less in the interior and more prevalent in the Southern District adjacent to the Gold Coast. Treatment facilities have been provided. The disease is largely introduced by the migration of industrial workers from the Gold Coast. The industrial migrants attract a certain number of women from the villages as prostitutes, but it is pointed out that the main cause of the heavy infection “is simply the lax behaviour of the male part of the population”.

The 1924 Report states :

“This class of disease still accounts for a large proportion of the work here (Southern District), but there is a distinct improvement noticeable as compared with 1922.

¹ Annual Medical and Sanitary Report for the year 1927, pages 8-13.

² Minutes of the Third Session of the Permanent Mandates Commission, page 197.

“ A large proportion of the patients applying for treatment for other diseases show signs of venereal.”¹

Of 1,412 cases treated at the hospital in one year, 350 to 400 were venereal, “ making a total of 25 to 20 per cent.”¹

For the same district, in 1927, a proportion of 20 cases of syphilis in 4,814 out-patients is quoted, and 140 cases of gonorrhoea. Satisfactory progress is apparent in bringing infected persons under treatment, but the native does not readily appreciate the need for seeking medical advice for venereal or other infections until the disabling stages of disease have been reached. Syphilis is a serious factor in the large number of abortions, therefore great endeavours are being made to reach expectant mothers.

In considering the problem as to whether any good purpose would be served by an endeavour to deal with prostitutes under any system of regulation and control, it was indicated that such measures could not be tolerated in a British colony. Considerable attention has, however, been given by the Medical Department, in co-operation with the chiefs and elders of the tribes, in bringing home to the natives the serious consequences of untreated disease, and in dealing with questions of moral laxity and venereal disease along lines of providing ample facilities for medical treatment and for public enlightenment.

In the Kete-Kratchi District and the part of the territory further removed from the coast, there seems little evidence of the prevalence of venereal disease.

Tanganyika.

“ Prostitution is mainly confined to the towns. Among many tribes, native custom permits irregular relationships between the sexes, a state of affairs which can only be changed gradually with the advance of civilisation and by patient missionary effort, but prostitution in the ordinary sense of the word is infrequent in country areas. Loitering in the streets of townships for the purpose of prostitution is an offence under Ordinance No. 17 of 1921. Sexual intercourse with girls under the age of twelve years is prohibited by the Young Girls' Protection Ordinance No. 33 of 1921. The Township Rules, 1923, empower administrative officers to repatriate to their homes within the Territory any undesirables entering townships. The Immigration Ordinance No. 16 of 1924 prohibits the immigration of prostitutes or persons interested in the proceeds of prostitution except in the case of natives born or domiciled in the Territory.”²

Syphilis and yaws are very prevalent in certain districts. The Medical Department hopes to augment present facilities by an increase of travelling clinics. Medical missions are co-operating with the Government service. The numbers coming voluntarily for treatment increase steadily, and appear to be limited only by the facilities available. There is no demand for compulsory powers or for any form of compulsory examination or treatment of prostitutes in the few town centres where they exist.

The numbers of those presenting themselves for treatment for the five years 1923 to 1927 are as follows:

<i>Syphilis.</i> ³			
1923	2,667	1926	17,483
1924	4,348	1927	20,810
1925	11,829		

¹ Report by His Britannic Majesty's Government on the Administration under Mandate of British Togoland for the year 1924, pages 54, 55.

² Extract from the Report by His Britannic Majesty's Government to the Council of the League of Nations on the Administration of Tanganyika Territory for the year 1927.

³ Medical and Sanitation Reports, Tanganyika Territory, 1926, 1927.

Latvia.

October 15th, 1929.

The following laws and regulations are in force in Latvia with a view to protecting public order and health against the dangers arising out of prostitution :

1. Order concerning Abolition of Licensed Houses, November 20th, 1926 ;
2. Extract from the Law on Public Welfare, April 13th, 1928 ;
3. Provisional Regulations for the Prevention of Venereal Diseases, October 12th, 1921 ;
4. Extract from the Regulations concerning Free Treatment in Hospitals, May 11th, 1921.

ORDER.

Licensed houses are prohibited in Latvia. Any of these houses that still exist must be closed by December 31st of the current year.

The present order cancels Articles 13, 14 and 15 of the Provisional Regulations for the Suppression of Venereal Diseases published in the official journal *Valdibas Vestnesis*, No. 236, in 1921, and relating to licensed houses.

Riga, November 20th, 1926.

EXTRACT FROM THE LAW ON PUBLIC WELFARE.

6. The State public welfare organisation shall be required :

- (h) To grant medical treatment to indigent persons infected with syphilis ;
- (i) To grant out-patient treatment to persons infected with venereal diseases.

Riga, April 13th, 1928.

PROVISIONAL REGULATIONS FOR THE PREVENTION OF VENEREAL DISEASES.

(Published in the Official Journal *Valdibas Vestnesis*, No. 236, 1921.)

With a view to preventing the spread of venereal diseases, the following regulations are promulgated and shall remain in force until a law has been passed on this subject :

Article 1.

Women engaging in prostitution shall be subject to medical supervision. This supervision may be voluntary or compulsory.

Article 2.

The medical inspection of the women to whom these rules apply shall be effected twice weekly in the large towns by the municipal health department or by a supervisory medical officer specially appointed for the purpose, while in the small towns and in the districts the inspection shall be carried out by the district medical officer or by another doctor specially appointed for the purpose. If necessary, the supervisory medical officer may carry out inspection more frequently and at any time.

Article 3.

Women who come forward for voluntary inspection on the dates fixed shall not be registered by the police, whereas those who avoid such inspection shall be registered, after an order has been issued to this effect, and shall be sent to the medical officer by the police.

Article 4.

Every woman engaging in prostitution shall receive from the supervisory department or supervisory medical officer a control-booklet bearing her photograph, but not her name. She must always keep this booklet on her person and must show it on each occasion to the supervisory medical officer, who shall note the state of her health thereon. This booklet must also be shown on request to her clients. Prostitutes are also entitled to require from their clients a certificate of health or they may inspect them themselves.

Article 5.

Employees in restaurants, music halls, cafés and hotels must submit to medical inspection according to the special regulations which will be laid down by the municipal bodies with the assent of the Department of Health.

Article 6.

Women who engage in prostitution and avoid voluntary supervision must be registered by the police on the basis of a decision taken by a special Commission. This Commission shall include :

(1) the Prefect of Police or head of the district acting as president ; (2) the District Attorney or magistrate of the local court acting as the representative of justice ; (3) a representative of the municipality, (4) the district medical officer or medical officer of health.

The Commission shall only meet when necessary. If, after ascertaining the truth of the information collected, the Commission concludes that a woman is engaging in prostitution, it shall order the police to register her compulsorily. The Commission may also exempt from supervision women who are no longer engaging in prostitution.

Article 7.

All women engaging in prostitution shall be bound to comply with all the regulations issued regarding them, and all medical or police regulations.

Article 8.

Prostitutes suffering from any form of venereal disease must be sent to hospital for treatment at their own expense. The cost of the treatment of indigent prostitutes shall be borne by the authorities of the municipality to which they belong.

Article 9.

Prostitutes subject to medical supervision may live either in a licensed house or individually in flats, in areas specially indicated by the police. Prostitutes may not live in hotels or furnished rooms.

Article 10.

Owners of houses, their representatives or agents must submit to the police office within ten days following the publication of these regulations, and subsequently within three days at the latest, notice concerning any prostitute taking a flat in their houses.

Article 11.

Private rooms in restaurants and other similar establishments must not be lockable by key or bolt. They may contain neither couches nor divans.

Note. — Premises shut off by curtains only shall not be regarded as private rooms.

Article 12.

When changing their place of residence, prostitutes must notify the police within twenty-four hours of their new address and must show their control-booklet.

(Articles 13, 14 and 15 were annulled by the Decree of November 20th, 1926, abolishing licensed houses.)

Article 16.

The police, as well as the municipal health departments and district medical officer or officer of health, shall be responsible for the supervision of licensed houses and "rendezvous" and restaurants, music-halls, bars, furnished lodgings and other similar establishments.

Article 17.

To cover the expense connected with the maintenance of a supervisory organisation or treatment free of charge, prostitutes must pay the following sums :

1. 25 centimes for registration ;
2. 15 centimes for each medical inspection at the supervisory office.

Article 18.

Prefects and heads of districts must see that the present regulations are strictly observed. Any persons guilty of their contravention must be punished.

October 12th, 1921.

* * *

EXTRACT FROM THE REGULATIONS CONCERNING FREE TREATMENT IN HOSPITALS.

(Published in the Official Journal *Valdibas Vestnesis*, No. 105, 1921.)

I. The following cases should be isolated and be given medical treatment at the expense of the State :

4. Indigent Latvian citizens suffering from syphilis, for so long as the disease is in the infectious stage.

Riga, May 11th, 1921.

Norway.

June 27th, 1925.

Organised prostitution has existed in Norway to a limited extent in only a few towns and was abolished about 1890. The system accorded ill with existing laws on the question and with the moral sense of the inhabitants. Moreover, it did not seem likely to attain its object, which was to prevent the spread of venereal diseases.

January 17th, 1930.

In Norway the "Special" police deal very severely with prostitution in the streets, on the strength of Article 378 of the Norwegian Penal Code and Article 4 of the Law on Vagrancy (see extract below).

Prostitutes charged with soliciting the public are liable to imprisonment with or without hard labour and are placed in homes or reformatories or, in cases which do not call for imprisonment or hard labour, they are sent back to their own homes.

The penalties for spreading contagious venereal disease are specified in Article 155 of the Penal Code (see below). In this matter, the "Special" section of the Oslo police collaborates with the Oslo Health Commission. If a person is suspected of having transmitted a disease of this kind to another person, and is thought to be a danger to other people in this respect, he is brought before the Oslo Health Commission, where he is examined by doctors. He is then, if necessary, given medical treatment; in certain circumstances, punishment is also inflicted.

The following are the chief legislative measures relating to public health and morals in Norway, together with an extract from the reports of the Oslo police to the Ministry of Justice for 1927 and 1928 :

EXTRACT FROM THE NORWEGIAN PENAL CODE OF MAY 22ND, 1902.

Article 155.

Anyone who, knowing or suspecting that he is suffering from an infectious disease, by sexual or immoral relations, infects or exposes another person to infection shall be sentenced to a maximum of three years' imprisonment with hard labour.

Any person who is a party to another person, whom he knows or suspects to be suffering from an infectious disease, infecting or exposing a third person to infection, through relations of this kind, shall be liable to the same punishment.

If the person infected or exposed to infection is the spouse of the accused, proceedings may only be taken by the Public Prosecutor's Department on such person's request.

Article 350.

Anyone disturbing, or being a party to the disturbance of, the public peace and order or legitimate traffic by brawling, uttering of shouts and threats or other unseemly conduct shall be sentenced to a fine or a term of imprisonment not exceeding two months.

Anyone who by shouting, making an uproar or in any other way disturbs, without any obvious pretext, the nightly rest of persons resident in the neighbourhood or who, notwithstanding a summons to leave, conducts himself in a place where he has no right to be in such a manner as to frighten or disturb residents in the neighbourhood, or who is a party to such offence, shall be liable on conviction to the same sentence.

In the case referred to in paragraph 2 above, proceedings shall only be taken by the Public Prosecutor's Department at the request of the persons thus molested.

Article 378.

Anyone who, by words, signs or indecent gestures in public or in any other offensive manner, incites or openly invites other persons to commit acts of indecency or endeavours by public advertisement to contract acquaintances for immoral purposes, or is a party to any such offence, shall be sentenced to a term of imprisonment not exceeding three months.

Should the offence be repeated, the term of imprisonment may be increased to six months.

In the case of extenuating circumstances, the sentence may be reduced to a fine.

EXTRACT FROM THE LAW ON VAGRANCY, MENDICITY AND DRUNKENNESS.

Article 4.

Any person addicted to idleness or vagrancy in circumstances which encourage the presumption that he earns his living wholly or partly by punishable offences or from prostitution practised by others shall be liable on conviction as a rogue (vagabond) to a term of imprisonment not exceeding three months.

The same sentence shall apply in the case of any idler or rogue whose brutal conduct, threats and importunity are offensive or constitute a danger to others.

SUMMARY OF CHAPTER XIX OF THE NORWEGIAN PENAL CODE REGARDING OFFENCES AGAINST MORALS.

Articles 191-214.

Illicit sexual relations induced by threats, violence or compulsion shall be punished by terms of imprisonment varying from three months to ten years in proportion to the seriousness of the offence. Attempts to commit an offence shall be liable to the same punishment as the crime itself.

Illicit sexual relations with a person who is mentally defective, in a state of unconsciousness, etc., shall be punishable offences. Such relations shall also be liable to punishment if they are committed fraudulently, or on the person of a child under 14 years of age or a young person under 16 years of age. A mistake regarding the victim's age shall be no exoneration. Where the victim, being less than 21 years old, is under the authority or supervision of the accused, the relations above described shall be liable to punishment.

Any person taking advantage of his public duties or of his position as doctor, teacher, etc., or of his situation in a prison, workshop, hospital, etc., to have illicit sexual relations, or having such relations with an adopted child, ward or pupil under his control, shall be liable to imprisonment for a term of four years.

Anyone instigating illicit sexual relations with a third party shall be liable to imprisonment for a term of from three months to two years, or, in the case of a child under 16 years of age, from six months to six years. A mistake as to the victim's age shall be no exoneration.

Anyone inciting another person to become a common prostitute or being a party to such instigation shall be sentenced to a term of imprisonment varying from six months to six years. The sentence shall not be less than two years if the person so debauched is under 18 years of age or is taken out of the country for purposes of prostitution.

Anyone endeavouring to prevent a common prostitute from giving up her occupation or being a party to such attempt shall be liable to imprisonment for a term of from three months to four years.

Anyone instigating or profiting by the debauchery of a woman for mercenary purposes shall be liable to imprisonment for a term of from three months to four years.

Acts of incest shall be liable to a term of from one to eight years' imprisonment.

Anyone refusing without valid reason to marry or intentionally creating an obstacle to his marriage with a woman whom he has made pregnant shall, if the accused is above 21 years of age and is known to be engaged, or have promised marriage, to the woman in question, be liable to from three months to two years' imprisonment.

Anyone giving a public lecture or arranging a performance, etc., of an obscene nature, or helping to organise such exhibitions, shall be liable to a term of imprisonment not exceeding two years.

Anyone guilty of an indecent assault or of being a party thereto, (a) in public, (b) in the presence of persons not parties thereto, (c) in the presence or on the person of a child under 16 years of age, shall be liable to a term of imprisonment not exceeding one year.

Persons of the male sex guilty of sexual acts together shall be liable to imprisonment for a term not exceeding one year.

SUMMARY OF CHAPTER XXXVIII OF THE NORWEGIAN PENAL CODE REGARDING OFFENCES AGAINST MORALS.

Articles 376-383.

Any person committing an indecent offence in public by word of mouth or in writing or by gestures, etc., shall be liable to imprisonment for a term not exceeding three months.

Anyone who by words, signs or indecent gestures in public gives grounds for offence, incites or openly invites other persons to commit immoral acts, or endeavours by public advertisement to secure facilities for immoral relations, or who is a party to any one of the above offences, shall be liable to the same punishment.

Anyone who, notwithstanding a warning from the Public Prosecutor's Office, maintains illicit relations or cohabits with a person of the other sex in an offensive manner shall be liable to imprisonment for a term not exceeding three months.

Anyone who takes advantage of his position or fails to exercise the necessary supervision and thus exposes a dependant or subordinate or a member of his household to conduct which is obviously opposed to considerations of morality and propriety shall be sentenced to a fine or a term of imprisonment not exceeding three months.

Anyone who employs a child under 16 years of age on premises where intoxicants are served, or who employs young persons between 16 and 18 years of age on premises used mainly for the sale of drink, or who, in spite of official prohibition, employs women under 21 years of age as servants on such premises, shall be liable on conviction to a fine or to a term of imprisonment not exceeding three months.

EXTRACT FROM THE REPORTS TO THE MINISTRY OF JUSTICE ON THE OSLO POLICE FOR 1927 AND 1928.

	" Special " Police.	1928	1927
Misdemeanours mentioned in Chapter 19 of the Penal Code		193	176
Misdemeanours mentioned in paragraph 155 of the Penal Code		35	28
Sentences pronounced in virtue of this paragraph			6
Enquiries relating to offences or misdemeanours committed against public morals		473	416
Of this total, the number of offences mentioned in Chapter 38 of the Penal Code		117	86
Cases transmitted by the police concerning women arrested for drunkenness or disorderly conduct in the street		285	302
Enquiries made on the request of the Oslo Health Board with regard to persons suffering from venereal diseases		20	14
Appeared before officials of the " Special " police after arrest or summons on a charge of drunkenness or vagrancy connected with professional prostitution		1,459	1,395

	1928	1927
Number of women first offenders, with their age :		
Less than 18 years of age	1	0
From 18 to 20 years of age	7	9
From 20 to 25 years of age	35	35
From 25 to 30 years of age	34	16
Over 30 years of age	74	66
Total	151	126
 Place of birth of these women :		
Oslo	36	34
Other towns	52	41
Villages	33	35
Abroad	13	7
Place of birth unknown	17	9
Total	151	126
 Total number of women arrested during the year for drunkenness	767	1,093
Placed in reformatories	34	27
Number of these women sentenced under the Vagrancy Law	32	17
Cases dealt with under Article 4 of the Vagrancy Law, Article 378 of the Penal Code and Articles 16 and 18 of the Vagrancy Law	153	78
Sentenced under these paragraphs	106	46
Sent to labour penitentiaries	26	9
Sent back to their own homes under paragraph 7 of the Vagrancy Law	45	18
Enquiries into cases of procuring	6	7
Conditionally released	7	7
Women wanted after disappearance	102	114

Netherlands.

(Extracts from the Government's Reply.)

February 25th, 1924.

In the Netherlands, as in every other country, the post-war period has witnessed a serious decline in the moral standard of the people at large, and particularly in that of the younger generation. Venereal disease has spread to classes among which it was formerly almost unknown. But its diffusion has been less alarming than in other countries where the system of licensed brothels was maintained or even extended during the war. Evidence of this has been provided by the enquiry carried out by the Committee appointed by the Mayor and Corporation of Amsterdam in October 1919 to report on the campaign against venereal disease. This Committee, whose members represented a great variety of interests, put forward a number of practical suggestions for the campaign; it pointed out that the two questions of the medical supervision of prostitutes and of the system of regulation were already settled, and that in any case they touched on so many problems of ethics, morality, religion and education that their discussion could only be of academic interest and would be of no practical value for the Netherlands.

December 15th, 1926.

Even in a country like the Netherlands where the Government has accepted prohibition, there still remains some difference of opinion as to whether the control of licensed houses should be reintroduced. Members of the Police force were to be found who defended this system, particularly when the number of thefts on the part of prostitutes from their clients increased to an alarming extent: nevertheless, it has been possible to reduce this evil to a minimum without controlled prostitution.

Most of the Dutch authorities are convinced that it is also unnecessary to resort to compulsory control in order to prevent the spread of venereal disease, since such control does not afford the guarantees claimed for it by its supporters. Moreover, experience has shown that in practice the control only applies to the poorest prostitutes.

February 11th, 1929.

By the Law of May 20th, 1911, for the repression of immorality (*Legal Bulletin*, 1911, No. 130), the Netherlands adopted the point of view of the abolitionist. The official recognition of the profession of brothel-keeper in Article 452 of the Penal Code was henceforth

abolished. As from January 1st, 1912, the following article was inserted into the Netherlands Penal Code :

“ Any person who by profession or habit promotes or knowingly encourages immorality between third persons shall be liable to imprisonment for not more than 1 year or to a fine of not more than 1,000 florins ” (Article 250 *bis*).

This article aims in the first place at prohibiting the exploitation of licensed houses but it is so drafted as to cover any act of promoting or encouraging immorality. Certain communes have decreed supplementary provisions. For example, at Amsterdam, Rotterdam and The Hague the following municipal provisions exist :

“ It is forbidden, in any establishment in a person's occupation, to provide an opportunity, either on repeated occasions or for the purpose of gain, to third persons to commit immoral acts together.

“ It is forbidden to visit the establishments referred to in the previous article after their closure has been ordered by the Burgomaster and Aldermen and promulgated in public. The closure is considered to have been promulgated in public as soon as a copy of the order of closure has been posted at the house in which the establishment is situated.

“ It is compulsory for the copy referred to in the previous paragraph to be posted at the house.”

In the Netherlands, the system of neo-regulation is unknown ; there is no obligation to declare venereal diseases, or compulsory treatment for persons suffering from these diseases.

May 21st, 1929.

Tolerated houses of prostitution are likewise prohibited in the overseas territories of the Netherlands. The penal legislation in force there is as follows :

Dutch Indies.

Any person who makes a profession or habit of knowingly instigating or encouraging immoral relations between other persons shall be liable to imprisonment for a term not exceeding one year and four months, or to a fine not exceeding 1,000 florins.

(Article 296 of the Penal Code).

Surinam.

Any person who makes a profession or habit of knowingly instigating or encouraging immoral relations between other persons shall be liable to imprisonment for a term not exceeding one year, or to a fine not exceeding 1,000 florins.

(Article 255 *bis* of the Penal Code).

Curaçao.

Any person who makes a profession or habit of knowingly instigating or encouraging immoral relations between other persons shall be liable to imprisonment for a term not exceeding one year, or to a fine not exceeding 1,000 florins.

(Article 259 of the Penal Code).

Poland.

November 29th, 1929.

As soon as it was liberated, the Polish Republic took the necessary steps to deal with prostitution and the traffic in women. Twenty-four hours after the evacuation of Warsaw by the occupying troops — that is to say, on November 12th, 1918 — the health authorities, in process of organisation, issued a circular addressed to district medical officers regarding health regulations, the sums to be assigned to the campaign against venereal diseases and the measures to be taken in these matters. On March 2nd, 1919, the Ministry of Public Health addressed a circular to the district commissioners (*Starostes*) concerning the sums to be assigned to the offices for public health and morals.

This circular was followed on August 4th, 1919, by detailed instructions for medical officers and employees of the public health and morals services issued by the Minister of Public Health.

These instructions referred to the duties of medical officers, reports, statistics and *inter alia* co-operation with the authorities competent to deal with the suppression of the traffic in women, prostitution and all sources of venereal diseases, assistance to enable persons to resume a normal life and an honest occupation, protection against *souteneurs* and the obligation on the part of prostitutes to undergo medical treatment. Furthermore, two years before the accession of Poland to the International Agreement for the Suppression of the Traffic in Women and Children, a decree was published concerning the closing of licensed houses.

In the old Congress Kingdom of Poland, which before the war was under Russian domination, licensed houses were abolished in 1910 on the initiative of the Warsaw doctors and as the result of the vigorous action taken by them, in spite of the opposition of the Russian authorities in Poland, who regularly made use of prostitutes to spy on the Polish population.

The circular of the Ministry of Public Health dated April 4th, 1919, accordingly confirmed and extended the regime existing in the old Congress Kingdom by ordering licensed houses to be abolished in the other parts of Poland. This decision clearly shows that to a large extent international action was anticipated by Poland. In signing the 1921 Convention and in acceding to the Agreement of May 18th, 1904, and to the International Convention of May 4th, 1910, signed at Paris, concerning the suppression of the traffic in women, the Polish Government did not assume any new obligation; its action was, however, a proof of solidarity and showed that its views did not differ in principle from those of other countries. The above-mentioned circular of April 1919 contained very advanced provisions for rescuing women who were only suspected of engaging in prostitution and provided for the setting up of a "Commission against Prostitution". It was within the power of this Commission to state *inter alia* whether a woman was to be regarded as a prostitute. The same circular contained provisions relating to the supervision of prostitutes from the point of view of public health; the sole aim of the restrictions imposed was to prevent the spread of venereal diseases.

Although in 1919 Poland had not yet acceded to the Agreement of 1904 or to the 1910 Convention, unlike the other States parties thereto she was already acting in the spirit of these international agreements.

The Polish Government attached and still attaches great importance to these problems and accordingly followed up these circulars by the circular dated August 7th, 1919, issued by the Ministry of Public Health with reference to the establishment of dispensaries attached to the public health and morals services. The object of this circular was to make medical treatment more accessible, and it also stated that health was of primary importance in matters connected with prostitution. The circular of this same Ministry dated March 29th, 1920, concerning the admission to hospitals of sick prostitutes without identity documents, expressed the same views. This was followed by the circular of the Ministry of Public Health dated June 14th, 1920, relating to the inspection of sick prostitutes by the public health and morals services, and the circular of December 16th, 1920, regarding the addresses of persons engaged in prostitution.

These circulars show that all persons engaged in prostitution are subject to State supervision from the point of view of health but that their rights are not limited, as under the old licence system, and that this system has ceased to exist.

After Poland's accession to the international agreements relating to the traffic in women and children on August 5th, 1921, a circular was published by the Ministry of Public Health concerning the re-organisation of the public health and morals services and introducing improvements as regards the supervision of the health of prostitutes.

On September 3rd, 1921, the Ministry of the Interior promulgated a decree concerning the medical treatment of venereal diseases in military hospitals. In virtue of this decree, the number of dispensaries for venereal diseases was increased by 24.

On September 6th, 1922 (see Annex), the Ministry of Public Health, in agreement with the Ministry of the Interior, promulgated a decree concerning the supervision of prostitutes, by which the Polish Government's policy in regard to this supervision and the suppression of the traffic in women was formally brought into line with the obligations arising out of Poland's accession to the international agreements of 1904, 1910 and 1921.

The following were subsequently issued: (1) "Regulations for Health and Morals Commissions"; (2) "Instructions for police officials with regard to the supervision of professional prostitutes"; and, in the largest and most important centre of the country; (3) "The Decree of the Government-Commissioner for the Capital of Warsaw, dated March 11th, 1925, concerning the supervision of prostitutes"; and (4) "Regulations for the corps of officials responsible for the supervision of public health and morals".

The abolition of licensed houses in Poland was mentioned in the report submitted on March 27th, 1924, N.B.P. 1655, to the League Secretariat by the Central Office for the International Campaign against the Traffic in Women and Children in Poland. This report states that, as a result of the abolition of licensed houses in Poland, the influx of prostitutes from abroad has almost entirely ceased. A draft law dealing with the campaign against venereal diseases and providing for the abolition of the system of supervision hitherto applied and the introduction of compulsory medical treatment without distinction of sex is now under consideration.

This draft also provides that persons suspected of spreading venereal diseases shall be required to notify the authorities and to produce periodically, or when necessary, a medical certificate.

The principles of the draft are based on the decision of the Higher Council for Public Health in Poland.

ANNEX.

[Translation.]

DECREE OF THE MINISTER OF PUBLIC HEALTH JOINTLY WITH THE MINISTER OF THE INTERIOR,
DATED SEPTEMBER 6TH, 1922, FOR THE SUPERVISION OF PROSTITUTION.

In pursuance of Articles 2 and 10 of the Fundamental Sanitary Law, dated July 19th, 1919 (*Journal of the Polish State Police*, No. 63, text 371), it is decreed as follows :

Article 1. The administrative authorities of first instance shall be responsible for the supervision of common prostitutes, such supervision being exercised by district medical officers and by means of the organisations of the State police acting as executive institutions.

In Lemberg (Lwow) and Cracow, the above-mentioned supervision of common prostitutes shall be discharged by Police Headquarters (*Directors de Police*), acting partly as administrative authorities of first instance, and carrying out such supervision by means of Government medical officers appointed by the Minister of Public Health.

Article 2. — Committees for Public Health and Morals shall be instituted under the authorities mentioned in Article 1 of the present Decree.

Article 3. Committees for Public Health and Morals shall be composed of :

1. The Chief Administrative Officer of first instance (the Director of Police, in Lemberg and Cracow), acting as Chairman ;
2. The Government Medical Officer, acting as permanent Vice-Chairman ;
3. A representative of the State police ;
4. A representative of the local (self-governing) authorities ;
5. A delegate representing public societies or associations which have for their object the combating of prostitution or the like.

The member of the Committee referred to in (5) shall be appointed by the Senior Administrative Officer of first instance (in Lemberg and Cracow, by the Director of Police), on the proposal of the Government Medical Officer concerned.

Article 4. The sphere of activity of Committees for Public Health and Morals shall comprise the consideration of matters relating to prostitution and the combating of venereal diseases ; it shall be their duty more particularly to prove that persons suspected of leading an immoral life are actually common prostitutes, and, subsequently, to give a ruling regarding the subjection of such persons to compulsory medical examination or exemption from such examination, as the case may be.

No decisions may be given declaring a woman to be a common prostitute contrary to the Government Medical Officer's opinion.

Article 5. Detailed instructions for institutions carrying out the supervision of prostitution, and bye-laws for Committees for Public Health and Morals, shall be issued by the Minister of Public Health jointly with the Minister of the Interior.

Article 6. Professional prostitutes shall be subject to constant medical examination, and must undergo medical treatment should the Medical Officer find them to be suffering from venereal disease.

Article 7. Persons suspected of being professional prostitutes shall, on being summoned by the Chairman of the Committee for Public Health and Morals, appear before the Committee for the purpose of giving any explanations required.

Article 8. The maintenance of brothels (licensed houses) is prohibited.

All apartments and premises occupied by more than two professional prostitutes shall be deemed to be brothels.

Article 9. Not more than two professional prostitutes may reside in one house.

Article 10. Persons guilty of infringing the regulations of the authorities issued in pursuance of Articles 6-9 of this Decree shall be liable to a judicial penalty under the relative provisions of Penal Codes, or, in the case of the former Austrian and Prussian territories, should their offence not be punishable by law, to a penalty imposed by the administrative authorities under current administrative regulations.

Article 11. The present Decree shall come into force, etc. . . .

Sweden.

November 5th, 1923.

No licensed houses have ever existed in Sweden. Prostitution was formerly, in a few of the principal towns of the country, regulated according to certain provisions of ordinary law, but this system was done away with at the end of 1919.

November 28th, 1928.

Sweden has been trying for nearly ten years to combat venereal diseases by legislative measures. The law voted in 1918 is the result of exhaustive studies, the official side of which dates back to 1903.

The principles underlying the present law are as follows :

1. Free treatment of all infected persons. In the large towns the treatment is given in polyclinics possessing a medical staff of specialists and by the house doctors. The State bears the costs of medical fees, drugs and similar expenses ; all other costs are borne by the communes.

2. Obligation of all venereal patients to obey the doctor's orders. Every patient receives at his first consultation a pamphlet explaining the nature and infectiousness of venereal diseases and the legal provisions relating to them. If the patient fails to obey medical instructions or neglects his treatment, the doctor notifies the fact to the central medical authority (health inspector), who summons the patient to appear for a medical examination, failing which he will be conducted to hospital by the Police. The doctor is bound to supply statistical but not identity particulars on each case, and to ascertain the source of infection, which will be notified to the aforesaid authority ; it will then be the latter's duty to see that the author of the infection undergoes treatment under the conditions described above.

3. Creation of an organisation for spreading information on venereal diseases, to be controlled and subsidised by the State. This question was submitted to a special commission, whose report, issued in 1921, embodies a detailed scheme of propaganda, devised both for schools and young people generally and for the adult public.

4. Abolition of regulated prostitution.

5. Introduction of further penalties in the criminal law. The transmission of a venereal disease, even by other means than sexual intercourse, is punishable by a fine of not less than 50 crowns and may involve not more than 2 years' imprisonment.

The following are extracts from the Swedish Penal Code on this subject :

EXTRACT FROM THE PENAL CODE OF SWEDEN.

Chapter XV.

Article 17. — Any person who takes a woman and carries her away or keeps her in his power against her will with the object of forcing her into marriage or unchastity shall be sentenced to penal servitude for a term of from two to six years.

Article 18. — He who carries off a woman under 15 years of age, with her will but without the consent of her natural guardians, with such objects as are mentioned in Article 17, shall be sentenced to penal servitude for a term of from six months to two years. If a woman under age who has completed her fifteenth year is carried off, with her will, from her father or mother, or from those who act in their stead, for such an object as has been mentioned, the abductor shall be sentenced to imprisonment or a fine.

Chapter XVIII.

Article 11. — Any person who, habitually or from motives of gain, seduces into, arranges or in any other way promotes illicit intercourse shall be sentenced to penal servitude for a term not exceeding four years or to imprisonment for a term not exceeding six months.

The same sentence shall be passed upon any person who, without being guilty of such acts as are mentioned in subsection 1, permanently exploits the disorderly life of another for his own gain.

Switzerland.

(Extract from the Government's Reply.)

August 5th, 1924.

The Federal Ministry, which is the central Swiss office for repression of the traffic, is of opinion that houses of prostitution definitely favour this iniquitous traffic. The draft Penal Code submitted to the Chambers by the Federal Council in 1918 provides severe penalties for professional procuring and for keeping houses of prostitution. In the message addressed to the Chambers by the Federal Council in support of this penal code, the system of houses of prostitution is judged in the following terms :

“ Professional procuring in some sort organises prostitution. It encourages the supply and stimulates the demand, and, by thus favouring prostitution, it aggravates the dangers of the latter and shamefully exploits the unfortunate women who have taken to this trade. This is particularly true of the commercial organisation of prostitution in brothels, which offer the satisfaction of the sexual instinct in its basest and most humiliating form and in the form most degrading to women. The idea that they protect public health and decency because the keeper of the house is subject to certain rules the observance of which is supervised by the State has been shown by experience to be quite illusory. The security, both apparent and real, which is thereby offered to debauchery has only resulted in multiplying the victims. This form of professional procuring must therefore also be made punishable in every case. It should not be tolerated either by the State or by the municipalities.”

November 22nd, 1928.

The laws and regulations abolishing the licensed brothel system in Switzerland are in the hands of the cantons, all of which directly or indirectly prohibit brothels. Most of them simply have a clause in their Penal Code prohibiting prostitution and, consequently, also the existence of such houses; only a few cantons have passed specific prohibitive legislation. This legislation strictly enforced has, for the most part, proved completely satisfactory.

Hereunder the most important extracts from the Penal Legislation of the cantons relating to this question.

Basle-Town.

(a) PENAL CODE.

Article 96. — Any person who makes a practice of assisting, or for his own benefit assists, immorality by acting as a go-between or providing opportunity for immorality shall be guilty of procuring and sentenced to penal internment for a term not exceeding three years, or to imprisonment.

CRIMINAL POLICE LAW (POLIZEISTRAFGESETZ).

Article 54. — Women who are common prostitutes or who solicit in public places shall, by order of the Police Authority, be conveyed across the frontier or kept in detention for a period not exceeding three days. This sentence of detention may be combined with an order for special disciplinary measures (*Schürfung*) and conveyance across the frontier.

Any woman who has twice in the course of the previous two years been conveyed across the frontier or kept on detention by the police as a common prostitute, or who during the same period has been sentenced in the courts on the same charge, shall be liable, if the offence is repeated, to detention with or without special disciplinary measures.

In more serious cases, the offender may be brought before a court, even on the first or second occasion.

Article 58. — Any person who permits young persons under the age of 16 from going to school or work and incites them to vagrancy or to the frequenting of public houses or leads them into debauchery shall be liable to a fine not exceeding 100 francs or imprisonment for a term not exceeding two weeks.

Berne.

Article 164. — Persons of the female sex who are convicted of being common prostitutes shall be liable to imprisonment in a penitentiary for a term not exceeding eight months.

Article 165. — Any person aiding or abetting the corruption of young persons of either sex under the age of 16, or committing in regard to such persons acts of indecency not covered by other and more severe provisions of the present chapter, shall be liable on conviction to imprisonment for a term not exceeding sixty days or confinement in a penitentiary for a term not exceeding two years, or to payment of a fine not exceeding 1,000 francs.

Article 168. — Any person who makes a practice of aiding or abetting the prostitution of persons of either sex for his own benefit shall be prosecuted by the authorities and sentenced on conviction to detention for a term varying from fourteen to sixty days, or to confinement in a penitentiary for a term not exceeding eight months; in addition, the offender may be sentenced to a fine not exceeding 500 francs. Should the offender have attempted by false pretences to entice persons of good character into becoming prostitutes, the penalty may be increased up to four years' confinement in a penitentiary, even if the attempt was unsuccessful.

Fribourg.

Article 119. — Any person assisting immorality shall be punished by imprisonment. The penalty shall be penal internment (*réclusion*) for a period not exceeding ten years, or imprisonment for not less than three months if the offender acted for gain or if the person corrupted was a minor.

Article 120. — Any person engaging in procuring, and in particular any person keeping a brothel, shall be sentenced by penal servitude for a term not exceeding ten years, and to a fine.

Geneva.

LAW CONCERNING OFFENCES AGAINST PUBLIC MORALS OF MAY 30TH, 1925.

Article 2. — The following shall be liable to imprisonment for a term not exceeding three months and a fine not exceeding 300 francs, or to one of these penalties only:

(a) Any person who, in a public place, by words, signs or actions, openly incites one or more persons to immoral conduct.

(b) Any person who causes scandal in a public thoroughfare or uses obscene language in public.

Article 3. — Tenants of premises habitually used for purposes of prostitution shall be liable to detention for a term not exceeding three months and a fine not exceeding 500 francs, or to one of these penalties only.

Article 4. — When, as the result of a judgment it is established that prostitution is being practised in any public institution whatever, the Council of State may order that institution to be closed forthwith.

Grisons.

POLICE LAW OF JANUARY 1ST, 1898.

Article 21. — Common prostitutes and women who for the third time have given birth to illegitimate children shall be punished by imprisonment for not more than two months, and shall also be either cautioned or confined to a specified area or placed in a reformatory institution for not more than two years, as the case may require.

Lucerne.

Article 151. — Any person who in his own or in another's house or elsewhere provides an opportunity for immorality, or in any way abets immorality, shall be punished by imprisonment for not less than eight days and, if the offence is repeated, by imprisonment in a penitentiary for not more than one year.

If the offender is an inn- or hotelkeeper, he shall also be prohibited from ever again engaging in his occupation.

Neuchâtel.

Article 291. — Any person making improper advances on a public road or in a public place shall, for the first offence reported, be taken to the Prefecture and cautioned.

If the offence is repeated, the offender shall be sentenced to imprisonment for not more than six months. If the offender is a citizen of Neuchâtel, the penalty imposed may be confinement in a reformatory institution for not less than one or more than three years in place of imprisonment.

Proceedings may be taken only at the instance of the police authorities.

Article 292. — Any person who, in order to gratify the lust of others, commits an offence against public morals by encouraging, aiding or abetting the debauchery or corruption of persons of either sex shall be liable to penal internment (*réclusion*) for a term not exceeding two years and a fine not exceeding 5,000 francs. The term of penal internment (*réclusion*) may be increased up to four years and the fine up to 10,000 francs if the persons corrupted or prostituted were under 20 years of age, or if women of good character were led into a disorderly house, without their knowledge, by persons living on the earnings of prostitution.

Solothurn.

(a) PENAL CODE.

Article 105. — Any person who for his own benefit assists in any way immorality on the part of others shall be punished for procuration by confinement for not more than two years or by imprisonment.

(b) LAW ON PUBLIC-HOUSES.

Article 26, Paragraph 1. — Any inn- or hotelkeeper who tolerates or encourages immorality or the playing of games of chance on his premises shall be liable to punishment.

Thurgau.

Article 121. — Any person who for purposes of gain assists immorality on the part of others, whether by procuring, by acting as an intermediary or go-between, or by providing premises for such a purpose, shall be punished for the offence of procuration by imprisonment and deprivation of civic rights and may also be required to pay a fine not exceeding 500 francs.

Article 122. — If an hotel- or innkeeper is guilty of procuration, he shall, in addition to incurring the penalty imposed under Article 121, be prohibited from pursuing his occupation.

Valais.

Article 198. — Prostitutes shall be punished by imprisonment for a term not exceeding six months.

Vaud.

Article 198 (new). — Any person who knowingly benefits by the immorality of others or who aids, abets or encourages the immorality of others shall be liable to a fine not exceeding 1,000 francs and penal internment (*réclusion*) for a term not exceeding three years.

The maximum penalty may be doubled if the offender is an ascendant or the husband, guardian, master or any other person in charge of or in authority over the person from whose immorality he has benefited or to whose immorality he was an accessory.

The court may, in addition, sentence the offender to general deprivation of civil rights for a period not exceeding five years, and if he is an ascendant he may be deprived for life of his parental rights.

In the cases dealt with in the present article, the offender may in addition, according to the circumstances be deprived, for a period not exceeding ten years, of the right to keep a public bathing establishment, bar, inn, café, restaurant or the like.

Zurich.

PENAL CODE.

Article 119. — Any person who, for his own gain, aids or abets immorality by acting as a go-between or by persuasion or by providing or procuring an opportunity for immorality shall be deemed guilty of procuring and sentenced to imprisonment, combined with a fine, or to confinement in a penitentiary.

Article 120. — Any person who keeps women for the purpose of living on the earnings of their prostitution, or who provides common prostitutes with opportunities for their immoral trade, or who aids or abets intercourse with such women, or who, in the capacity of procurer, engages or supplies women for immoral purposes, shall be deemed guilty of professional procuration, and shall be liable to detention in a penitentiary and a fine not exceeding 5,000 francs, and, in the case of a second or subsequent conviction, to imprisonment with hard labour for a term not exceeding five years and a fine not exceeding 15,000 francs.

(Extract from the Reply of the Swiss Government.)

January 27th, 1930.

Enclosed you will find a report submitted by the Federal Public Prosecutor's Office based on the replies received from the Cantonal Governments.

As you will see, prostitution can be considered in the majority of the Swiss Cantons as non-existent and it does not seem necessary, therefore, for new measures to be adopted for protecting public order and health.

REPORT OF THE FEDERAL PUBLIC PROSECUTOR'S OFFICE ON THE REPLIES FROM THE CANTONAL GOVERNMENTS CONCERNING PROVISIONS FOR THE SUPPRESSION OF PROSTITUTION IN GENERAL.

January 27th, 1930.

Introductory.

By a letter dated November 22nd, 1928, the Federal Council forwarded to the Secretariat of the League of Nations the texts of the laws in force in the cantons concerning the *abolition* of licensed houses. These houses are now prohibited in all the cantons.

By a circular dated September 17th, 1929, from the Federal Department of Justice and Police, the following questions were submitted to the Cantonal Governments :

" Are there any cantonal legal provisions designed to protect public order and public health against the dangers arising out of prostitution in general (*e.g.*, to prevent venereal diseases, to restrict the number of prostitutes, etc.) ?

" What is the attitude of the cantonal law in regard to regulation and professional prostitution ? "

1. *Canton of Zurich.* — There is no regulation of professional prostitution in the Canton of Zurich. Articles 127 and 128 of the Zurich Penal Code are applicable, and judicial proceedings are also taken with a view to suppressing prostitution ; offenders may be returned to their commune of origin or, if the " establishment law " is applicable, be handed over to the guardianship authorities. Under Article 223 of the said Penal Code, action may be taken on account of bodily injury, whether intentional or resulting from negligence, against prostitutes suffering from venereal diseases who convey infection. Under Article 18 of the Cantonal Decree of July 25th and August 20th, 1883, the communal public health authorities have power to order the compulsory medical treatment of persons suffering from infectious venereal diseases.

2. *Canton of Berne.* — Under Article 164 of the Berne Penal Code, judicial proceedings may be taken against professional prostitutes.

3. *Canton of Lucerne.* — Professional prostitution is punishable by imprisonment under Article 146 of the Police Code.

4. *Canton of Uri.* — Under the paternity law, penal proceedings may be taken against prostitutes. Professional prostitutes are liable on conviction to several weeks' detention in a penitentiary.

5. *Canton of Schwyz.* — Judicial proceedings may be taken on account of professional prostitution. No other provisions exist in the cantonal law.

6. *Canton of Obwalden.* — Professional prostitution is punishable under the Police Code (Article 108) ; there are no other provisions in the cantonal law.

7. *Canton of Nidwalden.* — Professional prostitution is so rare that special measures do not appear to be necessary.

8. *Canton of Glarus.* — There are no legal provisions governing prostitution. Foreign prostitutes are expelled by police order ; natives of the canton are cautioned and may be given employment or interned at the instance of the public relief authorities. Persons suffering from venereal diseases are handed over by the police to the cantonal hospital.

9. *Canton of Zug.* — Prostitution is punished by the police under common law.

10. *Canton of Fribourg.* — Prostitution comes under Article 123 of the Penal Code, which provides for imprisonment.

11. *Canton of Solothurn.* — Prostitution is punishable under Article 106 of the Penal Code ; foreign prostitutes are, in addition, expelled from the canton.

12. *Canton of Basle-Town.* — Professional prostitution is not regulated ; it is punishable under Article 54 of the Police Code. Foreign prostitutes are expelled.

13. *Canton of Basle-Rural.* — There are no provisions governing prostitution.

14. *Canton of Schaffhausen.* — There are no provisions in the cantonal law with a view to the prevention of venereal disease, the restriction of prostitution, etc. Prostitution is very rare in this canton. Professional prostitution is not regulated ; it is punishable under Article 184 of the Penal Code.

15. *Canton of Appenzell-A.-Rh.* — There are no legal provisions governing prostitution.

16. *Canton of Appenzell-I.-Rh.* — Prostitution is punishable under Article 151 of the Penal Code. There is no necessity for other measures.

17. *Canton of St. Gall.* — Professional prostitution is punishable under Article 178 of the Penal Code. There are no other provisions in the matter.

18. *Canton of Grisons.* — The Police Law (Article 21) makes professional prostitution a punishable offence: it does not contain any other provisions in the matter. Foreign prostitutes are expelled.

19. *Canton of Aargau.* — Prostitution is punishable under Article 1 of the law concerning misdemeanours. There are no other specific provisions with a view to the prevention of venereal diseases or the suppression of prostitution. Venereal diseases are difficult to combat, as they are not notifiable. If, however, a person suffering from a venereal disease and aware of the risk of conveying the infection has sexual relations, the person infected thereby may bring an action for personal injury; such cases are tried as misdemeanours. The authorities do all they can to prevent prostitution, and have power to order that prostitutes shall be given employment or interned. Foreign prostitutes are repatriated or expelled by police order.

20. *Canton of Thurgau.* — There are no legal provisions for the suppression of prostitution; the social conditions obtaining in the canton make special provisions unnecessary.

21. *Canton of Ticino.* — The only penal provisions applicable are those of Article 425 of the Penal Code; professional prostitution has never been tolerated, and has consequently never been regulated.

22. *Canton of Vaud.* — The cantonal legislation contains no legal provisions for the regulation of prostitution. This offence is punishable under Articles 197 (new) and 198 (new) of the Vaud Penal Code; the articles lay down certain penalties for any woman guilty of soliciting and any person who benefits by or aids or encourages the immorality of others. The communal authorities, having powers in the matter of public morals, have issued special provisions which form part of the police regulations.

The Vaud Law of September 4th, 1928, on public health organisation, introduced a whole series of new provisions governing public hygiene and health, including compulsory treatment for persons suffering from venereal diseases; Article 105 of the said law provides that:

“If the interest of the public health so requires, the Department of the Interior may order the compulsory treatment of persons suffering from infectious venereal diseases.”

23. *Canton of Valais.* — The cantonal law does not recognise prostitution in any form. There are no special provisions in the matter.

24. *Canton of Neuchâtel.* — There are no provisions in the canton apart from those of Article 291 of the Penal Code.

25. *Canton of Geneva.* — An increase is reported in soliciting and in the number of occasional prostitutes, that is, women who engage in prostitution as a subsidiary occupation.

The Geneva authorities are endeavouring not to regulate but to suppress professional prostitution. They have not, however, as yet issued any regulations in the matter, nor does the cantonal law contain any provisions with a view to preventing venereal diseases or restricting the number of prostitutes. The canton is still carrying on propaganda and concentrating on prophylactic measures (dispensaries, free clinics and treatment, secrecy in the matter of treatment, etc.)

Annexed will be found a report on the subject presented by Professor Charles Du Bois to the Public Health Department of the Canton of Geneva.

REPORT ON THE VENEREAL SITUATION IN GENEVA AND SUGGESTIONS WITH A VIEW TO IMPROVEMENT.

(Report drawn up at the request of M. Jaquet, Councillor of State, Head of the Public Health Department.)

Following on the Rue Thalberg incident, a number of newspapers demanded supervision of prostitution, on the grounds that venereal disease had been increasing to an unsuspected degree since the closing of the licensed houses.

The inaccuracy of their assertions can be proved simply by referring to the annual statistics published by the free clinics, for these statistics, although they indicate the morbidity of part only of the population, none the less reflect the general situation, a fact which we have ascertained by enquiry among the specialists in this town.

Geneva possesses three centres for free anti-venereal treatment: the University Polyclinic, open daily, at the Cantonal Hospital, and the two Red Cross prophylactic dispensaries, whose annual expenditure on anti-venereal treatment ranges from 2,500 to 3,000 francs.

These three organisations, which appear adequate for a town of this size, have an excellent system whereby patients may follow their treatment at any one of the centres as they please.

All three have observation departments, which makes it possible to compile accurate statistics not only of the number of venereal cases treated, but also of the number of cases of infection actually contracted at Geneva.

The following table shows the work of these centres during the past ten years.

Venereal Diseases treated at the Geneva Free Clinics during the past Ten Years.

<i>Syphilis</i>	All stages	With infectious symptoms	Contracted at Geneva
1918	823	692	217
1919	1,021	807	242
1920	883	672	199
1921	791	144	136
1922	669	63	60
1923	452	39	34
1924	524	30	23
1925	372	18	11
1926	320	20	18
1927	401	40	33
1928 (to October 1st)	258	19	16

<i>Blennorrhagia</i>	All stages	With infectious symptoms	Contracted at Geneva
1918	382	382	276
1919	480	480	358
1920	200	200	98
1921	293	293	183
1922	273	273	101
1923	218	218	94
1924	219	219	122
1925	419	419	110
1926	220	220	112
1927	328	328	150
1928 (to October 1st)	263	263	115

These statistics show :

1. That there has been a steady decrease in syphilis since 1918 owing to the more general use of sterilising treatment, with a very marked drop since 1921 and 1922, when there was a great propaganda campaign throughout the country.

The slight recrudescence in 1927 was a feature common to all European countries and appears to correspond to a general resumption of social activity, with an increase in foreign labour.

2. That no decrease is found in the case of gonorrhœa, a fact explained by the absence of specific medical treatment.

3. That the closing of the licensed houses in October 1925 has had no effect on venereal morbidity.

4. That it is incorrect to speak of an unsuspected increase in venereal disease at Geneva or to represent this town as one of the worst infected, other Swiss towns showing a much higher venereal morbidity.

The best form of prophylaxis against venereal diseases is to offer general facilities and proper conditions for treatment in the early stages ; Geneva may claim to have realised these desiderata. But the anti-venereal campaign is not confined to treatment on a generous scale. There is a Geneva section of the Swiss Anti-Venereal Association, represented by the Geneva Red Cross, which carries on continuous propaganda by means of lectures given in all the military schools, in the higher classes in boys' schools and to any groups that may apply for the purpose, since experience has shown that, with a knowledge of the evil, there is a better prospect of its being treated.

This does not mean that the situation cannot be improved and that infection cannot be reduced still further. Our statistics show fairly clearly which are the chief centres of infection ; an examination into the present situation as regards prostitution may help to determine what measures should be taken.

Since the closing of the licensed houses, prostitution has been absolutely uncontrolled and unregulated in Geneva except for cases covered by Article 2, which concerns soliciting and deals with " any person who, in a public place, by words, signs or actions, openly incites one or more persons to immoral conduct ". In actual practice, this article is very rarely applied.

There are professional prostitutes, about ninety in number, who are known to the police, and it is against them that the newspapers have been declaiming, demanding that they shall be registered, kept under supervision and forced to undergo medical inspection. But, in point of fact, from our observation of patients, these professional prostitutes are responsible for only a very small percentage of cases of infection. They are so anxious to maintain their reputation for good health, on which their livelihood depends, that they pay special attention to personal prophylaxis and treatment where necessary. Of this we have absolute proof.

The diseases can be traced for the most part to women and girls who follow an ordinary occupation, but who are at the same time paid or unpaid " amies ". Against this class of prostitute no authority can act, and the mere fact of registering professionals would not involve the suppression of these semi-professionals.

The whole character of prostitution has changed. All idea of directing it into definite channels and supervising it must be given up : experience has shown the futility of regulation from the standpoint of venereal morbidity, because the majority of men will not take advantage of it, preferring to run the risks attaching to casual intercourse.

Recourse must therefore be had to other means, which have already been successfully tried.

1. Greater stress must be laid on education in sexual matters and, that this may become general, the school must do its part in the form of hygiene lessons from the lowest primary classes upwards (recommendations of the Nancy Conference, May 1928). In the higher classes, lessons should deal with the dangers of prostitution, the importance of personal prophylaxis and the necessity for early treatment.

2. The Public Health Department should advertise the anti-venereal clinics more widely, specifying the consulting hours; this should be repeated from time to time.

3. The clinical emergency account of the Skin Clinic should be increased so that the latter may take in all cases of infectious venereal disease irrespective of transportability or nationality.

4. The streets should be more strictly policed. Article 2 (a) on soliciting should be made applicable to men as well as women.

5. The possibility should be considered of classifying as an offence the fact of knowingly communicating venereal disease under the provision in the draft Federal Penal Code concerning injuries to health.

The above points might usefully be examined with a view to supplementing what is already being done at Geneva in the interests of the campaign against venereal diseases.

October 25th, 1928.

(Signed) Prof. Dr. DU BOIS.

Czechoslovakia.

March 12th, 1924.

The chief reasons which led the Czechoslovak Government to abolish the system of official regulation are :

It is not possible, in practice, to supervise all the prostitutes in licensed brothels, and only a very small proportion of the total number of prostitutes are inmates of these places.

The system of keeping prostitutes in licensed brothels encourages depravity and cynicism among young people whose morals would not otherwise be exposed to the same temptation. It is well known that licensed brothels are for the most part frequented by youths of 20 years of age; indeed, in many cases they are regularly visited by lads of 16 or even younger. It is an established fact that venereal diseases occur among pupils at secondary schools in the sixth form and upwards — sometimes even in the fourth form. 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.

Those who regularly frequent licensed brothels constantly demand fresh subjects. The result is an intensive and continual interchange of prostitutes from one brothel to another. If there were no licensed brothels the traffic in women would be reduced to a minimum. The demand for supplies of this kind is very active in countries where there is official regulation.

Again, licensed brothels offer facilities for young girls of idle and dissolute character to take the last step towards prostitution. A woman living in a licensed brothel need only concern herself about dress. Everything else — board and lodging — is freely offered to her. The life in licensed brothels has a pernicious effect on women, both morally and physically. The excessive consumption of alcohol, which is one of the obligations of their trade, the long hours spent in unventilated rooms thick with cigar smoke, the idle existence, devoid of any kind of higher aspirations, the lack of sufficient sleep, and the continual excesses ruin the health of even the most robust women in a few years. Women who are predisposed to phthisis are inevitably doomed.

As regards economic conditions, the inmate of one of these houses is a down-trodden creature without rights of any kind. She is entirely at the mercy of the keeper of the licensed brothel. Everything he gives her is placed against her account, so that she is always in his debt and it is impossible — or at any rate very difficult — for her to quit her profession if she wishes to. It is a condition which may be described as modern slavery. Prostitutes in licensed houses are bound to offer themselves, at any moment, to any man, no matter how repulsive. Their human dignity is held of no account. They are often over-taxed sexually; indeed, it is not uncommon for a prostitute to be placed at the disposal of ten — or even more — men in a single night.

The constant promiscuous unions, in the case of some of the prostitutes in licensed brothels, causes them to contract venereal diseases much more frequently than is the case with prostitutes living independently. The former category are more susceptible to contagion. Statistics prepared by Sperk of Petrograd show that on an average a prostitute in a licensed brothel contracts syphilis after three years, while a prostitute living independently escapes infection for five years. As a result of the higher degree of promiscuity in licensed brothels, the danger of venereal contagion is greatly increased. If only one prostitute in each licensed brothel is suffering from a contagious disease in a virulent form, it will be communicated to a large number of men. As the prostitutes in licensed houses are not subject to any health supervision they are an unlimited source of infection.

From the legal point of view, both licensed brothels and officially regulated prostitution can only be regarded as "tolerated". Both procuring and trafficking in women are offences liable to punishment; yet they are both tolerated in the case of licensed brothels, and the administrative authorities do not demand the punishment of these offences, though they are openly committed.

One of the customary arguments for the maintenance of the system of licensed brothels and official regulation is that it is easier to exercise regular health supervision in these places and so to ensure that the women shall be free from infection. It has been pointed out above that all prostitutes suffer, at the least, from chronic gonorrhœa, while one-third of them have latent syphilis. And these are precisely the diseases which receive least attention. If health supervision were really rigorously enforced it would reduce the whole system of official regulation to an absurdity. In confutation of the argument quoted above, it has been proved that the morbidity of prostitutes in licensed brothels as a result of venereal diseases is higher than that of prostitutes living independently.

Another argument used for the maintenance of licensed brothels is that prostitution, when carried on by prostitutes lodged in brothels of this kind, does not offend the moral sense of the public. But it is a fact that the number of licensed brothels tends to decline, even in countries — like France, or Bohemia under the former Austrian regime — where their existence is not subject to any restriction.

The following is the text of a law, dated July 11th, 1922, communicated by the Government of Czechoslovakia on November 5th, 1928, concerning the combating of venereal disease:

LAW OF JULY 11TH, 1922, ON THE COMBATING OF VENEREAL DISEASES.¹

CHAPTER I. — PROPHYLACTIC MEASURES TO COMBAT VENEREAL DISEASES.

§ 1.

The venereal diseases to which the present law shall apply are syphilis, gonorrhœa and soft chancre.

§ 2.

Obligation to undergo Treatment.

Any person suffering from a venereal disease which is at an infectious stage shall obtain treatment from a doctor authorised to practise (Law of July 15th, 1919, No. 419, of the *Collection of Laws and Decrees*) privately or at a public medical institution.

If a charge is preferred under Sections 2 and 6 of the Law, it must first be ascertained whether the name of the accused is already on the list to be kept by the public authorities as provided in this Decree. If the person preferring the charge is not the doctor treating the case, and if the accused has hitherto born a spotless reputation, careful enquiry must be made to establish that the charge has not been preferred from motives of revenge or as an attempt at blackmailing. The complainant must consequently appear and a record of his deposition must be made, regard being had to the facts brought to light by the official enquiries, which must be carried out with all despatch. The accused must be privately instructed, by a summons sent under sealed cover, to appear before the authorities, so that they may satisfy themselves as to the accused's state of health. Not until the authorities are convinced, after the accused has been medically examined, that there is a definite risk of infection will the charge be forwarded to the court, together with the papers in the case if a punishable offence is involved. In the case of an alleged offence under Sections 20 and 21 of the Law, the authorities must, of course, always forward the charge to the court, even if the result of the compulsory medical examination is negative.

§ 3.

Treatment and Examination of the Destitute.

If the provisions concerning the free treatment of the destitute prove inadequate, a decree shall be issued prescribing measures whereby every destitute person suffering from venereal disease may be treated at the expense of the State.

This clause does not in itself bind the Government to make special arrangements immediately for every destitute person to be treated at the expense of the State; indeed, it is impossible to contemplate making such arrangements immediately, as no reliable estimate of the provision required can be made on the spur of the moment. In any case, where hospital treatment is necessary, the regulations for the treatment of destitute persons in public hospitals make adequate provision for the present.

¹ This law was published in the *Bulletin of the Laws and Decrees of the Czechoslovak State*, No. 241, 1922, and entered into force on that date. Subsequently, an Executive Order of October 9th, 1923, relating to the Law of July 11th, 1922, was published, and also a Decree of the Ministry of Public Health of January 21st, 1924. As this Order and this Decree constitute an important addition to the Law of July 11th, 1922, a summary of them is here given (indented) after the various articles of the law.

§ 4.

Compulsory Medical Examination.

Any person accused of an offence or misdemeanour referred to in § 2, 6, 18, 19, No. 1, § 20 and 21 of the present law shall, if there is reason to believe that he is suffering from venereal disease, undergo medical examination (§ 23) at the order of the public authorities.

Such persons may, as a result of the examination, be sent to a medical institution.

The necessary action must be taken as soon as possible and with due consideration for the reputation of the person concerned.

The public authorities (§ 23) may adopt any temporary measures necessary to prevent the risk of infection.

As the ordinance for the execution of the law provides that compulsory examinations may be carried out by doctors other than the medical officer to the public authorities, the local authorities are requested, as soon as possible, to put forward definite proposals on this point, with reasons stating whether they consider it desirable, within their respective areas — this applies more particularly to the larger centres, such as Prague, Pilsen, Brno, Mährisch-Ostrau, Bratislava etc. — that such examinations should be carried out by doctors other than medical officers, and what arrangements should be made to meet different local conditions.

§ 5.

Compulsory Treatment in Medical Institutions.

If there is any danger that, by reason of his mode of life or of the non-observance of medical orders, a person suffering from venereal disease may transmit the disease to other persons with whom he is in contact, he may, at the order of the public authorities (§ 23), be sent to a medical institution and kept there until the infectious symptoms have been cured.

§ 6.

Subsequent Medical Examination.

Any person who has suffered from venereal disease shall, even after the completion of the treatment, periodically undergo further medical examination when required by the medical officer appointed by the public authorities (§ 23) if the latter think fit.

Under Section 10 of the Decree of January 21st, 1924, the competent authorities may order a further medical examination in the case of persons: (a) who have been officially recorded as suffering from venereal disease and who are common prostitutes; (b) who are known to the authorities as leading a dissolute life; (c) whose occupations are such as to make them liable to infect other persons or to jeopardise the health of persons living under the same roof.

Neither the law nor the Government decree specifies the intervals at which re-examinations are to take place. Their frequency, and the length of time over which they extend, depend on the particular case and on the purpose for which the examination was ordered.

Nevertheless, to ensure that the patient will not be required by his own doctor to undergo needless examinations, it is laid down that he may request the authorities to consider his case, if he feels that his state of health is such that the re-examination ordered by his doctor is not required.

In administering Section 6 of the Law, the person concerned should be treated with the utmost consideration, so as to make him realise that the action taken is not police action, but is designed both to protect the public health and to ensure his own welfare and that of his family.

§ 7.

Duties of the Doctor treating the Case.

Any doctor treating a person suffering from an infectious disease shall:

(1) Make a written statement to the public authorities (§ 23);

(a) If the patient does not carry out his orders or if for any other reason there is a risk of the infection of another person;

(b) If the patient discontinues the treatment and fails to prove that he is being treated by another doctor or at a medical institution;

(c) If he does not fulfil the obligations referred to in § 6;

(2) Enquire of the patient the sources of infection and transmit the information given by the latter to the public authorities (§ 23);

(3) Warn the patient of the infectious nature of his disease and of the penalties he incurs if he transmits it (§ 18), and, if need be, warn him before he contracts marriage and supply him with printed instructions, which the public authorities (§ 23) will supply to doctors gratis for the purpose.

Where treatment is undergone in medical institutions, the head of the institution (clinic or ward) shall be responsible for the carrying out of the above duties.

Section 7 of the Executive Decree of January 21st, 1924, classifies the persons who, generally speaking, are liable, owing to their manner of life, to transmit venereal disease. They are divided into three groups: (a) persons who lead a visibly dissolute and immoral life and seek to induce other persons to have sexual relations with them; (b) persons whose occupation affords opportunities of infection (hairdressers, midwives, nurses, waiters, hotelkeepers, makers of food products, etc.); and (c) persons who are liable to infect those living under the same roof, members of their families or fellow-employees (domestic servants, lodging-house keepers, apprentices, clerks, etc.). The authorities should, without hesitation, use the powers given them by the law against patients who expose those around them to infection by refusing to obey the doctor's orders.

The authorities will, of course, take the same action against persons notoriously leading immoral lives, as in such cases the risk of infection is specially grave.

When the authorities have ordered compulsory treatment in an institution, the manner in which the order is enforced will depend upon circumstances and local conditions in each case. The patient should receive every consideration, but the order must be strictly enforced.

The doctor treating the case must send statements made as provided in Section 7 of the Law, under separate cover, to the public authorities of first instance (in Slovakia and Sub-Carpathian Russia, to the competent administrative authorities).

It is certainly not the intention of the law that severe measures of coercion should ever be employed where the same result could be obtained by patience and persuasion. The doctor should not, however, spare the patient's feelings if he finds that through negligence, selfishness or other reasons the patient is wilfully disobeying his orders and risking conveying the infection to others, or if the patient refuses, or is unable, to go to hospital when ordered by the doctor.

Section 13 of the Executive Ordinance of October 9th, 1923, lays down that the competent authorities of first instance must make out a card for every case of venereal disease in which official action has been taken, in order to facilitate any further action that may be necessary. They will accordingly draw up a complete list of: (a) persons charged with offences under Sections 2, 6, 18, 19, 20 and 21 of the Law and found on medical examination to be suffering from venereal disease; (b) persons concerning whom statements have been made as provided in Section 7 of the Law; (c) persons who have been sent to a clinic for treatment by order of the authorities; (d) persons who have been ordered by the authorities to undergo medical examination.

Persons of classes (a) — (c) will not be placed on the list unless compulsory treatment is required.

§ 8.

Notification of Venereal Diseases.

The Ministry of Public Health and Physical Culture shall have the right to require doctors and medical institutions to notify venereal diseases without divulging the names of the persons affected.

§ 9.

Observation of Professional and Official Secrecy.

Any doctor treating a patient suffering from venereal disease shall observe strict professional secrecy as to the nature of the disease, except where otherwise provided in § 7, and as to all circumstances relating to the disease, on pain of incurring the penalties prescribed by the relevant penal laws.

Similarly, all persons in any way connected with the execution of the present law shall observe professional secrecy and shall pay due consideration to the patient's reputation.

This stipulation shall in no way affect the legal obligation to give evidence before or make statements to the authorities or courts.

As few officials as possible should have knowledge of circumstances that might injure the patient's reputation.

All files and cards relating to the execution of the law must be kept by medical officers in a place of safety, under lock and key, so as to prevent any breach of professional secrecy.

Infringements of this regulation are punishable by law. The authorities must call the attention of all doctors to this rule.

§ 10.

Prohibition of Treatment by Correspondence.

The treatment of venereal diseases without a personal examination, by correspondence or by the sending of therapeutic prescriptions, shall be prohibited.

§ 11.

Prohibition of Improper Offers of Treatment.

Offers to treat venereal diseases in an improper manner unworthy of the medical profession shall be prohibited.

§ 12.

Instruction concerning Venereal Diseases.

The State Administration (§ 29) shall take the necessary measures to have the young given instruction at school and after leaving school, in a manner appropriate to their age, by authorised persons, and more particularly by school medical officers or by persons specially appointed for the purpose, in sexual matters, the dangers of venereal disease and of prostitution, and their prevention. It shall also, in co-operation with social insurance institutions and health organisations and in concert with the Ministry concerned, take steps through the Press to have the public given general instruction in regard to venereal disease.

CHAPTER II. — PROSTITUTION.

§ 13.

Abolition of Police Regulations.

All police and administrative measures hitherto regulating the supervision of prostitution shall be abolished.

§ 14.

Abolition of Licensed Houses.

It is forbidden to open or keep a disorderly house under pain of prosecution as provided by penal law on procuring.

Every brothel-keeper must be personally warned to abandon that occupation, if (s)he has not already done so. Communes and the police must on their own initiative, without waiting for complaints from neighbours, forward the appropriate charges to the competent authority and to the court, if they ascertain that the inmates of the late brothel are still living there and engaging in prostitution.

The authorities responsible for the closing of brothels must make every effort to ensure that the inmates leave as soon as possible, and must do all in their power to help them to return to a normal mode of life.

Attempts will, of course, be made to evade the law prohibiting the opening or continuance of brothels. A strict watch must therefore be kept on the issue of licences for establishments where such unlawful practices may occur (wine-shops, cafés open at night, bars, cabarets and other places of entertainment where spirits are supplied). The circumstances must accordingly be investigated, and it must be established by inspection that the various apartments on the premises, and also private rooms in the same house or the next house or the house opposite, are not to be used for immoral purposes.

When a licence has been granted, the premises under suspicion must be watched to ensure that they are not put to any illicit use.

Hotels, inns, etc., which usually let rooms to temporary visitors, should also be kept under close observation.

As the official supervision of prostitutes has been abolished by the law, no prostitute can henceforth be registered for police medical examination. The lists of prostitutes already registered, however, and other papers relating to the former system of supervision, may be used officially, but only to ensure the proper enforcement of Sections 2, 4 and 6 of the new Law. They must not be used as a ground for any police action against persons whose names appear in them. The old inspection-books for prostitutes are to be destroyed. The authorities will intimate to prostitutes that henceforth they are released from police supervision and need not attend the communal offices for medical inspection. They will explain the new law on the combating of venereal disease, and will point out that the law requires all sufferers from such disease to undergo treatment. They will also tell prostitutes where to apply for proper medical treatment in case of need.

The police and communal authorities are responsible for detecting punishable offences and reporting them to the proper authorities. Doctors who have hitherto conducted the medical inspections of registered prostitutes may be asked to assist in carrying out the law, but their new duties will be in no sense the same as before.

§ 15.

Reformatories for Prostitutes.

The State Administration (§ 29) shall, if need be, undertake to provide establishments affording professional prostitutes temporary shelter and an opportunity of reform.

The Ministry of Health does not for the present propose to establish special reformatories for prostitutes, but takes the view that, where there are no private organisations for reclaiming them, the Government Department, either directly or through the subordinate authorities, should encourage the formation of such bodies. Local authorities are asked to assist, and, where there is occasion, to make specific suggestions to the Ministry of Health as to the best methods.

§ 16.

Supervision of Juveniles addicted to Immoral Practices.

Persons of either sex under 18 years of age who are addicted to immoral practices shall be placed under special supervision by the public authorities, and, if necessary, appropriate measures, as provided by law, shall be taken with a view to the reform of such persons.

The foregoing provision shall be enforced by decree pending the promulgation of a law concerning the protection of children.

One of the best means of preventing prostitution and venereal disease is to remove young people under 18 years of age who are addicted to immoral practices from the surroundings and conditions that led them into evil ways, and to put them back on the right path with the help of the authorities.

It is from among young people of this type that prostitutes are recruited, and the object of Section 16 of the Law is to prevent this.

The Ministry of Social Welfare has already in preparation a Bill dealing with educational welfare work for children under 14 and young persons between the ages of 14 and 18.

When this Bill becomes law, it will also provide for the steps to be taken for the reform of persons of either sex under 18 years of age who are leading an immoral sexual life. In the meantime, the police will be guided by instructions issued in concert with the Ministry of the Interior and the Ministry of Social Welfare. The welfare work of the representatives of public authority will consist primarily in supervision of the health and social conditions of young persons leading a dissolute life. This supervision will be exercised by the police in public places, streets, squares, parks, theatres, places of entertainment such as cabarets, bars, dance-halls, cinemas, public houses and cafés.

This duty will be entrusted only to officers capable of acting quietly and in a kindly spirit, but at the same time with firmness. It must be made clear to them that what they are doing is not administrative police work, but simply health and social welfare work; they should convey to persons whom they may have to supervise, or even to arrest, that their action is taken primarily on social and preventive grounds.

As far as possible, plain-clothes officials — in some cases, women with the necessary powers — should be employed in enquiries and arrests.

The supervision of young people, especially girls (though boys also need supervision), should be unobtrusive, the main object being to ascertain whether the girls speak to men, accost them, or behave in such a way that it is obvious that they are inviting the other sex to have immoral relations with them. Nevertheless, persons should not be promptly arrested and taken to the police station unless they are committing serious offences against decency, uttering obscene words or making obscene gestures, inviting improper advances beyond any possibility of misconception, or the like, or committing a public nuisance by overtly plying the prostitute's trade. Young persons who are suspected of intending to become prostitutes and are trying to dissemble their improper approaches should be closely watched and, if necessary, followed cautiously home. In such cases, however, officers should always proceed with the utmost care and discretion, in order not to risk injuring the reputations of innocent girls.

When a young person is brought before the authorities, the parents or persons responsible for his or her upbringing should always be summoned at the same time, so that the position of the young person can be enquired into — whether he (she) is an orphan, is kept under proper supervision, is not exploited, and so on. Persons under 18, when arrested, must never be detained in the same premises as adults. If detention is necessary, it should be reduced to a minimum, and official action should be taken with the utmost promptitude. Young persons under 18 should further be separated into two classes according to their morality, so that certain of them will not have to come into contact with others who are already corrupt. Any who are believed to be suffering from venereal disease will be dealt with according to Section 4 of the Law on the Combating of Venereal Disease. All young persons arrested must undergo a mental test. According to the results of the official enquiry the young person will be dealt with in one of the following ways :

1. Restored to his (her) parents or the persons responsible for his (her) upbringing, if they are respectable and if the act which led to the enquiry was committed in defiance of them or without their knowledge ;
2. Handed over to the guardianship authority to be sent to a home, reformatory, or the like, if he (she) is in good health and if it seems desirable to remove him (her) from old surroundings ;
3. Sent to an asylum, if necessary ;
4. Sent for trial, if he (she) has committed a punishable offence under the Law on the Combating of Venereal Disease.

A special division should be formed at the headquarters of the Criminal Investigation Department to deal exclusively with the social aspect of this question, especially with welfare work for young persons under 18 whose morals are under suspicion.

CHAPTER III. — PROVISIONS FOR THE ENFORCEMENT OF THE LAW.

§ 17.

Penalties.

Any infringement of the present law or of the decrees issued for its application which is not punishable by the courts shall be punished by the civil authorities in Slovakia and in Sub-Carpathian Russia by the administrative Police authorities (§ 23) by a fine of from 50 to 10,000 crowns or imprisonment of from 1 to 30 days.

The fine shall accrue to the State.

§ 18.

Health undermined or ruined by Venereal Disease.

Any person who through negligence places another person in danger of venereal infection by cohabitation or by any other act shall be guilty of an offence punishable by the courts, the penalty for which shall be imprisonment for from 1 day to 1 month or a fine varying from 50 to 10,000 crowns.

Any person who, by cohabitation or any other means, knowingly places another person in danger of venereal infection shall be guilty of an offence punishable by from 14 days to 8 months' imprisonment.

If the person endangered is married, betrothed or a companion to the offender, the latter shall be publicly prosecuted, but only if the complaint is lodged by the endangered person. If no complaint is lodged with the courts or with the public prosecutor within 3 months of the date on which the person entitled to lodge it becomes aware of the offence and of the identity of the party implicated, no proceedings may be taken.

Any person who deliberately infects another with venereal disease shall be punishable in accordance with the law concerning serious bodily injury (Articles 154 to 156 of the Penal Code dated May 27th, 1852, of the Imperial Legal Code and Articles 303 to 306 of the Penal Law, Article V, of 1878).

If the offence was committed for gain, a fine of from 100 to 20,000 crowns may in all cases be imposed in addition to the penalty of imprisonment.

§ 19.

The following shall also be punished under Article 17 :

- (1) Any woman who, suffering from syphilis, accepts and keeps a situation as wet-nurse to an infant not suffering from the disease ;
- (2) Any person who employs or keeps in the vicinity of a syphilitic infant a wet-nurse not suffering from the disease ;
- (3) Any person who places and leaves a syphilitic infant in the care of other persons without revealing to them the nature of the infant's disease.

If there are attendant circumstances such as those referred to in § 18, the act shall be punishable by the courts as provided in that article.

§ 20.

Incitement to Prostitution.

The following persons shall be held guilty of a misdemeanour punishable by the courts :

- (1) Any male who incites to or female who offers herself for prostitution in a manner calculated to cause offence or to injure public morals ;
- (2) Any person who attempts to induce another person under 16 years of age to engage in prostitution.

The penalties in such cases shall be from 1 day's to 1 month's imprisonment, or a fine of from 50 to 10,000 crowns, and, if the offence is committed by a professional prostitute, 14 days' to 6 months' imprisonment with hard labour. A fine of from 50 to 10,000 crowns may be imposed in addition.

If, under the general penal laws, the action is liable to a severer penalty, the latter shall be applied.

Any person, male or female, who, in a public place, whether from motives of gain or not, commits a public nuisance, by inciting other persons to commit immoral acts, should be apprehended.

A public place is to be understood as not only any space accessible to the public, but also any building or enclosure used for purposes of entertainment, sport or education, or resorted to by the public for recreation or refreshment, as well as public baths and all public vehicles.

Paragraph (2) of Section 20 of the Law refers to persons who attempt to induce any person under 16 years of age to consent to sexual intercourse, irrespective of the sex of the seducer or of the person seduced.

§ 21.

Prostitution harmful to Public Morals.

Any person who practises prostitution in a manner detrimental to the morals of the inhabitants of the house or of the neighbours shall be liable to a penalty of from 1 day's to 1 month's imprisonment, and if any exhibition has intentionally been given which is injurious to the morals of the young, such person shall be liable to imprisonment with hard labour for from 14 days to 3 months.

§ 22.

Prosecution of Members of the Armed Forces.

Legal proceedings on account of misdemeanours falling under the jurisdiction of the courts in virtue of Articles 18 and 21 shall be taken by the military and naval courts in the case of persons subject to the jurisdiction of the said courts.

(Chapter IV contains general provisions of a merely administrative character; it is therefore unnecessary to quote it here.)

Official No. C.T.F.E. 466 (a).

APPENDIX I.

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.

Reply from the Netherlands

[*Translation.*]

February 28th, 1930.

Now that it has become clear to what an extent the regulation of prostitution encourages the traffic in women it is only logical that an attempt should be made to abolish the system in countries where it still exists.

The best possible argument in answer to supporters of regulation consists, of course, in tangible results obtained under some other system — abolitionism or neo-regulation. Such results should be based on statistics concerning public order and public health before and after the abolition of the regulationist system, for many countries maintain regulation chiefly on grounds of public order and public health.

In the case of the Netherlands, however, statistics covering the years before and after abolition are difficult to obtain, and this is readily comprehensible when one considers the historical development of official intervention in the matter of prostitution in this country, as already described in detail in previous communications.¹ It is impossible to establish an absolute line of demarcation between the first of these systems and the one by which it was replaced.

The regulation of prostitution was not prohibited by law until the introduction of the legislation for the prevention of immorality (May 20th, 1911), but even before that date only occasional vestiges of the system remained. During the second half of the nineteenth century, municipal regulations were issued in the chief communes and garrisons providing for the control of prostitution. In some towns, compulsory registration and examination of prostitutes was carried out only by police order, as at the beginning of the nineteenth century when Holland formed part of the French Empire. After 1878, the year of the First Congress of the International Abolitionist Federation, the 39 municipalities in which these regulations were in force gradually set about abrogating these provisions, under the influence of abolitionist doctrines, and the majority of them went so far as to prohibit the *opening* of licensed houses.

Between 1897 and 1910, 15 other towns made it a punishable offence to *keep* a licensed house, so that, on the promulgation of the law concerning public morals in 1911, there remained only one commune which still had to bring its local regulations into line with the new Government legislation; in fact, regulation was practically non-existent, and 1911 cannot be taken as the turning-point between this system and abolition.

Simultaneously with the above measure, the former Article 452 of the Penal Code was abolished, this being the only article in Dutch legislation before 1911 which dealt with prostitution, and the only one which implied official recognition of keepers of licensed houses. The article read as follows:

“ The keeper of a licensed house who receives in that house a woman not a member of his family, without previously informing her clearly, at the Burgomaster’s office and in the presence of that official or of an official delegated by him, as to the profession carried on in the said house, shall be liable to imprisonment for a term not exceeding three months or to a fine not exceeding 300 florins. ”

While doctors and others had gradually become convinced that sanitary control of prostitution was of little value, considerations of principle were what chiefly determined the adoption of the law concerning public morals under which, *inter alia*, brothels were prohibited; this may be seen from the exhaustive debates at the time when the Bill was before the Second Chamber of the States-General.

The guiding principle in the Netherlands Penal Code has been that penal legislation shall not interfere with the private life of the individual, except in so far as is necessary to safeguard the rights of the community or other rights. Accordingly, the law for the prevention of immorality is not directed against immoral conduct in general, but against the exploitation of immoral conduct in others. *Prostitution in itself does not constitute a punishable offence.* It is a purely individual concern and comes not under the penal law but within the realm of public morals. It is, however, a punishable offence to derive profit from the prostitution of others (See Articles 250, 250 *bis*, 250 *ter*, 432, § 3, of the Penal Code).

“ Article 250.

“ The following shall be liable to penalties as under :

“ 1. To imprisonment not exceeding four years, any father, mother, guardian or deputy guardian who shall cause or wilfully encourage the perpetration of immoral acts with a third person by his or her child under age or by a person under age placed under his or her guardianship or deputy guardianship.

“ 2. To a term of imprisonment not exceeding three years, any other person who shall cause or wilfully encourage the perpetration of immoral acts with a third person by a person under age knowing the said person to be under age or having reasonable grounds to suppose the same.

“ Should the offender make habitual practice or custom of the perpetration of this offence, the penalty may be increased by one-third. ”

¹ The Netherlands Government’s reply, dated February 25th, 1924, as it appears on page 49 of document C.T.F.E. 336 (2), contains a sentence which has obviously given rise to misunderstanding. The sentence “ This system still exists in a few communes ” at the beginning, should read “ This system still remained in a few communes practically throughout the nineteenth Century ”. It was probably owing to this incorrect statement (to the effect that the system still exists in a few communes), that the Netherlands was incorrectly classified. (Cf. document C.T.F.E. 336 (1)).

“ Article 250 bis.

“ Any person making a habitual practice or custom of wilfully causing or encouraging the perpetration of immoral acts by other persons with third parties shall be sentenced to a term of imprisonment not exceeding one year or a fine not exceeding 1,000 florins.”

“ Article 250 ter.

“ Trafficking in women shall be punished by a term of imprisonment not exceeding five years.

“ Article 432, § 3.

“ The following shall be liable to detention not exceeding twelve days :

- 3. Any person deriving profit from the immoral earnings of a woman.”

“ Article 434.

“ Persons committing an offence under the two preceding Articles (432 and 433) may be likewise sentenced, if capable of work, to be placed in a State industrial establishment for a period not exceeding three years.”

Articles 250 and 250 bis are both directed against procuration, and Article 250 bis also prohibits brothel-keeping, being framed in general terms so as to cover the causing or encouragement of immoral acts in any form. Some of the big communes, however, felt the need of a provision admitting of readier practical application than this Article of the Penal Code. Amsterdam (Article 257, General Police Regulations), Rotterdam (Article 1, 1913, No. 11) and The Hague (Article 297, General Police Regulations) have a provision to the following effect :

“ It is forbidden to provide other persons with an opportunity of committing indecent acts in any establishment whatsoever which any person may have at his disposal, either on several occasions or for purposes of profit.”

In this case, it is easier to establish proof than for Article 250 bis of the Penal Code, which stipulates “ wilfully causing or encouraging ”. The communal provision does not include the word “ wilfully ”, so that anyone pleading ignorance of what is happening under his roof would still be punishable having once been warned by the police.

Further, it is generally easier to prove that a person has acted “ on several occasions ” or “ for purposes of profit ” than that he has been “ making a habitual practice or habit ” of anything. Purposes of profit can often be established by the exorbitant rents charged by the owner for premises or for a single room. These various means, backed by the communal regulations, have put an end at Rotterdam to the shameless conduct of prostitutes who had rented rooms in a number of houses in a certain street.

Experience shows that the practice of small hotels which are merely disguised meeting-places may come under both Article 250 bis of the Penal Code and the local provisions. The local regulation, however, is generally employed rather in the case of lodgings where one or more women receive their clients, having ostensibly rented a room.

The figures for convictions in the Netherlands for offences against Article 250 bis of the Penal Code in 1927 and 1928 were 38 and 67 respectively, while proceedings for offences against this local provision were taken in 17 and 17 cases respectively at Amsterdam, and in 22 and 5 cases respectively at Rotterdam, during the same years.

An even more effective means of prevention than the penalties for contravention (a maximum of six days' imprisonment or a maximum fine of 25 florins) consists in the power to order the closure of the premises. This generally means a financial loss so that it behoves the keeper of the establishment to be careful.

The relevant provision applicable in Amsterdam (Article 258, General Police Regulations), in Rotterdam (Article 2, 1913, No. 11) and at The Hague (Article 298, General Police Regulations) is framed as follows :

“ It is forbidden to visit any of the establishments mentioned in the preceding article (Article 245) after the closure of the same shall have been publicly ordered by the Burgomaster and Aldermen.

“ The closure shall be held to have been publicly ordered as soon as a copy of the order for closure shall have been posted up in the building in which the establishment is situated.

“ It is forbidden to assist or hinder the posting up in the building of the copy mentioned in the preceding paragraph.”

This provision permits of the closure of meeting-places ostensibly run as hotels and boarding-houses. A few years ago, when the Amsterdam police, acting on information, began to keep a systematic watch on all small hotels, the proprietors realised what their fate would be if their establishments were placed under constant supervision. Some of them decided to give up their so-called hotels, as they could not hope to make a profit unless the public were prepared to use them as meeting-places.

At Rotterdam, a number of houses were closed in a certain street, the proprietors having previously let them to prostitutes at exorbitant rents.

As a rule directly an order for closure is posted up, a policeman is stationed before the entrance until the premises have been taken over for some other purpose.

At Amsterdam, Rotterdam and The Hague respectively, 15, 26 and 0 establishments were closed in 1927, the figures for 1928 being 15, 30 and 1.

In some houses in the big towns, prostitutes stand at the window to attract visitors. Nothing can be done under the existing provisions, provided that the women do not give offence, unless there is evidence to show that the keeper or proprietor derives profit from the establishment in the capacity of a third party. When questioned by the police, the women always state a rent that is moderate, whereas in reality they either have to pay a higher one or have to make over a certain proportion (generally a half) of their takings.

As regards public order, the Penal Code contains no special provisions concerning the conduct of prostitutes in the street. With a view to preventing offensive or objectionable behaviour in public, a number of communes have established regulations, as follows :

Amsterdam (Article 256, General Police Regulations) and The Hague (Article 190, General Police Regulations) have an article containing practically the same provisions :

“ It is prohibited for women :

“ (a) To take up their position on the steps or at the doors of cafés, cabarets or other premises where liquor is sold, or, within such establishments, deliberately to make any gesture or sign in order to attract the attention of passers-by ;

“ (b) To stop or loiter in the public street in front of or in the vicinity of the establishments mentioned in (a), or at the corners of streets or passages where such establishments are situated, after a police official has ordered them to move on. ”

Amsterdam adds the further provision :

“ (c) To stop or loiter in the streets named by the Burgomaster and Aldermen during the hours specified by the latter, after a police official has ordered them to move on. ”

At Rotterdam, the following provision is in force (Article 18 (a), 1919, No. 26) :

“ It is prohibited for persons of the female sex addicted to immoral conduct to incite persons of the male sex in or in the vicinity of the street by means of words or gestures, or to take up their position at the entrance to or in the vicinity of the entrance to any house. ”

There is a similar provision at The Hague (Article 299, General Police Regulations).

These local provisions are sometimes criticised as being directed exclusively against women and thus giving rise to undesirable discrimination. The criticism refers chiefly to the article which speaks of “ persons of the female sex addicted to immoral conduct ”.

An article which admits of no criticism in this respect and which applies to men as well as women was in force at Arnhem, as follows :

“ It is prohibited in the public street or in the vicinity of the public street or in any place visible therefrom to incite anyone to immoral conduct by words, gestures or signs, or by any other means. ”

As in other countries, two currents of opinion are found in the Netherlands as regards the infliction of penalties for abetting immoral conduct. Some think it illogical to make soliciting a punishable offence when prostitution itself is not punishable. Others regard such a provision as essential, as a means of repressing the embarrassing and insolent conduct of prostitutes, should this be necessary. That it is sometimes necessary is proved by the large number of convictions for offences against this regulation. Proceedings were taken at Amsterdam under this head in 146 and 240 cases respectively during the years 1927 and 1928, the figures at Rotterdam being 101 and 87 respectively.

The local provision concerning "persons of the female sex addicted to immoral conduct" is deemed by the courts to be applicable only when the woman is known to be a prostitute, the fact of her name having been noted as such by the police being considered proof (this is not the same as compulsory registration as in the case of regulation).

Criticisms have been received from various quarters pointing out the gap in these provisions, which do not admit of action being taken against prostitutes in establishments to which the public are admitted on payment of a charge; some therefore recommend an extension of the provisions which are now applicable only to places included within the terms: "in or in the vicinity of the public street."

The police, being responsible for the execution of the various legal provisions governing prostitution, *inter alia*, are to a certain extent obliged to deal with this problem, but their attitude towards the question has undergone a complete change.

The chief towns in the Netherlands have a section of "special police" (*police des mœurs*), but the duties of this body are quite different from those of the special police in regulationist countries. The purpose of police intervention under the regulationist system is to obviate risks to the health of clients from intercourse with women and girls addicted to immoral conduct; but the special police in the Netherlands, far from looking on prostitution as a useful institution, are concerned with duties of an entirely different nature.

In most towns, the special police have to investigate all offences against public morals, or possibly only certain offences of this nature, such as sexual offences. This section is generally attached to the section of the police which deals with children.

With the spread of modern ideas on the preventive duties of the police, the latter's work in the big towns has taken on a new social aspect, as a natural result of the child welfare laws (the so-called "Kinderwetten"). These laws made it necessary for the police (in some cases the children's police) to deal with the particular part of the procedure connected with civil law and of a purely social character. It is generally felt that the social welfare work of the police, in which women can render important services, should continue to be in the nature of "first aid".

Flexner claimed in his work "Prostitution in Europe" that abolition in the Netherlands must not be regarded as identical with *laissez-faire* and there are added grounds for this view at the present day. Mention might be made in this connection of the Amsterdam section of the special police, which embodies the most modern tendencies. It specialises in prostitution, and differs from other similar bodies in the Netherlands in that it also aims at the prevention of prostitution.

This statement requires some explanation, since at first sight it would seem illogical for the police to employ preventive measures when prostitution as such does not constitute a punishable offence.

Their preventive action, however, bears no relation to the repressive attitude of the Middle Ages as imposed by a theocratic society. Although the profession of prostitute is not technically illegal, opinion in the Netherlands realises the incalculable economic damage to society arising out of this social vice. It is not surprising, then, that the Municipality of Amsterdam should have instructed one of its organs to take preventive measures.

What institution could be better fitted to carry out this duty than the special police?

The Amsterdam special police has realised that once the abolitionist principle has been adopted there can be no question of measures of constraint. The most pressing need is not to combat prostitution in its visible forms — which would simply amount to taking proceedings against the prostitutes themselves — but to attack the very root of the evil. This means using indirect measures of prevention.

In studying the problem, the special police had first to consider the symptoms. Like so many other experts, they realised that prostitution in the big towns could not be abolished in a day. What would happen to all the prostitutes if thus suddenly deprived of their means of livelihood? Society is hard on the prostitute — a fact that is borne in on the police in connection with their rescue work. Prostitution is bound up, as it were, with a whole nucleus of socio-pathological elements around which are grouped numbers of parasitic types. The nucleus feels the influence of various social conditions, and the only solution would be to cut off the supply by which it is fed. This means beginning with young people. With a view to joint work the special police and the children's police are placed under the same direction, both services co-operating with a number of public institutions and private societies. This joint work, it need hardly be said, arouses great interest everywhere, and the publication of results prevents many people from remaining supporters of the old system simply from ignorance.

To deal next with the second point — the campaign against venereal diseases — the Netherlands have no laws governing the matter. There are laws concerning infectious diseases, but as these do not apply to venereal diseases the latter are not notifiable.

At the second International Conference for Preventive Measures against Syphilis and other Venereal Diseases, held at Brussels in 1912, the Netherlands delegate, Dr. Rethaan Macaré, Advocate-General at The Netherlands High Court, dealt exhaustively with the articles of the Penal Code technically applicable to the transmission of venereal disease. In actual practice, however, these articles are not applied in such cases.

As in other countries, it is impossible to give the exact morbidity figures for venereal diseases in the Netherlands. The statistical tables compiled relate to the army, the navy, lunatic asylums, the results of an enquiry carried out by the Central Public Health Board, the data supplied by specialists, etc., but although these are not reflected in the statistics for the whole population, they are important from the standpoint of the campaign against venereal diseases.

In many towns, there are venereal specialists and also polyclinics for venereal diseases while free communal polyclinics exist at Amsterdam and Rotterdam and at the Universities of Leyden, Utrecht and Groningen. Glancing at the Rotterdam Polyclinic attendance figures, one is struck by the number of foreign sailors who continue their treatment there.

The Netherlands Law on Public Relief makes the communes responsible for the medical treatment of indigent persons, and lays down that provident funds shall pay for the medical treatment of their own members.

Several of these funds accord special treatment to syphilitic patients without increased contributions, and supply salvarsan and neo-salvarsan. Apart from these arrangements for indigent persons and members of provident funds, there are in the Netherlands special polyclinics for people in reduced circumstances where patients receive for a small sum a card entitling them to treatment for a certain period.

The Central Government Laboratory at Utrecht carries out all bacteriological and serological analyses free of charge. There are also communal and private laboratories in a number of towns which carry out the Wassermann test, as well as the laboratories attached to the big hospitals. It has been realised in the Netherlands that something more is required than facilities for specific treatment, even free of charge, as may be seen from what follows. Full account has been taken of the social difficulties which often prevent patients from following the doctor's advice and persons who are unaware that they are suffering from, or who have not yet recovered from, a venereal disease have to be persuaded to submit to treatment voluntarily.

A rapid survey such as the present cannot include a detailed account of the various methods followed in the different towns.

Some idea may be obtained from a description of the methods employed in the Wilhelmina Hospital (1,500 beds) at Amsterdam.

The section for diseases of the skin and venereal diseases is housed in two outlying annexes. Venereal cases are nursed along with others and do not know what particular disease their fellow-patients are suffering from. Each patient has his separate articles for personal use, all of which are numbered. The nurses (male and female) are highly efficient and no case of accidental contagion has ever occurred in the wards. The matron allots beds to newcomers, a task calling for much tact and discrimination if a proper feeling and friendly relations are to be established between the patients.

After a thorough clinical examination and preliminary attention, the treatment is continued in a polyclinical form at the hospital, one very important point being that the patient does not have to change his doctor, as the polyclinic and the clinic are under the same doctors.

Patients suffering from venereal disease are not the only ones that attend the section for diseases of the skin and venereal diseases. It serves as a venereal centre for the whole hospital: should the doctors discover venereal cases in other sections of the hospital — for example, the ophthalmological clinic, the gynaecological section or the obstetrical section — they report them to the central office, and they also consult the venereal specialist in suspect cases, while the school medical officers note and report cases of vulvo-vaginitis in children.

Any hospital that realises its social mission finds that in the majority of cases the venereal disease does not constitute an isolated instance; the patient has his or her family or circle, and may be betrothed or married or have children, or if he or she is still quite young probably has brothers or sisters.

In short, it is essential to detect further cases of venereal disease, whether manifest or latent, that exist or may exist in the patient's particular circle.

The important part played nowadays by social welfare for patients in the medical and public health service needs no emphasis. The Wilhelmina Hospital has a social welfare section for patients, and to it is attached, for purposes of venereal disease, the social welfare nurse of the Amsterdam Committee of the Netherlands Association for the Campaign against Venereal Diseases. She, together with the other social welfare sisters, the sister in charge of the section for venereal diseases and the medical director, has to deal each day with the various requirements of each individual case.

Her duties consist largely in helping the patient to reconcile what the doctor has ordered in his interest and what the patient can actually do in his particular social circumstances.

Amsterdam Polyclinic, a percentage of 95 successful cases was obtained, a result which has not been surpassed in any country where treatment is compulsory. It must be remembered, however, that the direction of this Amsterdam institution is in the hands of an exceptionally keen doctor, assisted by a highly efficient staff.

Some further details may be given concerning the Netherlands Association for the Campaign against Venereal Diseases, of which the local committee details a sister for this special social work. The Association was founded in 1914 as the outcome of the valuable report submitted in 1911, by an *ad hoc* Committee, to the Netherlands Medical Society.

Later, a policy of decentralisation was pursued, and the work of the Association was entrusted to local committees. The latter run welfare bureaux for persons suffering from venereal diseases, the purpose of these bureaux being to facilitate cures and co-operate in preventing infection.

Efforts are made locally to provide venereal sufferers with adequate assistance by increasing sick benefits from provident funds and providing a sufficient number of free polyclinics and, further, by giving relief in indigent cases and keeping the polyclinics open so as to admit of attendance after working hours.

The bureaux are under the direction of a doctor with social training, assisted by one or more venereal specialists. Sisters are attached to the bureaux for social work and receive persons who apply or are sent by their medical adviser.

The sister examines difficulties in the way of special treatment, gives advice and submits proposals to the director of the bureau as regards steps to be taken with a view to medical treatment. If necessary, patients are examined by the specialists of the bureaux and are then sent to the proper polyclinic.

The bureau acts as a disinterested intermediary and allows the patient full freedom in the choice of a doctor.

The Association carries on propaganda and enlightens the public by means of pamphlets and posters, urging the importance of early medical treatment.

The Netherlands Association receives an annual Government subsidy of 10,000 florins, conditional on its undertaking not to carry on propaganda in favour of prophylactic measures or the regulation of prostitution.

Energetic measures are now being taken to extend the campaign against venereal diseases to the country districts, and the Green Cross provincial societies are about to set up committees for this purpose.

The prevailing opinion in the Netherlands is that general voluntary treatment, carried out free of charge, if necessary, and with discretion, is the best means of combating venereal diseases. Although in the majority of countries prostitution is still controlled either under the old Roman system or on the lines of the new Scandinavian system, Holland finds herself unable to adopt it, if only for the reason that such measures of constraint would not be in keeping with the character of the Netherlands people.

TABLES CONCERNING VENEREAL DISEASES, SUPPLIED BY THE INSPECTOR-GENERAL OF PUBLIC HEALTH (VENEREAL DISEASES SECTION)

		<i>Syphilis</i>				
<i>Navy.</i>		Total number of cases of primary syphilis				
		1923	1924	1925	1926	1927
Europeans (except in the Dutch East Indies)		16	17	14	24	16
Europeans in the Dutch East Indies		62	58	45	64	76
Asiatics		50	37	36	30	39
Total		128	112	95	118	131
		Per 100 men on the strength				
		1923	1924	1925	1926	1927
Europeans (except in the Dutch East Indies)		0.32	0.36	0.29	0.52	0.37
Europeans in the Dutch East Indies		4.72	3.73	2.81	3.84	3.67
Europeans		1.23	1.16	0.92	1.39	1.43
Asiatics		3.46	2.37	2.28	1.84	2.00
Total		1.64	1.40	1.19	1.48	1.56

	Total number of cases of <i>syphilis recidiva</i> treated	Per 100 men on the strength
1923	173	2.23
1924	100	1.28
1925	47	0.59
1926	15	0.20
1927	17	0.21

Percentage of cases of syphilis treated per 100 men on the strength

1923	3.86
1924	2.70
1925	1.77
1926	1.54
1927	1.76

Army.

	Total number of cases of primary syphilis	Per 100 men on the strength
1924	7	0.08
1925	5	0.03
1926	12	0.08
1927	9	0.05

	Total number of cases of <i>syphilis recidiva</i>	Per 100 men on the strength
1924	1	0.006
1925	6	0.04
1926	1	0.006
1927	1	0.006

Percentage of cases of syphilis treated per 100 men on the strength

1924	0.05
1925	0.07
1926	0.08
1927	0.06

The following table gives a summary for the whole of the Netherlands, according to the data received, of the number of cases of primary syphilis observed by specialists.

These data, however, are very incomplete, and do not reflect the actual state of affairs, since for 1926 and 1927, out of the 90 specialists known to the Public Health Inspectorate, 66 furnished statistics, whereas for 1928 only 58 did so.

Further, the Amsterdam Polyclinic figures for venereal diseases are not yet available.

Number of Cases of Primary Syphilis.

	Private treatment			Polyclinical treatment		
	1926	1927	1928	1926	1927	1928
The Hague	20	18	21	19	22	41
Amsterdam	57	60	46	28	17	34
Rotterdam	49	37	24	31	27	32
Utrecht	21	19	4	22	22	22
Helder	18 ¹	7 ¹		2	2	
Dordrecht	8	15		7	11	
Other towns	96	97	33	50	23	47
Total	269	253	128	159	124	176

¹ Clinical treatment.

The total number of cases of primary syphilis, on the basis of the above figures, was as follows :

1926	428
1927	377
1928	304

Gonorrhœa

Navy.

	Total number of cases				
	1923	1924	1925	1926	1927
Europeans (except in the Dutch East Indies)	106	102	97	99	97
Europeans in the Dutch East Indies	211	333	234	244	281
Asiatics	215	299	193	184	196
Total	532	664	524	527	574

	Per 100 men on the strength				
	1923	1924	1925	1926	1927
Europeans (except in the Dutch East Indies)	2.11	2.17	2.02	2.13	2.22
Europeans in the Dutch East Indies	16.06	21.44	14.62	14.65	13.56
Europeans	5.00	6.92	5.17	5.43	5.87
Asiatics	14.86	14.67	12.22	11.27	10.04
Total	6.83	8.45	6.57	6.63	6.84

Army.

	Total number of cases	Per 100 men on the strength
1924	71	0.44
1925	60	0.40
1926	69	0.46
1927	73	0.49

APPENDIX II.

C.T.F.E.466(c).

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.

Reply from the German Government. ¹

[Translation.]

March 11th, 1930.

In accordance with sections 16 (I) and 17 of the Law for Combating Venereal Diseases, dated February 18th, 1927 (*German Law Gazette*, Vol. I, page 61), the maintenance of a brothel or similar establishment and the concentration of prostitutes on certain premises (*Kasernierung*) is prohibited. This provision has binding force for the Federal States, and, in consequence, such institutions have been abolished throughout Germany. In their place there is inspection by the public health authorities of persons suffering from contagious venereal diseases. Generally speaking, this measure has proved its worth. There is a marked increase in the number of known venereal cases, and particularly in the number of those who present themselves voluntarily for treatment. Moreover, many persons who have resort to prostitution are willing to report, when requested, for periodical medical examination. Those difficulties which are still encountered are mainly due to the fact that there is not as yet an adequate staff of trained social workers in all centres. The appointment of a sufficient number of such workers is often prevented by lack of funds. The fight against prostitution is also made more difficult because of the present widespread unemployment, which frequently makes it impossible to obtain work for prostitutes who are willing to abandon their profession.

The authorities still appear to be somewhat uncertain in regard to the execution of the new regulations directed against the plying of their trade by prostitutes in public places. Moreover there are not enough police officers, since the successful enforcement of the new regulations necessitate conscientious and unceasing vigilance in the streets. Clandestine prostitution is bolder than it used to be in public places. There are certain disadvantages in this, but on the other hand it means that the prostitutes can be more easily induced to undergo medical examination and treatment than formerly, when they kept themselves hidden from fear of punishment. More active measures must be taken to get hold of young persons in moral danger, and in this connection the women police force, which is now being formed, should be able to render useful service.

¹ Annexes mentioned in this report can be consulted in the Secretariat of the League of Nations.

The abolition of brothels and the accommodation of prostitutes in other quarters is, to some extent, a housing problem, and therefore, in view of the great housing shortage at the present day, by no means easy to solve. There are no more brothels in the strict sense, that is to say, commercial undertakings in which persons are used for immoral purposes by reason of their dependence upon the owner of the enterprise. The compulsory accommodation of public women in special houses or streets has also been abolished. Such women cannot be prevented from living together, if they wish, but as soon as their quarters assume the character of an establishment used for prostitution, the owner thereof can be punished as a procurer.

In conclusion, it may be said that the abolition of the regulation system and of brothels has undoubtedly proved a step forward, and there can be no question of reverting to the former system.

Enclosed will be found seven copies of a memorandum showing the history of the Law for combating Venereal Diseases, its results to date, and the measures for the protection of public order and health which have replaced the system of regulating prostitution.

Sub-Annex.¹

II.A.1604/12.

SHORT SURVEY OF THE PROVISIONS OF THE LAW DATED FEBRUARY 18TH, 1927, FOR COMBATING VENEREAL DISEASES AND ITS RESULTS TO DATE, WITH SPECIAL REFERENCE TO THE QUESTION OF THE PROSTITUTION AND TO THE MEASURES ADOPTED INSTEAD OF THE SYSTEM OF REGULATION, IN ORDER TO PRESERVE THE PUBLIC FROM THE DANGER TO HEALTH AND MORALS RESULTING FROM PROSTITUTION.

In 1917, the Government of the Reich submitted to the Federal Council the first bill for the combating of venereal disease, together with a bill for the prevention of abortion. Two further bills followed. It was only after almost ten years of parliamentary effort that the Law for Combating Venereal Diseases was finally passed on February 18th, 1927. The solution of the problem of prostitution, an inherent part of any law which is not to be a partial measure, presented the greatest difficulties, as well as the question of treatment; that is to say, the abolition, in cases of venereal disease, of the patient's right to choose whether he will be treated or not. In the past, Germany had employed the so-called regulation system, that is to say, all females known to be engaged in an immoral calling were registered by the police; they were subject to regular police supervision, were obliged to undergo periodical medical examination, might not frequent certain streets, public squares and public premises, and were also subjected to special regulations in regard to their place of habitation. A large number of these persons were housed in brothels which, in the large cities, were usually grouped together in certain streets. In other towns the so-called concentration system (*Kasernierungs*) was in force; that is to say, prostitutes were only permitted to carry on their calling from dwellings in certain streets or blocks of flats.

In consequence of regular examination by the police, a considerable number of persons were ascertained to be suffering from venereal disease and were forthwith compelled to go into hospital as possible sources of infection. Under the system of regulations it was not, however, possible to secure the supervision of all, or even of the majority of the women engaged in professional prostitution. Female prostitutes — many of them by origin and temperament anti-social elements — were afraid of the coercive measures inseparably bound up with the system of regulation, and particularly dreaded compulsory treatment in the event of illness, and the inevitable resultant loss of personal freedom. As a consequence, the number of clandestine prostitutes was, in the opinion of all experts, far larger than that of those registered by the police. Thus, secret prostitution, embracing the majority of professional prostitutes, escaped the measures of regulation and was not subject to any control in the interests of health. This fact, as well as the important objections raised against the whole system of regulation, led to a demand for a new solution of the problem of prostitution, and this was finally embodied in the Law for combatting Venereal Diseases.

This Law is, as its name shows, mainly designed to prevent the spread of venereal disease. It is a measure for the promotion of public health and welfare, concerned to combat not merely one special agency in the transmission of venereal disease, namely, prostitution, but venereal diseases and their transmission in every form, utilising for this purpose public

¹ The various printed annexes mentioned during this report were distributed to the members and *англичанам* of the Committee during the Session which opened on April 2nd, 1930.

health, welfare and educational organs. The Law accordingly takes into consideration the fact that extra-marital sexual intercourse is not essentially restricted to prostitution and that the latter can therefore no longer be regarded as the main source of venereal diseases. The goal of this legislation is to be reached in three ways :

- (1) Every patient is to be given suitable treatment ;
- (2) A sequence of prevention measures is to be adopted in order to avoid risk of infection ;
- (3) Prostitution is to be submitted to a new form of legal regulation.

1. Suitable treatment of patients is to be secured in the following manner :

Section 2 of the Law requires any person suffering from an infectious venereal disease, whether male or female, to let himself be treated, by a doctor certified to practice in Germany. If the patient, owing to his youth or his mental condition, is unable to provide treatment for himself, his parents, guardians or other persons responsible for his upbringing, shall provide the necessary treatment. The patient may select his own doctor. The treatment of persons of small means who can otherwise lay no claim to free medical treatment or for whom treatment under an insurance system would involve economic disadvantages, shall be provided from public funds.

Section 4 sets forth the measures tending to provide persons suspected of having venereal disease and of carrying infection, with the necessary treatment. Such persons can be required to produce a medical certificate and even to furnish a certificate of health. This measure is useful for discovering dangerous sources of infection. It should also help the authorities to see that the person thus challenged lets himself be medically treated if the examination has shown him to be diseased and a source of infection. Such persons may be subjected to curative treatment and even removed to hospital if this seems necessary for the prevention of transmission of the disease. In order to secure the necessary examination and treatment, the use of direct compulsion is permissible in the last resort. Although these coercive measures are a dangerous encroachment upon the individual liberty of the person concerned, they can nevertheless be justified in regard to those who, by their mode of living, constitute a permanent danger to the public. On the other hand, such coercive measures, which may be directed not only against female prostitutes but against both sexes without distinction, are only applicable where experience shows that it is impossible, by any other method, to prevent the patient from spreading the disease to other persons.

The provisions for the suppression of optional treatment (*Kurierfreiheit*) in the case of venereal disease and diseases or ailments of the sexual organs, and, similarly, the embargo on long-distance treatment and the giving of advice as to self-treatment (section 7 of the Law), also aim at providing suitable and early treatment for the patient. It was considered essential that uncertified medical practitioners should be excluded because there is no field of medicine in which such persons can do more harm than in that of venereal disease. On the one hand, inappropriate treatment leads to the serious aggravation of the disease ; on the other hand, treatment by unqualified persons postpones the date when proper medical attention is demanded, and thus the disease usually enters upon a chronic stage in which it is difficult to cure and in which it will remain contagious for a long time, if not permanently.

2. The risks of contagion are to be diminished by the following preventive measures. The most important of these is the duty of the doctor to notify the authorities, thus, to a limited extent, breaking the rule of professional secrecy (section 9 of the Law). The underlying principle is that contained in section 300 of the Penal Code, whereby medical men and their assistants are punished if they divulge, without authorisation, secrets with which they have been entrusted in virtue of their office, rank or profession. The Law for combating Venereal Diseases, however, waives this principle in a few instances. Under section 8, paragraph 1, the doctor is to instruct the patient as to the nature of the disease and the danger of contagion, and as to his liability to punishment if he has sexual intercourse while he is still diseased. If the patient lacks the understanding to appreciate the danger of contagion, the instruction shall be given to such as are responsible for his or her personal welfare. Section 9 sets forth the duty of the doctor in regard to notification. Generally speaking, the doctor must preserve professional secrecy, as already stated. If, however, a patient suffering from a contagious venereal disease ceases to submit himself to the prescribed regular medical treatment or observation, the doctor is required to notify the public health authorities so that the latter can take the necessary measures against the patient in order to prevent the transmission of the disease. The doctor is also liable to notify the authorities if the patient constitutes a special danger to others owing to his profession or his personal circumstances. In order to compensate this departure from the rule of professional secrecy for medical practitioners, section 10 of the law places all

officials or employees of the public health authorities and advisory centres under an obligation to preserve secrecy. This liability to preserve secrecy is, however, no longer valid if an authority or an individual has a justifiable hygienic interest in being informed of the venereal disease of another. Here again, permission to reveal such information is primarily for the purpose of protecting other people from risk. The law endeavours to maintain the professional secrecy of medical practitioners as far as possible, provided this is compatible with the character of venereal disease, for otherwise there might be a serious loss of confidence in the profession. However, in cases where the imminent risk of transmitting the disease to other persons calls for immediate action, the authors of the Law feel that the protection of the public justifies them in permitting this exception to the law of professional secrecy amongst medical men.

Further precautionary measures for the avoidance of infection are embodied in section 11 of the law, which prohibits the public advertisement of medicines, articles or methods for the cure of venereal diseases. A similar object is aimed at in section 16 (II) of the Law, which facilitates the sale of remedies against contagion, subject to certain conditions.

Lastly, the Law embodies a number of penalties against dangerous acts which may cause the transmission of venereal disease. For example, section 5, dealing with the risks attendant on sexual intercourse, section 6, the prohibition of the marriage of a person suffering from venereal disease without previously informing his or her partner concerning the disease, and sections 14 and 15 concerning the risks attendant on wet-nursing.

3. The question of prostitution has therefore been settled on a new basis. Professional immorality is, in principle, not punishable. The concentration of women in particular streets or blocks of houses for the exercise of professional immorality (*Kasernierung*) are forbidden. The release of professional immorality from restrictions and the abolition of regulation by the removal of its legal basis (section 361, No. 6, Penal Code) have made it necessary, however, to provide guarantees against the dangers inseparable from a regime of complete liberty. The guarantees from the point of view of health have already been described in detail above. In addition, the necessary steps have been taken to safeguard propriety and decency and to protect the young from moral danger. Section 16 punishes any person who publicly incites to immorality or offers himself or herself for immoral purposes in a manner contrary to propriety or decency or in any other offensive manner. The provision applies equally to men and women. In section 16 (IV) the law provides that certain places shall be kept entirely free from the unedifying sights which necessarily accompany the exercise of professional immorality. It is forbidden to habitually walk the streets for purposes of gain in the neighbourhood of churches. For the protection of the young, it is also prohibited to ply the prostitute's trade in the neighbourhood of schools or other localities frequented by children or adolescents. Furthermore, the practice of professional immorality is forbidden in dwellings inhabited by children or adolescents between the ages of three and eighteen. Lastly, the law empowers the supreme provincial authorities to forbid altogether the practice of professional immorality in communes of less than 15,000 inhabitants.

The provisions in regard to procuring have also been changed. Section 16 (I) of the Law (section 180, Penal Code) states, it is true, that the provisions against procuring are in themselves to remain unchanged. The law lays down, however, that lodgings may be let to a person over eighteen years of age even for purposes of immorality. Apart from the serious cases provided for in section 181, liability to punishment for procuring is only incurred if the letting of lodgings is accompanied by an exploitation of the lodger or by incitement or inducement to immorality. This provision is based on the recognition, after the experience of centuries, of the fact that prostitution is ineradicable, and that consequently prostitutes cannot be forbidden by threat of punishment to have a dwelling and exercise their calling therein, since otherwise they will be forced to ply their trade in the streets.

As the regulation of prostitution has been abolished, the basis on which brothels could be permitted or tolerated by the police has also disappeared; accordingly, the law provides that the keeping of brothels or enterprises of a similar character is punishable as procuring.

Since, under the new Law, the centre of gravity of the campaign against venereal diseases has been removed from the sphere of the police to that of public health and welfare, the police, which were formerly the centre of all official measures against venereal diseases and particularly against prostitution, have, to a considerable extent, been relieved of their former functions. Apart from taking action against breaches of the provisions of section 16, their duties are largely confined to passing on to the health authorities the notifications made to them in cases covered by section 4 and to giving their assistance in enforcing the compulsory examination and treatment prescribed in section 4 of the law. Otherwise the police are only called upon to assist in the application of public health and welfare measures at the request of the health authorities. Raids for the exclusive purpose of discovering persons suspected of engaging in indiscriminate sexual intercourse have been generally discontinued.

The application of the health duties imposed by the Law has been transferred to the health authorities. In carrying out these duties, the latter are required in particular to do all in their power to support the welfare offices in their work on behalf of minors. They are further enjoined to enlist the assistance of the advisory centres for venereal diseases, of the offices for the protection of youth, as well as of other institutions for social welfare, and to keep in permanent touch with these organisations. Furthermore, co-operation must be arranged with the medical profession and the insurance associations. If the assistance of all these authorities is not sufficient to ensure success, the help of the welfare police, and, if this does not suffice, of the regular police, may be enlisted. In the case of the welfare police there is a particularly good opening for the services of *women* police.

Under Section 18 the application of the Law is left to the Governments of the Federal States, which must issue the necessary executive regulations for the purpose. The principles of these executive regulations are similar to those of the Law, but they vary in the details of application, owing to the differences existing in the individual States and districts, particularly in respect of administrative machinery.

As regards the effects of the Law up to the present, it is impossible, owing to the comparatively short time during which it has been in force, to draw any definite conclusions as to its success or failure from the point of view of increasing or reducing venereal disease. During the period between November 14th and December 15th, 1927, *i.e.*, shortly after the entry into force of the Law, a census was held in Germany of all new cases of venereal diseases coming up for treatment. The results of the census for the whole of Germany — with the exception of Saxony and Thuringia — will be seen in Annex I, supplemented by the results of the census for Saxony and Thuringia (Annex II, page 587). This census will provide a valuable basis for comparison with future figures. It should be pointed out, however, that even increase of venereal disease would not necessarily mean that the Law had failed. Experience of the Law up to the present has shown that one of its purposes, that of gathering in as many patients as possible, is being better attained than was previously the case. This success is chiefly due to the fact that doctors can bring pressure to bear on patients who have interrupted their treatment, to resume it, and can also make enquiries as to the source of infection. The number of persons voluntarily offering themselves for treatment is continually growing. The comprehensive work of the welfare institutions is also having the effect of inducing numerous persons who had previously neglected themselves, to apply for treatment. This considerable increase in the number of cases treated may, therefore, quite easily lead to an apparent increase in the amount of venereal disease. As to whether this is actually the case, no definite figures are yet available, as already explained. Generally speaking, however, we are inclined to take the view that the Law provides an excellent prospect of effectively combating venereal disease.

Apart from the obligation to undergo treatment, the prohibition of treatment of venereal patients by unqualified persons seems, according to the information received, to have fully proved its worth.

As regards the effects of the new regulations regarding prostitution, there is also no conclusive information available. It could hardly be expected that in the short time which has elapsed since the Law came into force the number of persons exposed to danger would have greatly diminished. The co-operation of the protection offices in the work of looking after those exposed to danger may, however, be described as an important improvement. The transformation which these offices have had to effect in order to be able to cope with the duties falling upon them as a result of the Law, and how manifold are their tasks, may be seen from the annual report of the Hamburg Protection Office for 1928 (published in the *Bulletins of the German Society for Combating Venereal Disease*, No. 7, Vol. 27) (see Annex III, page 241).

The following interesting figures are taken from the report of the Municipal Protection Office of Altona for 1929. The number of cases dealt with rose from 2,293 in 1926 to 3,422 in 1928 and 3,684 in 1929. New cases numbered 1,487 in 1928 and 3,684 in 1929. A high percentage of these cases were referred to the Office by the Health Department, advisory centres, doctors and welfare offices, often in connection with venereal disease.

We may further make a brief reference to certain reports of the health offices.

The Director of Public Health at Magdeburg writes that, in comparison with the time before the law came into force, the number of people suspected of suffering from and spreading venereal diseases has greatly increased. As to females professionally and openly practising prostitution, the numbers under medical supervision varied from month to month in 1929 between 170 and 198. Before the law came into force, the number subject

and thus come under suspicion of suffering from and spreading venereal disease. There were seventy-two of these last year. A real and important step in the campaign against venereal disease consists in the fact that the law now extends to men. Last year the public health authorities at Magdeburg had thirty-five different male persons under intermittent observation, on account of a change in their mode of life which suggested that they might be suffering from venereal disease. Among these were more particularly husbands or old friends of prostitutes. The number of men known to the public health authorities has arisen to such an extent that at the end of the year almost as many men as women were under their notice. In December 1929, there were 94 men and 102 women.

The Director of Public Health at Hamburg gives the following account in a report on the measures taken against venereal disease in his city. There are between 5,000 and 5,500 persons attending the treatment centres for venereal diseases. Of these one-third are men and two-thirds women. This proportion of the sexes clearly shows that practice really corresponds to the intention of the law, which was not meant to apply to women only. The number of medical examinations and treatments in respect of these people is 3,000 to 4,500 monthly. The curve has lately shown a sharp downward tendency, because more people suffering from venereal disease have been referred to the medical officers for treatment. Out of about 200 examinations made monthly, an average of seventy-five, that is more than one-third, are new cases. This is clear proof that the work of the venereal treatment centres is quite different from that of the former system of supervision, which was always bringing up the same people for regular examination. For further interesting details, reference may be made to the *Bulletins of the German Society for Combating Venereal Disease*, No. 6, Vol. 27 (Annex IV).

The Director of Public Health for the city of Berlin reported on "The Development of Public Health Authorities since the Law came into force" to a meeting of the German Society for the Care of Public Health in 1929. He referred to a questionnaire which had been answered by twenty-four towns containing about 12,000,000 inhabitants. The report states: It has been proved that those former opponents of the Law who feared that persons previously controlled would escape and that new ones would not be brought in — thus practically producing a vacuum — were mistaken. Under the new system the necessity for the continuous medical supervision of endangered persons has been maintained. Is the number of people under such continuous supervision larger or smaller? It is larger. The available figures show that on October 1st, 1927, that is, the day when the law came into force, the number of persons in all towns taken over by the police for continuous medical supervision was at the most 6,000 to 7,000. There are now about 11,500 persons under the medical supervision of the public health authorities — supervision, of course, of quite a different kind. In addition, there are the numerous cases voluntarily treated from time to time by the advisory centres. Thus, in this respect also, the public health authorities have greatly intensified their work under the new law. The new procedure has made it possible considerably to extend the number of persons who (being dangerous) need constant medical treatment in their own interest and in that of others, and in this way to avoid, in great measure, the former serious effects.

Smooth co-operation between the health authorities, welfare organisations, the police, the medical profession and insurance institutions is generally assured. Annex V shows how the co-operation of the health authorities with the various bodies is organised, while Annex VI gives a short survey of the facilities for treatment at the disposal of patients.

In contrast to this undoubtedly successful effect of the law, there are certain drawbacks to be noticed. In particular, complaints are made from various quarters that the closing of brothels and the provision whereby procuring and soliciting are only punishable when they are carried on in a manner openly contrary to decency and propriety, or in any other offensive manner, have made the state of the streets in the large towns worse since the law came into force, and have led to a great increase of prostitution. In this connection it must be remembered that, in former days, many professional prostitutes did not so often show themselves in public, because they did not wish to attract the notice of the *police des mœurs*, and thus come under public supervision, but that they were all the more dangerous to the community since they escaped any sort of health inspection. Everyone knows that prostitution on the streets and in public resorts existed everywhere, including those towns where there were brothels and brothel quarters. It will probably never be possible to suppress this form of prostitution altogether. The police are still solely responsible for the maintenance of public order in the streets. Wherever they have

undertaken this duty and have been properly supported by the sympathetic collaboration of the competent offices for public health and welfare offices — frequently also by the public — matters have already improved, and, we may be sure, will go on improving. It may be taken as proved that those who practice professional immorality will obey the regulations for the maintenance of public order in the streets as soon as they know that these regulations are supported by a strong determination to carry them out.

From many parts of the country complaints have also been made that the *souteneur* nuisance is on the increase. It is further pointed out that before the law came into force professional prostitutes could often be brought under the influence of the welfare authorities earlier than now, since the mere practice of professional prostitution by a person not registered with the police was at that time a punishable offence, and the police could consequently take action on the mere suspicion of an offence against Article 361, No. 6, of the Penal Code (old edition), and could hand over the persons concerned to a protection office or other social welfare institution. Now the police are no longer allowed to proceed against a person solely on the ground of professional immorality, which is no longer punishable. On the other hand, the health authorities generally only learn through a third party that there is a case for their intervention under Article 4 of the Law. As the Law stands at present, therefore, it is much more likely that one who becomes a professional prostitute will be brought to the notice of the police, or the health or social welfare authorities at a late stage — often too late for treatment to be successful. But here, too, we may hope that further experience will enable us to overcome this deficiency by co-operation between the authorities whose duty it is to carry out the Law on venereal diseases.

To sum up, it can already be said that the Law for combating venereal diseases (Annex VII) has provided a suitable basis for more effective protection against the dangers of prostitution to health and morals, than was the case before the regulation system was abolished.

APPENDIX III

C.T.F.E.466(d).

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.

ADDITIONAL INFORMATION FROM THE DANISH GOVERNMENT CONCERNING VENEREAL DISEASE.

The final report drawn up in 1916 by the British Royal Commission appointed to study the question of the prophylaxis of venereal disease embodies (Annex XXIX, pages 185-191) a report by Dr. Sv. Lomholt on venereal disease in Denmark, which goes down to the year 1913 inclusive. The particulars in this report complete the information for the period prior to 1913 which appears on page 22 and 23 of document C.T.F.E.466 on the Study of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished.

The appended tables will serve to complete the particulars given in this document.

Table 1 shows the number of cases of chancre, syphilis and gonorrhœa per ten thousand inhabitants notified in Copenhagen down to 1928, and thus illustrates the position since the abolition of regulated prostitution in 1906. These figures are given with the reserve that is necessary in regard to all statistics of notified cases of venereal disease.

Table 2 gives statistics of :

(a) Medical inspections carried out under Article 10 of the law of March 30th, 1906, the provisions of which are reproduced in document C.T.F.E.466 and in the notes to the table ;

(b) Charges and convictions under section 181 of the Penal Code, which reads as follows :

“ Any person who, knowing or believing herself to be suffering from venereal disease, engages in prostitution, shall be liable to imprisonment or, in the case of circumstances aggravating the offence, to penal servitude ” ;

(c) Cases notified to the police by the twelve municipal medical officers who give free treatment for venereal disease.

Lastly, special mention should be made of the important institution known as the Wassermann Station, which belongs to the State Serotherapeutic Institute and has as its aim to diagnose and endeavour to suppress syphilis. Every year the Wassermann Station receives from all parts of Denmark more than 70,000 blood samples (some of which come from cases dealt with by all the hospital medical services), and these are subjected to the Wassermann test. By a special system of registration under which the names of patients are not given but only their initials, date of birth, etc., cards are drawn up and are kept up to-date by subsequent Wassermann tests on the same patient, so that doctors can at any time ascertain, by telephone or in writing, the results of any previous tests which the patients they are treating may have undergone.

Table 1.

NUMBER OF CASES NOTIFIED IN COPENHAGEN PER 10,000 OF POPULATION.

Year	Gonorrhoea	Chancre	Syphilis	Year	Gonorrhoea	Chancre	Syphilis	Year	Gonorrhoea	Chancre	Syphilis
1867	128	50	49	1888	174	24	41	1909	134	23	49
1868	144	73	56	1889	148	31	31	1910	132	18	53
1869	152	92	58	1890	140	28	30	1911	140	15	58
1870	158	59	47	1891	129	25	31	1912	122	14	50
1871	148	49	42	1892	129	24	28	1913	121	11	35
1872	160	72	45	1893	135	20	32	1914	141	12	45
1873	147	71	39	1894	122	20	36	1915	147	16	46
1874	159	69	40	1895	118	13	40	1916	144	17	49
1875	162	42	33	1896	124	16	39	1917	135	10	44
1876	178	53	32	1897	128	22	42	1918	158	9	44
1877	186	46	32	1898	133	22	48	1919	159	12	54
1878	196	37	32	1899	125	19	48	1920	131	13	52
1879	194	38	41	1900	129	17	50	1921	117	10	44
1880	190	40	40	1901	137	24	57	1922	106	6	27
1881	200	54	40	1902	127	14	46	1923	109	4	23
1882	222	60	42	1903	125	11	43	1924	103	3	21
1883	226	51	45	1904	115	11	39	1925	106	2	22
1884	207	61	49	1905	114	11	32	1926	114	3	27
1885	212	51	66	1906	112	18	33	1927	102	2	21
1886	202	55	73	1907	129	17	45	1928	98	1	16
1887	183	32	59	1908	142	26	56				

Table 2.

COPENHAGEN.

Year	Medical Examinations according to paragraph 10: Law of 30th March, 1906.					Penal Civil Code, paragraph 181.				Patients notified to the Police by the Twelve Municipal Physicians.			
	Total number	Men	Men with symptoms	Women	Women with symptoms	Men accused	Men punished	Women accused	Women punished	Total number	Men	Women	Not to be found
1914	812	42	24	770	202	19	9	41	28	868	665	203	306
1915	1,000	49	20	951	267	19	12	36	26	773	571	202	287
1916	1,084	29	15	1,055	332	11	6	57	39	886	620	266	308
1917	902	35	12	867	252	9	3	41	26	1,099	697	402	384
1918	964	34	13	930	247	22	12	59	32	926	570	356	272
1919	735	25	10	710	172	14	9	46	31	1,154	741	413	395
1920	672	32	12	640	173	18	9	52	39	1,088	673	415	340
1921	791	57	24	734	175	20	19	48	39	1,015	616	399	328
1922	704	34	17	670	164	13	10	43	32	1,056	718	338	316
1923	665	42	20	623	104	14	10	26	21	1,250	872	378	346
1924	612	38	17	574	122	23	16	33	19	1,121	756	365	305
1925	630	38	12	592	141	43	9	69	28	1,163	785	378	265
1926	635	29	11	606	151	40	10	74	31	1,176	809	367	251
1927	632	16	5	616	132	30	14	57	26	1,378	962	416	269
1928	553	22	8	531	75	29	9	35	16	1,340	938	402	216

The Law of March 30th, 1906, provides as follows :

“ § 1. — The regulation of prostitution is abolished, and the police are authorised to take action under the Vagrancy Act against any person engaging in prostitution.

“ § 2. — Any person who induces another person to commit immoral acts or openly leads a dissolute life so that it results in an offence against decency, a scandal or the annoyance of the neighbourhood, is liable to imprisonment, or, in the case of aggravating circumstances, or offences subsequent to the first offence, punishment by penal servitude.

“ Should there be extenuating circumstances, the said punishment may be reduced to a fine.

“ Any woman who makes a profession of prostitution shall be liable to the same penalty if an adult man or a child over two years of age lives with her, or if she receives, for the purpose of engaging in prostitution, men of the age of less than eighteen years.

“ If the offender has not been punished previously, and has not received a warning, the penalty provided for above may be replaced by a police warning, unless the accused person requests a trial.

“ § 3. — The keeping of licensed houses is prohibited. Any person who infringes this prohibition shall be liable to internment in a penitentiary, or to penal servitude, or to ordinary imprisonment. Any person who is guilty of procuring shall be liable to the same penalty.

“ Any person who, for purposes of gain, admits to his house persons of different sex, in order that they may engage in immoral acts, and lets rooms not for the purpose of permanent residence but in order to facilitate immorality, and any person who admits to his house women below the age of eighteen who make a profession of prostitution, shall be punished by imprisonment or by penal servitude.

“ § 4. — Any person who has infected his wife (her husband) shall be liable to the penalty provided in section 181 of the Penal Code if the wife (husband) lays a complaint within one year. Any person who has incurred the said penalty shall further be sentenced, if the wife (husband) was ignorant of the risk of infection, not only to refund the cost of treating the infected person, but also to pay damages to the latter.

“ § 9. — No syphilitic child may be nursed except by its mother. No wet-nurse, knowing or believing herself to be suffering from syphilis, may nurse another woman's child. Any person who has incurred the penalty provided in section 181 of the Penal Code shall further be sentenced, in the event of infection, not only to refund the cost of treatment, but also to pay damages.

“ This latter sentence shall also be imposed upon any person who puts out to nurse a child known or believed to be suffering from syphilis, without having previously warned the person to whom the child is to be entrusted of the known or presumed existence of the disease and the consequent risk of infection. No child suffering, or believed to be suffering, from the disease may be put out to nurse if other children would thereby be exposed to infection ; any person infringing this rule shall be liable to the penalty provided in sub-paragraph 1.

“ § 10. — Any person who is charged with any of the offences mentioned in sections 1, 2, 4 or 9, paragraph 2, of the present Law, or in section 181 of the ordinary Penal Code, may, by the action of the police, be subjected to medical examination with his explicit consent. Should he refuse, the Court shall determine (by a decision) whether the medical examination shall take place without the consent of the person concerned. ”

Section 181 of the Penal Code reads as follows :

“ Any person who, knowing or believing herself to be suffering from venereal disease, engages in prostitution, shall be liable to imprisonment or, in the case of circumstances aggravating the offence, to penal servitude. ”

[Distributed to the Council
and the Members of the League.]

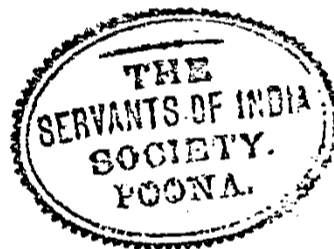
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Geneva, July 20th, 1930

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE PROTECTION
AND WELFARE OF CHILDREN AND YOUNG PEOPLE

TRAFFIC IN WOMEN AND CHILDREN
COMMITTEE



MINUTES

OF THE

NINTH SESSION

Held at Geneva from Wednesday, April 2nd, to Wednesday,
April 9th, 1930

Series of League of Nations Publications

IV. SOCIAL ✓
1930. IV. 6.

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**ADVISORY COMMISSION FOR THE PROTECTION AND
WELFARE OF CHILDREN AND YOUNG PEOPLE**

TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

Minutes of the Ninth Session

Held at Geneva from Wednesday, April 2nd, to Wednesday, April 9th, 1930.

Government Delegates :

M. ITO, delegate (<i>Chairman</i>)	<i>Japan.</i>
His Excellency Dr. CHODZKO, delegate (<i>Vice-Chairman</i>)	<i>Poland.</i>
Dr. Gertrud BÄUMER, delegate	<i>Germany.</i>
Dr. Elsa MATZ, technical expert	
Professor JADASSOHN, technical expert	
His Excellency Count CARTON DE WIART, delegate	<i>Belgium.</i>
M. MAUS, technical expert	
Dr. Estrid HEIN, delegate	<i>Denmark.</i>
S. W. HARRIS, Esq., C.B., M.V.O., delegate	<i>Great Britain.</i>
Miss WALL, substitute delegate	
The Marquis DE GUALD-EL-JELU, delegate	<i>Spain.</i>
M. Martínez AMADOR, substitute delegate	
M. J. Sanchez DOMINGUEZ, substitute delegate	
His Excellency M. REGNAULT, delegate	<i>France.</i>
M. BOURGOIS, substitute delegate.	
M. LE LUC, substitute delegate	
Professor Ugo CONTI, substitute delegate	<i>Italy.</i>
M. S. KUSAMA, substitute delegate.	<i>Japan.</i>
Mme. GRABINSKA, substitute delegate	<i>Poland.</i>
Mme. ROMNICIANO, substitute delegate	<i>Roumania.</i>

Assessors representing Voluntary Organisations :

Baroness DE MONTENACH	Association catholique internationale des Œuvres de protection de la jeune fille.
Mme. AVRIL DE SAINTE-CROIX	International Women's Associations.
Mme. CURCHOD-SECRÉTAN	Fédération internationale des Amies de la jeune fille.
Mr. 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. LAVIELLE	International Union of Catholic Women's Leagues.

Liaison Officer :

Mr. G. A. JOHNSTON International Labour Office.

Secretary :

Dame RACHEL CROWDY Chief of the Social Questions and Opium
Traffic Section.

FIRST MEETING

Held on Wednesday, April 2nd, 1930, at 11 a.m.

Acting Chairman: Professor CONTI (Italy).

242. Opening Speech by the Acting Chairman.

Professor CONTI (Italy) explained that, as substitute delegate for the Marquis Paulucci di Calboli, who was unfortunately unable to be present, he was taking the Chair in place of M. Ito (Japan) who would arrive on the following day.

He was very happy to welcome the Committee in the name of the Marquis Paulucci di Calboli. Its work in the defence of women and children against the dangers of a great moral scourge was of fundamental importance to the League of Nations.

In addition to the Marquis Paulucci, the following members were unfortunately unable to attend the session: M. Posner, Miss Grace Abbott, Dr. Paulina Luisi.

Count Carton de Wiart, Dr. Gertrud Bäumer and Dr. Elsa Matz regretted their inability to attend the first meeting of the Committee.

On the other hand, he was very glad to welcome for the first time Dr. CHODZKO, Madame GRABINSKA and Professor JADASSOHN.

243. Appointment of the Vice-Chairman.

On the proposal of the ACTING CHAIRMAN, M. CHODZKO (Poland), a national of the country whose representative would occupy the Chair in the following year, was appointed Vice-Chairman.

M. CHODZKO (Poland) thanked the Chairman and his colleagues for the honour done to him and to his country. He was especially grateful because he was present for the first time.

244. Publicity of the Meetings.

The Committee agreed to hold its meetings in public.

245. Examination of the Agenda of the Session.

After some discussion, *the Committee decided to set up a Sub-Committee to revise the agenda (document C.T.F.E.471(2)), which was considered to be too long. The following members were appointed: M. CHODZKO (Poland), Dr. HEIN (Denmark), M. MAUS (Belgium), Mr. HARRIS (Great Britain), M. BOURGOIS (France), Mme. AVRIL DE SAINTE-CROIX, Mr. JOHNSTON.*

246. Progress Report by the Secretary.

The SECRETARY read her report (Annex 2).

ANNUAL REPORTS FROM GOVERNMENTS.

The SECRETARY stated that the number of reports received from Governments was now twenty-five, a report having just been received from Lithuania. The number of States Members, who had not sent in reports should be thirty and not twenty-seven as stated in the report.

RESOLUTIONS PASSED AT LAST YEAR'S SESSION.

Referring to Resolution II of the resolutions passed at the last session, Mr. COHEN asked that the views of the Assessors on the question of licensed houses should be mentioned. The views of the Assembly, the Fifth Committee and the Traffic in Women and Children Committee had been stated, but there was no reference to the fact that the representatives of the voluntary organisations on the Committee were unanimously of opinion that the abolition of licensed houses was desirable.

Mme. AVRIL DE SAINTE-CROIX supported Mr. Cohen's proposal, which she felt represented the views of the delegates of the voluntary organisations.

activity went even further, for he had had the good fortune to know Mrs. Josephine Butler who was the inspiration and very soul of the movement and work of the Committee.

He wished also to pay a tribute to the work of Dame Rachel Crowdy to whom a great deal of the Committee's success was due, and who would unfortunately be leaving the Secretariat at much too near a date.

The ACTING CHAIRMAN thanked the Secretary for her very interesting and well-drafted report.

SECOND MEETING

Held on Wednesday, April 2nd, 1930, at 3.30 p.m.

Acting Chairman: Professor CONTI (Italy).

247. Adoption of the Agenda of the Session: Report of the Sub-Committee.

The ACTING CHAIRMAN called upon the Rapporteur to inform the Committee of the changes made in the Agenda by the Sub-Committee.

Mr. HARRIS (Great Britain), Rapporteur, said that the Sub-Committee had decided that Items 4, 5 and 6 of the draft agenda would remain where they were and also Nos. 17 and 18. The remaining items would be divided into two categories, A and B, the first containing those subjects which were ripe for immediate discussion, the second those not so ripe. As the members might wish to make observations on Category B, it had been put at the end of the agenda. The two categories were as follows :

Category A:

1. Question of removing the Age-limit (13 in the original draft agenda).
2. The Punishment of *Souteneurs* (16).
3. Collection of Laws (new item).
4. Suppression of the Traffic in Obscene Publications (9).
5. Examination of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished (12).
6. Codification of Conventions (14).
7. Examination of the Report of the International Criminal Police Commission (15).
8. Budget (17).
9. Date of the Next Session (18).

Category B:

1. Protection of Young Female Artistes (7).
2. Women Police (8).
3. Repatriation of Foreign Prostitutes (11).
4. Assistance to Discharged Female Prisoners (10).

The new draft agenda was adopted (Annex 1).

248. Examination of the Summary of Annual Reports from Governments for the Year 1928.

The SECRETARY drew attention to the annual report of the Lithuanian Government, which had been received too late to be included in the printed reports (documents 455 and 455(a)). She also drew attention to the fact that Bulgaria, Canada, Spain and Siam had, through some oversight, been omitted from the list of States Members of the League of Nations which had not sent annual reports for 1928.

Mr. COHEN asked if there was any possibility of persuading the countries of South America to send in reports. He noticed that the present summary contained not a single report from any South-American country and he asked if anything had been done to remedy this state of apathy.

The SECRETARY said that the South-American Bureau had taken the matter up and a circular letter, with the annual report of the Committee, had been sent to all South-American countries, but apparently without any result.

QUESTION 1 : OFFENCES DISCOVERED.

M. MAUS (Belgium) wished to raise a general question in regard to the Austrian report. He had noticed that some countries distinguished between international and national cases of trafficking. No discrimination between the two was made by the Convention of 1921, the terms of which referred to trafficking in women and girls for immoral purposes. He thought the Committee should decide whether the questionnaire was meant to apply to only international or national traffic, or to both.

The Austrian report said that some matters had not been reported as they only dealt with procuring, but the Polish report mentioned forty-eight such cases.

M. Maus thought that the information which countries were desired to give in the annual report could fall under three headings : (1) international traffic ; (2) national traffic ; (3) procuring, e.g., favouring immorality which would not come under the heading of trafficking.

The ACTING CHAIRMAN thought that the question was one of a general character on which conceptions could differ. Italy, for example, dealt with national traffic, but personally he thought that, on principle, international traffic ought also to be taken into consideration.

A minor point arose also when the age-limit was exceeded, in that the offence could not really be placed under the heading of those against women and children ; it was a special offence of procuring.

Mr. HARRIS (Great Britain) thought it was quite clear what information was required. The attention of the Governments was drawn to both aspects of the question.

He quoted two passages in the Austrian report :

“ It should be noted that the punishable acts had not yet passed beyond the preparatory stage.”

“ The proceedings were dropped as the offence had been confined to preparatory acts.”

He pointed out that such preparatory acts were usually punishable. He thought that it might be of use to investigate this point.

He also drew attention to the fact that the Manchester mentioned in line 5 of the Jamaican report was the town, not in England, but in Jamaica.

M. AMADOR (Spain) wished to assure the Committee that although Spain had not presented a report for 1928, the report for 1929 would soon be ready. The 1928 report had been sent in to the Minister of Justice, but it was probable, owing to the fact that the political situation was so unsettled, that it had not yet been received at Geneva.

Referring to the question of international and national trafficking raised by M. Maus, he drew attention to the fact that Spain had always distinguished between the two in conformity with the recommendation of the League, for it should be borne in mind that cases of international trafficking could only be denounced on the instance of another country ; examples of this would be found elsewhere in the report.

Mr. COHEN thought that the reports for 1928 were better and fuller than previous ones. The countries which had replied seemed really to have studied the questions submitted to them. He thought it would be unwise to fall in with M. Maus' suggestion that these replies should be in any way limited.

If a distinction were made between national and international trafficking, some countries would only answer one question and some the other. He thought that the reports for 1928 showed such an improvement on the old state of affairs that it would be unwise to risk any setback. Every aspect of procuring should be considered as trafficking. The last Congress of the International Bureau had said that the definition of trafficking must be as wide as possible, and it was the last wish of the Committee to limit Government reports to international trafficking.

Dr. Estrid HEIN (Denmark) agreed with M. Maus in thinking that the Committee must make its questions more precise in order to get the desired answers. In the present state of affairs, some countries omitted the bad side of things and gave only a pleasant view of the situation. For example, there must have been several cases of procuring in Denmark but the report on page 3 said : “ In 1928, no persons were victims of any of the offences specified in Articles 1 and 2 of the Convention of 1910 and Article 3 of the Convention of 1921 ”.

She drew attention to the following paragraph in the Indian report :

“ A Hindu man lived with a Hindu woman, aged 20, but passed her on to a merchant for monetary considerations. The merchant found her unfaithful and left her. Then a second Hindu man, a broker, attempted to sell or hire her out for immoral purposes. A prospective client brought the matter to the notice of the police. Both the accused persons were acquitted as the magistrate held that the woman, being a kept mistress, did not come within the purview of the act.”

She asked if this implied that it was permitted to sell one's mistress in India.

M. MAUS (Belgium) said that he quite agreed with Mr. Cohen that the reports ought to include both national and international trafficking. All that he had said was that Austria was wrong in only mentioning international trafficking.

Mr. SEMPKINS agreed with Mr. Cohen that it was better to keep to general terms in respect of the definition of traffic.

Drawing attention to the Hungarian report, he said that one case that had come to his notice seemed to have been omitted. In 1928, a Hungarian living in Montevideo advertised for a wife. To a woman who replied, he sent a letter which contained a long and unblushing account of his intention to traffic in his wife. He thought the case was worth mentioning.

In reply to Dr. Hein, he was afraid he had forgotten the precise terms of the Indian Penal Code, but he was convinced that, had the girl been under sixteen, a conviction would have followed. It was a common custom in India for mistresses to be kept by quite ordinary people, peasants and not necessarily by the merchant class, and for these mistresses to be passed on. In such a case, some monetary consideration might be demanded by the possessor : but a woman could not be forced to accept her new protector.

Mr. COHEN drew attention to the passage in the Italian report which said :

“ Being convinced that this social scourge cannot be effectively suppressed by mere police measures, the Italian Central Office has undertaken enquiries with a view to ascertaining the circumstances which most often lead women to engage in prostitution.”

He asked if it would be possible for this report to be made available for the Committee.

The ACTING CHAIRMAN said that, as some time had elapsed since the report was handed in, he hoped that the document would soon be at the disposal of the Committee.

M. REGNAULT (France) wished to return to the discussion of the Austrian report and quoted again the passage that “ proceedings were dropped as the offence had been confined to preparatory acts ”. He was sorry that no Austrian delegate was present so that the matter might be dealt with thoroughly. He pointed out that the 1921 Convention, which had been signed and ratified by Austria, made such preparatory acts definitely punishable. Such acts had been comprehensively defined and the definition which had been generally accepted governed cases of picking up girls, accompanying them to ships, etc.

The ACTING CHAIRMAN quite agreed with M. Regnault. Even if criminal law drew a distinction between preparatory acts and executive acts, if the preparatory act was already an offence it must certainly be punished.

M. REGNAULT (France) suggested that the Secretariat might bring this point to the attention of the Austrian Government.

Mr. COHEN asked if there was anything new in the Austrian legislation since 1921 concerning preparatory acts and their punishment. He pointed out that if there was no such legislation no action could be taken. He had raised the question because it was possible that Austria, in spite of signing the Convention, had not altered its legislation.

Dr. Estrid HEIN (Denmark) thought that a country could not sign the Convention without modifying its legislation to bring it into line. As regards her own country, the Danish Penal Code was not yet in conformity with the Convention ; consequently Denmark had been able to adhere to the Convention, but not to sign it.

QUESTION 4 : REPATRIATION AND DEPORTATION.

Dr. Estrid HEIN (Denmark) drew attention to the passage regarding Greece which said :

“ A Frenchwoman from Smyrna was also deported in 1928. She had three licensed houses for prostitution at Athens . . . Placed under police supervision, she took refuge at Beirut where she opened fresh houses of prostitution.”

Dr. Hein asked the Committee to compare this statement with the passage regarding the Netherlands, which said that the reduction in the number of women expelled in 1928

“ . . . is partly explained by the abolitionist policy now applied in the Netherlands. Licensed houses being forbidden, foreign prostitutes probably think they run too many risks in coming to the Netherlands.”

Dr. Hein left it to the Committee to draw its own conclusions.

M. MAUS (Belgium) said that the absence of the Belgian reply to question 4 must certainly have been accidental, as it was certain that Belgium expelled a certain number of

women. There were two methods of procedure : (1) Foreign prostitutes when found in Belgium were given twenty-four hours in which to leave the country, failing which they were forcibly expelled, (2) the King issued an order of expulsion and the woman was subject to fifteen days' imprisonment if she returned to Belgium. M. Maus was certain that about thirty women were expelled each year.

Mr. HARRIS (Great Britain) drew attention to the section regarding Portugal, which merely said " See report for 1927 ". He asked what this meant. Was the situation the same in Portugal in 1928 as in 1927, or had there been no cases of repatriation or deportation ?

The SECRETARY said she had no information and was unable to explain the statement.

QUESTION 5 : EMPLOYMENT AGENCIES.

Dr. Estrid HEIN (Denmark) drew attention to the passage relating to Austria to the effect that :

" The Central Bureau is happy to note that one of the results of its activities is that the countries . . . in which such practices used to be common have now laid down stringent conditions for the admission of foreign artistes."

Dr. Hein was unable to remember exactly what these stringent conditions were, but she thought that one of them was a compulsory medical examination, and it seemed to her that this action of the Central Bureau was not such a great success as might be thought.

Mr. HARRIS (Great Britain) said that the British report only referred to girls sent abroad for immoral purposes, but cases had been found of employment agencies sending girls abroad under completely unsatisfactory conditions. Proceedings had been taken against such employment agencies, but such cases had not been mentioned in the report.

QUESTION 7. EMIGRATION AND IMMIGRATION.

Mme. AVRIL DE SAINTE-CROIX, referring to the French report, said that there was a special service at Toul for the protection of migrants, which included hostels, an employment agency, doctors and every facility for medical treatment should they be suffering from tubercular or syphilitic diseases. The people treated were for the most part workmen : Poles, Czechs and Italians. This organisation had been set up in collaboration with the Immigration Section of the National Council of Women of France and the Prophylactic Institute of Dr. Arthur Vernes.

Mr. COHEN wished to draw the Committee's attention to the fact that France was in the habit of issuing excellent circulars to Consuls and port authorities concerning *souteneurs*, procurers, etc. It would be of considerable value if such documents were brought to the notice of other countries to help them to deal with vessels arriving at their ports.

Mr. HARRIS (Great Britain) pointed out that the sole answer of three countries to question 7 consisted of the vague words " See report for 1927 ". He asked if some summary of that report might be provided.

Mr. SEMPKINS wished to avoid any misunderstanding that might arise from the fact that there was a discrepancy between the first part of the Section relating to France and the report of the International Bureau for the Suppression of the Traffic. It had been discovered that a few girls had in fact been smuggled to Egypt from Marseilles in the year covered by the French report and the Sureté générale had been notified of the fact. The International Bureau had done this in no spirit of carping criticism, and it wished to thank the French authorities for the attempts made to put down this trafficking.

M. LE LUC (France), in reply to the suggestion of Mr. Cohen concerning the circulars delivered to police and port authorities, said that he had not thought that this question would be asked at the present meeting ; he had not therefore the documents ready, but he was prepared to bring them on the following day if necessary.

It was certainly true that secret embarkations near Marseilles occurred, but they were extremely rare and difficult to discover. The truth was that the *souteneurs* realised the strictness of the police supervision, and were now in the habit of embarking without the women, who were given instructions to travel and join them later.

He quoted a recent case which had occurred. A man, living in a suburb of Paris, proposed to take his mistress to Buenos Aires for the purpose of prostitution. He travelled without her, and left her money for the journey, and a false passport, with instructions how she was to join him later, as he considered it was too dangerous for them to travel together. In this

particular case, it was highly probable that application for the extradition of this man would be made. A telegraphic message had already been sent to Buenos Aires to have him arrested on arrival.

Mr. HARRIS (Great Britain) hoped that the offer of M. Le Luc to give the Committee full particulars about the French circulars to port authorities would be accepted.

QUESTION 9. LEGISLATIVE MEASURES.

Mr. COHEN drew attention to the reply from Australia that :

“ South Australia has amended the Police Act of 1916, whereby any male person found in a brothel may be deemed an idle and disorderly person ”.

He did not think that the Committee had ever considered a case before where the male person was considered to be the offender. It seemed to him a good step towards the equality of treatment of the two sexes.

Dr. Estrid HEIN (Denmark) asked if the Secretary could procure the Police Act as amended.

Mr. SEMPKINS, in reply to a question of Dr. Chodzko, explained that brothels in Australia were not public houses of prostitution, but were illegal.

The CHAIRMAN wished to lay a few facts before the Committee concerning the new provisions in the Italian penal code which had been drawn up between 1927 and 1929. The new Italian Code was inspired by full respect for religion and morality. It dealt with offences against public morality and provided punishment for seduction accompanied by a promise of marriage (which was often the first step towards prostitution), against homosexual offences, against the use of contraceptives and against the exploitation of prostitutes by *souteneurs*. It was hoped that provision would also be made in regard to the corruption of minors. The question of obscene publications would come under the heading of offences against the family. This new Italian code would probably be enacted during the present year and come into force in 1931.

Mr. HARRIS (Great Britain) wished to draw attention to the fact that since the British reply for 1928 had been sent, a new Bill was passing through Parliament for the protection of young girls and boys going abroad in theatrical parties. There was already a law that any boy or girl under sixteen going abroad must be protected by obtaining a license. This system had worked so well that the age limit was now to be raised from sixteen to eighteen.

In regard to Australia, he thought that a law was already in existence to punish those who ran brothels, but the Police Act mentioned in the report was something different as it punished the men *found* in brothels.

Dr. Estrid HEIN (Denmark) said that the draft law from Ceylon (page 28) was hardly encouraging. So far as concerned the encouragement of the prostitution of girls over sixteen years of age and below twenty-one by those having the care or custody of them, it was certainly not in accordance with the Convention of 1921 that parents should be allowed to act in this way.

M. CHODZKO (Poland), viewing the Summary of Annual Reports as a whole, agreed with Mr. Cohen that there was a considerable improvement in the replies which had been received this year. Of course, they were still unequal, and some were more complete than others. He hoped that, in accordance with the final Act of the 1921 Convention, the various Governments concerned would try to make some effort to level up their replies. He thought that it might be useful to have an enquiry into the organisation of the central authorities that drew up the reports, to examine their powers, methods of work, etc. It was important for the future development of the Committee's work that such an enquiry should be made and that it should be discovered why certain countries did not answer the questionnaire that was sent them.

Perhaps this question might be referred to a sub-committee. As there was already one dealing with *souteneurs*, it might be convenient to refer it to that Sub-Committee.

The ACTING CHAIRMAN asked if there were any remarks (1) on the advisability of the suggestion that this matter should be referred to a Sub-Committee and (2) on the way in which M. Chodzko's suggestion might be carried out.

Mme. ROMNICIANO (Roumania) wished first to explain why Roumania had sent no report for 1928. She deeply regretted this ; but she herself had been authorised to present it verbally to the Committee. After three months' residence in Bucharest in 1928 and 1929 she was convinced, as the result of her contact with the police and the authorities, that such

a report would have been to Roumania's credit ; her country was making every effort to suppress the traffic in women and children, although licensed houses still existed there. The services at the stations and in the port of Constanza, as well as those at certain Danube ports, were closely controlled by the police who gave very effective assistance in the work of the "Amies de la jeune fille". The excellent organisers of this work in Roumania, Madame Hurmuzesco and Madame Pallada, assisted by the authorities in the country, had been able on several occasions to track down young girls who, under the pretence of employment as dressmakers, milliners or domestic servants, had been forced to lead an immoral life. The aim of all the efforts now being made was the eradication and prevention of the traffic, both as the result of Government action and that of the voluntary organisations which were partially subsidised by the Government.

The summary of the annual reports for 1928 was approved.

M. CHODZKO (Poland) asked if it would be possible, as the question he had raised was a new one, for the Committee to be asked to give its opinion. He would then be prepared to draw up a draft resolution.

Dr. Estrid HEIN (Denmark) thought it was better to come to a decision immediately, as the Committee did not know in what light the Sub-Committee dealing with the question of *souleneurs* would consider the problem.

The Committee decided to adjourn the matter to a later meeting.

THIRD MEETING

Held on Thursday, April 3rd, 1930, at 10 a.m.

Acting Chairman: Professor CONTI (Italy) and afterwards M. Ito (Japan) (*Chairman*).

249. Examination of the Summary of Annual Reports from Governments for the Year 1928 (continuation).

AUSTRIA.

M. HABICHT (Member of the Social Section) explained that there was no special law in Austria on the traffic in women and children. Consequently the provisions of the laws on procuring, abduction and the illegal detention of women etc., were applicable. Those provisions did not deal with the question of preparatory acts, and it was therefore necessary to consult the general provisions of the Austrian Penal Code to discover whether or not they were punishable. Paragraph 8 of the Code laid down that, not only the completion of an offence, but also certain acts preceding the completion were, in fact, punishable. The position was that when the person concerned began with the execution of the offence the law could intervene. To give an example, if a person worked out a plan in his study for inducing a woman to engage in prostitution, it was not a punishable offence. Immediately he entered into relations with her, however, and made definite proposals, he was considered to have committed a punishable offence, independently of the result of his act.

Two terms were used in Austrian law and Austrian penal science to distinguish the two kinds of acts. Acts preceding the execution of an offence were known as *Vorbereitende Handlungen* (preparatory acts) and were not punishable. Attempts to put a plan into operation were known as *Versuche* (attempts) and were punishable. German law made use of the same terminology, but it should be remembered that the construction placed upon these terms may differ from country to country, and also between national legislations and international conventions.

In view of the above explanation of the terminology of Austrian law, the Austrian Government had correctly reported that in certain cases proceedings had been dropped, as the offence had been confined to preparatory acts.

As regards Austria's obligations under the Convention of 1921, he would refer the Committee to Article 3 which stated :

"The High Contracting Parties agree to take the necessary steps to secure the punishment of attempts to commit, and, within legal limits, of acts preparatory to the commission of, the offences specified in Articles 1 and 2 of the Convention of May 4th, 1910."

The Committee would note that the article contained a reservation, in the words "within legal limits". Without doubt these words referred to the domestic legislation of the State concerned, which was permitted to use a certain discretion in defining at what moment the law should intervene.

M. REGNAULT (France) considered that the matter was of great importance. In his opinion it was not in conformity with the 1921 Convention not to legislate for the punishment of preparatory acts. If it were not intended that States should so legislate, the phrase "within legal limits" would not have been used, for it implied that the legislation of each country should determine the limits of preparatory acts and should indicate what was a preparatory act. That was, in fact, done in France.

The ACTING CHAIRMAN said that, as M. Ito had now arrived, he would relinquish the Chair. He greatly regretted that the Marquis Paulucci di Calboli was not present to welcome the new Chairman. Italy, as the mother of western civilisation, felt great sympathy with Japan, which within a few years had risen to the highest level of civilisation. It was with these feelings of admiration and cordiality that he called upon M. Ito to occupy the Chair.

M. Ito (Japan) in taking the Chair, thanked Professor Conti for his welcome.

COUNT CARTON DE WIART (Belgium), returning to the question of the obligations of Signatories to the 1921 Convention, supported M. Renault's observations. Before ratifying the Convention of May 4th, 1910, Belgium had considered it necessary to modify her legislation. In 1914, on the proposal of the Minister of Justice, and as the result of a suggestion made by the competent Director-General, then M. Maus, the Belgian legislation had been modified in conformity with the Convention of 1910, after which the latter had been ratified. The Convention of 1921 had not necessitated any modification on the domestic legislation of Belgium. The States which had not yet done so, should therefore introduce into their legislation provisions concerning preparatory acts. It was particularly important to draw attention to this matter at a time when many countries, and, in particular, the reconstituted States, such as Czechoslovakia, Poland, Yugoslavia and Roumania, were proceeding to a general revision of their penal codes.

Professor CONTI (Italy) was in entire agreement with M. Renault and Count Carton de Wiart. It was essential that preparatory acts should be punished under the domestic law, and countries which had signed undertakings should carry them out. The fundamental reason for the existence of the Committee was to bring about the introduction of such provisions.

The CHAIRMAN wondered whether it would be desirable to explain in the report that the question had arisen in connection with the Austrian Government's report, and that the majority, or the whole Committee, had been of opinion that the attention of those Governments whose legislation was not yet in conformity with Article 3 of the Convention should be drawn to it.

Mr. HARRIS (Great Britain) deprecated any premature mention of the question in the report. It might be that the Austrian Government could fully explain its position. He would suggest that a communication be sent by the Secretary-General to the Austrian Government, stating that the Committee was not quite clear whether the Austrian law was in conformity with Article 3 of the 1921 Convention, and asking for an explanation of the relevant passage in its report.

Mr. Harris's proposal was adopted.

250. Examination of Reports from Voluntary Organisations.

A. REPORT OF THE INTERNATIONAL BUREAU FOR THE SUPPRESSION OF TRAFFIC IN WOMEN AND CHILDREN, FOR 1929.

Mr. SEMPKINS presented and commented on his report (Annex 3).

With regard to the first paragraph, he wished to emphasise the fact that much of the work of national committees of the Bureau could not be divided year by year. Protection at railway stations, the maintenance of homes for women who had led a life of prostitution and who wished to be reclaimed, the making of enquiries on behalf of girls wishing to take up employment in countries at some distance from their homes, all required continuous work. As an illustration, he would refer to the work of the Belgian National Committee.

M. Maus had explained in his report to the Bureau that, following a resolution on licensed houses passed by the Congress in 1927, the Belgian Committee had published literature, formed special committees, and held conferences for the purpose of educating the public. Such action could not be shut off into watertight compartments.

With regard to the Preparatory Conference mentioned in his report, the question of passports would also appear on the agenda for the Warsaw Congress, in order that the Congress might discuss what could be done if and when the existing system of passports and visas was abolished. There was no doubt that the present system was of very great assistance to young girls taking up employment away from their own countries. A case had recently

been reported to him of a girl who was invited by a registry office in England to take up employment in Malta. He did not suggest that the intention of the registry office was to interfere with her morality in any way, but had she gone to Malta he felt sure that the results would have been disastrous. Fortunately, under the existing system, she was unable to obtain a passport.

He would point out that the items to be discussed at the Congress were very closely connected with those which the Committee was discussing. It was most desirable that the two should work in harmony.

The question of the repatriation of prostitutes had been cut out of the agenda, and he would merely draw attention to the fact that even at the fifth session of the Committee the subject had been deemed to be urgent. He proposed later to submit a resolution which he thought would be non-contentious and which would again put the matter on the agenda. With regard to the memorandum submitted by M. Maus (document C.T.F.E.474), he would emphasise that there was entire agreement in principle between the Bureau and M. Maus, though, on the surface, there might appear to be some disagreement. Mr. Sempkins proposed to submit, after discussing the matter with the Bureau, an explanatory note which would put the matter in a clearer light.

One of the most useful pieces of work done by the Bureau was in connection with the medical examination of women at seaports, and the Secretary was to be congratulated on making the question a live one.

He hoped later to be in a position to give detailed information regarding the operation of laws which had been passed, following the abolition of licensed houses of prostitution.

Mr. Cohen's report gave detailed information as to conditions in the Argentine. The inferences to be drawn from Mr. Cohen's work, were to be drawn also with regard to the work of the Vigilance Association which represented the Bureau in Buenos Aires.

With regard to Egypt, it was hoped that the experiment regarding the appointment of women police being made in Alexandria, which was possibly the most dangerous port in the world so far as the traffic in women and children was concerned, would be successful.

The question of the "Messageries Maritimes" boats had already been discussed. He would, however, emphasise the need for a Central Authority in Egypt. The present situation was most unsatisfactory, and the Bureau was endeavouring to interest the Egyptian Government in the matter. He would ask the members of the Committee to study the report on conditions in Egypt which had been circulated.

He wished to draw attention to the arrangement for helping licenced prostitutes who desired to give up their life of prostitution. He ventured to think that, if such a system could be extended to other countries, more would be done towards rehabilitation than by any other method.

In regard to India, he would emphasise the fact that the practical work of obtaining the enactment of laws and seeing them enforced was solely due to the work of voluntary organisations in the large towns.

Through the courtesy of Dr. Chodzko, Mr. Sempkins had been able to distribute copies of the report of the Polish National Committee which the Committee would read with interest.

The possibility of work in South Africa was of interest. In a few years' time more substantial results would no doubt be shown.

In conclusion, he would say that the work of the Bureau had been exceedingly interesting and, he ventured to think, of some value.

M. REGNAULT (France) congratulated Mr. Sempkins on his report and its very interesting annex. He wished to draw attention to several passages in the latter. On page 4 it was stated that :

"If no prostitute could exercise her profession in a foreign country, clearly international traffic in women would cease, and that is the ultimate aim of this Bureau." and on page 6 :

" . . . the report of the Experts of the League of Nations seems to prove conclusively that traffic in women of European races is at present mostly a commercial trade in prostitutes."

That was quite true, save in rare cases, and if such women were prevented from leaving their respective countries, the international traffic would cease.

He wished also to draw attention to a passage on page 8, which represented the views of the French delegation. The Bureau, recognising the desirability of the suppression of licensed houses, went on to say that it would be desirable if :

" . . . at the same time, strong action were taken against prostitutes living singly in separate rooms, against open solicitation on the streets, and against similar manifestations of commercialised prostitution."

M. Regnault was happy to have the support of so important an organisation as the Bureau.

Mr. HARRIS (Great Britain) read the following passage from a report by Miss McCall which had been printed in full in a recent number of the *Vigilance Record*.

“ Egypt, like all southern Europe, is a regulationist country. Two years ago it was described by the League of Nations as a country of ‘ large demand for women and girls of all nationalities for the purpose of prostitution ’ ; and that description holds good to-day. Not only is there a large demand to meet local needs, particularly during the season, but Egypt is also a clearing-house where European girls who have recently joined the ranks of prostitution can be trained before being sent on elsewhere. Alexandria, in particular, forms one link in a chain of ports. Variety artistes go from Egypt to Beirut, and thence to Athens and Constantinople ; or alternatively, Egypt, Algiers, Spain and Portugal to Marseilles. And the route followed by them is also used by women who have not the additional profession of variety artiste.

“ As regards the non-European women, it is impossible to estimate the extent of the traffic, but there is no doubt that it is considerable. Numbers of Syrians — little more than children — are brought into the country as servant girls and sold for £10 or more, and there is also traffic among Egyptian girls from outlying village. In Egypt, a divorced woman, or a girl who is no longer a virgin, has very little alternative but the streets, and a large proportion of the native licensed prostitutes are in fact divorced women.”

He would suggest that the report be translated and circulated to the members of the Committee. It was a tribute to the value of the work which could be done by a voluntary organisation, as well as to the courage and devotion of Miss McCall. It also fully confirmed the report made by the Expert Committee. It had often been remarked that the idea of the experts was to err on the side of moderation, rather than of over-statement. Anyone who read Miss McCall's report would realise that the experts had followed the principle which they had laid down.

Mr. Sempkins had referred in his report to the lack of a central authority in Egypt and had pointed out that there were certain technical difficulties, owing to the fact that Egypt was not a Member of the League of Nations and not a signatory of the International Convention. The United States of America, however, which was not a Member of the League, was a party to the Convention, and it would be of great advantage if the Egyptian Government would also consent to become a party to it, and to set up a central authority. Perhaps some suggestion could be made to the Egyptian Government either through the Secretary-General or through the Committee as to the steps which might be taken.

COUNT CARTON DE WIART (Belgium) welcomed the opportunity given to the Committee by the reports of the voluntary organisations of reviewing the activities of all the aspects of the Committee's work and of drawing attention to the new forms of the traffic in women. He wished to associate himself with the tribute paid to Mr. Sempkins' report and to the work of the International Bureau, which enabled the Committee to take, as it were, the temperature of the problem.

Count Carton de Wiart had especially noted what had been said in reference to Poland, in particular the work of the *Missions des Gares* to which he wished to pay a tribute. The presence of M. Chodzko, who had taken part in the work of the Conference of these missions, enabled him to ask for certain explanations.

The question of women police would be examined later, but the report raised another interesting point — the Jewish so-called *mariage silencieux* — which might have a certain influence on the question of the traffic.

The following passage on this subject occurred in the report :

“ Among the Jews the ceremony of the *mariage silencieux* (*stille chuppe*) is often found. It is carried out by means of a gift from the man to the woman of some symbol (a ring, or even a coin) accompanied by the repetition of a sacramental formula. The presence of a rabbi or other ecclesiastic at the ceremony is not necessary. The first Jew acting as a witness suffices, providing he is an adult. Naturally there is no contract, the act of marriage not being entered on the marriage registers of the civil State. Consequently a great many women are found with an irregular civil status. From the religious point of view, they are legitimate wives. From the point of view of the law, they are only concubines. This kind of religious marriage, celebrated in the presence merely of a Jew, is very frequent, particularly in the provinces, among the poor Jews whose ideas are very backward.”

The report also pointed out that such a state of affairs promoted the action of the traffickers, who could undergo a form of marriage while actually remaining on the civil register as bachelors and retaining on their passports the description “ unmarried ”. The women who were married in that way sometimes found themselves in a tragic situation. They were not legally married, their children were illegitimate. They had no claim on the father for maintenance. As, however, the problem was connected with that of internal domestic legislation, he would like to ask M. Chodzko along what lines it would be possible to improve the position. He himself had always taken the view that it was desirable to facilitate marriage formalities, but the report showed that if that policy were carried too far it endangered the interests of women. In some countries, as in Italy, the officiating priest in a religious marriage also acted as civil registrar. Count Carton de Wiart considered

that the important point was to ensure, by registration or some other similar method, that the religious marriage would have the same consequences as the civil marriage.

M. CHODZKO (Poland) said that Poland had followed the work of the International Bureau with the greatest interest. He also wished to offer his congratulations to Mr. Sempkins, and to emphasise the great success of the efforts made in Egypt. Polish women were exported there to a considerable extent.

In regard to the Jewish *mariage silencieux*, to which Count Carton de Wiart had called attention, it was not confined to Poland, but was also found in Roumania, Hungary and Eastern Europe. The problem was extremely delicate, because it touched religious susceptibilities. The authorities had attempted to deal with it by means of an ordinance of the Administrative Council of the Kingdom of Poland, but the ordinance was not applied very strictly.

The question had been dealt with at the Jewish Conference held in London in 1927, which had passed the following resolution :

“ That it is desirable to bring home to parents and guardians the grave dangers which surround marriages in which the legal provisions of the country concerning marriage have not been observed, and that it be suggested to rabbis and others holding responsible positions in the Jewish communities to discourage the continuance of such marriages to the utmost of their powers.”

Jewish opinion had thus pronounced very clearly on the question. A memorandum on the Conference would be presented to the Polish authorities for the study of the question from the legal point of view and for consideration of the legal prescriptions which might be introduced to deal with the very deplorable situation. The Jewish Association for the Protection of Young Girls at Warsaw had expressed a clear opinion regarding this matter. The following were the conclusions reached :

“ (1) To promulgate an Order based on the Decree of the Administrative Council of 1830, according to which incompetent persons are forbidden to celebrate marriages ; this should be absolutely obligatory under very severe penalties.

“ (2) To ask the State to issue special instructions to prosecutors regarding the strict observance of paragraph 152 of the Penal Code, according to which ‘ any one who exercises the functions assigned by the law to rabbis without being authorised will be punished with imprisonment ’.

“ (3) To oblige the rabbi celebrating the marriage (under penalty of being removed from his charge) to force husbands to register their marriage with the civil authorities.

“ (4) To agree to issue a marriage certificate to either of the married parties who presents the document proving a religious marriage. This should be done if the other party to the marriage refuses his or her consent to the registration of the ceremony.”

Mme. Grabinska (the first woman magistrate in Poland) had said that it very often happened in the Courts that a child would explain that her father had taken a fourth wife. The regularisation of the situation of such children was impossible because it was not known who was the father. The question was important not only from the point of view of women but also from the point of view of the protection of children. M. Chodzko considered that the Polish Committee for the Suppression of the Traffic in Women should concentrate its efforts on finding a solution from the legal point of view.

A film which had just been shown in Poland had met with great success. He had been able to have introduced into it a scene representing a Jewish *mariage silencieux* in a small locality in Poland. It had made a great impression in support of the work of the Polish Committee. At the moment the question of a uniform marriage code for the entire country was being studied by the Codification Committee ; the question of obligatory civil marriage was also being examined. It was to be hoped that, on this occasion, the question of the Jewish *mariage silencieux* would be finally settled.

Dr. Estrid HEIN (Denmark) wished to refer to the question of passports. She could very well understand that the abolition of the system of passports and visas might constitute a danger for young girls going abroad. Nevertheless, she did not think it desirable to retain a very inconvenient system for the sake of a small number of girls. She would ask Mr. Sempkins what he proposed should be put in the place of passports.

The point just raised by Count Carton de Wiart was very important and should be followed up by the Committee.

Mme. AVRIL DE SAINTE-CROIX thanked M. Chodzko for having raised the question of the Jewish *mariage rituel*. She recalled the case of an individual who had left Bordeaux for South America with eight young girls, with all of whom he had gone through a form of marriage and who could not be arrested because the information had been received too late. Mme. Avril de Sainte-Croix had, however, already dealt with this matter with the Grand Rabbi of France, M. Zadock Kahn, Vice-President of the Association for the Suppression of the White Slave Traffic in France.

In 1929, she had been informed of the arrival in the Argentine of two Jewish girls from Poland, victims of the same undesirable procedure.

She wished to ask Dr. Chodzko whether the matter could not be dealt with from the purely legal point of view, without touching the religious side. As polygamy was not allowed in Poland she thought that such individuals might be prosecuted for attempted polygamy.

As Vice-President of the French National Committee for the Suppression of White Slave Traffic, she would also ask Mr. Sempkins whether or not, from the point of view of the measures which should be taken at the moment of the suppression of the licensed houses, he contemplated some system of regulating prostitution.

Professor CONTI (Italy), in reply to Count Carton de Wiart, explained that, before the revision of the law on marriage, civil marriage was the only one authorised in Italy. The effect of the revision was mainly to put the religious ceremony on the same footing as the civil registration of the marriage, and to enable the priest to act as registrar. Civil marriage was the exception in Italy, but provision was made for it as well as for the carrying out of the marriage ceremony under all the forms of religion permitted in the country.

Before the legislation had been revised, although divorce was not allowed, it was possible to obtain a divorce abroad and to persuade the authorities to recognise the accomplished fact. Under the new legislation, divorce, either by direct or indirect means, was not permitted. The new regulation would have the effect of elevating the whole moral atmosphere.

Italy was in a special situation with regard to religious and civil marriage and its implications. Not only was there the Kingdom of Italy with its capital at Rome, but also the Vatican city. The Kingdom of Italy and the Papacy were co-operating in what was in part a religious effort but also a joint attempt to elevate the ethical and moral situation of the Italian nation.

Mr. COHEN was sure that the Committee realised the extreme difficulties with which it was faced. In the Jewish, as in all other religions, there were the strictly orthodox, the liberal and the ordinary person, and each viewed certain regulations and ceremonies in accordance with their general education. The custom under discussion was based upon Biblical law, and, as a layman, he was not an exponent of that law. It had, however, become so deeply embedded in the consciences and minds of the orthodox that to attempt to do away with it would raise great opposition.

He did not like the term "*mariage silencieux*". The term "ritual marriage" might be better because it was ritual, as apart from the civil marriage.

It must be remembered, however, that the abuses which had arisen were not nearly so great as the Committee was inclined to think. Moreover, there were other faiths in which the civil and the religious marriage were totally distinct, though the question had been brought to light in connection with the Jewish religion largely because it had been raised almost entirely by Jews themselves. It had been considered by his own Association at its first International Conference in 1910, and the Association and all its co-operating Committees throughout the world had dealt with it with a view to seeing whether they could improve the conditions.

As a result of the resolutions passed at the 1910 and 1927 Conferences, the question had received the very serious consideration of the rabbis of the most orthodox type, who were anxious to help so far as they could. At a Conference held by them at Vienna in 1929, they had passed resolutions similar to those adopted by the Association, to the effect that they hoped that every effort would be made to prevent the possibility of unauthorised persons performing such marriages and that State assistance would be given.

The assistance which was asked of States was that they should introduce administrative measures providing that the religious marriage and its registration by the civil authorities should take place at the same time, as was the case in England, where the Secretary for Marriages of the particular synagogue acted as registrar for the State authorities at Somerset House. Thus the religious and civil marriages took place at one and the same time.

In his opinion, there would be no difficulty in introducing a similar system in those countries where the abuses appeared. He believed there had, for some time, been a regulation in Poland authorising those who conducted a religious marriage to register it after the ceremony, but that system was not so good as the system by which civil and religious marriage took place at the same time because it might easily lend itself to abuse — perhaps, he might say, through forgetfulness in sending the registration forward.

It had been asked who were the people with whom the traffickers contracted such marriages. They were poor, uneducated girls and women, coming mainly from villages and living in the direst poverty and the most unsatisfactory economic conditions. They naturally wanted to escape from that position as quickly as possible. As Dr. Chodzko had said, such marriages took place in those parts of Poland which were formerly Russian or Austrian. In Austria the position with regard to civil and religious marriage had been changed some years before the war, and the abuse, as it had been called, had been stopped. In that part of Poland which was formerly Russian the shocking state of affairs then existed in which the Jewish people were driven into one particular district, where they lived in the most insanitary

and crowded conditions and were forbidden to carry on any trade or to do anything outside their own "pale of settlement", as it was called, and where they had no opportunities, except those they made for themselves, of educating their children. Was it to be wondered that, in such circumstances, girls and women wished to escape, and listened to the blandishments of traffickers who were interested in obtaining girls for brothels abroad?

He ventured to think that the question should be looked at from the point of view that those who entered into such a marriage did not stop to think whether it was right or wrong, but acted thus because they wanted to escape from the serious conditions in which they were living.

To return to the question of the future, what could be done to improve the position and to help to enlighten those people who needed enlightenment in regard to the ritual marriage? The instances quoted by Count Carton de Wiart of marriage by the gift of a ring or coin, whilst in accordance with Jewish Law, required a good deal of explanation which he was not competent to give. It was, however, carried out on very infrequent occasions, and in the course of the twenty-six years in which he had dealt with the question of the traffic in women and children he had only come across two cases.

The other cases of so-called ritual marriage were carried out in the ordinary course of Jewish Law, and unfortunately, in the absence of any arrangement for compulsory civil registration, the trafficker who had obtained victims was like the thief: he did not stop to think whether he was doing right or wrong, he simply committed the offence and would go on doing so. He found the weakest spot in the armour of those who required protection in order that he might carry out his evil intentions.

As M. Chodzko had pointed out, it was essential to obtain the assistance of the various countries. It was hoped that compulsory registration of civil marriage would be introduced into those countries in which it did not at present exist. When he was last in Poland he had discussed the matter, not only in Jewish, but also in non-Jewish circles.

It seemed to him that the one great aim of the Committee should be to try to prevent bigamy or polygamy by instituting in every country compulsory registration of the marriage by the civil authorities at the same time as the religious ceremony. That would be a powerful weapon against the traffickers and would no doubt result in a great diminution of the cases which he had to report.

Mme. Avril de Sainte-Croix had referred to cases where a man had married a number of girls for the purposes of the traffic. That practice, however, had diminished very largely, mainly for the reason that vigilance had become so great that traffickers were becoming frightened at the action which might be taken. He could not recall the Argentine case concerning eight girls to which reference had been made. His own worker and the worker of the Vigilance Association alone were in a position in the Argentine to report cases and were very vigilant in their work.

He could assure the Committee that his Association was working with all the authorities concerned in trying to bring about the results to which he had referred, namely, that no religious ceremony should be recognised unless accompanied by the registration of the marriage by the civil authorities.

He hoped the Committee would excuse him if his explanation had been somewhat incomplete. He had not expected to have to deal with the matter, and, as a layman, did not pretend to be able to explain the difference between its ecclesiastical and civil aspects.

He hoped that nothing he had said had wounded the susceptibilities of his own people and that his explanation would show that, not only was his Association in agreement that the state of affairs required alteration, but that it was earnestly working in every part of the world to induce the Jewish religious authorities to make a point of preventing people who were unauthorised from carrying out ritual marriages.

Mme. AVRIL DE SAINTE-CROIX said that the case of the eight girls to which she had referred had occurred a very long time ago. The case of two girls reported as having arrived in the Argentine was more recent.

The discussion was adjourned to the next meeting.

FOURTH MEETING

Held on Thursday, April 3rd, 1930, at 3 p.m.

Chairman: M. Ito (Japan).

251. **Examination of Reports from Voluntary Organisations** (continuation).

A. **REPORT OF THE INTERNATIONAL BUREAU FOR THE SUPPRESSION OF TRAFFIC IN WOMEN AND CHILDREN, FOR 1929** (continuation).

Mme. ROMNICIANO (Roumania) asked Mr. Sempkins if Roumania would be invited to take part in the International Congress at Warsaw in 1930. Roumania had not been represented at the Conference held by the Bureau in June 1929 at Geneva, and she was all the more anxious that it should have the opportunity to take part in the Warsaw Congress this year, since among the subjects to be dealt with was repatriation, employment and protection of women and girls abroad, action to be taken against *souteneurs* and passport regulations.

She quoted the following interesting passage in the memorandum of the International Bureau, concerning the repatriation of prostitutes :

“ On arrival:

“ (9) Every facility should be given by the Government receiving a woman to enable voluntary organisations to assist in her reception and subsequently in her rehabilitation.”

Mme. Romniciano considered that the Bureau had dealt in an extremely generous way with the idea of the subsequent rehabilitation of prostitutes. She also drew attention to the Bureau's proposals concerning the question of expense and the difficulties of meeting the cost of travelling.

Mme. CURCHOD-SECRETAN asked for information concerning civil marriages in Italy. Did the priests keep registers the contents of which had to be communicated to the civil authorities or did religious marriages completely oust civil marriages ?

Professor CONTI (Italy) explained that religious marriages replaced civil marriages. The procedure was left to the priest, and after marriage, registration was made and a record kept among the parish documents. The priest consequently took the place of the registrar.

Count CARTON DE WIART (Belgium) had been much interested in Mr. Cohen's reply, made on the previous day. He thought it important to ensure as far as possible some sort of synchronisation between ritual and civil marriages. It was clearly desirable to respect the beliefs and rites of everyone, but the civil registration of religious marriages, such as was practised in Italy, for example, would prevent women and young girls in future from being exposed to the risk of becoming the victims of unscrupulous people for whom ritual marriages were merely a means of exploitation.

Dr. Estrid HEIN (Denmark) said that in Denmark there were both religious and civil marriages. The priests held registers and took the place of the civil authorities. Consequently, it was sufficient for religious marriages to be registered by the priests.

M. CHODZKO (Poland) pointed out that the question of polygamy could only exist in relation to legal marriage and was to be found in every European country. In fact, Jewish ritual marriages being based on Biblical law, the situation with regard to them was a difficult one and it was almost impossible for any Government to alter the state of affairs or to forbid such ritual marriages. But it seemed to him that there was some discrepancy between Mr. Cohen's speech and the memorandum of the Jewish Association for the Protection of Young Girls at Warsaw contained in the record of the Conference of Station Missions.

Paragraph (1) said :

“ To promulgate an Order based on the Decree of the Administrative Council of 1830, according to which incompetent persons are forbidden to celebrate marriages ; this should be absolutely obligatory under very severe penalties.”

“ Incompetent persons ” could only mean people who were not true rabbis and, in that case, it would be no real ritual marriage. It was necessary for a marriage celebrated by a rabbi in Poland to be registered and there was an official college for rabbis under Government supervision. Unfortunately, those rabbis were not very popular, and the Jews more often had recourse to unofficial rabbis to perform the ceremony.

Paragraph (2) said :

“ To ask the State to issue special instructions to prosecutors regarding the strict observance of paragraph 152 of the Penal Code, according to which ‘ anyone who exercises the functions assigned by the law to rabbis without being authorised will be punished with imprisonment. ’ ”.

That clearly meant that such unauthorised people should be put into prison.

Paragraphs (3) and (4) said :

“ To oblige the rabbi celebrating the marriage (under penalty of being removed from his charge) to force husbands to register their marriage with the civil authorities.

“ To agree to issue a marriage certificate to either of the married parties who presents the document proving a religious marriage. This should be done if the other party to the marriage refuses his or her consent to the registration of the ceremony.”

The last point seemed to raise a difficulty and to conflict with what had preceded it. However, Mr. Cohen could be assured that these requests should be taken as the basis of the work of the Polish Committee for the Suppression of the Traffic on this subject. As regards the general question raised by Mr. Cohen, Poland was in a special situation. Civil marriage was compulsory for the former German and Austrian portions of the country, but not for the former Russian part. In this last part of the country the priest was the functionary of the civil state and also registered the marriage.

Over a hundred years ago, in 1808, the *Code Napoléon* had been introduced into the Duchy of Warsaw, and civil marriages were then obligatory. But in 1836, under Russian influence, the code was altered, civil marriages done away with, and priests given the sole right to perform them. At the present moment a new code was being drafted which would apply to the whole of Poland. The question of civil marriages was a difficult and contentious one, and might often come into conflict with religion and politics. He was uncertain when the new code would come into force, but he hoped that when it did, it would solve the question of Jewish marriages. It was, of course, quite clear that Jewish marriages performed before the official rabbi were perfectly legitimate. Difficulties only arose in connection with marriages performed by the unofficial rabbis and with ritual marriages.

M. AMADOR (Spain) said that the attempt to synchronise ritual and civil marriages would have the full support of his country. Spain was an almost entirely Catholic country, and only religious marriages were celebrated there ; but this did not mean that the civil authority was ignored for, as soon as a marriage was announced, it was necessary for the priest to communicate with the civil authorities, and, before the benediction was pronounced, the registrar attended the church and saw that the necessary formalities of registration were carried out.

Mr. COHEN wished to point out that the Warsaw resolution had been drawn up by the Polish Committee, which was a local association, and not through the Central London Organisation. He did not think that there was so much discrepancy between their proposals and his own as had been suggested by M. Chodzko. Paragraphs (1) and (2) of the Warsaw resolution amounted to very much the same thing as the proposal he had made at the morning meeting.

Mr. Cohen emphasised the difficulty for anyone to understand the laws of ritual marriage of a faith other than his own ; but he wished to assure the Committee that his Association was only too ready to co-operate with all the other organisations which realised the difficulties arising from these ritual marriages, and he himself would do all in his power to bring the matter to a successful conclusion.

He thought that general education also played a large part in this question ; and he would expect those countries, where such evils had arisen, to approach the matter with sympathy and try to find a suitable remedy. His own proposal was that the evil of unauthorised marriages would have to be stamped out by doing away with the unauthorised persons who celebrated them. It was difficult to provide a satisfactory definition of such unauthorised persons, but he thought that a proviso should be introduced that in no circumstances should authorised people be debarred from celebrating ritual marriages, but that all such marriages should have compulsory civil registration.

The CHAIRMAN said that the question was a wide one and could be approached from many different angles : religious, judicial, political and social. It was impossible for the Committee to examine such a question thoroughly. He suggested that a reference should be made in the report to the Council that the matter had been raised in the Committee and that a discussion had taken place, but that no definite resolution or recommendation should be brought forward.

Mr. SEMPKINS wished to reply to two points raised by M. Regnault in connection with the report of the International Bureau.

First, M. Regnault had quoted the passage on page 6 of the Annex on Repatriation of Prostitutes under “ Some General Considerations ”.

“ The evidence provided by the Report of the Experts of the League of Nations seems to prove conclusively that the traffic in women of European races is at present *mostly* a commercial trade in prostitutes . . . ”

All the words in this report had been chosen advisedly, and he would point out that the English word “ mostly ” did not mean “ very rarely ” in French.

Secondly, M. Regnault had also quoted the passage on page 8 in which the Bureau, whilst insisting on the desirability of the suppression of licensed houses of prostitution, thought that such suppression would not do away with traffic unless strong action were also taken against prostitutes living in separate rooms, against open solicitation in the streets and against similar manifestations of commercialised prostitution.

M. Regnault seemed to understand from this that the Bureau was in favour of the system of *réglementation*. If that meant medical examination, supervision, registration, etc., the Bureau was completely opposed to it. Even when licensed houses had been abolished, measures would still be necessary to deal with illicit houses, solicitation on the streets, etc., and the Bureau was not in favour of *laissez-faire*. There was a distinct difference, however, between “ *réglementation* ” and “ licensed houses ” on the one hand, and such action as had been suggested by the Bureau on the other.

He thanked the Secretary for agreeing to translate the report of Miss McCall, which would save considerable expense to the Bureau.

M. Chodzko had stated that many Polish girls had been sent to Egypt. The fact that the report showed that very few Polish girls had been registered in Egypt was a fresh clear proof of the existence of clandestine traffic. In reply to the question of Dr. Hein he stated that the matter of passports would be debated at Warsaw and he could not say what the final recommendation would be. He considered that young boys and girls going abroad in theatrical troupes, for instance, should not only be protected by some form of identity papers even were passports in general abolished, but should also have their contracts examined by the consular authorities of the places to which they were going.

In reply to Mme. Romnicio, he said that he would be delighted for a committee from Roumania to take part in the Warsaw Congress, but he pointed out that such a committee could not be officially invited, as, at the moment, it did not exist. If Mme. Romnicio could form such a national committee in Roumania, it would make the matter much easier, and he would see to it that, in that case, Roumania would receive an invitation to take part in the Congress. In any case, the Roumanian Government would be invited to send official delegates.

M. REGNAULT (France), in reply to Mr. Sempkins, said that he had used the word *réglementation* in its general sense, in the sense of measures to regulate a matter, and not with any detailed meaning of fixed measures. He was glad to find that Mr. Sempkins agreed with him that it would be necessary to establish measures to prevent the spread of prostitution when licensed houses were closed.

B. REPORT OF THE “ FÉDÉRATION INTERNATIONALE DES AMIES DE LA JEUNE FILLE ”, FOR 1929.

Mme. CURCHOD-SECRETAN, referring to her report (Annex 4), wished to add to the list of new homes of the “ Amies de la Jeune Fille ” one which had just been opened at Algiers ; the creation of this new home was the more appropriate in that the centenary of Algeria was being celebrated this year. The Federation had also succeeded in establishing an organisation to receive at the railway station and the port the numerous French and foreign women who arrived in Algiers without employment, or without information about the positions they were to occupy. The work of the “ Amies ” at Algiers was extremely necessary, because the families living in the interior of the country were in the habit of coming to Algiers to market and bringing with them their young working girls, who were left alone all day. The new home of the “ Amies ” in Algiers had been brought to the notice of the new arrivals in the same way as that of Alexandria, and the “ Amies ” were informed of the names of the arrivals through the Passport Service.

A new port and station centre had also been organised in Riga.

Great interest had been taken in various countries in the work of the “ Amies ”, owing to increased propaganda. Lectures had been given on the work done by the League in connection with the campaign against the traffic and a collection of lantern slides made showing the difficulties which young girls were liable to meet with, and the opportunities offered them by the organisations for the protection of women. These slides were calculated to enlighten the public on the work done by the “ Amies ”.

The film of the Swiss “ Amies ” continued to be very popular. It had attracted large crowds and had even been shown in women’s prisons. It was in no way sensational, but was merely intended to open the eyes of young girls to the dangers they might meet in life.

The “ Amies ” had been very upset to hear of the circular issued by the French Ministers for Health and for the Interior which reinforced the regulations concerning prostitution, and marked a retrogression in the work the Committee had already done.

The pamphlets prepared by M. Maus and M. Ninck in French and German summarising the report of the experts had been distributed with much success. Owing to the interest aroused by M. Ninck's pamphlet, gifts had been forthcoming which had assured a net profit of 4,000 francs to the Swiss Committee for the Suppression of the Traffic.

Recent information showed that the traffic in women and children had increased during the past year. In Switzerland alone eleven girls had disappeared without leaving any trace.

A few weeks ago a swindler had advertised in an important daily paper for a secretary to accompany him to Buenos Aires. This advertisement had been sent to Mme. Curchod-Secrétan who immediately took steps to warn the editor of the dangerous character of the person. She had received a letter of apology saying that the advertisement had escaped the notice of the director in charge of the publicity service of the paper. She had been assured that, in future, any suspicious advertisement would be submitted to the police before being published. That was certainly a satisfactory measure.

The Lille police had been good enough to give information regarding a suspected case, in connection with the engaging of girls for music halls. They were apparently engaged for Marseilles but were subsequently sent to Corsica. So far it had been impossible to say definitely that it was a case of trafficking.

The agent at Geneva station had been alarmed by the arrival of a number of young Austrian girls returning from a factory in the Ardèche Department in a state of complete penury. She had also noted some time previously the passage of convoys of such girls. An enquiry was now being made in France and Austria in order to warn those concerned.

A welcome improvement had taken place in Luxemburg in connection with the expulsion of prostitutes. The "Amies" had succeeded in organising a service to help these unfortunate women when they crossed the frontier.

Finally, Mme. Curchod-Secrétan wished to mention that the directress of one of the homes of the "Amies" in New York had been decorated in recognition of her work among the French-speaking immigrants.

M. REGNAULT (France) pointed out that the circular issued by the Ministers for Health and for the Interior approving of licensed houses did not necessarily represent the opinion of the French Government. It so happened that one of the medical authorities who had drawn it up had changed his mind after a visit to Strasburg and was now in favour of the abolition of such houses. The Minister for Health had uttered a warning that the circular was issued within the scope of the legislation actually in force, and that its aim was not to take definite measures for or against the abolition of official houses of prostitution. It was of vital importance that this circular should not be misinterpreted.

The CHAIRMAN pointed out that the matter could be discussed when the Committee came to the ninth point on the agenda.

Mme. ROMNICIANO (Roumania) paid homage to the work done by Mme. Curchod-Secrétan. She was thoroughly familiar with the activities of the "Amies" in Roumanian stations and ports. Mme. Hurmuzesco and Mme. Dallada, the soul of the movement, had obtained a large Government subsidy amounting to half a million lei, which was a fine effort for Roumania at the present time.

C. REPORT OF THE "ASSOCIATION CATHOLIQUE INTERNATIONALE DES ŒUVRES DE PROTECTION DE LA JEUNE FILLE", FOR 1929.

Baroness DE MONTENACH, referring to her report (Annex 5), said that the Catholic Association had been in existence for thirty years and possessed a number of Committees in many countries all over the world which permitted considerable co-ordination in their work. The Association had been extended during the last year, and it now had branches in Australia, at Melbourne, Sydney, Brisbane and Adelaide.

In Bombay, a hostel had been organised for young girls on their arrival. During the last year a propaganda tour had been made through Yugoslavia and Roumania, with halts at Ljubljana, Zagreb and Belgrade, which might be considered as the strategic points of these two countries. But the Association had no intention to limit its action to these three towns and it hoped to extend its activities in the future throughout both these countries. It had already been able to establish contact with the local powers and, on the demand of the Ban of Zagreb, the Experts' report and other information dealing with the Association had been sent to him.

In Roumania, the same work of co-ordination had been followed, and new Committees had been set up at Cluj, Arad, Brassov, Lugoj, Oradea-Mare, Cernauti, Timisoara, in all of which places there was not only a secretariat, but also an employment exchange, hostel, club, etc.

In Belgium, on the occasion of the international exhibitions during the present year, the Association had taken care to have branches at Liège and Antwerp.

In Portugal, four new Committees had been set up, and a second hostel had been opened at Lisbon. The Association had also secured the right to have its notices displayed in railway carriages.

In Italy, Signor Mussolini had taken great interest in the activities of the Association, asked for detailed explanations of its work, and suggested that posts might be founded at Bari, Syracuse, and Messina.

Concerning the repatriation of foreign prostitutes, the report of the Association mentioned the centenary of the "Œuvres du Bon Pasteur", which had taken place in 1929. Baroness de Montenach considered the collaboration of the two Societies important enough to be mentioned because their influence extended over 310 refuges, of which 131 were in Europe, 16 in Asia, 10 in Africa, 62 in North America, 76 in Latin America and 11 in Oceania.

In May, the Association's International Council would hold a course of study at Rome in preparation for the International Congress which would be held in 1931 at Budapest.

The CHAIRMAN wished to assure Baroness de Montenach that the Committee did not judge the importance of the work of the Association from the comparative brevity of its report.

M. CHODZKO (Poland) praised the station mission work that had been done in Poland which, he said, could never have been carried out without the assistance of the Association.

Professor CONTI (Italy) wished to assure Baroness de Montenach that the work of the Association was greatly appreciated in Italy.

Miss WALL (Great Britain) emphasised the worldwide influence of the Association as shown in its report, and wished to know the exact status of the "Ban" of Zagreb.

Baroness DE MONTENACH explained that the "Ban" was a provincial governor, the provinces being known as "banats".

D. REPORT OF THE INTERNATIONAL UNION OF CATHOLIC WOMEN'S ASSOCIATIONS, FOR 1929.

Mlle. LAVIELLE, referring to her reports (Annexes 6 and 6a), said that the International Union of Catholic Women's Associations, which included more than 25 million Catholics, occupied itself with the problem of feminine morality. The unions in different countries had been asked to make an enquiry into the problem of the protection of women on their discharge from prison, and replies had been received from eleven different countries: Austria, Argentine, Canada, France, Germany, Great Britain, Hungary, Italy, the Netherlands, Poland and Spain. The reports made it clear that many women returned to their original way of living after leaving prison. Mlle. Lavielle quoted the percentages given in Section A on page 2 of the annual report. According to the German report, the reasons for this retrogression were the diminution of spiritual feeling, religious indifference and the effects of alcohol. Other countries emphasised the insufficient protection accorded to women on their release from prison and the lack of methodical re-education during imprisonment.

The Union suggested that during their term of imprisonment the women should be helped, as far as possible, to rise above their environment. With this end in view, it had been suggested that organisations should be created on the model of *maisons de relèvement* for young people, in order to receive women on their discharge from prison. A large number of such establishments for young people already existed; 172 in France, 100 in Germany, 100 in Italy, 80 in Belgium, etc., but the movement was less developed for adults.

The Union thought it was essential that women discharged from prison should not feel themselves outcasts from society. The Catholic Union received such women in homes where they could mingle with the other inmates without being subject to too strict supervision. In this respect the Union wished to insist on the value of the "motherly method". It was also of considerable importance that these women should be able to find useful work that would give them a living wage. In certain countries, welfare offices were obliged by law to maintain discharged women who had no means of livelihood, until they were able to look after themselves.

A most important point was that visitors and social, religious or civil helpers should be recruited in as large numbers as possible and trained by special courses and lectures in the execution of their work.

Concerning the protection of female music-hall artistes touring abroad, the enquiries made in this direction showed that one of the best means of protection lay in the hands of the professional association itself. In this connection Mlle. Lavielle referred the Committee to page 7 of the report.

France had made a special effort to organise its actors, and a similar organisation was being formed for music-hall artistes. While emphasising the importance that such artistes should belong to their professional associations, the Union agreed with the suggestion made by the "Amies de la Jeune Fille" that States should insist on the production of a regular contract before granting them a passport. The important thing was that these artistes should be able to protect themselves and be repatriated without charge in case of illness, and it seemed desirable that countries should provide special lodgings for artistes on tour or get their official authorities to draw up a list of hotels where foreign troupes could put up without inconvenience or danger.

Twenty countries possessed women police, but fourteen were still against taking this measure and three, although not definitely hostile, had not yet established such a service. Those countries having women police insisted on certain conditions: that they should be of middle age, well educated and experienced. Their tasks were confined to those suitable for their sex, especially the interrogation of guilty women and children. Some countries

that did not employ women police had made certain exceptions, for example, in Paris, a special women's police service had been formed in the central police courts and the prisons.

Mlle. Lavielle said that, if consideration were taken of the stream of traffic in obscene publications, it would be realised how important this traffic was in the worldwide extent of prostitution. The usual aim of the traffic was money, but sometimes its immediate intention was merely perverse. The important thing was to prevent public morality from being assailed by publications of this type. There were two points to be considered concerning the suppression of this traffic: (1) the preventive laws of each country and (2) the way in which these laws were carried out. Usually such laws were insufficient to withstand the flood of obscene publications. As would be seen from the annex to the report of the Union, the replies received to the questionnaire sent out had made it possible to group the countries which were endeavouring to suppress obscene publications in three categories. The first category included countries whose laws directed against obscene publications had been reinforced during the last years (France, Austria, Italy, Canada); the second category, countries whose existing laws were not sufficient in application (Switzerland, the Netherlands); the third category, countries whose laws are a dead letter (Argentina, Hungary, Poland, Spain).

In all this work the influence of the International Catholic Women's Union had been of considerable effect. Numerous centres had been created with libraries from which all pornographic literature was excluded, and these were used by a large number of people and were much appreciated.

Austria, Belgium, Spain, Poland and Switzerland had declared that they found it almost impossible to fight against the flood of foreign obscene publications. It often happened that printers, compositors and officials could not understand the foreign languages in which these pornographic works were printed.

With reference to the repatriation of foreign prostitutes, certain countries, such as Canada, Italy and Austria, took measures that prevented the entry of undesirables. In Canada, very strict guard was kept along the frontier between Canada and the United States. Italy and Austria refused to accept foreign prostitutes at all in their official houses of prostitution. The International Catholic Union had been at pains to facilitate the return of foreign prostitutes from those countries that accepted them and to see that they arrived safely in their home country. The majority of countries (the Netherlands, Austria, etc.) repatriated their foreign prostitutes, not under the heading of prostitutes, but as vagabonds not having the means of subsistence. Some countries (such as the Netherlands and Hungary) did not consider prostitution as a crime.

In connection with the proposed extension of the Enquiry of Experts to the Far and Near East, it seemed to the International Catholic Women's Union that Catholic missionaries might be of great use to the experts, since they understood the life of oriental countries and were accustomed to the climate and the native languages. The experts would certainly find such missionaries of considerable assistance to them in their difficult task of investigating the habits and social conditions of races so vastly different from their own.

The CHAIRMAN pointed out that some of Mlle. Lavielle's statements covered items that would be dealt with later in the agenda.

Professor CONTI (Italy) said that the conception of penalties had recently been widened, both in practice and in theory. The critical moment came on the discharge of female prisoners, and it was then that it was so necessary for welfare work to be undertaken, which work would devolve on the State if no private association was prepared to carry it out. Police supervision must be forthcoming for dangerous persons after the expiration of the sentence, but for those who had received sufficient punishment when in prison it was necessary to provide assistance. There was only one way to deal with fallen women and that was the "motherly method", and he was glad to see that this was the method employed by the International Catholic Women's Union.

M. MAUS (Belgium) insisted that there must be close connection between the old and new Committees of experts which were going to extend their work to deal with the Far and Near East. The circumstances involved were so widely different that it was very necessary that the Committee should be composed of people who were well acquainted with the East; and it was certain that Catholic and Protestant missionaries who had been living there for a long time would be of considerable value in such a work.

M. AMADOR (Spain) said that he had several questions to ask which he would reserve for later in the agenda.

Mlle. LAVIELLE mentioned that when enquiries were made by the Institution for the Moral Rehabilitation of Women, a hundred centres in Italy had sent most interesting circulars in reply.

Mr. HARRIS (Great Britain) pointed out that the scope of the report seemed to be extremely wide. The International Catholic Women's Union seemed to deal with certain subjects that hardly

concerned the present Committee at all. He thought that the question of women prisoners came outside the scope of the Committee, although it certainly figured on the agenda.

He asked what difference there was between the International Union of Catholic Women's Associations and the "Association catholique internationale des Œuvres de protection de la jeune fille" and how far they co-operated in practice.

Mlle. LAVIELLE replied that the "Association catholique internationale des Œuvres de protection de la jeune fille" was thirty years old, whereas the International Union of Catholic Women's Associations was a much younger body. The two Associations were on very good terms and collaborated whenever an occasion offered.

Dr. Estrid HEIN (Denmark) drew attention to the passage on page 5 of the report, which said that distinction should be made between :

"(1) Causes which, by a violation of natural laws, have brought upon the descendant the results of the sins of her ancestor (atavism) ; and (2) causes which sociologists, doctors and social workers unanimously consider as due to modern conditions."

This hardly seemed a scientific distinction. She personally remembered information gathered by a Danish Committee of which, she had been a member, that individuals who were morally insane could be divided into two types : (1) where the individual alone was insane, and (2) where the insanity was hereditary. The term "sins of her ancestors" depended entirely on casual combinations of dominant or recessive qualities in the parents of the person in question, and the laws that governed such combinations must be left to private conviction.

FIFTH MEETING

Held on Friday, April 4th, 1930, at 10 a.m.

Chairman: M. Ito (Japan).

252. Examination of Reports from Voluntary Organisations (continuation).

E. REPORT OF THE JEWISH ASSOCIATION FOR THE PROTECTION OF GIRLS AND WOMEN, FOR 1929.

In presenting his report (Annex 7), Mr. COHEN said that he had made it as brief as possible. It would be noticed that very little was said about the preventive and protective work carried out by the Association and its co-operating Committees in other countries. He could, however, assure the Committee that the work was being carried on, and that its effectiveness had increased.

The Association still took an active share, so far as it could, in all proposals for the amendment or promotion of legislation in Great Britain and in advising its co-operating committees abroad with regard to such legislation.

The European countries were not mentioned in detail, except when there was something special to report. Work in Europe was, however, being carried out as far as circumstances allowed. As he had said on the previous day, the existing economic conditions presented the main difficulty.

He wished to draw attention to the great help and co-operation he had received from the authorities, particularly in Poland, and also to some extent in South America, in the practical work of fighting the traffic.

Taken in conjunction with the report of the International Bureau, his report compensated to some extent for the absence of governmental reports from South America, Egypt, Mexico, Turkey and elsewhere. He hoped that some means of persuasion might be used to induce countries to send reports. They were making a great mistake in not doing so, though he was of the opinion that it was not due to indifference.

The Association's agents in the various countries had carried out their work in a most energetic and satisfactory manner. Their activity in Buenos Aires had been the means of diverting the traffic to Montevideo. He could quote many cases in which girls found as victims of the traffic had been brought into the country through the latter port and smuggled across the frontier into the Argentine. If all the organisations concerned were in a position to provide the necessary workers at the various ports, it would be a really effective blow to the traffic.

Steps had already been taken to form in Montevideo a Committee similar to the Buenos Aires Committee, and it had been working since October 1st, 1929. A Committee had also

been established at Rio de Janeiro with a very satisfactory worker. He had just received a letter from Rio de Janeiro reporting the case of a girl coming from Europe to Buenos Aires to join her fiancé; she had become acquainted with a fellow passenger, a Portuguese, *en route* who had persuaded her to accompany him on leaving the boat. The Association's worker followed the girl and was successful in having her sent back to the boat, where she was put in charge of the purser so that she might complete her journey to Buenos Aires. The Portuguese was arrested. If all the work at Rio de Janeiro were carried out in that manner, it would become as difficult for traffickers to work at that port as it was for them to work at Buenos Aires.

He was himself going out to South America in a few weeks' time with the idea of consolidating the work, strengthening the organisations, and interesting the people of his own community who resided in South American towns, particularly in the ports. He hoped that it would also be possible to interest some of the officials.

In regard to Europe, he would mention the remarkably good work done in Poland, particularly by the Warsaw and Lodz Committees. A great many of the cases concerned the wives and children of men who had emigrated. In many such cases both the women and children had unfortunately taken to an immoral life as being the easiest, if not the only, way out of their difficulties. The Association had been successful, both in Poland and in other countries, in rehabilitating some of the women and looking after the children. It was, however, a heavy responsibility, besides being very expensive. He hoped that the Committee would consider whether steps could not be taken to deal with the question of maintenance and alimony for women and children left behind by emigrants; or preferably whether restrictions could not be placed upon men leaving their country which would prevent women and children from being abandoned. He was aware that the Child Welfare Committee was dealing with one aspect of the matter, but, in his opinion, the main aspect was that the mother who was left behind should be in a position to look after her children, and that the man should be made absolutely responsible for them until they were able to take care of themselves.

The Polish Committees were in the closest touch with the Polish authorities, and the close connection existing between the Jewish Association and the Polish Committees had had a remarkably good effect. At the Central Bureau in London, Mr. Cohen received information from all parts of the world, particularly in regard to South America. It was fortunate that he was able to send full information directly to the Warsaw Committee.

He was in the closest touch with the Polish consuls in most countries, and had received from them valuable help, assistance and information. He hoped to be able to avail himself of their co-operation when he visited South America.

He wished to draw attention to the lack of information in regard to Mexico, apart from the report of the Body of Experts, for which no corroborative evidence had been received. An investigation into conditions in Mexico — on an even larger scale than that made by the Body of Experts — would repay the League from the point of view of the information which might be obtained. Still more desirable, however, would it be to obtain Mexico's co-operation.

An endeavour should be made to harass the traffickers from place to place, for, until an effective standard of legislation and a reliable standard of police methods could be introduced in the different countries, that was one of the most effective means of dealing with the traffic.

He also wished to call attention to the report on Constantinople. He had himself visited the Galata quarter in 1914 and had seen the most horrible sights. He was now informed by his correspondent that practically no cases of the traffic were known to him in Constantinople and that the Galata district was quite clean. Constantinople had always been looked upon as a centre for the distribution of victims of the traffic coming from South Russia and from other ports in the Black Sea, and the present situation was most satisfactory.

Mr. Cohen would add that, in addition to anti-traffic work, his Association was greatly interested in the protection of migrants. It was working in the closest co-operation with another big Jewish organisation which made the protection of migrants and their colonisation a special part of its work.

Mr. HARRIS (Great Britain) asked whether Mr. Cohen or the Polish representative could give any further particulars in regard to the case which was being investigated in Warsaw (page 4 of the report).

Mr. COHEN said that it would perhaps be unwise to give a fuller report, because the case was still *sub judice*. Several people had been arrested, both in Poland and in the United States, and the matter was being investigated. There was not, as yet, much evidence that it was concerned with the traffic, but he was awaiting the result of the trial.

M. CHODZKO (Poland) congratulated Mr. Cohen on his very interesting report. He regretted that so many of the cases with which the Association had to deal originated in Poland. The Polish National Committee was anxious to increase its co-operation with the Association in London, and he hoped that, as a result, the existing state of affairs would be improved. The Jewish Association at Warsaw to which Mr. Cohen had referred was closely co-operating with the National Committee, and he desired to pay a tribute to its excellent work.

He had not received all the reports mentioned, above all, those of Vilna and Bialystock and would be glad if Mr. Cohen could give him copies.

He wished specially to thank Mr. Cohen for mentioning the activity of the Polish authorities and of the consuls abroad. That activity was not as yet quite perfect, but he hoped that it would improve, and would be carried on in conformity with the needs of the problem.

In view of the sympathy for Poland which Mr. Cohen had shown, he would venture to ask him to make a correction in the following passage which appeared in his report :

“ This is particularly the case with some of the Committees in Poland, and it is greatly to their credit that they have been able to withstand the serious economic crises which have befallen the Jewish communities in that country. ”

It was true that the Jewish communities in Poland had passed through a very difficult time, both before the war and afterwards, but the distress was not peculiar to the Jews. Every community in Poland had suffered, particularly during the grave economic crises of 1924, 1925 and 1926.

In 1927, 1928 and 1929, however, there had been a continuous improvement, and the Jewish population had profited from it. In view of that explanation, he did not think it necessary that particular attention should be called to the matter in the report seeing that the whole country had suffered.

Mr. COHEN assured Dr. Chodzko that his Association desired to work in the closest co-operation with the Polish National Committee. He hoped to have an opportunity of discussing the question of direct contact when he was in Warsaw in October. The Committees working in other places, such as Bialystock, Vilna, Cracow and Lwów, were mainly engaged in preventive and rescue work and he hoped to discuss that work also in October.

He was glad to hear that there had been an improvement in the economic situation of the Jewish people in Poland. He was afraid, however, that it was only relative, for conditions were still very bad.

The statement to which M. Chodzko had called attention was not intended in any way to reflect on Poland, but merely to suggest that the Committees had done their best in the face of difficulties.

F. REPORT OF THE INTERNATIONAL WOMEN'S ASSOCIATIONS, FOR 1929.

Mme. AVRIL DE SAINTE-CROIX presented and commented on her reports (Annexes 8 and 8a). She wished to draw particular attention to the work of the Young Women's Christian Association, through which organisation it had been possible to penetrate into many countries, especially in the Far East.

The International Alliance for Women's Suffrage, during its congress at Berlin, had sent a message to M. Albert Thomas, Director of the International Labour Office, asking him to see that any resolutions taken at the Conference for the Protection of Seamen should be in harmony with the work of the Traffic in Women and Children Committee. A protest was also made against the proposal that a certain class of women in the various seaports should be subjected to medical inspection.

As regards Germany, the Women's Associations had laid great stress on the effective results obtained in fighting the traffic, which had almost entirely disappeared. They had expressed regret that nothing had been done to improve the position regarding the age-limit during the 1921 Conference.

The National Council of Austrian Women regretted that it was unable to report any appreciable progress. Any progress made had been due to the campaign against venereal diseases.

She wished to call particular attention to the anti-venereal disease work being done in New South Wales by the Women's Associations. It was a matter for congratulation that this question was being tackled from the medical aspect, in view of the fact that the objection usually raised to the suppression of regulation was that it might have an adverse effect upon the standard of public health. If the position were to be improved, it was essential to provide free treatment for both sexes. The system of setting up special dispensaries staffed by women had proved excellent.

Only one country had stated that there was nothing to report, and she would like to congratulate Denmark on being in such a happy position.

She would call particular attention to the report for the United States of America. It should be observed that although the United States had not signed the Convention on Obscene Publications, it had been very active in dealing with the matter. The laws relating to *soulteneurs* varied in the different States, and Mme. Avril de Sainte-Croix believed that in some States there were still vestiges of the system of regulation. The matter was being watched carefully by the National Council of American Women.

Turning to the work of the Women's Associations in France, Mme. Avril de Sainte-Croix said that, if the question of the circular issued by the Ministry for the Interior and the Ministry for Health had not been raised by Mme. Curchod-Secrétan and Mr. Cohen, she would not have referred to it, since it was still the subject of correspondence between the authorities concerned and the National Council of French Women.

On her return from the Geneva Assembly in 1929, Mme. Avril de Sainte-Croix had sent to the Ministers concerned a protest against the circular, which appeared to the Associations to aggravate the existing position by depriving the mayors of their autonomy on the one hand and by making obligatory the registration of all women engaged in prostitution on the other. No reply to the protest had been received from the Ministry of the Interior, but the Minister of Health had replied that he regretted the emotion caused by the circular. It had not been intended to aggravate the present position and he had stated that reference to the circulars of 1919 and 1922 would prove that the regulations there laid down were much more dangerous. At that time, matters were left entirely to the police, and the representatives of health organisations were not entitled to enter licensed houses in order to see whether the rules were enforced. The circular substituted for police supervision by the health authorities, and the measures laid down in the circular were a step forward in the suppression of regulation and not a step backward, as the Women's Association believed it to be. The Ministry added that it would be glad to have suggestions regarding modifications which it was desired to make in the circular.

Owing to the ministerial crisis which had then occurred, the Associations had been unable to continue their negotiations, but she hoped again to re-open the matter on her return to Paris.

The Associations had pointed out the danger of substituting central for communal authorities in this field since it might happen that, although a mayor felt a house of prostitution to be undesirable, he would nevertheless be compelled by the Prefect to maintain it, or even to create a new house. A reply had been received to the effect that that was not the case, and that the mayor would certainly be free to act in any way he considered desirable. The letter concluded by stating that there was no intention of consolidating a regime which it was desired to abolish.

With regard to the Committee which had gone to Alsace to investigate the effect of the closing of the licensed houses in Strasburg, very careful enquiry had been made, not only from the authorities responsible for public health, but from those responsible for public order, the military authorities and the prefects. The Committee found that none of the disorderly scenes which had been predicted had in fact occurred. It had noted that, if some cinemas and dancing halls had been opened, there was nothing extraordinary in that fact, as there was a tendency for the number of dancing halls to increase everywhere.

She herself had particularly asked the Commissioner of Police whether there were secluded premises at the back of the dancing halls, but he had told her most definitely that that was not the case. As regards the attitude of prostitutes on the streets, it was no worse than before. In fact the number had decreased, for the German prostitutes from the licensed houses had gone to their own country, and the remainder consisted of a few Alsatian women, and a number of prostitutes from the interior of France.

The Committee had also discussed the question of venereal disease with the Director of the Civil Clinic which dealt with the matter. He had stated that at first he had been very much alarmed at the proposal to close down the houses, and had asked the authorities whether he might expect an increase in the number of his patients. Subsequently, however, he had found that he had been mistaken, for venereal disease had become less prevalent. It was true that, in 1926, there had been a slight increase, but an upward curve had been noted for the whole of France, and by 1928 there was a decrease. In 1929, the standard of health was better than it had ever been before.

The military authorities in the garrison town of Strasburg had agreed that that was the case. As far as secondary cases were concerned, the position was much the same as before, but the number of fresh notifications had decreased, especially among recruits, since the closing of the licensed houses; there had only been five during the past year.

The conclusions of the Committee's report were as follows :

" In conclusion, your Committee unanimously affirms that the closing of the licensed houses in Strasburg, though it at first coincided with a marked increase of syphilis in the town, was followed by a record decrease in the registration of venereal disease in general, and of primary syphilis in particular, during the past two years. It considers that the principal reasons for the increase and the eventual decrease are to be found mainly in the results of the general anti-venereal campaign and in the general economic conditions existing in Strasburg.

" In view of the fact, however, that within four years of the closing of the houses, the decrease of venereal diseases in Strasburg is such that it can be stated, without fear of contradiction, that cases have never been so rare as in 1929, your Committee considers that, from all the evidence offered, the closing of the houses has had no harmful effect on the state of health of the town, and has, rather, tended to diminish the importance of the increase in 1926-27 and to increase the importance of the decrease in 1928-29.

" Your Committee also notes that the closing of the houses has not led to any appreciable alteration in the development or diminution of clandestine prostitution."

Mme. Avril de Sainte-Croix wished to pay a tribute to the author of the report, Dr. Cavaillon, who had had the courage to say frankly what the results had been.

The new Minister of the Merchant Marine had been approached with regard to passenger boats, and had promised that their strict supervision upon departure would continue.

The Minister of Health had been approached regarding certain facts reported from Syria. An enquiry had been opened and she had been told that the facts were probably greatly exaggerated.

As regards Bucharest, the Women's Associations in Roumania had been very active, and she wished to express her admiration of their work.

She would not refer to Belgium, since M. Maus would be able to do so, but would merely say that the work of the Women's Associations there had continued.

Mme. Avril de Sainte-Croix drew particular attention to the paragraphs regarding China and Poland in document C.T.F.E.461 (a) (Annex 8a).

With regard to the training of women police, it was essential to act with great prudence. There had been some hesitation in introducing training courses in preparation for their work. Such courses were, however, given in Washington, New York and London, and had been extremely valuable. She wished to emphasise the importance of the services of women police, without whom it was impossible to deal adequately with the traffic.

She had recently attended a meeting in Paris, at which she had been able to persuade the representative of the Sureté générale to reconsider the position with regard to women police, and to see whether it would not be possible to organise a service in France.

She would apologise for speaking at such great length and more particularly on questions relating to France, but the matters with which she had dealt were of the greatest importance.

The CHAIRMAN observed that the questions of the circular and of the enquiry in Alsace were of very great importance to the Committee. If, however, there was no urgent reason for discussing them at once, he would suggest that they be postponed until the Committee was dealing with Item 9 of the agenda relating to the examination of laws and regulations.

M. REGNAULT (France) thought that he could perhaps give some explanations which would remove both questions from the scope of Item 9.

M. MAUS (Belgium) said that he would deal with the situation in regard to Belgium when the various matters in question were discussed.

Dr. Estrid HEIN (Denmark) thanked Mme. Avril de Sainte-Croix for her efforts in interesting women all over the world in the work of the Committee.

The Danish Women's Association had approached the Director of Police with a view to ensuring that women taken up by the police for disorderly conduct should be examined by a woman doctor. In view, however, of the present position of the law, examination by a woman doctor should only take place in cases where a court had decided upon the examination, if the woman desired it. The request of the Danish Women's Association could therefore not be granted.

A few days before Dr. Hein had left, a meeting had been held at which a resolution was passed asking that a women's police service be formed under a woman inspector. The scheme proposed by the Danish Women's Association was of the greatest importance to the right development of the work of women police. The only vote against the resolution was that of the Chief of the Criminal Police who was, of course, a man.

Mr. HARRIS (Great Britain) wished also to thank Mme. Avril de Sainte-Croix. He agreed with Dr. Hein that it was of the greatest importance to mobilise the public opinion of women throughout the world. He had often wished that there could be a similar mobilisation of the public opinion of men, and he thought the men would be found to agree with the women. Many of the questions discussed by the Committee were moral questions on which the strong support of public opinion was essential.

He noted that the Women's Associations were taking up more strongly the question of the traffic in obscene publications. He would like to ask the meaning of the first paragraph of the report of the Women's Associations on Germany, which was not quite clear to him.

The Committee had, he felt sure, been very interested to hear Mme. Avril de Sainte-Croix's statement regarding the position in France, but he would ask M. Regnault to be good enough to postpone his remarks until the discussion of Item 9, because he believed that the German representatives, who were not yet present, would be very interested to hear them.

Mr. COHEN also congratulated Mme. Avril de Sainte-Croix on her excellent report. Her work for the welfare of women was of great influence, not only in France, but all over the world.

He would ask her to be good enough, in the final copy of her report, to make two corrections in regard to Great Britain. The first was in regard to the statement that the Women's Associations and public opinion generally were against fixing the age of consent. The fact was that they were unanimously in favour of raising the age, and that there was general agreement on the proposal contained in the report of the Departmental Committee.

on Sexual Offences against Young Persons to raise the age to seventeen years. He thought the sentence should be modified in that sense.

The second correction concerned the following statement :

“ Every constable may take into custody, without a warrant, anyone engaged in this traffic in the street, and courts of summary jurisdiction even order corporal punishment for old offenders.”

Courts of summary jurisdiction in England had no power to enforce corporal punishment which could only be given upon indictment before the assizes or the criminal court.

Miss WALL (Great Britain) said that it was true that the women's organisations in England were in favour of raising the age of consent to seventeen years. Possibly Mme. Avril de Sainte-Croix had meant that they were against fixing the age at twenty-one years in the Conventions. It might be that they had made a statement to that effect, but she had not heard of it.

With regard to the licensed houses in Hong-Kong, she was not familiar with the position there, but had before her the law for the protection of women and girls, under Section 13 of which provision was made for the closing of brothels, on complaint being made by the police. Thus, though it might be true to say that there was a larger measure of toleration than was desirable, it was definitely illegal to keep licensed houses.

In conclusion, she would congratulate Mme. Avril de Sainte-Croix very warmly on her interesting report.

Miss Wall was well aware of the work of the national women's organisations in England and knew how much they owed to the fresh life and wider outlook which Mme. Avril de Sainte-Croix brought to them.

Mme. ROMNICIANO (Roumania) said that Mme. Avril de Sainte-Croix's very accurate report supported the verbal report which she herself had made on the previous day, on the authorisation of the central police organisation and of the Roumanian Ministry of the Interior. The excellent results obtained would have been impossible but for the energetic assistance given by the Government.

Mme. AVRIL DE SAINTE-CROIX, in reply to Mr. Harris, agreed that it would be desirable to await the arrival of the German representatives before hearing M. Maus' statement.

In reply to Miss Wall, she would say that it was very difficult for her to extract information from the formidable mass of documentation sent to her by a very large number of national committees. She had simply reproduced what she had been told in regard to the raising of the age-limit. The report concerning Hong-Kong had been extracted from the report from China.

D. REPORT OF THE INTERNATIONAL UNION OF CATHOLIC WOMEN'S ASSOCIATIONS, FOR 1929 (continuation).

Mlle. LAVIELLE, in reply to a question put to her by Dr. Hein on the previous day regarding the meaning of the following passage in the report :

“ We should distinguish between (1) causes which, by a violation of natural laws, have brought upon the descendant the results of the sins of her ancestor (atavism) ; and (2) causes which sociologists, doctors and social workers unanimously consider as due to modern conditions.”

wished to explain that the difficulty which had arisen was due to the translation. The French text referred to the consequences of the irregularities of the ancestor. There was no reference to sin, and no intention of referring to it. Sin was a violation of the spiritual nature ; the report was referring to atavism as a physical difficulty. It was necessary to face the facts of the ravages caused by the violation of natural laws.

She might perhaps explain her meaning of “ violation of natural laws ” by a reference to sexual relations outside marriage, which resulted in diseases and difficulties which were not the fault of the descendants, but from which the descendants had to suffer.

Dr. Estrid HEIN (Denmark) was glad to hear the explanations just given by Mlle. Lavielle. It was true that the English text was not in accordance with the original French text. The English translation was more definite and laid greater emphasis on the moral responsibilities of the ancestor, which had not been the intention of the author, It had more particularly been the word “ sin ” in the English text which had shocked her medical conscience.

The CHAIRMAN said that the Committee had now come to the end of its discussion on the reports of the voluntary organisations. He had now only to thank them for the excellent and interesting reports which had been presented. He would not repeat what had been said in previous years, but would confine himself to expressing a hope that the voluntary organisations would display an even greater activity during the coming year.

SIXTH MEETING

Held on Friday, April 4th, 1930, at 3.15 p.m.

Chairman: M. Iro (Japan).

253. Welcome to Mr. Bascom Johnson.

The CHAIRMAN, on behalf of the Committee, welcomed Mr. Bascom Johnson, a member of the Committee of Enquiry into the Traffic, and further on its behalf, asked him to attend the meetings and follow the work of the Traffic in Women and Children Committee.

254. Circular issued by the French Ministry of the Interior regarding the Regulation of Prostitution.

M. REGNAULT (France) said that Mme. Avril de Sainte-Croix had very clearly explained the question of the circular, which had aroused considerable interest among the members of the Committee. He wished therefore to make the following explanation.

The main, perhaps the only, criticism made against the circular was that it would, in future, confer on the State the powers which, up to the present, had been declared to belong to the municipalities. Some persons had seen in this a change in the attitude of the French Government in regard to these questions. M. Regnault wished to repeat the explanations which he had already given on this point and which should allay all apprehension.

The Minister of Health, in order to prevent any further tendentious expressions of opinion, had declared that the circular had been drawn up by a purely technical service and that its sole object was to improve certain practices which had been found to be faulty and to give rise to criticism, as was indicated in the text itself. The circular had, in consequence, no general significance as regards the system of regulation. That question remained entirely as it had been before the publication of the circular. The circular dealt, in fact, with the supervision exercised over medical treatment and with the proceedings of the municipal medical authorities.

It had been maintained that the municipalities would lose all their initiative and all right to take any decision regarding the suppression by them of licensed houses, and that, in future, only the State would deal with that question. This interpretation was entirely inaccurate and tendentious, and the proof lay in the fact that, both before and after the publication of the circular, twelve municipalities, the names of which M. Regnault was prepared to give the Committee, had abolished licensed houses and that six others, among which were to be found those belonging to a number of important towns, were studying the question. M. Regnault had therefore been surprised at the fears expressed in certain abolitionist circles, since the French authorities were following this movement with the greatest interest.

He would add that it would have been preferable not to have suspected the opinions and intentions of the French Government which had been officially expressed during the course of the last session and had once more been reaffirmed. The expressions used in this connection in the various reports received by the Committee had, he thought, been especially regrettable.

The Committee would also remember, in connection with the forthcoming publication of the report on the enquiry regarding the suppression of licensed houses in Strasburg, the entire impartiality of the French authorities in regard to this grave problem. This question had been made the object of a close scientific study. The practical way in which the enquiry had been carried out showed that the French Government, together, probably, with other Governments which still tolerated the system of licensed houses, had no prejudice in the matter, and that it was studying the question with the sole object of taking a decision when it had obtained full knowledge of the facts. His Government was sure that the voluntary organisations would, by influencing public opinion, continue to give their sympathetic and devoted support in connection with this question.

255. Examination of the Annual Report for 1929 prepared by the International Labour Office.

Mr. JOHNSTON recalled that the Committee had, at its last session, expressed the desire to receive from the International Labour Office a report on those aspects of its work of interest to the Committee.

The report was before the Committee (Annex 9) — and it would be seen that it dealt with three questions.

In the first place, Mr. Johnston was happy to report the satisfactory liquidation of the difficulties which had arisen in connection with the recommendations of the Sub-Committee of the Joint Maritime Commission regarding the medical control of women in ports. Reference had been made to this question by several speakers, including Mme. Avril de Sainte-Croix and Mr. Sempkins. The International Labour Office had received a number of comments from the various voluntary organisations including the International Bureau, and had given them careful consideration. It had reached the conclusion that it would not be desirable

to consult Governments concerning the medical control of women in ports. It would, however, point out that the report of the Sub-Committee in question had been a preparatory document prepared on its own responsibility. The International Labour Office had, however, definitely taken the responsibility of recommending that the Conference should not consult Governments on the matter. The Conference had agreed with this view, and no reference had been made to the medical control of women. This action, he thought, had completely satisfied the Committee.

In connection with the welfare of seamen in ports, a questionnaire had been sent out containing the following questions, which might be of interest to the Traffic in Women and Children Committee :

“ 4. Is it desirable to provide for the adoption of legislative measures or regulations embodying, among others, the following measures, account being taken of national and local conditions :

“ (c) Prohibition of the employment of attendants of both sexes in public houses under a certain age (what age do you propose ?)

“ 6. Should provision be made for measures to protect the health of seamen, and in particular for the following :

“ (a) Prohibition of soliciting and enticing seamen in the harbour area ? ”

Replies to this questionnaire would be included in a Blue Report which would be submitted to the International Labour Conference in 1931. Copies of that report would be available for members of the Committee.

There was also a question concerning the protection of young women artistes touring abroad in music-halls. Two documents had been prepared by the International Labour Office on this point and these had been communicated to the Secretariat. The Advisory Committee on professional workers had considered, in December 1929, the question of discovering employment for theatrical artistes. As, however, the whole question would be discussed by the Traffic in Women and Children Committee under another item of its agenda, Mr. Johnston would not make any further reference to it at the moment.

Finally, the Governing Body of the International Labour Office had placed on the agenda of the Conference for 1931 the question of the age for the admission of children to employment in non-industrial undertakings. The Conference would be called upon to extend the scope of the Convention on child labour to occupations of a non-industrial kind, including, for example, the employment of children in public entertainments, whether as performers or programme sellers, or their employment in bars, etc. The question was still in the preparatory stage, and would be fully discussed by the Conference in 1931.

M. AMADOR (Spain) thanked and congratulated Mr. Johnston on his report. He would remind the Committee of a report circulated in 1929 (document C.T.F.E.452) by the Marquis de Guad-el-Jelu, from which the following passage might be of interest :

“ On account of my connection with the League Traffic in Women and Children Committee and my personal work in certain Spanish official and private institutions for the abolition of social evils, I was bound to take part in the Committee's proceedings from the outset and to advocate certain measures, which I will now summarise :

“ The encouragement of existing hostels and homes for seamen, especially those that have been set up by countries for the benefit of their own seamen in foreign ports ;

“ Effective supervision of private hotels ; measures to encourage private institutions for the protection of seamen ;

“ The absolute necessity of paying heed, in matters relating to prostitution, venereal disease, and the campaign against narcotics, to the conventions, publications, and principles of the competent international organisations under the League of Nations ;

“ The necessity of adhering to the central principle of the League and treating women as the equals of men, both as regards their representation in the League Organisations and as a general principle ;

“ The impossibility of dealing with questions directly affecting women when women are not represented at the Conference ;

“ The taking of further measures against alcoholism ;

“ Educative propaganda against the use of narcotics by sailors ;

“ The inexpediency at the present juncture of drawing up regulations regarding the employment of female attendants, as this point was not on the Conference's agenda ;

“ The fixing of an equal age-limit for both sexes, if this is felt to be necessary ;

“ The acceptance of the proposal that propaganda making known the dangers attending venereal and other diseases, and pointing out the necessity of receiving attention and the available facilities for such attention, should, if possible, be

carried on jointly with the appropriate branches of the voluntary organisations referred to in the League Covenant and the technical organisations with which they work ;

“ The acceptance of the idea of organising prophylaxis and free and accessible treatment for venereal diseases as provided for by the Brussels Agreement of 1924, and extending this Agreement to as many countries as possible ;

“ The danger of discussing the problem of prostitution at these Conferences on account of the prejudices likely to be aroused in any such discussion when the members of the Conference have not made a special study of the problem.”

Mr. HARRIS (Great Britain) said that at its last session the question of the welfare of seamen in ports had given rise to considerable anxiety on the part of the Committee. The report now before it showed that its intervention had been timely. He proposed that, in its report to the Council, the Committee should express its satisfaction at the successful termination of the matter.

Mr. SEMPKINS drew the Committee's attention to a remarkable coincidence. The questionnaire referred to by Mr. Johnston in his report was very similar, in so far as the suggestion relating to the employment of young persons for the sale of alcoholic liquor were concerned, to a resolution adopted in the previous year at Geneva by the Conference of the International Bureau. When that resolution had been adopted, no one, so far as he was aware, had known that similar action was being taken by the International Labour Office. This showed that two independent bodies had both suggested the same solution, which in all probability meant that they were both proceeding upon the right lines.

Dr. Estrid HEIN (Denmark) thought the report of the Marquis de Guad-el-Jelu was of great interest. She wished to thank him for his work during the conference of the International Labour Organisation and would also thank the International Labour Office.

The proposal of Mr. Harris was adopted.

The CHAIRMAN, on behalf of the Committee, thanked Mr. Johnston, from whom the Committee hoped to receive a similar report next year.

256. Question of the Elimination of the Age-limit of Twenty-one Years from the Convention of 1910 as amended by the Convention of 1921.

Mlle. DE ROMER (Secretariat) said that the documents before the Committee (documents C.T.F.E.467, 467(a) and 467(b)) gave a full account of the present situation. Fourteen countries were in favour of the elimination of the age of twenty-one years. Further replies had recently been received, particularly that from Italy. It should be pointed out that several countries desired the age-limit to be eliminated only in regard to cases of international traffic and not in regard to internal traffic.

Professor CONTRI (Italy) said that this matter was of great interest to his own country. In Italian legislation, the offence of trafficking had hitherto been regarded only as an aggravated circumstance accompanying the crime of procuring (*proxenetisme*). Cases of procuring, when accompanied by traffic, were more severely punished than ordinary cases. In the new code which had been drafted during the year 1929, trafficking was now defined as a separate offence. In consequence, Articles 1 and 2 of the Convention of 1910 would be modified in Italian legislation and all reference to an age-limit removed.

The Italian Government had carefully considered the proposal to eliminate the age of twenty-one years from the Convention of 1921, and had finally come to the conclusion that it was in favour of such elimination, despite the difficulties caused, mainly by the fact that a number of States had made important reservations. It should be fully understood, however, that the Italian Government could only consent to the elimination of the age of twenty-one years provided that the two following conditions were fulfilled. In the first place, elimination must not be taken to mean that the offence of trafficking in minors was considered to be less serious an offence than that of trafficking in women in general, whether minors or majors. This distinction must be made, and States should still punish the crime of trafficking in minors more severely than that of trafficking in majors.

Secondly, it should be quite understood, in connection with the elimination of the age-limit of twenty-one years that the age-limit differed in the various countries and was regulated by the civil legislation. The age-limit, therefore, in the Convention must be that laid down in the internal legislation of the various countries parties to it. This should be made quite clear, and to do so would involve an amendment in Article 5 of the Convention of 1921.

Mr. HARRIS (Great Britain) thought that there were two reasons why the age-limit of twenty-one years should be eliminated from the Convention.

In the first place, girls over twenty-one years deserved as much protection as girls under that age. In the second place, evidence of a very striking kind had been put before the Committee that the fixing of an age-limit led to the falsification of ages in order to remove the protection of the Convention.

The change proposed would probably mean the amendment of Articles 1 and 2 of the Convention of 1910. While, therefore, the British Government was in favour of the elimination of the age-limit of twenty-one years, it thought that no immediate steps should be taken because Governments might have some difficulty in immediately amending both Conventions. Another and stronger reason lay in the fact that it was to be hoped that the Convention of 1921 might be still further amended and improved. It might prove possible, for example, to include a provision covering the abolition of the licensed house. It would be better, therefore, to await a favourable moment for entirely overhauling the Conventions rather than to press immediately for an amendment of any one of the articles. He would, therefore, propose the following draft 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 twenty-one years from the Convention of 1910, and is inclined to the view that in due course the age of twenty-one should be omitted, and that Articles 1 and 2 of the Convention should be amended and consolidated.

“ Before, however, making any definite proposals for the amendment of the Convention, the Committee would prefer to wait until other matters connected with the traffic in women are ripe for international agreement. ”

Mr. SEMPKINS said that his Organisation had never changed its view that there should be no age-limit whatever and that traffickers should be punished for trafficking in women of any age. He agreed, however, with Professor Conti that a distinction should be made in respect of the gravity of the crime, and that trafficking in minors should be more severely punished than trafficking in women of mature years. The age-limit of twenty-one years had originally been adopted in order to cover as many persons as possible. He thought that, when altering the Convention, it would be quite easy to introduce a provision whereby Governments would agree to punish trafficking in minors more severely than trafficking in majors, it being understood that the age-limit adopted must be that in force in the different countries parties to the Convention.

The CHAIRMAN pointed out that the matter had been very carefully discussed by the Committee at its previous session. It had two broad aspects, and at the moment the Committee was only dealing with one of them, the elimination of the age-limit of twenty-one. Professor Conti had raised another question concerning the different penalties to be imposed in cases of traffic in minors or majors. He urged the Committee to keep strictly to the agenda and discuss only the elimination of the age-limit.

Mme. ROMNICIANO (Roumania) was in favour of the elimination of the age-limit, for the Roumanian Penal Code 1923 laid down the age-limit in different cases as sixteen years, and even less, in certain provinces.

Mr. COHEN said that, when the matter of the elimination of the age-limit of twenty-one years had first been brought up, he had never thought that the Committee would reach so favourable a position. He quite agreed with the Chairman that the discussion should be strictly limited. Now that Roumania had declared her opinion, there were fifteen countries in favour of elimination without reservations, two countries in favour of elimination with reservations, and one country definitely against.

He expressed his agreement with Mr. Harris's draft resolution, but he thought that, if it were adopted, the fact that the matter would not figure on the agenda for the next session might lead to its being forgotten altogether. He suggested that the following passage should be added to the last paragraph of the resolution :

“ . . . and requests the Secretariat to continue to obtain replies from those countries that have not yet replied and report to the next session of the Committee with a view to further action being recommended. ”

In addition, the matter would be raised at the Warsaw Congress.

Mr. Cohen even saw no difficulty in meeting the Italian point of view. At the moment, the Committee was only dealing with the elimination of the age-limit, but it would be easy to add something later concerning minors.

M. MAUS (Belgium) said that, as Belgium had not yet expressed an official opinion on the question of the elimination of the age-limit, all he was able to do was to lay his own personal opinion before the Committee. He certainly hoped that all Governments would reply in favour of elimination, but he pointed out that it was very probable that certain difficulties would arise. Article 1 of the 1910 International Convention read as follows :

“ Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl under age for immoral purposes, shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.”

If the age-limit were done away with, the effect would be that those people who ran licensed houses and those who recruited women for such houses would become subject to legal penalties. This would be a very difficult situation for countries where such houses existed, and especially for Belgium, where the autonomy of the communes was highly developed.

It would of course be possible to add a proviso to the resolution to the effect that the elimination of the age-limit would be operative only in the case of international trafficking, but he thought that that would be an unfortunate step to take and he did not really advise it. It would be a retrograde step, for the Convention referred to national as well as international traffic. The two were closely connected.

Dr. Estrid HEIN (Denmark) had been unable as yet to secure a definite answer from her country. A new penal code was about to come into force in Denmark, paragraph 227 of which read as follows :

“ A person who, for purposes of gain, induces any person to illicit intercourse with others, or prevents anyone from giving up prostitution, is punishable with imprisonment up to four years.”

It should be noticed that there was no mention of age.

“ . . . a person who assists another person in leaving the country with the aim of carrying on prostitution in a foreign country, is punishable when the person is below twenty-one years of age, or without knowledge of the aim of the journey.”

Dr. Hein explained that the age-limit of twenty-one had been included in order to bring the penal code into conformity with the Convention.

Paragraph 228 read as follows :

“ A person who habitually promotes illicit intercourse as a go-between is punishable by imprisonment up to three years.”

It should be noticed that this paragraph did not mention the age-limit.

Dr. Hein wished to ask Mme. Romnicioano about the age-limit of sixteen in Roumania. Was it the intention of Roumania to do away altogether with the age-limit, as the age of consent was so low ?

Mme. Romnicioano (Roumania) explained that, as the 1923 Roumanian Penal Code referred to an age-limit of sixteen years or less, the Roumanian Government was consequently not opposed to the elimination of the age-limit of twenty-one.

Professor CONTI (Italy) said that he had not changed his opinion. He was prepared to accept the indefinite protection of women of all ages ; but he emphasised the fact that the Committee was dealing with an international criminal offence and he preferred to fall in with Mr. Harris's suggestion that the question should be adjourned. It was all very well for the Committee to eliminate the age-limit but it was not composed of diplomatic agents and must have a definite scheme before it if the matter were to be carried out successfully. It was of the utmost importance that adequate protection should be afforded to minors, and the Committee must take into account what the effects of such an elimination would be in the case of both women and children. If States were willing to agree to relinquish a portion of their sovereignty (as was the inevitable result of every new Convention), they must also be allowed to lay down criteria and to take into consideration the special conditions affecting their own countries. It was unjust to fix an international age for minors, since social and climatic conditions tended to alter this age in different countries.

Professor Conti said that he had drawn up a scheme to modify the Convention which would be quite easy to carry out and could be discussed at some time in the future.

Count CARTON DE WIART (Belgium) said that, in order to amend the 1921 Convention, which, in its turn, had modified the 1910 Convention, it would be necessary to convene an international Conference. The Committee ought not to propose such a step hastily, for it was necessary to guard against the conclusion, without a definite reason, of international conventions which were signed but not ratified and so remained useless. As a matter of fact, a Committee would shortly be meeting at Geneva to lift a large number of conventions out of their present state of lethargy.

The mere elimination of the age-limit would clearly give rise to serious objections. M. Maus had recalled the way in which Article 1 of the Convention of 1910 had been drafted. Could it be said, in those countries where licensed houses were authorised, that the occupants of those houses were always the victims of threats or violence ? Certainly not. If the age-limit were suppressed, the fact of keeping such a house would constitute an offence. Count Carton de Wiart did not think that all countries would be prepared to go so far in their internal legislation.

He would venture to suggest that a drafting committee should be appointed composed of Professor Conti, Mr. Harris, M. Maus and Mr. Cohen, in order to draw up a text which would express the feelings of the Committee.

Mme. CURCHOD-SECRETAN asked if Switzerland was not one of the countries in favour of elimination. She recalled that, a few years previously, Switzerland had abolished the age-limit without any ill-effects.

M. CHODZKO (Poland) quoted from the Polish Decree of July 29th, 1927, which had been incorporated as an addendum in the new Polish Penal Code :

" *Paragraph 1.* — Any person inciting or inducing another person to become a professional prostitute shall be sentenced, as for a misdemeanour, to close confinement for not more than one year. If the offence was committed for profit, the offender shall be sentenced, as for a crime, to imprisonment for from one to five years."

He pointed out that no age-limit was mentioned in this paragraph.

" *Paragraph 2.* — The offence contemplated in paragraph 1 shall constitute a crime punishable with penal servitude for from five to ten years : (1) If the victim of the offence is under the age of 21 years"

He pointed out that that paragraph dealt with minors and provided a heavier penalty for the offence.

" *Paragraph 3.* — Any person who, in committing the offence referred to in paragraph 1, incites another person to leave the territory of the State or abducts another person from the said territory shall be sentenced, as for a misdemeanour, to close confinement for not more than three years."

That paragraph dealt with the international traffic.

" *Paragraph 7.* — Any person convicted of offences covered by paragraphs 1 to 5 of the Penal Code may be sentenced to a fine of from 150 to 50,000 zlotys in addition to imprisonment."

The question of the age-limit had therefore been finally settled so far as Poland was concerned.

The CHAIRMAN said that, if there were many objections to the text of the draft resolution proposed by Mr. Harris and amended by Mr. Cohen, he would refer it to a drafting committee. If there were no objections of great importance, he thought that the Committee might modify the text if necessary.

M. AMADOR (Spain) declared himself in favour of the resolution. The new Penal Code in Spain had already been modified in the same way as the new Polish Penal Code.

Dr. Estrid HEIN (Denmark) was afraid she would have to abstain from voting because her Government had adopted no definite attitude in the matter.

M. CHODZKO (Poland) declared himself in favour of the resolution.

Count CARTON DE WIART (Belgium) thought that Mr. Cohen's proposal would form a good basis for a resolution. He pointed out that the elimination of the age-limit would not only involve the Convention of 1910 and 1921 but also that of 1904.

He thought it would be unwise to ignore the objections that had been raised by M. Maus and suggested that Mr. Cohen's proposal should be referred to a drafting committee.

Professor CONTI (Italy) said he would like further time to reflect on the matter.

Mme. ROMNICIANO (Roumania) was in favour of referring the text of the draft resolution to a drafting committee for revision.

The CHAIRMAN suggested that a drafting committee should be formed consisting of Mr. HARRIS, Mr. COHEN, Professor CONTI and M. MAUS.

This proposal was adopted.

257. Punishment of Persons who live on the Immoral Earnings of Women : Appointment of a Sub-Committee.

The CHAIRMAN pointed out that this question had been studied at the last session. It was the duty of the Committee to consider the resolution proposed by the Fifth Committee to the Assembly and which read as follows :

" the Fifth Committee recommends that a sub-committee of the Traffic in Women and Children Committee be set up to study the question. "

As the resolution constituted a definite recommendation, it was the task of the Committee to set up the sub-committee in question.

Dr. Estrid HEIN (Denmark) asked if the sub-committee would be composed of jurists, or of experts, or of members of the present Committee.

The CHAIRMAN said that its composition had not been defined. All that was necessary was that it should be a sub-committee of the Traffic in Women and Children Committee.

Count CARTON DE WIART (Belgium) thought that the Legal Sub-Committee should be enlarged for the study of such a question. The sub-committee would have to examine delicate

subjects, such as the possibility of corporal punishment. He proposed that the Legal Sub-Committee should include some representatives of the police and of penitentiaries.

The CHAIRMAN asked if the Committee wished to have a general discussion on the question or to appoint the sub-committee immediately.

Professor CONTI (Italy) approved of the idea that a sub-committee should study the problem of *souteneurs*. In Italy the new penal code had defined the action of *souteneurs* as the exploitation of prostitutes. He agreed with Count Carton de Wiart that such a sub-committee should not only contain jurists but also representatives of the police and prison authorities.

M. CHODZKO (Poland) suggested that the Chairman should submit a proposed list of the members of the sub-committee to the Committee on the following day.

Mr. HARRIS (Great Britain) said that, if the Committee was in favour of setting up this sub-committee, it would be best first to define its scope and then to deal with its constitution. He considered that the Committee had enough talent among its own members to form the sub-committee, though on the police and legal sides it might be necessary to call in outside advice.

Mr. SEMPKINS asked the members of the Committee to read an article written by Dr. von Oberbeck, a Swiss jurist, which he had ventured to distribute, before discussing the matter on the following day.

Count CARTON DE WIART (Belgium) said that the reason for the creation of this sub-committee was that *souteneurs* were not sufficiently punished by existing legislation. The sub-committee should begin with this idea that more severe penalties were necessary. But what should they be? Such an enquiry was not solely within the competence of jurists.

The CHAIRMAN said that the task of the sub-committee was quite clearly indicated in the resolution proposed by the Fifth Committee to the Assembly.

M. CHODZKO (Poland) agreed with Mr. Harris that the sub-committee should be composed largely of members of the Committee, and that, if necessary, it should call in expert assistance from outside to help it in its task.

Mr. COHEN agreed with M. Chodzko. He thought it was unnecessary to discuss the scope of the sub-committee, as the report of the Fifth Committee to the Assembly emphasised the "importance of ensuring that legislation and its application should be effective in bringing the *souteneur* to justice. As a means to this end, the Fifth Committee considers it desirable that severe penalties should be inflicted on the *souteneur*." He assumed that the sub-committee would be able to study the question during the coming twelve months.

The CHAIRMAN said that the discussion had now reached the stage when a draft resolution could be drawn up by the Bureau. It would then be possible to appoint the sub-committee on the basis of the ensuing discussion.

Mr. HARRIS (Great Britain) asked the Chairman to submit a definite proposal and the names of the proposed members of the sub-committee of the Traffic in Women and Children Committee.

This proposal was adopted.

SEVENTH MEETING

Held on Saturday, April 5th, 1930, at 10.30 a.m.

Chairman: M. Iro (Japan).

The CHAIRMAN welcomed Dr. Gertrud Bäumer and Professor Jadassohn (Germany).

258. Preparation of a Collection of Laws and Regulations relating to the Traffic in Women and Children.

Dr. HABICHT (Member of the Social Section) explained the procedure which was being followed in regard to the *Collection of Laws*.

In accordance with the Committee's instructions at its last session, the Secretariat reclassified the material at its disposal and sent it to the Governments, which were asked

to complete and verify it. Ninety different legislations had been analysed and the analyses sent to the Governments; thirty-three answers had been received. One-third of the Collection was therefore complete.

The Secretariat proposed to prepare the Collection in the following form. There would first be an introduction explaining the history of the drawing up of the Collection, how the material had been arranged and how to handle it easily. Part I of the Collection would contain the International Law — the Agreement of 1904 and the Conventions of 1910 and 1921 — followed by a table showing the ratifications, signatures and adhesions to the Conventions. Part II would contain the national laws, the States being classified in alphabetical order. The Secretariat thought that it would be best not to divide them according to subjects, but to give extracts from the various penal codes, followed by particulars regarding special legislation for the suppression of the traffic, passport regulations and so on. In this way, the legislation would be presented in a chronological order, and the provisions of a penal character would be kept apart from administrative provisions.

In order to facilitate reference to the volume, it was proposed to insert before the legislation of each country a subject index (procuring, *souteneurs*, abduction and detention with a view to immorality, passports, etc.). The address of the central authority for each country would also be given as well as an indication whether the Government was or was not a party to the three international Conventions.

It was hoped that the remainder of the replies from Governments would be received in three or four months. The task of reviewing and completing the information was very great, and it was necessary to allow the Governments enough time for the work. The Secretariat proposed to send out a reminder at the beginning of June to those Governments which had not replied, in order that publication might still be begun during the present year.

The CHAIRMAN congratulated the Secretariat on having so satisfactorily carried out the Committee's instructions.

Mr. COHEN said that he had had the privilege of seeing the system which Dr. Habicht proposed to adopt. It fell entirely within the views which he had expressed as to the tabular form of the Collection. He was sure that, when it was completed, the volume would be of the very greatest value.

Mr. SEMPKINS asked whether it would be possible to interleave the volume, so that it might be kept up to date.

M. REGNAULT (France) thought the volume would be somewhat extensive. In view of the fact that the latest legislation usually modified the preceding legislation, would it not be better to take the more recent documents and to leave it to each State to give particulars regarding its legislation ?

Dr. Gertrud BÄUMER (Germany) asked whether it was proposed to give any explanations or comments on the meaning of technical terms and the way in which the administrative machinery of each country was organised.

Mlle. LAVIELLE asked whether the Collection would contain the laws concerning obscene publications.

Miss WALL (Great Britain) enquired how Dr. Habicht proposed to distinguish the case of countries in which the traffic legislation was contained in the penal code, as in England, where it was dealt with as procuration. She would also be glad to know whether he had obtained legislation from the Far East.

Dr. Estrid HEIN (Denmark) asked in what languages the Collection would be published.

Dr. HABICHT thanked Mr. Sempkins for his suggestion that the volume should be interleaved. There would, he thought, be no difficulty, especially as he understood it had already been done in certain League publications.

In regard to the question raised by M. Regnault, he would refer to the Sub-Committee's report and the decision taken by the Committee at its last session. It had been extremely difficult to define the limits of what should be included in the Collection. The Committee would remember that it had decided not to include laws on the regulation of prostitution and venereal disease and to exclude the legislation on obscene publications, but to include the national legislation and regulations referring expressly to the traffic in women and children, the laws and regulations concerning *souteneurs*, procuring and brothel-keeping; abduction and detention for immoral purposes and any provisions against the traffic contained in the laws and regulations on immigration, emigration and residence of aliens, passports and visas, and employment agencies. Many countries had no special provisions in their passport regulations, and it was clear that all the regulations on passports could not be included. In certain countries, however, there was a definite article, in regard to the traffic, in the passport and migration laws and, in those cases where it could be obtained, it would be included in the Collection. He did not think that the Collection would thus become too large to be of practical use.

In reply to Dr. Bäumer, he said it would be very difficult for the Secretariat to comment on the laws and to interpret the meaning of the terms used in them. On the other hand, it was important that a commentary should be given of the terms which had been chosen for the classification of subjects such as "souteneurs", "procuring" and so on, without commenting on the laws themselves.

In view of a possible enquiry in the Far East, the laws of the Far Eastern countries had been obtained and would be included in the Collection.

In regard to the classification of the laws of a country in which the same provisions cover the traffic in women and children as well as procuring, the same references would be put under the titles "traffic" and "procuring".

The Secretariat proposed to publish the Collection in English and French. The original texts would be kept in the archives of the Secretariat and would be available for any country which wished to consult them.

Mme. ROMNICIANO (Roumania) felt sure that the difficulties of giving an adequate translation of the various texts would be borne in mind.

M. REGNAULT (France) suggested that, when the translation was made by the Secretariat, it might be desirable to mention the fact in a footnote.

The SECRETARY pointed out that, in order to obtain authentic texts, the Secretariat had asked the Governments either to approve the text or translation sent to them, or to forward a translation which they considered suitable for inclusion in the *official collection of laws*. That would probably meet the point raised by Mme. Romniciano and M. Regnault.

In closing the discussion, the CHAIRMAN observed that the Committee had full confidence in the work of the Secretariat.

259. Suppression of the Traffic in Obscene Publications: Information received from Governments.

In reply to the Chairman, the SECRETARY said that, apart from the documents already submitted to the Committee (documents C.T.F.E.369(a), 369(b), 369(c), 369(d) and 369(e)), no further information had been received.

Mr. SEMPKINS said that he could add to the information given in the documents in regard to two countries. In the first place there was no mention of the new Irish Censorship Bill which was aimed at indecent publications.

Secondly, a law had recently been passed in Austria which, he believed, was based on the German law against the sale of indecent publications to young persons. The Austrian law made it an offence to sell indecent publications to young persons under a certain age, and the penalties appeared to be severe. He would put at the disposal of the Secretariat all the information he had in regard to both matters.

Mr. HARRIS (Great Britain) said that, on the invitation of the French Government, a meeting of the central authorities of Great Britain and France had been held in Paris in order to discuss certain difficulties which had arisen between them, and an agreement had been drawn up. The meeting had been particularly friendly and useful, and he hoped that other Governments would co-operate in the same way.

The CHAIRMAN observed that Mr. Harris had raised a very interesting and important point, to which reference might perhaps be made in the report.

M. CHODZKO (Poland) said that, as the Committee was aware, Poland had signed and ratified the 1923 Convention on the Suppression of Obscene Publications.

The central authority entrusted with the suppression of the traffic in, and circulation of, obscene publications was the authority for combating the traffic in women and children. Up to the present, that authority had not considered, as had most other countries, the sending in of annual reports on the question. It would nevertheless be in favour of such a procedure. He would give the following résumé of the latest circular sent by the Ministry of the Interior to the *Voivodes* and Governmental Commissioners on February 26th, 1930, which would give some idea of the present position in Poland in regard to the fight against obscene publications, and which he would ask to have inserted in the Minutes:

"For some time, an increase in publications and posters of an immoral character has been noted. In bookshops and newspaper kiosks, books, music, pamphlets, illustrations and postcards of a clearly pornographic nature are shown. A number of small theatres, cabarets and cinemas offer reproductions of posters of somewhat indecent scenes.

"These very undesirable symptoms may have much more harmful consequences than the sellers realise, especially in regard to their juvenile clientèle. I recommend *Voivodes* and Government Commissioners to take energetic action and to give instructions to subordinate bodies and authorities in that sense. It is desirable to apply most

strictly the articles of the penal code dealing with these offences. The objects seized should be forwarded to the Court.

"In order to provide for efficacious action in this sphere, it is necessary, at all costs, to obtain the assistance of intelligent officials with a certain moral standard, tact and judgment.

"The Ministry of the Interior is preparing a list of printed matter and publications prohibited or suspect as being pornographic. That list will be placed at the disposal of the district authorities. I would draw particular attention to the number of foreign journals the circulation of which is forbidden, but which, in spite of this prohibition, are at present exposed, without action on the part of the authorities. Such an attitude is inadmissible, and I would warn the competent authorities that it should not continue.

"Finally, I would draw attention to the fact that the cinemas which exhibit films at which the attendance of young people is forbidden frequently show in the posters outside the worst scenes of those films, often those which have been cut out by the censorship or even scenes which are not found on the film at all. It is essential that energetic action should be taken against these methods, which nullify the efficacy of the censorship.

"In view of the fact that the carrying out of the above provisions will present great difficulties and sometimes doubtful situations, I will communicate to the local authorities the decisions of the Courts which will enable them to establish precedents in these matters."

M. Chodzko added that Poland was inundated by obscene publications from abroad and that the information given by Mr. Harris in regard to the inter-governmental conference held at Paris was of great interest.

Dr. Estrid HEIN (Denmark) informed the Committee that a new penal code had just passed its second reading before the Danish Parliament. Paragraph 233 contained a special provision forbidding the offer on loan of obscene publications to persons under eighteen years of age, and providing for the punishment of every stage of publication, as well as for public lectures and exhibitions of an obscene content.

M. AMADOR (Spain) had been very much struck to find that Spain had not replied to the questionnaire on obscene publications. Governmental action there had been most effective and energetic. He was surprised that Spain had been classified among the third group of States, where regulations concerning obscene publications might be regarded as a dead-letter seeing that the penalties usually amounted to a fine and were not enforced. That information was out of date. As he had pointed out during the previous session, in discussing the provisions of the new Spanish penal code, not only was provision made for a fine but for imprisonment for from four months to two years. That applied to the authors of obscene publications and to any persons in whose possession such publications were found. Moreover, the fine was not small, since it might amount to as much as 10,000 pesetas.

When the matter had been discussed on a previous occasion, it had been pointed out that the publications now found in Spain were produced outside the country. That in itself indicated progress, seeing that, at one time, Spain was a centre from which obscene publications were sent abroad.

Not only was a penalty imposed on the production of obscene publications, but also on their importation, exportation and transport by direct or indirect means, and on all participation in the trade. The penalty was applicable even though only part of the offence had been executed in Spain and part abroad.

Mlle. LAVIELLE asked what action could be contemplated against those who issued obscene publications, not in their own countries, but abroad. As a result, the compositors did not always understand the language of the publications they were setting up. The publication was sent to the authorities with whom it had to be registered who also might not understand the foreign language, and was registered without anyone realising what had happened.

Mme. ROMNICIANO (Roumania) completed her written report by stating that, by an addendum to the Ordinance of the Roumanian Ministry for Justice, dated February 28th, 1929, the control of gramophone records had been prescribed on the basis that they might constitute obscene publications.

Professor CONTI (Italy) observed that the work of the Italian police against the publication and distribution of obscene publications had produced a very great effect, and they were now rarely found in Italy.

That fact was of interest not only for Italy but for all nations, for, where police action was efficient, it was possible almost entirely to do away with such publications. Strict supervision was now exercised on the frontier, and such obscene publications as were still found in Italy must have been there for a long time.

He would like to draw attention to one point which might or might not appeal to the Committee but which in any case was to the credit of Italy. The term "obscene publications" had been extended to include any written or printed matter, engravings and so on, which explained contraceptive methods and the means of arresting pregnancy.

Dr. Estrid HEIN (Denmark) asked how the United States of America dealt with the question. She had read an article on censorship in the *Atlantic Monthly*, from which it appeared that some of the best European classics were prohibited in the United States. She would be glad to know whether any change was proposed.

Mr. Bascom JOHNSON said that there were two types of laws dealing with obscene publications in the United States of America. One of them required the Customs officials at the ports to exclude all publications which, in their judgment, were obscene and prescribed a penalty if they admitted a publication which was subsequently declared by the courts to be obscene. The result was that they excluded everything that they thought might by any possible chance be regarded as obscene.

In a recent debate in the House of Representatives, in Washington, one of the representatives had called attention to that fact during the discussion of the new Tariff Act and pointed out that very often books in a foreign language which would have been permitted to enter had they been in English were prohibited, possibly because the Customs official could not read the language. The results were in many cases absurd.

The second type of law was the Federal Statute which prohibited the mailing of obscene or indecent publications. That type of legislation had also occasionally been subject to abuse because the juries before whom cases were tried were often very conservative. There had recently been a startling example of the abuse, when the author of a publication which was widely used in America to educate young people, was tried and convicted in the courts for distributing it. He was happy to say, however, that a higher court had overruled the decision.

Mr. HARRIS (Great Britain) confirmed what M. Amador had said. His recollection was that Spain had at one time sent a good many obscene publications to Great Britain. That was not now the case,

He wished to utter a word of caution on the question of books. There were two distinct kinds of publication. First, there was the genuine pornographic material about which everyone was in agreement. Secondly, there were the books of reputable — or even of disreputable authors — on which there was bound to be a great difference of opinion in different countries. The standard of what was considered obscene varied considerably, and the Committee would be wise, in the first place, to concentrate on genuine pornographic material, on which there was general agreement.

He wished to draw attention to a very interesting report from the Netherlands which had just reached him. He noticed on the first page a reference to the advertisements in comic papers. His experience was that a great amount of the pornographic trade could be traced to that source. Young people in particular, after reading these advertisements sent a letter to the address given, without knowing the quality or character of the material they would receive. Sometimes they were led to do so from curiosity, and sometimes from genuine ignorance.

In that connection he wished to draw special attention to the paragraph in Article 1 of the 1923 Convention in which Governments undertook to punish those who advertised or made known by any means whatsoever where obscene publications could be procured.

It was very important that States should deal with the matter and punish those who advertised obscene publications.

Mr. COHEN said that the reports were extremely interesting and showed that the Governments realised the danger which obscene publications put in the way of young people. Many of the reports, however, contained the phrase: "Most of these publications are imported from abroad"; and it would almost seem as if an endeavour was being made to shift responsibility on to some other country, though no other country was ever mentioned.

He felt with Mr. Harris that contact of the kind which the British Government had had with the French Government was perhaps one of the best ways of overcoming the difficulty. He fully supported the Chairman's proposal to mention in the report that action similar to that taken by the British and French Governments would be an excellent method of stopping the import into a country or the export from a country of obscene publications.

He quite agreed with what Mr. Harris had said in regard to advertisements in comic papers. There were some papers which appeared to him to set themselves deliberately to publish vaguely worded advertisements for the purpose of attracting young people.

There was another aspect of the matter. An effort should be made to interest public opinion. At present there was little in the reports to show that the Governments of the various countries were in co-operation or in consultation with private organisations, though he was aware that in many countries such co-operation existed. He was sure that the voluntary organisations were sincerely interested in fighting the traffic in obscene publications, because they realised that it was a means of producing victims of the traffic in women and children.

Consequently, some mention should be made in the report of the desirability of closer co-operation between Government departments and voluntary organisations particularly interested in the matter.

Dr. Gertrud BÄUMER (Germany) wished to give a few details of the working of the German law for the protection of young people against obscene literature. That law had been in force for two years, and a report on the experience gained had just been made to the Reichstag.

The German penal code, like most penal codes, contained an article on obscene literature in the real sense of the word. There was also a special law regarding not only obscene publications, but what was called *Schund* literature which might promote low instincts in young people. It was forbidden to exhibit such literature or to offer or sell it to young people. Juries had been formed of which one-third of the members represented literature, one-third editors and one-third social workers. These juries were called upon to decide whether publications forwarded to them by the Central Boards for the Protection of Children in the States, which alone were authorised to make application for the prohibition of such literature, should be placed on the Black List.

The law had met with great opposition, especially from those interested in art and literature, who were afraid that it would amount to a kind of censorship and would lead to great abuse. Two years' experience, however, had shown that very few books and journals had been prohibited, and that the principal value of the law was its prophylactic effect, for the financial risk of issuing obscene publications was too great. In certain cases publishers had asked to have their manuscripts censored before publication, but that had, of course, been refused.

It was very difficult to find juries to decide what publications should be put on the Black List. The members had to read the publications. After they had done so for a time, they refused to continue, and it was very difficult to replace them. It was of importance to note that it was not the police, but juries composed of experts, who were authorised to decide on the somewhat delicate question of the Black List.

Mme. CURCHOD-SECRETAN drew attention to the difficulties of enforcing the Convention. Her attention had been drawn from various quarters, particularly by educational organisations, to the moral danger created by the exposure, in the shop windows of several Swiss bookshops, of an English book of which the sale and publication had been prohibited in England and the United States of America. This book, which was the more dangerous because it was very well written, had even been translated into French and German. Mme. Curchod-Secretan understood that the last English edition had been published in Paris. In order to be able to protest against the sale of the book, it was necessary to obtain proofs that it had been condemned in England. The substitute delegate of the British Government had been good enough to provide those proofs, and the documents in question had been sent to the Swiss authorities. Unfortunately the book was still on sale. Would it not be possible to conclude an agreement whereby, as soon as a book had been declared obscene in one country, the authorities of other countries could be informed in order that they might at once take the necessary action?

Article 2 of the 1923 Convention was as follows :

“ Persons who have committed an offence falling under Article I shall be amenable to the Courts of the contracting party in whose territories the offence, or any of the constitutive elements of the offence, was committed. They shall also be amenable when the laws of the country shall permit it, to the Courts of the contracting party whose nationals they are, if they are found in its territories, even if the constitutive elements of the offence were committed outside such territories.

“ Each contracting party shall, however, have the right to apply the maxim, *non bis in idem*, in accordance with the rules laid down in its legislation.”

The question arose as to what construction should be placed on that provision.

Mme. ROMNICIANO (Roumania) had been very glad to hear Mr. Harris speak of the comic papers. They penetrated easily into all countries, and in many cases it was no exaggeration to say that the advertisements appearing in them were appalling. It would be interesting if the voluntary organisations could assist in this important matter. The censorship plan explained by Dr. Bäumer appeared to have been very effective.

Mme. AVRIL DE SAINTE-CROIX observed that her report showed that women in all countries had been concerned in fighting against obscene publications. The National Council of French Women and the Suffrage Alliance had approached the French Government with regard to the ratification of the Convention, but no reply had as yet been received. An effort to interest associations connected with the training and the morals of youth had, however, been very satisfactory.

260. Suppression of the Traffic in Obscene Publications: Question of obtaining Annual Reports from Governments.

Mr. HARRIS (Great Britain) thought the Committee was in agreement that Governments should be asked for information either annually or at regular periods. It was suggested that that should be done either by means of a form of report, as in the case of the traffic in women

and children, or by adding a few questions to the report on the traffic in women and children. He had ventured to draw up a list of questions which might be submitted (document C.T.F.E. 481), and, if the Committee was in agreement on the principle, time might be saved by referring his proposals to a drafting committee.

The CHAIRMAN said that there were two points to be considered: first, whether the Committee felt it would be useful to ask Governments for such a report, and, secondly, the method which should be adopted. If the Committee agreed on the first point, the second might be left to a sub-committee.

M. MAUS (Belgium) said that experience obtained from the annual reports on the traffic in women and children had shown that they were very useful in keeping countries alive to the exigencies of the situation, and sometimes threw light on the manner in which the traffickers worked. It would be very useful to have similar reports on obscene publications.

M. AMADOR (Spain) was in entire agreement with M. Maus. He would prefer to have a questionnaire of the kind submitted by Mr. Harris added to the form of report on the traffic in women and children, because it would be preferable for both questions to be referred to the same authority.

Mme. ROMNICIANO (Roumania) observed that she had been about to protest against the questionnaire, in view of the additional burden which would be placed on Governments. She could, however, accept it in the form suggested by M. Amador.

M. REGNAULT (France) supported M. Amador's proposal.

The CHAIRMAN understood that the Committee agreed that Governments should be asked to submit, either annually or at some other regular period, a report on obscene publications, which would be combined with the report on the traffic in women and children.

The SECRETARY hoped that, if M. Amador's suggestion were adopted, there would be no objection to separating the report from that on the traffic in women and children, as it would have to be classified in a different way.

The CHAIRMAN replied that it was essential to separate the two subjects, which were not the same, though they were intimately connected.

Mr. HARRIS (Great Britain) did not see any difficulty in adding a few questions relating to obscene publications at the end of the report on the traffic in women and children. Some of the questions which he had proposed would not need to be repeated annually.

M. AMADOR (Spain) explained that the reason for his suggestion had been to avoid the possibility of a Government sending the questionnaire to the police, who might or might not answer it.

Mr. COHEN suggested that the new questions be added under a separate heading: "Obscene Publications".

Dr. Estrid HEIN (Denmark) observed that it would be somewhat artificial to knit the two questions very closely together, especially as they were dealt with in separate Conventions.

The CHAIRMAN understood that the Committee was in agreement in principle. He would therefore propose the appointment of the following drafting committee, which would consider Mr. Harris's questionnaire: Mr. HARRIS, M. REGNAULT, M. AMADOR, Dr. BÄUMER and Mr. SEMPKINS.

The Committee agreed to the above proposal.

261. **Question of the Elimination of the Age-limit of Twenty-one Years from the Convention of 1910, as amended by the Convention of 1921: Recommendation of the Sub-Committee.**

Mr. HARRIS (Great Britain) observed that the Sub-Committee had unanimously adopted the text now before the Committee which read as follows:

"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 twenty-one 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 wait for the replies of other Governments before expressing any definite opinion and calls for a further report to be submitted next year."

M. REGNAULT (France) observed that the text of the recommendation had been very well amended by the Sub-Committee. He would, however, suggest an alteration in the last paragraph, which might be read to mean that the Committee would wait until the following year before calling for a further report. He would suggest that, in the French text, the word "*attendre*" be replaced by "*obtenir*". The English text would read "would prefer to secure" instead of "would prefer to wait".

The Sub-Committee's recommendation was adopted, as amended by M. Regnault.

262. **Punishment of Persons who live on the Immoral Earnings of Women: Appointment of a Sub-Committee.**

The CHAIRMAN submitted the following proposal in regard to the formation of a sub-committee to deal with the penalties inflicted on *souteneurs*:

"The Assembly of the League of Nations, at its tenth ordinary session, having considered the report of the Traffic in Women and Children Committee and that of the Fifth Committee — representing the necessity of inflicting severe penalties on *souteneurs* and more effectually suppressing their activities — recommended that a sub-committee of the Traffic in Women and Children Committee should be appointed to enquire into this question.

"The Committee considers that this sub-committee should be composed of the Government representatives serving on the Legal Sub-Committee of the Child Welfare Committee, together with Dr. Chodzko and M. Le Luc. The work of this sub-committee would be to study the laws and regulations tending to the more effectual punishment of *souteneurs*, and especially the nature of the penalties which could be imposed for that purpose. The sub-committee would report to the Traffic in Women and Children Committee at its next session."

The Chairman added that the composition of the sub-committee might not be ideal, but he had been guided, first, by budgetary considerations and, secondly, by the need for making possible the calling in of qualified experts.

M. CHODZKO (Poland) observed that the text did not expressly state that the sub-committee might call in experts, but, in view of the Chairman's remarks, which would be recorded in the Minutes, he was satisfied.

The SECRETARY, in reply to Mr. Cohen, said that the Government delegates on the Legal Sub-Committee were Count Carton de Wiart, Mr. Harris, Dr. Gertrud Bäumer and the Chairman of the particular year, in the present case, M. Ito. To them it was proposed to add Dr. Chodzko and M. Le Luc.

M. REGNAULT (France) did not like the word "*activité*". Perhaps the Committee could accept another expression, such as "*manœuvre*".

The Chairman's proposal was adopted, with the amendment suggested by M. Regnault.

EIGHTH MEETING

Held on Saturday, April 5th, 1930, at 3.30 p.m.

Chairman: M. Ito (Japan).

263. (A) **Examination of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished.**
(B) **Information from Countries where a System of Regulation still exists.**

The SECRETARY said that the Committee had been asked in the previous year to make a special study of the laws and regulations for the protection of health in countries where the system of licensed houses had been abolished (Annexes 10, 10a, 10b and 10c). Certain Governments that had retained the system of licensed houses had also sent information. The German and Danish reports had been received later and were included in documents C.T.F.E. 466(c) and 466(d).

M. MAUS (Belgium) said that it was clear from studying the documents before the Committee that one of the most important questions was how to replace licensed houses and what result their abolition was likely to have on public order. It was recognised that the abolition of licensed houses did not signify a policy of *laissez-faire*. It was necessary to take steps to put down prostitution in the streets, and solicitation. From the report, it was clear that those Governments which had abolished licensed houses punished both men and women who provoked immorality in the streets, the penalties being inflicted by the Courts. Under the system of regulation public order was less well protected because only a small number of women and not the men were reached; penalties were usually inflicted by the "*police des mœurs*".

One of the objections raised against the abolition of the system of licensed houses was that incitement to immorality would be practised freely in the streets and that honest women would be exposed to attack. This had not happened in those countries which had abolished the system of regulation. The Danish report said that the apprehensions felt in this connection had not been justified. Great Britain and Switzerland had both stated that they were satisfied; in Great Britain the state of affairs had considerably improved, and the number of prostitutes had appreciably diminished. Statistics showed that prosecutions for acts committed in the street in connection with prostitution had been reduced by about two-fifths in the country and by as much as nine-tenths in certain large towns. At Strasburg and Colmar, where the system of licensed houses had been abolished, public prostitution and clandestine prostitution were both diminishing.

It had been found that it was easier to repress inducement to prostitution after the abolition of the system of licensed houses than before, because, under that system, it was impossible to punish the owners who benefited from prostitution, and recruitment of women for these houses had to be tolerated.

M. Maus drew attention to the fact that the reports of Great Britain, Germany and Czechoslovakia gave an account of the measures taken to deal with the social causes of prostitution.

It had been maintained that one of the main advantages of the system of licensed houses was that it safeguarded public health. It was interesting to see what had already been done in that respect in countries where the system had been abolished. No Government regretted the step it had taken. The threat that, on the abolition of licensed houses, disease would spread had not been realised. It was essential to adopt some general treatment to prevent the spread of venereal disease, whereas under the system of licensed houses only a few women were treated more or less. By the abolition of this system the campaign was made considerably easier, because it was possible to make a determined effort to treat and to cure all people.

England, Germany and the Netherlands had a system of free and secret treatment, and it had been found to give very satisfactory results. An attempt was made by propaganda to convince the public in these countries of the dangers of venereal disease, of its possible effects on posterity and of the possibility of cure. This system, the aim of which was to treat everyone affected by the disease, was much more efficient than the old one which only treated a limited number of prostitutes. In this connection it should be noticed that it was calculated that the number of registered prostitutes was often only one-twentieth of the real number, and, even in Brussels, only one-thirtieth, according to the estimate of Professor Bayet, who considered that the number of clandestine prostitutes amounted to 15,000, whereas only 300 young women were registered.

The British report showed that the number of men in the Navy and Army infected with venereal disease had already decreased considerably in the twenty years after 1886, when the experiment of official regulation had been abolished; and this considerable improvement had already been manifest before the application of more modern methods of treatment. British statistics also showed a considerable increase in the number of consultations which proved that the system of voluntary treatment was sufficient to make people realise the danger of venereal disease and to follow the treatment necessary to avoid it.

The Swiss report showed that abolition had had no bad effects upon public health.

In Belgium, the Government, assisted by the National League against Venereal Disease, had instituted voluntary, free and secret treatment. After five years the number of cases of syphilis had diminished by nine-tenths. In fact, new cases had become so rare that doctors found it very difficult to obtain a sufficient number of cases to illustrate their demonstrations to medical students.

There was another system of treatment, namely, compulsory treatment which might develop into enforced treatment under the supervision of the health administration. M. Maus had noted with interest that none of the countries which had adopted this system of treatment nor any of those which had instituted free treatment regretted the abolition of licensed houses. He thought that this system was less efficient than the voluntary one. Compulsory treatment under the supervision of the administration could not fail to frighten patients because of the association of doctors with the police. People suffering from syphilis wanted privacy above all; if they thought that the consequence might be that they would be reported to the police or to the administration, they would prefer not to go to a doctor.

It was clear that, in its application, this compulsory system of treatment would depend a great deal on the social class to which the patients belonged, because no one would dare to prosecute influential people for refusing to follow the treatment. In fact, the system of compulsory treatment would be applied almost exclusively to paupers and poor prostitutes. The report showed that the majority of the patients treated under this system were former registered prostitutes. The class of prostitutes under supervision was thus reinstated. In order to show that, in its application, the system of compulsory treatment set up differences between the social classes, M. Maus quoted the following passage from the report concerning a country which had adopted the system :

“ Paragraph 7 of the Decree of January 21st, 1924, indicates the persons, who, generally speaking, are liable, owing to their manner of life, to transmit venereal disease. They are divided into three groups : (a) Persons who lead a visibly dissolute and immoral life and seek to induce other persons to have sexual relations with them ; (b) persons whose occupation affords opportunities of infection (hair-dressers, midwives, nurses, waiters, hotel-keepers, makers of food produce, etc.) ; and (c) persons who are liable to infect those living under the same roof, members of their families or employees (servants, lodgers, apprentices, clerks, etc.).”

It seemed to him socially impossible to proceed on these lines. The question resolved itself into one of class, and the lower classes alone would suffer. It was not possible that a young girl coming from the country to enter domestic service in a town be considered a suspect. Experience showed that the prostitutes included a certain number of former domestic servants who had been seduced. If, however, the young girl in question was in danger of being seduced and contaminated, it was rather her employer who should be suspect.

The system whereby patients were subjected to compulsory treatment and supervised by the health authorities and police might be called “ neo-regulation ”. Apart from the inconveniences already mentioned it necessitated, on the part of the doctors, the betrayal of professional secrecy.

The choice between the system of voluntary treatment and compulsory treatment was a question of mentality. Certain countries had confidence in a policy of freedom because they had tested its efficacy for a long time in all spheres. Others believed it necessary to use compulsion. M. Maus considered that the latter policy was less effective in a sphere where the dignity of the human being was involved. Personally, he was sure that organisation based on compulsion were a mistake. Never had so much been said about liberty as to-day and, in spite of that, many people were trying to impose laws restricting liberty. Personally, he was convinced that Belgium would never allow any law to be passed that would force doctors to betray their professional secrecy or to make medical inspection compulsory. If it did so, no doctor would be found to obey the law and even the public and large working-class organisations would refuse to submit to such regulations.

Dr. HEIN (Denmark) was sorry that the additional information which last year she had promised to present to the Committee had not arrived in time to be included in the report drawn up by the Secretariat. An extract of the additional information had been circulated on the previous day in French, but it had been necessary to mutilate it, omitting certain charts showing the decrease of venereal disease in Denmark.

Dr. Hein did not find the plan of the report very fortunate. Two questions had been combined in the headings which ought to have been kept separate ; the abolition of regulation, and the compulsory treatment of venereal disease. It would have been better if these headings had run as follows : “ Countries which have abolished licensed houses ” and “ Countries which have retained compulsory medical examination ”. Countries which had compulsory medical treatment might have been mentioned later, under health procedure. She admitted that, from the historical point of view, there was some connection between the abolition of licensed houses and the introduction of compulsory medical treatment, but she pointed out that, if Denmark had had to reconsider its attitude towards venereal disease, she was quite certain that, in order to protect society, it would maintain compulsory treatment of venereal disease, as for many other infectious diseases.

She pointed out that, in Sweden, Norway and Denmark, prostitution itself was not considered an offence, as stated on page 12 of the report, It was only regarded as such when it constituted an offence against decency and public order. Dr. Hein wondered why paragraph 1 of the Danish Law had been omitted on page 23 of the report. This paragraph stated that prostitution was to be dealt with under the Danish Vagrancy Act.

Dr. Hein gave the following additional information to supplement the Danish report :

The number of cases of venereal disease had shown a marked tendency to fall in Denmark, except during the war. This decrease had not been so marked since the system of licensed houses had been abolished but rather since progress had been made in medical treatment.

In 1867, 128 cases of gonorrhœa to every 10,000 inhabitants had been reported in Copenhagen. In 1928, the proportion had fallen to 98. The figures for syphilis were 49 in 1867 and 16 in 1928. Deaths caused by congenital syphilis had fallen to less than one-quarter of what they had been about 1900.

The compulsory medical examination of persons brought before the police for offences against decency and public order in Copenhagen showed the following figures : men 22, women 531 in 1928. One-third of these men had been found to present symptoms of venereal disease, and one-seventh of the women.

Of the persons accused of having infected other persons with venereal disease, 27 were men, of whom 9 were found guilty, and 36 women, of whom 16 were found guilty. Of the 1,340 persons who, in 1928, did not continue their treatment for venereal disease and therefore were notified by the doctors concerned to the police, 938 were men and 402 were women. Of these 1,340 persons, 216 could not be found.

Dr. Hein realised that the Danish procedure had its drawbacks. She considered that the compulsory medical examination was a remainder of the system of regulation, a class law that was especially employed in the case of women who carried on prostitution while men of the upper class and prostitutes who were well-off went scot-free. But since the women concerned were limited in number and were easier to get at than the men, it was naturally a considerable temptation for the health authorities to make certain that these infected women were treated for their venereal diseases. The compulsory examination, which could only take place with the consent of the person herself, was ordinarily conducted by the police doctor. In cases where the person refused to be examined, the question was brought before a Court which took a decision on the matter. The woman could then ask to be examined by a lady doctor where one was to be had ; but, in the opinion of Dr. Hein, they should be permitted to be examined by their own private doctor. It was quite certain that no one in Denmark would ever wish to reintroduce the old system of licensed houses and registration.

In reply to M. Maus, with regard to the question of doctor's professional secrecy, Dr. Hein said that, if a person with cholera or smallpox or other infectious diseases put himself in the hands of a doctor, the doctor was compelled to notify the health authorities immediately, and she was sure that no doctor would find this duty disagreeable.

Professor CONTI (Italy) said that in his country licensed houses were admitted, but the country itself would be only too glad if it could abolish them. It seemed to him, however, that regulation of any kind was the best way of investigating and controlling the dangerous effects of prostitution and that, when prostitution was little known, it was impossible to suppress it ; there were advantages, from the point of view of the public interest, in regulating prostitution by legal measures.

Those who objected to the system of licensed houses said that it created unhygienic conditions and a position of terrible slavery for women. Steps must certainly be taken to improve this state of affairs, but he wondered whether the abolition of licensed houses was the right measure to take. It had been said that the system of licensed houses was a preliminary step towards the traffic in women and children, but his personal opinion was that even the abolition of licensed houses might favour this traffic. The traffic was a trade, and the question at issue was how to create free trade in prostitution without the dangers attendant upon it. The reply to this question must be found in the experiences of States that had made the experiment, such as Denmark and Germany, and he was looking forward with great interest for information on this subject from Professor Jadassohn.

His first serious preoccupation concerned compulsory medical treatment. The law laid down that prostitutes were obliged to be treated ; but how could venereal disease be discovered when prostitutes were free ? Further, when the disease was discovered, how could the patients be compelled to obtain medical attention and follow the treatment prescribed ? If a woman wished to earn money, it was certain that she would not give up her profession merely on medical advice, but it became necessary to call in the police to enforce the regulations. In that case, the old system was in force again. It was certainly better to have social instead of police assistance, but the only drawback was that social help was difficult to organise.

As regards the point raised by M. Maus of the professional secrecy of the medical profession he did not think any serious difficulty arose. All that the doctors had to do was to discharge their duty with discretion. When it was necessary to notify the police of a syphilitic case, they would do so ; when it was not necessary, they would preserve their professional secrecy. Another very important point was that civil servants who received such medical reports should also be bound to secrecy. Would that be possible ?

He was glad to find that legislation had been passed forbidding the public advertisement of remedies for venereal disease, which he considered as being usually dangerous for health and morality.

He was also in complete agreement that it should be considered an offence to transmit venereal disease, to marry when still suffering from venereal disease and to practise solicitation in public places. He was also pleased that legislation was going to be passed concerning the special supervision of minors ; but he doubted whether compulsory medical treatment would solve every difficulty. If lodgings that were not subject to regulation were allowed to exist, how could one be certain that these lodgings would not become, for all practical purposes,

licensed houses? It had been said that the procuring which occurred in licensed houses must be put down, but it seemed to him that the same thing might happen in the case of unregistered lodgings. In Italy he was sure that everything was done to prevent licensed houses reducing their inmates to a condition of slavery, and he was sure that Italy would abolish licensed houses to-morrow if she found herself able to do so.

Professor JADASSOHN (Germany) wished to reply to the important question raised by M. Maus. At the beginning of the century, two congresses had met at Brussels, both of which had lasted a week, and both were unable to come to any unanimous agreement or even to a majority agreement in favour of one system or the other. He was unable to enter into details of these two congresses; but he would explain that when he began his career of studying syphilis only two systems were recognised — that of licensed houses and that of the abolition of such houses. At the time he personally had been in favour of the first system. A little later a third system had arisen — that of neo-regulation — a term which had been used by M. Maus to describe what was really the fourth system. Neo-regulation was really regulation without the police supervision of the old system. There was yet another system (that called neo-regulation by M. Maus) which implied the abolition of regulation but provided for the treatment of venereal disease as if it were any other infectious disease. He thought that Dr. Hein had said almost all that was necessary on this point. He was sure the Committee was in favour of personal liberty, but such liberty must be limited in the interests of the health of the community at large. M. Maus had said that the question depended largely upon the mentality of different countries, on what Professor Jadassohn called the *Wellanschauung*. Such questions could not be solved quickly nor even in a some years' time.

He thought he might say that Germany was very content with its new law, which had been passed only after many difficulties and which had abolished the old system of regulation; but great care had been taken to avoid the spread of charlatanism in medicine, for quack doctors and their illegal practices were of considerable danger to the community.

It had been found in Germany that the important thing was to popularise the new legislation. It was the aim of the Government that people should be treated as soon as possible and continue to be treated until cured or (in the present state of medical science) thought to be cured by officially approved doctors. Every person who had been exposed to the danger of infection ought to be examined as soon as possible before the state of the disease became aggravated and before the infected person had had an opportunity of passing it on. The present German legislation was only intended to apply to everyone who was infected, or exposed to the danger of infection, but such persons were not to be dealt with by coercion but by faith. In Germany, an effort was made to convince persons that the law was necessary and that it was all to their profit that they should carry it out voluntarily.

Professor Jadassohn pointed out that the present legislation in Germany had only been in existence for two-and-a-half years, and so far the cases where compulsion had been found to be necessary had been extremely few. He hoped that, as time went on and people became better educated in such matters, these cases of compulsion would cease altogether.

In reply to the questions raised by Professor Conti, he agreed that, when the system of regulation had been abolished, it would be extremely difficult to discover prostitutes who were infected with venereal disease. One method compelled doctors to denounce persons suffering from venereal disease who refused to follow out the treatment prescribed. Under the new German legislation it was discovered that a certain number of prostitutes were now willing to go to doctors because they were no longer afraid of being denounced to the police.

Paragraph-16 of the law in the German Penal Code referred to by M. Maus read as follows:

“Persons such as girls who behave in a manner contrary to public morals, etc., may be reported to the *Gesundheitsbehörde* (Health Authorities).”

All persons who came under this paragraph were reported by the police and handed over to the *Gesundheitsbehörde* for examination. Naturally, the police had the right to supervise streets, cafés, dance-halls, etc., and the results of their observations were generally communicated to the *Gesundheitsbehörde*. It was the duty of welfare workers to talk to such women, to warn them of the dangers they were running, to advise them to be examined, and to explain that by such examination they ran absolutely no risk. It had been found that, in that way, many prostitutes could be persuaded to be examined. It would be seen in the report that the number of such women was increasing under the new system because they were no longer afraid of being reported by their doctors to the police.

Germany had not found it so difficult as it had been thought to change over from the old system to the new. In Breslau, for example, some women continued to be examined under the old system of regulation. They were accustomed to such examination and did not wish to change their habits; but other women were examined by doctors, either privately or in clinics. Should they suddenly discontinue their treatment it was the duty of the doctor

concerned to report the case to the *Gesundheitsbehörde*, which would then investigate the matter. It was a great improvement on the old system of regulation that it was now possible to examine women and deal with them individually.

The new German law being primarily a hygienic one, it was necessary that treatment should be assured for all in as scientific a manner as possible and so long as it might be found necessary. Women who were prostitutes by trade were sent to hospital. They were not compelled to go, but it was explained to them that it was all for their good to go. In Breslau, Professor Jadassohn had rarely had any difficulties with these women. The same treatment was used for young women who were living in circumstances where they were likely to give infection to other members of their household. The whole of the anti-syphilitic treatment in Germany had been individualised to such a point that difficulties in the way of sending patients to hospitals were rarely encountered.

Professor Jadassohn was in complete agreement with Dr. Hein and Professor Conti on the question of professional secrecy. There was a severe paragraph in the German legislation binding doctors and civil servants of the *Gesundheitsbehörde* to secrecy. But when it was absolutely necessary for doctors to break their professional silence, it was done without any ill-effects.

Enormous progress had been made in the extirpation of quack doctors, and, although they still undoubtedly existed, their number seemed to be greatly diminished.

It might be objected that the new German law was hardly ideal, being the result of compromise, and that it did not correspond with the present feeling of *Wellanschauung*. As it had only been in force for two years and a-half, it was still a little early to expect it to give practical results. But having examined the statistics of the Scandinavian countries, where the new legislation had been in existence for a much longer period, he was in complete agreement with Dr. Hein, and could understand that the Scandinavian countries would never wish to return to the old system of licensed houses. In Germany he was convinced that such a step would be quite impossible.

It must be remembered that even before the new German legislation came into effect on October 1st, 1927, statistics showed that there had been very little syphilis in Germany. In fact, he himself suffered from the same shortage of patients to illustrate his lectures as had been mentioned by M. Maus. With gonorrhœa it was different, and he thought that in Belgium also it sometimes happened that, while the curve of the graph dealing with syphilis fell, that of gonorrhœa rose. That was no doubt partly to be explained by the fact that considerable progress had been made in the medical treatment of syphilis, but not in the treatment of gonorrhœa. In Germany syphilis continued to be comparatively rare. It was true that sometimes the curve mounted but that was usually found to depend on local conditions. It had been said that the number of prostitutes in Germany had increased since the new law, but he did not think that that was true. It was certainly true that clandestine prostitution had become more obvious, but since the war manners had changed very considerably, and prostitution in the old sense of the word had changed too.

One of his American colleagues from a university town in the United States of America had told him that since the increase in the number of women students at the university he had had much fewer cases of men students suffering from venereal disease. It was obvious that the prevalence of syphilis depended largely upon a people's prevailing habits, customs and manner of living.

It would be necessary to wait for several years before coming to any definite decision as to the ultimate value of the new German system. The mentality of countries was so different that he thought more than one kind of experiment could be made during the next two years in order to try to find the ideal solution. Personally, he was convinced that opposition to the new German law had almost completely died out. People had realised that their apprehensions about the change of system had not been justified, and it seemed that doctors and everyone connected with the carrying out of the new legislation were determined to see how they could make the best of it.

The CHAIRMAN thanked Professor Jadassohn for his extremely interesting speech.

The continuation of the discussion was adjourned to the next meeting.

NINTH MEETING

Held on Monday, April 7th, 1930, at 10 a.m.

Chairman: M. Ito (Japan).

264. (A) Examination of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished (continuation).

(B) Information from Countries where a System of Regulation still exists (continuation).

M. AMADOR (Spain) said that regulation still existed in his country. He had had an opportunity before leaving Madrid, however, of seeing unofficially the preliminary draft of a Bill on venereal disease, which, in his view, constituted a first step towards its suppression.

The aim of the Bill was to compel all persons suffering from venereal disease to submit to treatment. Professional secrecy was maintained, provided the patient discharged his duty to his fellowmen by continuing the treatment. If, however, he failed to do so, the doctor was obliged to report him to the authorities, who would enforce treatment, and even, if necessary, compel him to enter a hospital. Quack advertisements were also dealt with and a ban was placed on all advertisements not in accordance with the strictest rules of medical etiquette. The draft contained a provision that students should not be permitted to treat venereal disease except on the specific authority of a medical practitioner.

The fact that venereal disease was undoubtedly decreasing made it much easier to contemplate abolition without concern as to its possible effects on the public health. There was also the moral argument that it was undesirable for the State to control vice, and that the measures taken were not compensated by any particular advantage gained in the control of venereal disease, since the latter was in any case decreasing.

Mme. ROMNICIANO (Roumania) said that owing to an error, Roumania's reply had been regarded by the Secretariat as confidential and had not been circulated. It read as follows :

" The Roumanian Government desires to know the laws and regulations in force in countries in which the system of licensed houses has been abolished, together with the means which have been employed, and employed *effectively*, up to the present time, with the object of protecting order and public health against the dangers resulting from prostitution.

" It considers that it is of the highest importance that the operation of this system should be most carefully investigated, since the mere fact of closing down licensed houses will produce no obvious results as regards the question of prostitution. The Roumanian Government is favourable to the study of a new system of regulation which might advantageously be substituted for the old."

She had no intention of speaking in favour of licensed houses, but she wondered whether it was desired to produce reality or merely the appearance of reality. Prostitution would not cease on account of the closing of a few licensed houses, but only as a result of more general teaching as regards hygiene and morals.

She had been to America, and in New York, Washington and Detroit, where the licensed houses had been closed, it was no exaggeration to say that it was very unpleasant to venture abroad at night.

The legislation of certain progressive countries, the Anglo-Saxon countries in particular, was not altogether satisfactory to those who desired the real welfare of the community. She wished to call attention to the following passage in document C.T.F.E.466 :

" In brief, English law is severe against procuring and offences arising out of prostitution when they manifestly offend or annoy the public, but is tolerant and liberal in regard to prostitution when it has no annoying manifestations."

Was it merely desired to prevent people from being molested ?

She had had an opportunity of visiting a licensed house of great elegance in Europe. It has been a most painful experience. She had found there girls of fifteen years of age, who, when asked why they earned their living in such places, explained that factory and shop work was too exhausting and badly paid. The keeper of the brothel had told her that the customers were very good to the girls and belonged to the rich class of society. An effort should be made, by means of education, to change the taste for and choice of "distractions".

She hoped that it would be possible, in the not distant future, to close the licensed houses in Roumania, but Roumania's real intention was to fight prostitution in all its forms and manifestations. Mlle. Lavielle's report was one of the most remarkable that she had ever heard. The Committee must attack the root causes of prostitution, which were economic, social, and legal — low wages, bad housing accommodation, and so on. Roumanian women were fighting against those conditions in order that it might be possible to cope with the evil.

She entirely agreed with the statement in document C.T.F.E.473, that work should be properly remunerated, and admired very much the following passage in document C.T.F.E.466 in regard to Czechoslovakia :

" The welfare work will consist primarily in supervision of the health and social conditions of young persons leading a dissolute life.

" This supervision will be exercised in public places, squares, parks, theatres, dance-halls, cinemas, cafés, etc. The duty will be entrusted only to executive officers, and it will be made clear to them that what they are doing is not administrative police work but simply health and social welfare work ; they should make it clear to persons whom they may have to supervise, or even to arrest, that their action is taken primarily on social and preventive grounds.

“ As far as possible, civil officials — in some cases women invested with the necessary powers — should be employed on enquiries and arrests. When a young person is brought before the authorities, the parents or persons responsible for his or her upbringing should always be summoned at the same time, so that the position of the young person can be enquired into — whether he (she) is an orphan, is not exploited, and so on.”

Reference had been made to statistics but it had often been noted that statistics alone proved nothing. Their value depended on the vision of those who prepared them.

Roumania believed that it would be possible to suppress licensed houses if the proofs of the efficacy of the measures were really conclusive and if something more than apparent results were obtained. She would ask that her statement be inserted in the Minutes.

M. REGNAULT (France) proposed to consider the question of closing the licensed houses from two points of view. Would such action be injurious to public health and public order ?

The Strasburg enquiry had been quite impartial, and the results were very important. They showed that there had been no increase in venereal disease. Certain military doctors who had formerly been opposed to closing the houses had even stated that their suppression had benefited the health of the garrison. It was true that a less optimistic view had been expressed and the enquiry had noted it. It had been said that the diminution in the number of cases of venereal disease in Strasburg in 1927 and 1928 might be due to other causes than the closing of the licensed houses on February 1st, 1926. It had been attributed mainly to the development of public education in regard to the danger of frequenting prostitutes, to closer supervision on the part of the doctors charged with examining those women, etc. It also had been said that an experiment covering two years was insufficient owing to the variations which had been noted. During the two years preceding the closing of the licensed houses a similar decrease had been noted, and in 1927 and 1928 a decrease had also occurred in other towns where the system had not been abolished. Might not the decrease be a general phenomenon, the causes of which were not known, but which had nothing to do with the closing of the licensed houses ? On the other hand, it had been noted from the enquiry that clandestine prostitution had not increased in Strasburg. In any case, the enquiry had shown that, since the closing of the licensed houses, there had been no increase in venereal disease, as had been feared, but even a diminution.

From the point of view of public order in Strasburg, which was a garrison town, the reports were favourable. The statistics showed that the number of moral offences had been appreciably reduced. Since the closing of licensed houses the Assize Court of the Lower Rhine had only had to deal with from 5 to 10 cases in 1927-1928 instead of from 12 to 18 as in previous years.

There was thus no doubt that, from the point of view of public health and public order, the Strasburg enquiry supported the abolitionist cause. Moreover, the twelve following French towns had followed the example of Strasburg : Sarreguemines, Roubaix, Haguenau, Colmar, Mulhouse, Chaulnes, Montauban, Aubin, le Château d'Oleron, Salins (Jura), Noyon, Bagnères (Hte. Pyrénées).

In six other towns the municipal administrations had been asked by the municipal councillors to study the question carefully : They were Saint Etienne, Nantes, Metz, Thionville, Perpignan, Orléans.

M. Regnault hoped that the movement would spread and that a longer and wider experience would confirm the results obtained at Strasburg.

Mme. AVRIL DE SAINTE-CROIX thanked M. Maus for pointing out the distinction drawn between classes. She wished to protest against the specification of certain classes, such as domestic servants, clerks and so on. She could recall the spectacle of a policeman chasing an unfortunate prostitute who was only seeking her daily bread, whilst further on a policeman kept order in a crowd at the entrance to a fancy-dress ball given by a prostitute of a much higher class.

Prostitution was very difficult to define. It was not only a question of sex : male prostitution existed also. She did not imagine that any Parliament would be prepared to set up a system of registration for men, to institute licensed houses for them and to set the seal of degradation on them by attaching to them the stigma of professional prostitution.

If it were desired to reach a higher level, it should be remembered that not merely health and administrative regulations were involved, but morality and human dignity. Merely to view the matter from one aspect was useless and would lead to retrogression.

To Professor Conti she would reply that there was a great difference between lodgings occupied by two or three women who were entirely free and licensed houses where the women were practically slaves and exploited by the brothel-keeper. There was another point of view — the influence of the State, which acknowledged officially the necessity for the existence of prostitution, on the youth of the country who saw a difference between morality as taught and that practised. The licensed houses would have to disappear. She was very glad to see that the French Government was coming round to the view which she had advocated for so long. The experience of Strasburg had been very valuable.

When the matter was discussed in detail it might be useful to ascertain the opinion of the International League against the Venereal Peril.

Mr. HARRIS (Great Britain) wished to draw attention to one or two inaccuracies in document C.T.F.E.466 in reference to Great Britain to which his attention had been drawn. It was misleading to say that one of the features of British legislation was the freedom allowed to prostitution. With regard to the sentence quoted by Mme. Romneciano, it was true that prostitution by itself was not a criminal offence, but careful provision was made as regards the manifestation of prostitution in the streets.

Certain other statements had been expressed somewhat badly.

With Dr. Hein, he regretted the contrast shown between compulsory and voluntary treatment. Voluntary treatment might contain some elements of compulsion. On the other hand, as Professor Jadassohn had said, the compulsory system itself contained a voluntary element. He was afraid the contrast might lead to misapprehension. Perhaps the Secretary could discuss the document with some of the members of the Committee before it was printed, in order to see whether it could not be presented in a different manner.

In its reply, the British Government had attempted to give a picture of the system in force in Great Britain, from various angles: its influence on the question of exploitation for purposes of vice, its effect on the reduction of prostitution and the preservation of public order, and on the treatment of venereal disease. One of the most noticeable features of the system was that it had reduced very considerably what might be called the commercial side of vice.

In regard to the treatment of venereal disease, he would draw attention to the long report furnished by the British Social Hygiene Council which was printed as an appendix to the British reply. That report probably gave as clear a picture as could be presented of the system of voluntary treatment now being followed in Great Britain and the results, so far as they could be gauged, which should follow. On the whole, there was some ground for the belief that the voluntary system was giving very satisfactory results. In saying that it contained some measure of compulsion, he would explain that when prostitutes were arrested on the streets and imprisoned they received treatment. It was in theory voluntary, and he did not know whether the term "compulsory" could be applied to it. Generally speaking, no trouble arose.

He was not qualified to form an expert opinion as to the value of voluntary or compulsory treatment. The main justification for a discussion of the question was that it was not entirely a medical matter, but that it gave rise to principles on which the Committee was justified in expressing an opinion. Even as a medical question, it was not quite so simple as might at first appear. Venereal disease could not be treated in the same way as ordinary infectious diseases, and the question of medical etiquette was very different in regard to smallpox or scarlet fever, where the moral stigma did not arise.

If he might say so with great respect, the outlook of the medical profession was sometimes somewhat limited. He thought most doctors would sympathise with Samuel Butler's "Erewhon". If a man had stolen a few spoons he was said to be unwell and consulted a doctor, but if he had contracted influenza he was treated as a criminal and sent to prison for a month. It was important, however, in the desire to get rid of the scourge of venereal disease not to sacrifice the principle of liberty, which was even more important. He could not resist quoting the well-known reply of a British statesman, when consulted about the desirability of imposing restrictions on the sale of alcohol, that he would rather see England free than sober. That did not mean that he did not attach importance to sobriety but that he felt it should be based on free choice.

He wondered why it was that the name of Josephine Butler was so well-remembered a hundred years after her birth. He did not think it was because she preached a high standard of morality for both men and women, but because she had a passionate love of liberty. What appalled her in regard to regulation was that it degraded an already degraded class of women who were prevented from emerging from their degradation, and even increased the ranks of the degraded.

He would ask those States which were proposing to change from a system of regulation to some other system, to bear in mind the principle of liberty. There was some risk that a compulsory system might be applied to one class more than to another and might restore something like the principle existing in the system of regulation. He believed that the German Government had in mind the necessity of avoiding such a danger, which he thought had been successfully avoided in Great Britain.

There was another principle which should be borne in mind. It was not enough to cure the body. The mind had also to be cured. It was impossible to grapple successfully with the problem unless the root of the evil were attacked. It was necessary to deal with the social and economic questions referred to by Mme. Romneciano, to try to rehabilitate the prostitute and to prevent others from joining their ranks. Above all, young men and women should be taught the value and wisdom of self-control.

Mr. SEMPKINS had read very carefully the interesting reply from the German Government (document C.T.F.E.466(c)) and wished to ask for some explanations in regard to public order.

The following statement appeared in the third paragraph :

“ Such women cannot be prevented from living together if they wish, but as soon as their quarters assume the character of an establishment used for prostitution, the owner thereof can be punished as a procurer.”

Did that apply to a tenement managed by an agent on behalf of an owner ? Owners rarely managed such buildings themselves, and it might be exceedingly difficult to take proceedings. He would like to know against whom they would be taken.

On page 4, it was stated that the so-called “ concentration system ” was no longer compulsory, and on page 11 that it had been forbidden. Yet each prostitute could obtain lodging, and a number could obtain it in one building. Moreover, that could be the case in respect of a number of buildings in close proximity. Was action taken against the owner of the building or against the women ? The first question he had asked seemed to be relevant in this connection. It would appear to be impossible to proceed either against the owner of the house or against the women unless each house could be deemed a brothel. In what sense then was concentration forbidden ?

With regard to street order it was stated that women were “ forbidden habitually to walk the streets for purposes of gain in the neighbourhood of churches, etc.” He would be interested to know in what form the charge was made. Was it that “ you . . . being a prostitute, on such and such a night . . . ” or was it “ you . . . on such and such a night ” ? In the second case, what evidence was required, and was the system satisfactory ?

Did the remarks regarding the man who publicly offered himself on the streets for immoral gain refer to homosexuality, or to the man who pestered women, or did it refer to the type of man who prostituted himself for gain ? He had never heard of the latter on the streets.

He wished also to draw attention to an interesting comparison between a statement made by Dr. Bäumer at a previous session that persons engaged in prostitution had been more discreet — he imagined that referred to the old registered prostitute and not to clandestine prostitution — and the statements on pages 2, 18 and 19 of the German reply, where it was clearly stated that clandestine prostitution had become very much bolder. If he were correct in his interpretation, it would seem that the German law on street order had not been as effective, if he might be allowed to say so, as it might have been.

Again, it was stated that the practice of professional immorality might be forbidden in communes of less than 15,000 inhabitants. It would be of value in the discussion of a difficult problem if the Committee could be told whether communes had taken advantage of that power, and, if so, whether any information was available as to what had happened to the prostitutes. Had they been driven out of business, or left the neighbourhood, or did they still follow their profession ?

Could the German delegation say what were the serious cases provided for in Section 181 of the penal code ? The statement that procuration was not always punishable was somewhat startling, unless it referred only to the letting of a single room to a single prostitute. He would value any comments which the German delegation might have to make.

Some of the Committee might demur to the statement that it was impossible to stop prostitution. In any case, however, it was possible to change its form and to bring about an improvement in the situation. In particular, it was possible to prevent the headstrong girl from taking up prostitution as a means of livelihood because she did not like obeying the orders of her parent or mistress.

With regard to the housing shortage, it seemed to him quite clear that so long as there was a shortage, there was no inducement on the part of the owners of houses to let them to prostitutes, except for purposes of exploitation. If, however, the housing shortage were overcome, there might be a definite inducement to do so.

It was stated that girls were allowed to practise prostitution in single rooms for the reason that it kept them off the streets, but where did the girl obtain her clients ? Either she must find them on the street, or must advertise. In the former case, she was not really kept off the streets. He would value the opinion of the German delegation as to how far the second case subsisted, and as to whether any steps were taken to suppress such advertisements.

In regard to the French circular, the remarks made by M. Regnault at an earlier meeting had cleared away a misunderstanding. It would be very useful if the covering letter, which definitely stated that the French Government had had no intention in the circular of supporting the system of licensed houses or regulation, could be inserted in the Minutes.

With reference to the Strasburg enquiries, he wished to support one remark made by Mme. Avril de Sainte-Croix. It was profoundly true that a young man joining an organised body of men such as a regiment was obliged to fit in with the life generally led by that body. If most of the men frequented licensed houses, a recruit would have to be exceedingly strong-minded to keep away.

Some comment was needed on two other reports.

Document C.T.F.E.466(b) was a report from the English branch of the International Abolitionist Federation. That document was an invitation to deal with street order in a certain manner. He had discussed the proposal with Mr. Cohen, and hoped that the Committee would not have gained the impression that the British National Committee for the Suppression of Control would agree with it. He himself was the Secretary of the Committee and Mr. Cohen was one of its earliest and most influential members. They were in agreement that if such a suggestion were put before the Committee it would be defeated at least by a majority. In so far as the report was an invitation to international bodies to introduce such a method of control, he could say much more firmly that the International Bureau would unhesitatingly discard it as impossible.

Document C.T.F.E.466(b) also contained a report from the "Zürcher Verein für Volkswohl", which seemed to imply that all that was necessary was medical treatment and moral uplift. He had recently had an opportunity of discussing the report with Dr. Ninck, who had been a little astonished that Mr. Sempkins considered that the report involved a policy of "*laissez-faire*". He had replied that prostitution was illegal in Switzerland, and that had that not been the case, he would, in all probability, have changed the form of his report.

Perhaps what Mr. Sempkins had said might not be quite so abolitionist as some people would desire; he therefore wished to emphasise that none of his remarks should be taken to mean that the International Bureau believed in licensed houses or in regulation as it was generally understood at the present time. It quite emphatically condemned them, but it thought that there were other methods which ought to be adopted to deal with public order on the streets.

If he might make one concluding remark, he would very respectfully thank the French delegation for the undoubted help that it had given to the International Bureau, and he assumed to other international organisations, by the attitude it had taken up both at the present and previous session.

M. CHODZKO (Poland) was under the impression that the Committee had been listening to an echo of the old struggle between the abolitionist and regulation points of view. It appeared to him that progress towards abolition was being made, little by little. The abolitionists had already had great successes which might be summarised as follows: the suppression of licensed houses; the suppression of regulation; equality of sex from the point of view of compulsory treatment and compulsory examination; and — a great victory — women police. He himself subscribed to all four points; as the Committee would realise, these successes were based on a liberal doctrine.

Obviously, however, no doctrine, liberal or reactionary, could change the existing facts: the nature of things, human nature and biological laws. If the abolitionists were not content with the successes already gained, and endeavoured to force matters too far, they might produce the contrary phenomena.

It could not be denied that prostitution constituted a social danger and a danger to health, and that among prostitutes were a number of weak-minded women who were incapable of controlling themselves. There was also the economic element. He did not believe that the abolitionists wished to make of prostitutes a privileged caste which would not be controlled in the same way as other citizens.

Reference had been made to the medical profession, and it had been said that, though the old form of regulation had been suppressed, a new form of slavery was exercised by doctors. It had also been said that syphilis could not be placed on the same level as smallpox, because there was a certain moral stigma attaching to syphilis. The medical profession, however, was entirely opposed to that point of view, and its whole force was directed towards removing the stigma. Syphilis was not a crime but a great misfortune, and the man or woman who had been able to avoid contamination, in the present conditions of life, could consider himself very fortunate.

He would ask the Committee to consider the evolution of the liberal policy. England was the mother of political liberty and the British Parliament was the mother of parliaments. Yet, a hundred years ago manufacturers were forbidden to exploit boys and girls of six and seven years of age, and the industrial health regulations which were the great merit of Great Britain were based on the restriction of the individual liberty of manufacturers.

To take another instance, England was so liberal that there was no formal obligation in regard to vaccination against smallpox, but the British citizen who contracted smallpox was deprived of his liberty as he was compulsorily isolated.

All that could at present be done in regard to compulsory treatment and examination was to make it applicable without distinction to men and women alike.

As reference had been made to the medical profession with perhaps a certain amount of distrust, he would recapitulate the developments in Poland since the end of the military occupation on December 31st, 1918. The Ministry of Health had then appointed Dr. Wernic to take over the control of prostitution from the Ministry of the Interior. Similarly, the Ministry of Health had become responsible, from that date, for the treatment of prostitutes and the police assumed in this matter a secondary role. That was thought to be a great step in advance. Dr. Wernic, who was a confirmed abolitionist and whose good work

deserved mention, had organised the system which still existed. On 1921 the Ministry of Public Health had brought in a Bill dealing with the campaign against venereal disease which was inspired by abolitionist principles. Unfortunately, although it had been before three Parliaments it had not yet been adopted. A new draft was now being prepared by the Polish Government. It provided for the suppression of the regulation of prostitution, and it prohibited the keeping of licensed houses and *maisons de passe*. The struggle in regard to the German law on venereal diseases had lasted for ten years, and the question was not therefore so simple as might be believed.

In Poland, there had been a certain amount of success. The only accurate figures which could be taken were those relating to venereal disease in garrisons. In 1922, the year in which the licensed houses had been suppressed, there had been 53 cases of venereal disease per 1,000 and in 1927 only 35. Obviously that progress was not due to any particular doctrine but to improvements in medical treatment.

M. Maus had been good enough to circulate a very interesting pamphlet on the decrease of syphilis in Belgium. He agreed with Dr. Hein that the position in regard to gonorrhoea was very different. The disease was, in fact, increasing.

Finally, he would mention a draft Bill which had just been drawn up by the Minister of Labour. It provided that persons practising prostitution should be prohibited from exercising the *patria potestas*. It dealt also with the station missions, and provided for certain compulsory measures to be taken in regard to minor prostitutes, who would be placed in special institutions for rehabilitation and supervision. Provision was also made for measures against *souteneurs*.

It appeared to him that the opinion expressed by an American professor and that of Professor Jadassohn in regard to American women students was too bold. If the decreased prevalence of venereal disease among students in American universities was due to anything it would appear rather to be due to the prevalence of sport in the universities.

Dr. Estrid HEIN (Denmark) had heard the statement of the French representative with the greatest pleasure. As a doctor, she was accustomed to forming an opinion as to the prognosis of diseases, and she was glad to say that there was every chance of complete and permanent recovery. She would thank Mme. Avril de Sainte-Croix for her reply to the Italian representative, and was also in agreement with the ideas expressed by Mr. Harris. Denmark had given up the system of regulation twenty-four years previously, and if the Strasburg experience had been too short to permit of definite conclusions, twenty-four years was enough.

None of those who had spoken on behalf of abolitionist countries had maintained that the very great decrease in venereal disease was due to the closing of the licensed houses. It was due to medical progress, to free treatment of venereal disease, and to progress in general education. Those in favour of regulation had asked with fear in their hearts what was the effect of abolition on health conditions, and when they were given the answer that there had been a very great decrease in venereal disease, they said that that did not prove anything because there had been a decrease throughout the whole of Europe; the abolitionists, however, had merely answered the question put to them.

Mr. Harris had mentioned the limitations of the doctor's outlook, and several delegates had maintained that prostitution could never be abolished. When rats were deprived of a certain amount of A-vitamins their sexual behaviour was quite different. That gave promise that as a result of developments in medical science it might be possible to treat individuals who were sexually over-excited without doing any injury to them. She appreciated the views of the Polish representative; nevertheless, she thought that human nature could be changed.

Mme. CURCHOD-SECRETAN wished to insist on the moral and humanitarian aspect of the problem. She recalled that on several occasions already she had had the opportunity of expressing before the Committee her opinion of the system of official regulation and on the immoral and unjust aspects of the system. Even though the social causes which led so many women to become prostitutes were unfortunate, and even though those causes must be fought by all possible means, there was yet another duty to be fulfilled. The women must be reclaimed and re-educated. She related an experiment which had been carried out in a centre where prostitution had been carried on intensively in the streets. An assistant woman police officer had very quickly realised that in order to bring her cleansing work to a satisfactory conclusion she must have help. She had obtained the assistance of forty voluntary workers, who took charge of young girls needing help and affection. There was not much hope of regeneration for the more hardened prostitutes, but the results obtained in so far as the younger girls were concerned had been very encouraging. It was necessary to deal not only with the health of the body, but with that of the soul.

Mme. ROMNICIANO (Roumania) said that there had been no confusion in her mind as to the meaning of the quotation which she had made from the British report. The text was clear, but possibly some confusion had arisen from the French translation.

In reply to what Mme Avril de Sainte-Croix had said on the subject of compulsory medical examination, Mme. Romniciano did not consider it unjust to discriminate between the different social classes. It was incontestable that different standards of life existed and different conditions of bodily hygiene, and those who preserved a better standard of life might very well be spared medical inspection, whereas there were others who did not realise the importance of hygiene.

Referring to the question of the American women students, Professor JADASSOHN (Germany) said that he had not discussed it with his American colleague, but he thought they understood one another. Co-education had done much to improve the standard of morals of the men students. He had not anticipated that what he had said would give rise to a misunderstanding. Everyone who knew his clinic was aware that he had many women doctors on his staff. He had had no intention of reflecting on the women students.

M. CHODZKO (Poland) thanked Professor Jadassohn for his explanation, which corresponded with his own view. If he had raised the question it was simply to avoid unfavourable comment by the Press.

The continuation of the discussion was adjourned to the next meeting.

TENTH MEETING

Held on Monday, April 7th, 1930, at 3.15 p.m.

Chairman: M. Ito (Japan).

265. Question of the Limitation of the Volume of League Documents.

A note by the Secretary-General on the limitation of the volume of League documents was read by the SECRETARY. It called the attention of the Chairman to the following resolution adopted by the Assembly in 1928 :

“ The Chairmen of all Committees are requested to limit strictly at one meeting the amount of material which is to form the basis of their discussions at the next, quite apart from the question whether they have the money for publication or not :

“ (a) By framing their requests for information in a form which will induce short replies ;

“ (b) By instructing either the Rapporteurs or the Secretariat to summarise that material, keeping the original replies merely for reference ;

“ (c) By emphasising the importance of conciseness in any reports requested from outside sources ”.

266. (A) Examination of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished (continuation).

(B) Information from Countries where a System of Regulation still exists (continuation).

Mlle. LAVIELLE recognised the importance of the part played by medical science in the suppression of venereal disease but she wished, as Mr. Harris had done, to emphasise the fact that it was impossible to solve the problem unless the evil were attacked at the root. She wished, above all, to lay stress on the moral factors and the paramount importance of preventive and educational methods. Youth must be taught to recognise moral values and to practise self-control if real progress were to be made.

Mr. COHEN noted with satisfaction that, with the possible exception of the representative for Italy, all the members had either spoken emphatically in favour of the abolition of licensed prostitution, as M. Maus had done, or had made excuses for not adopting this system. In supporting the proposal made by M. Bourgois in the previous year, he had been convinced that it could result only in advantages, and this year's discussions had proved him to be right. The principle of abolition had now been accepted.

The disadvantage of speaking at this late stage of the debate was that he found himself involved in a discussion which rightly belonged to the doctors. While agreeing with Mr. Harris regarding the pernicious discrimination between voluntary and compulsory treatment for venereal disease, he disagreed with his views on the moral stigma attached to it. Venereal disease must be treated on a level with ordinary infectious diseases if a real improvement was to be achieved. He understood that in Canada a system of compulsory notification existed and the passage in the report referring to Canada should therefore be corrected (document C.T.F.E.466, page 6).

Since he had mentioned the question of the circulars in his report (document C.T.F.E. 460, page 1), though in deliberately careful wording, he now wished to assure M. Regnault that, after hearing his explanation, he was perfectly satisfied and would never have raised the point if some such explanation had been circulated with the order. He was convinced that progress must be made step by step and believed that the next step was to transfer the control of prostitution from the police to the medical authorities, but no system could be successful without the three essential factors of an adequately trained personnel, well-equipped clinics and a proper supply of funds.

Mr. Cohen was not in agreement with a document circulated by the English Branch of the International Abolitionist Federation, which tended to too great a toleration of prostitution. He considered that a decision on the particular measures to be adopted in each country was a national matter. This proposal was subject to discussion in England itself and would not be acceptable in other countries. He wished to thank M. Regnault for his very helpful statements and the examples he had given of towns which had abolished or discussed the abolition of licensed prostitution. This information would help to enlighten public opinion, which, even among educated people, was appallingly ignorant at present. The best way to attack the problem was through the mayors. It was not his province to suggest methods but perhaps the members might be inspired by a reminder of the methods used on behalf of women's suffrage.

Mme. Romneciano and Mlle. Lavielle had perhaps not been members of the Committee long enough to realise that their arguments had often put forward previously by other members and he was glad to assure them that they were all unanimous on those points. The Committee had made a great advance since last year and the principle of abolition which had been its object since 1922 was now almost achieved.

Professor JADASSOHN (Germany) wished to add a few remarks not wholly of a medical nature. As regards statistics, they were much maligned, but not wholly to be despised. It had been possible, for instance, for him to prove statistically, after investigation, the general impression that syphilis had, on the whole, diminished. Although the Strasburg experiment had had only a short trial, statistics revealed the interesting point that syphilis was now less prevalent there, whereas in Paris and in certain other towns it had increased.

M. Chodzko had ascribed the decrease in venereal diseases to education, which would affect every kind of disease, and to improved treatment, which would apply especially to syphilis. Methods of treatment for gonorrhoea existed, even if there were no new ones, but the difficulty was to get at the women patients and to persuade men to continue treatment until the end of the infectious period. Reference had been made to class discrimination brought about by the German law on venereal diseases. Events had proved that the provision of measures for compulsory treatment was beneficial because "their existence acted as an inducement to people of good standing to submit to treatment, and the mere threat of being reported to the health authorities was enough to persuade poor patients to continue treatment".

With regard to the maintenance of public order, the evidence from Strasburg was important because the question had often been raised in Germany, and it was generally found that the police were perfectly competent to maintain order. Great progress had been made by German law since the Brussels Conference, and prejudice against it was rapidly dying. It was not true that regulation still existed. The police had been almost entirely superseded by public health officials.

He had been glad to hear Mme Avril de Sainte-Croix refer to the Anti-Venereal Disease League as he himself was a Vice-President of that Society. Among the resolutions which it had accepted in Paris four or five years ago was one condemning not only licensed houses but also every kind of regulation.

Miss WALL (Great Britain) drew attention to certain passages of the statement on English Law, of which the wording was misleading, and had, in fact, been misunderstood. On page 5, of document C.T.F.E.466, the phrase "the freedom allowed to prostitution, of which the law takes no cognisance"; on page 6, the passage beginning "Neither prostitution nor soliciting for immoral purposes"; and on the same page, the expression "tolerant and liberal in regard to prostitution" were too strong and gave a false impression of the position. The fact was that the art of prostitution, defined as "the selling of her body by a woman", was not a criminal offence either in British Law or in that of many other countries, but provision was made against all its manifestations. There were effective measures against solicitation brothel-keeping, the *souteneur* and procuring. Unseemly behaviour in parks and public places was punishable, and there were also measures for the protection of young people. She would suggest a more exact statement of British legislation, if a Committee were formed to revise the report.

Baroness DE MONTENACH emphasised the need for education undertaken in a spirit of humanity and brotherhood, without distinction of class, to combat the evils of prostitution. This was the particular task of the voluntary associations.

Dr. Gertrud BAUMER (Germany) wished to reply to Mr. Sempkins's question arising out of the report from the German Government, (document C.T.F.E.466(c).) regarding the proceedings to be taken against the proprietors of brothels. In her verbal report, made in the previous year, she had quoted the decision of the Supreme Court that in cases where women were over-charged for their rooms proceedings should be taken against the proprietor, if he were to be found, or his agent, as keeper of a brothel.

On the point arising out of paragraph 16 of the Law (page 11 of the report), she added that women were proceeded against as prostitutes for being in certain prohibited neighbourhoods, but were otherwise unmolested. This was admittedly an unavoidable compromise with the old system of regulation.

On the third point (page 11), the provisions against persons who publicly incite to immorality included every kind of person.

On the fourth point, discrepancy between the reports on public order from various towns was due partly to incomplete information and partly to the attitude of the police in different places. There was still a great lack of trained social workers. The regulation providing for the suppression of prostitution in small towns had been designed for towns in which no public health authorities existed, and was retained by the special desire of certain States, namely, Baden, Württemberg, and Bavaria.

With regard to the means employed by prostitutes to gain clients, the use of advertisements was entirely prohibited.

Mr. SEMPKINS thanked Dr. Bäumer for her replies to his questions.

Mr. Bascom JOHNSON pointed out that the summary of the laws of the States of the United States of America was not accurately stated in the last paragraph but one on page 3 of the study. The present legislation prohibited licensed houses and prevented registration. He asked that the passage might be revised.

The Committee adopted Mr. Harris's suggestion that this document should be examined by a sub-committee, not with the intention of modifying the text, but merely to subject it to a careful scrutiny.

The CHAIRMAN proposed that the Committee suggested by Mr. Harris should consist of Mr. HARRIS, Dr. HEIN, M. MAUS, M. BOURGOIS and Dr. BÄUMER.

Dr. Gertrud BÄUMER (Germany) regretted that, as she would be obliged to leave Geneva before the end of the session of the Advisory Commission, she could not accept the appointment.

The CHAIRMAN asked M. CHODZKO to serve in her place.

The Committee adopted the Chairman's proposal.

267. A. Examination of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished: Adoption of a Draft Resolution.

The following draft resolution was read :

“ The Traffic in Women and Children Committee,

“ Having considered the reports on the maintenance of public order and good health received from Governments of those countries where the system of licensed houses has been abolished ;

“ Notes that, in the opinion of these Governments, the fear that such abolition would result in an increase of venereal disease has been proved unfounded ; also that the danger of international traffic has been diminished by the closing of the houses ;

“ The Committee, being of the opinion therefore that the study of these replies would be of interest and assistance to those Governments which are considering the possibility of abolishing the licensed house system,

“ Asks the Council to forward document C.T.F.E.466(1) to all States which still retain the system.”

The CHAIRMAN proposed that the last paragraph should be amended to read as follows :

“ Asks the Council to forward document C.T.F.E.466(1) to members or non-Members of the League of Nations.”

Mr. HARRIS (Great Britain) suggested the following modification to paragraph 3 :

“ Notes that, in the opinion of these Governments, the fear that such abolition would result in an increase of venereal disease *or would prejudice public order* has been proved unfounded ”

M. AMADOR (Spain) supported the amendment proposed by Mr. Harris.

The Committee adopted the draft resolution as amended by the Chairman and Mr. Harris.

268. Suppression of the Traffic in Obscene Publications : Adoption of a Draft Form of Annual Report.

The following draft form of annual report recommended by the Sub-Committee was read :

“ 1. What are the legal measures in your country for suppressing the traffic in obscene publications ? Is there any definition in your law or any judicial decision as to

the definition of the word ' obscene ' ? Is any new legislation contemplated ? (Please send a statement and full text of the law on the subject.)

" 2. Give the name and address of the central authority established under the Agreement of 1910.

" 3. What difficulties has your country experienced in dealing with obscene publications originating (a) in your own country ; (b) in another country ? (Please give particulars.)

" 4. Please give particulars of cases discovered during the year, and the number in which prosecutions were found possible, distinguishing between cases originating (a) in your own country ; (b) in another country.

" 5. Please give information as to cases reported to or by central authorities of other countries.

" 6. Does the experience of the last few years indicate that these publications are increasing or decreasing or assuming other forms ? Have you any further suggestions or observations ? "

The draft form of annual report was adopted.

269. (A) **Codification of Conventions.**

(B) **Examination of the Report of the International Criminal Police Commission on the Method of Co-operation with the Traffic in Women and Children Committee (Items 10 and 11 of the Agenda).**

The CHAIRMAN suggested that, as these two items ought also to be discussed by the Child Welfare Committee, they should be held over and dealt with at the joint meeting of the two Committees.

This proposal was adopted.

270. **Examination of the Draft Budget for 1931.**

The SECRETARY submitted the following budget estimates for 1931 :

	Estimates			Expenditure
	1931	1930	1929	1929
Sessions of the Committees (including Child Welfare Committee)	1,500	2,500	2,000	100.75
Printing and documentation	12,000	12,000	15,000	9,707.35
Cables, telegrams and miscellaneous	500	500	1,000	58.25

She drew attention to the proposed reduction in the 1931 estimate for the sessions of the Committees (including the Child Welfare Committee). The estimates for printing and documentation and cables, telegrams and miscellaneous were the same for 1931 as for 1930.

Since the date when the estimates had been prepared she had been informed by the Secretary-General that a further reduction of 500 francs would be made from the estimate for the sessions of the Committees.

In explanation of the strange figures for expenditure in 1929 she pointed out that, as other big conferences of the League were in session at the same time, the cost of extra staff and various other items of expenditure had been shared.

Mr. HARRIS (Great Britain) asked if the reduction of 500 francs from the estimate for the sessions of the Committee would leave sufficient money to carry on. He suggested that it might be better to meet the reduction under the heading of printing and documentation.

The SECRETARY said that she had already protested against this further reduction of 500 francs, but the Secretary-General had assured her that the reduction was necessary as it had been decided to strengthen the central services during 1931, and he had assured her that it would not occur again.

As regards the suggestion that the reduction should be taken from the estimates for printing and documentation, the Secretary thought that it would be dangerous to work on such a low margin for printing. It would mean that it might be necessary to refuse to circulate quite interesting documents because they proved to be just too long to be Roneographed.

271. **Date of the Next Session of the Committee.**

The SECRETARY pointed out that as Easter fell next year on April 5th, the Committee must either meet after Easter, which was contrary to its custom, or as early as the middle of March. A date later than Easter had this disadvantage, that the Council would be meeting in the second week of May, whereas, should a date in the middle of March be chosen, the margin of time in which the Secretary would be able to receive Government replies would be very limited, and reports would have to be sent in very early. Consequently, she would suggest the second Monday after Easter, April 13th.

Mr. COHEN supported the Secretary's proposal. He pointed out that it had been difficult even this year to collect material in time.

M. REGNAULT (France) said that he was not superstitious, and had no objection to the proposed date, the 13th, but he pointed out that, if the Committee met on a Monday, the members would have to travel on a Sunday, and he suggested that perhaps Tuesday, April 14th, would be more convenient.

Dr. MATZ (Germany) was in favour of Wednesday, April 15th.

The SECRETARY pointed out that next year it was the turn of the Child Welfare Committee to have precedence over the Traffic in Women and Children Committee.

The CHAIRMAN suggested that, in that case, the Child Welfare Committee might meet on April 14th, and the Traffic in Women and Children Committee on April 21st.

This suggestion was adopted, subject to the approval of the Child Welfare Committee.

272. Protection of Young Female Artistes touring abroad in Music Halls and Similar Places of Amusement.

Mr. HARRIS (Great Britain) suggested that the Secretariat might be asked to prepare a short summary of the reports submitted (documents C.T.F.E.410, 410(a), 410(b), 410(c), 410(d), 410(e) and 410(f)), pointing out the way in which international co-operation might be found to be valuable. In this way the Committee would be able to discuss the matter more easily and more helpfully at the next session.

Mr. COHEN asked whether there was not still a certain amount of supplementary information to be received from the International Labour Office.

Mlle. DE ROMER (Member of the Social Section) pointed out that document C.T.F.E.410 gave a sufficient résumé of the material. She suggested that the Committee should itself indicate what lines of discussion it wished to follow and what suggestions it found of special interest, rather than leave the matter to the Secretariat.

In reply to Mr. Cohen she said that the International Labour Office had already communicated all the information in its possession on this subject. It might have a certain amount of additional information to add later concerning the age-limit of children employed on work which was not industrial in character.

M. REGNAULT (France) also thought it very difficult to get a comprehensive view of the matter by merely reading the reports communicated. He thought it would be preferable to appoint a Rapporteur to study and summarise the mass of information collected, and he suggested that this Rapporteur should be appointed by the Secretariat or by the Committee.

Dr. Gertrud BAUMER (Germany) agreed with M. Regnault. She thought that it was very important that all the authorities that dealt with young artistes, such as employment agencies, police and passport offices, voluntary organisations, etc., should co-operate with each other.

The CHAIRMAN asked if there were any objections to the proposal of M. Regnault that a Rapporteur should be nominated.

The proposal was adopted.

Mr. HARRIS (Great Britain) suggested that the Secretary should be nominated as Rapporteur.

The CHAIRMAN thought that it would be better to appoint Mr. Harris, supported by the Secretary.

This proposal was adopted.

273. Women Police.

M. MAUS (Belgium) suggested that, in order to facilitate the Committee's work in the coming year, it would be useful to have a report on the different systems adopted for the employment of women police, and on the co-operation between women police and the main police forces. It seemed to him that nearly every country had a different organisation; sometimes women were enrolled in the same way as men, sometimes it was their duty merely to assist the police and sometimes they were looked on as a preventive or even a repressive institution. In the Netherlands, for example, three or four systems, more or less different, were in force in the large towns.

He would also suggest that an enquiry should be made on the spot after the documents supplied by the Secretariat had been studied.

Miss WALL (Great Britain) thought it was of interest that the number of women police in London was to be increased from 50 to 100, and that a woman officer from Liverpool had been appointed temporarily as adviser to the Commissioner of Metropolitan Police.

M. AMADOR (Spain) said that, although it had been thought that it was not possible in Spain to organise a women's police force, yet Barcelona had established, during the International Exhibition, a brigade of women police who had done excellent service. It was to be hoped that, even when the Exhibition was over, these women police would be retained and attached to the municipal police force. He hoped to be in a position to give information on the subject in 1931.

Dr. Gertrud BÄUMER (Germany) agreed with M. Maus that an enquiry *in situ* into the various organisations of women police was very necessary ; or at least an exact and carefully drafted questionnaire ought to be drawn up and sent to the Governments concerned.

Mr. HARRIS (Great Britain) thought that the Committee ought to be more careful before it put additional items on its agenda. Apart from the connection between women police and the traffic in women and children, the general question of women police as a whole seemed somewhat outside the scope of the Committee. He suggested that no enquiry should be made, but that the matter should be kept on the agenda.

M. CHODZKO (Poland) said that, in 1925, there were twenty-three members of the Polish Women Police Corps. This number had been found to be insufficient and, with the assistance of the head of the State police, Colonel Malczewski a second training course had been held during the past year. Over 300 hours had been devoted to instruction, of which 130 hours were devoted to theoretical instruction and 180 hours to practical instruction. The candidates had been informed about questions relating to the traffic in women and children, pornography, venereal disease, alcohol, drug-taking, the legislation concerning criminal children, assistance for prisoners, emigration, social assistance and the protection of women and minors in industry. The course had been successfully finished by thirty-six women, who had passed the final examination, and been appointed to posts all over Poland ; for example, five women police had been established in the new port of Gdynia. The women police corps was attached to the Sixth Polish Brigade of Criminal Police of Warsaw, and it had a woman police officer at its head.

He pointed out possible disadvantages which might occur if the women police were to specialise in preventive work, for they might become nothing more than social workers, which would be undesirable. If, however, they remained part of the male police force, they would lose their independence. Different countries had different ways of solving these difficulties, and, in this connection, he wished to support M. Maus' valuable proposal.

Mme. AVRIL DE SAINTE-CROIX wished also to support the suggestion of M. Maus. All the women's international organisations that she represented were in favour of the appointment of women police, and she personally was pleased to hear of the success of the experiment with Spanish women police in Barcelona.

The CHAIRMAN proposed that the Secretariat should prepare a report on the subject for the following year.

Dr. Estrid HEIN (Denmark) wished to support the Chairman's proposal. She thought that the root of the whole question was how to recruit women and train them for this purpose. She believed that some countries chose them because they were widows of police officers, or for some other such insufficient reason. In such cases it could hardly be wondered at if the women police turned out unsuccessfully.

The CHAIRMAN asked if it was agreed that the matter should be discussed at the next session.

Agreed.

274. **Repatriation of Foreign Prostitutes: Adoption of a Draft Resolution** (documents C.T.F.E.411 (Annex), C.T.F.E.426 (Annex) and C.T.F.E.474).

Dr. MATZ (Germany) drew attention to the interesting memorandum presented by M. Maus (document C.T.F.E.474) and emphasised the necessity for co-operation between Governments and voluntary organisations. M. Maus had suggested that a Convention might be drawn up on the lines of that for the Repatriation of Seamen. She would suggest that the memorandum by M. Maus should be used as a basis for discussion at the next session.

Mr. SEMPKINS pointed out that the Committee had appointed a Rapporteur for this matter at its fifth session. The present session was the ninth and he wondered if the report was ready. He himself would propose the following resolution :

“ This subject of repatriation of prostitutes has been considered at several previous sessions of the Committee and, at the sixth session, it was deferred to a later date to permit the collecting of information.

“ The Committee has now received definite proposals submitted by M. Maus, technical adviser to the Belgian Government, and by the International Bureau for the Suppression of the Traffic in Women and Children.

“ It also understands that the subject will be discussed at a Congress to be held by that Bureau in October of this year.

“ It therefore proposes to continue the study of the question at the next session in the hope that it will be possible eventually to make helpful suggestions towards the solution of a difficult and delicate problem.”

Dr. CHODZKO (Poland) wished to support Mr. Sempkins' draft resolution.

The draft resolution was adopted.

275. Assistance to be given to Discharged Female Prisoners (document C.T.F.E.421).

M. AMADOR (Spain) suggested that as the Marquis de Guad-el-Jelu, the Rapporteur, was absent, the matter should be held over until the following year.

Dr. Estrid HEIN (Denmark) said it was the third time the question had appeared on the agenda without being discussed. Every year she tried to obtain information to present to the Committee on this subject, but so far without any success. She suggested that the question might be included under Category A of the agenda of the next session.

The CHAIRMAN observed that the point must be decided by next year's Agenda Committee.

The SECRETARY pointed out that the question of assistance to discharged female prisoners was connected with the international aspects of prison reform. The Council, in January 1930, had asked what aspects of this question could be dealt with by the League. Attention had been first drawn to the question by a petition from the Howard League for Penal Reform (*cf.*, document C.51.1930.IV) and it was certain that the Women and Children and the Child Welfare Committees would be asked to report on the matter in the following year.

Professor CONTI (Italy) mentioned that he was a member of the International Prison Committee, which had received a suggestion in this sense from the League, and he hoped that the matter would be thoroughly discussed when the International Prison Committee met in August at Prague.

M. REGNAULT (France) regretted the rather indefinite adjournment of this question. He thought that it came well within the scope of the Committee's work and deserved more continuous study than it had so far received. He suggested that each member might be asked to investigate the conditions in his or her own country.

The CHAIRMAN said that the matter would certainly be brought forward on the agenda of the next session, when the reports of the International Prison Committee and the Howard League for Penal Reform would be available. He agreed with M. Regnault's suggestion that the members should be asked to investigate conditions in their own countries.

M. MAUS (Belgium) wished to know if the Chairman meant that each member was expected to draw up a report.

Mme. AVRIL DE SAINTE-CROIX wished to support M. Regnault's proposal and suggested that the women's international organisations might also be asked to present a report on the question.

Mr. HARRIS (Great Britain) pointed out that the Committee continued to add new subjects to its agenda. The question of assistance to be given to discharged female prisoners was one of endless possibilities. He suggested that it should be put on the agenda for the next session and that it should be considered in the light of the reports received from the prison commissions.

Mr. SEMPKINS agreed with Mr. Harris.

Mme. ROMNICIANO (Roumania) also agreed that the number of questions on the agenda, although they were doubtless interesting and important, was always increasing.

M. REGNAULT (France) asked that those who were willing to present reports in the coming year should not be discouraged.

The CHAIRMAN said that, in that case, the matter would be placed on the agenda of the next session for discussion in the light of the reports received from the prison commissions, and that members of the Traffic in Women and Children Committee would be asked to present reports if they found it possible to do so. If not, they could hand in their reports later.

The Chairman's proposals were adopted.

ELEVENTH MEETING

Held on Wednesday, April 9th, 1930, at 10.30 a.m.

Chairman: M. Iro (Japan).

276. Examination of the Draft Report to the Council.

The various chapters of the draft report on the work of the ninth session of the Committee were read.

After an exchange of views, *it was decided to avoid mentioning particular delegates when possible.*

Chapters 1, 2 and 3 were adopted with minor amendments.

4. EXAMINATION OF THE REPORTS BY PRIVATE ORGANISATIONS.

Mme. ROMNICIANO (Roumania) requested that the following paragraph be inserted between the fifth and sixth paragraphs :

“ The Roumanian delegate supported this report and emphasised the well-organised work of this Federation in Roumania, which was greatly aided and generously subsidised by the Government.”

Mlle. LAVIELLE requested that the following sentence should be added to the eighth paragraph :

“ When seeking the cause of moral downfalls, she found, after careful enquiry, that the majority of fallen women belonged to families that had been broken up.”

to replace the following :

“ The advantage of these organisations is that they impose certain minimum guarantees in respect of contracts, wages, hours of work, sickness insurance and lodging.”

M. CHODZKO (Poland) requested that a sentence be inserted expressing his thanks to Mr. Cohen.

Mr. HARRIS (Great Britain) suggested that the tenth paragraph should read as follows :

“ Mr. Cohen suggested that, in view of the reports received from Mexico as to the extent of the traffic, the co-operation of that country was desirable.”

M. REGNAULT (France) informed the Committee that Mme. Avril de Sainte-Croix had asked that the following paragraphs should be inserted after the eleventh paragraph :

“ Mme. Avril de Sainte-Croix, delegate of the International Women's Associations, reviewed women's work in the different countries, directed more particularly against venereal diseases and obscene publications, and on the questions of the age-limit and the measures to be taken against *souteneurs*. The National Council of Women of France had protested some time back against a circular of the French Ministry of Health which appeared to be in contradiction with the very liberal statements of the French delegate at the last session of the Traffic in Women and Children Committee. The reply of the French authorities, which was confirmed by M. Regnault, was as follows: 'The circular in question did not in any way prejudice the adoption in France of either a regulationist or abolitionist system'. The Minister declared that it even constituted progress, since it transferred the control of prostitution from the point of view of health from the police to the health authorities. On this matter M. Regnault communicated a declaration by his Government which allayed the anxiety that had been expressed.

“ Mme. Avril de Sainte-Croix also gave the results of a detailed enquiry into conditions of public order and health in a number of towns in Alsace, more especially Strasburg, which had abolished licensed houses. This enquiry had revealed an appreciable decrease in venereal disease both among civilians and in the army and showed satisfactory conditions as regards the maintenance of public order and decency in the streets.”

This chapter was adopted, subject to the amendments of the Roumanian, Polish, British and French delegates and of Mlle. Lavielle, and to certain minor amendments.

Chapters 5 to 8 were adopted with minor amendments.

9(a). ADDITIONAL INFORMATION SENT BY GOVERNMENTS IN REGARD TO THE SUPPRESSION OF THE TRAFFIC IN OBSCENE PUBLICATIONS.

M. CHODZKO (Poland) asked that reference be made to the information he had given regarding the new circular of the Ministry of the Interior, concerning the measures to be taken against the traffic in obscene publications.

Dr. Gertrud BÄUMER (Germany) requested that the reference to Germany in the third paragraph should read as follows :

“ In Germany the influence of the law of 1926 had been mainly preventive. Publishers of this kind of literature had altered the style of their publications in order to avoid the risk of financial loss through prohibition.”

This chapter was adopted, subject to the amendments of the Polish and German delegates and to certain minor amendments.

Chapter 9(b) was adopted with the omission of the first paragraph and with certain minor amendments.

10. 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.

Dr. Gertrud BÄUMER (Germany) asked that the following sentence be inserted at the end of the fifth paragraph :

“ The German delegate supplemented the foregoing statement and furnished information on several questions, especially public order and housing.”

Professor CONTI (Italy) requested that the following paragraph be inserted between the fifth and sixth paragraphs :

“ The Italian delegate hoped that the system of licensed houses might soon be abolished in his country. At his request, the German technical expert gave special explanations in regard to the recent German law.”

Paragraphs 1 to 5 of Chapter 10 were adopted, subject to the amendments of the German and Italian delegates and to certain minor amendments.

The continuation of the discussion was adjourned to the next meeting.

TWELFTH MEETING

Held on Wednesday, April 9th, 1930, at 3 p.m.

Chairman: M. Ito (Japan).

277. Examination of the Draft Report to the Council (continuation).

10. 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 (continuation).

Mr. HARRIS (Great Britain) proposed that the sixth paragraph of the draft report be drafted as follows :

“ The British delegate explained that the system of dealing with venereal disease adopted in Great Britain was based on voluntary principles, and treatment was provided free of cost at clinics maintained by the local authorities and at hospitals. He pointed out that it was not always possible to draw a sharp distinction between the voluntary

and compulsory forms of treatment. He emphasised the importance of gaining the patients' co-operation. From the point of view of the liberty of the subject, he drew attention to the danger of applying the compulsory system to one class of the community only and thus reviving some of the main objections to the system of official regulation."

Mme. ROMNICIANO (Roumania) asked that the following paragraph be inserted between the sixth and seventh paragraphs :

"The Roumanian delegate pointed out that, in the opinion of her Government, the campaign against prostitution and venereal disease should go hand in hand with an improvement of economic and social conditions if the closing of licensed houses was to prove really effective."

M. CHODZKO (Poland) asked that the following paragraph be inserted :

"The Polish delegate, emphasising the danger to health and the social dangers of prostitution, mentioned the Polish bills on the campaign against venereal disease and prostitution, which were based on the abolitionist principle."

M. REGNAULT (France) considered that the first and second paragraphs of the resolution at the end of the chapter were contradictory. He proposed the omission of the words "in the opinion of these Governments".

This chapter was adopted, subject to the amendments of the British, Roumanian, Polish and French delegates and to certain minor amendments.

11. BUDGET.

It was decided to insert this chapter later in the report before "Date of Next Session".

The chapter was adopted.

Chapter 12 was adopted without observation.

13. EMPLOYMENT OF WOMEN POLICE.

Miss WALL (Great Britain) asked that the reference to Great Britain in the second paragraph should read as follows :

"With regard to Great Britain, it was reported that the women police in London, who at present numbered fifty, were to be increased to a hundred and that a temporary appointment had been made of an experienced woman to act as adviser to the Commissioner of Metropolitan Police."

This chapter was adopted, subject to Miss Wall's amendment and to a drafting amendment.

Chapter 14 was adopted with minor amendments.

15. ASSISTANCE TO DISCHARGED FEMALE PRISONERS.

Professor CONTI (Italy) asked that, in order to complete the information given, the following statement should be included :

"Professor Conti, the Italian representative on the International Police Commission, informed the Committee that the members of the International Police Commission were already investigating this problem."

The members of the International Police Commission had been circularised and had taken up the matter.

In reply to the Chairman, Professor Conti said that he would be satisfied if his statement were inserted in the Minutes.

After some discussion, it was agreed to amend the last paragraph as follows :

"Having noted this communication, the Committee decided to keep the question of assistance to discharged female prisoners on the agenda of its next session and to invite the members of the Committee and the representatives of voluntary organisations to make such communications and suggestions as they considered useful."

This chapter was adopted with the above amendment and certain minor amendments.

Chapter 16 was adopted without observation.

M. AMADOR (Spain) asked that the following passage be inserted in the report :

“ The Committee has learnt with sincere regret that the term of office of Dame Rachel Crowdy, as Chief of the Social Questions and Opium Traffic Section, and hence as Secretary of the Committee, will shortly expire.

“ Throughout the nine years since the 1921 Conference, when the Traffic in Women and Children Committee was first set up, Dame Rachel has devoted herself wholeheartedly to this work. She has invariably done everything possible to assist the Committee as a whole and to facilitate the task of its individual members. It is most desirable that her experience should still remain at the disposal of the Committee. The latter desires to avail itself of this opportunity to express its most grateful thanks to Dame Rachel and to convey to her, on behalf of all the members, Government delegates and assessors, its best wishes for the future.”

M. Amador's proposal was unanimously adopted.

The SECRETARY thanked M. Amador for his proposal and the members of the Committee and assessors for the manner in which they had supported it.

The report as amended was unanimously adopted (Annex 11).

278. Organisation and Working of Central Authorities created under Article 1 of the 1904 Agreement: Adoption of a Draft Resolution.

M. CHODZKO (Poland) proposed the following draft 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 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.”

M. MAUS (Belgium) supported Dr. Chodzko's proposal. He asked whether it would be possible to arrange for the questionnaires to be sent direct to the central authorities, rather than through diplomatic channels. The central authority could then collect the information and would thus be in a position to gain a general view of the subject and to deal with it more adequately.

M. Chodzko's resolution and M. Maus' suggestion, were adopted.

279. Close of the Session.

Mr. COHEN wished to express his appreciation of the excellent services rendered by the Secretariat during the session.

Mme. AVRIL DE SAINTE-CROIX was sure that she represented the unanimous feelings of her colleagues in sincerely thanking the Chairman for the firm and tactful way in which he had conducted the debates.

In declaring closed the ninth session of the Traffic in Women and Children Committee, the CHAIRMAN thanked the members of the voluntary organisations for their presence. He hoped to have the pleasure of welcoming them in the coming year.

ADVISORY COMMISSION
FOR PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE

**Joint Meeting of the Traffic in Women and Children Committee
and the Child Welfare Committee**

Held on Wednesday, April 9th, 1930, at 4.15 p.m.

Chairman: M. Ito (Japan).

1. Examination of the Report of the International Criminal Police Commission on the Method of Co-operation with the Advisory Commission for the Protection and Welfare of Children and Young People.

The SECRETARY said that the document that had been distributed (document C.P.E.232.) made it clear what action had so far been taken by the Secretariat and the International Criminal Police Commission. The resolution adopted by the tenth Assembly of the League of Nations read as follows :

“ The Assembly decides to ask the Council to consider inviting the International Criminal Police Commission to present, after consulting all the police authorities represented upon it, suggestions as to the ways in which the Commission, and the authorities represented on it, can best assist the League of Nations and the States Members of the League, in the suppression of the illicit traffic in opium and other dangerous drugs and for the protection of women and children. In the light of those suggestions, the appropriate Committees of the League will be able to judge whether it would be advisable to arrange for Conferences between those Committees and representatives of the Commission.”

This resolution had been adopted on the proposal of the Fifth Committee of the Assembly, with a view to securing the effective co-operation of the police authorities in the various countries in connection with the League's work as regards traffic in opium and the protection of women and children.

The letter dated January 24th, 1930, received from the International Criminal Police Commission, contained suggestions and proposals regarding the way in which co-operation could usefully be effected between the Traffic in Women and Children Committee, the Child Welfare Committee, and the International Criminal Police Commission.

The Secretary pointed out that many of the suggestions contained in the memorandum in question had already been carried out by the two Committees.

Count CARTON DE WIART (Belgium) thought that the offer of collaboration with the International Criminal Police Commission should be welcomed with gratitude and sympathy. He agreed that the Commission might be able to furnish the two Committees with useful information on several subjects, such as the problem of *souteneurs*. He thought, however, that collaboration between the two Committees and the police should not be permanent in character, but that when either the Traffic in Women and Children Committee or the Child Welfare Committee wished to obtain information or to have a consultation in common on any particular subject they should make use of their power to apply to the International Criminal Police Commission.

Mr. HARRIS (Great Britain) thought that it would be useful if the Secretary could say what action had already been taken in this matter by the Opium Committee.

He drew attention to the passage in the last paragraph of the letter from the International Criminal Police Commission which said that “ to prepare material for discussion and to attend the League Committees the Commission had also selected for each Committee a delegation of three members ”. He asked if that meant that three members would attend the meetings of each of the League Committees or whether only one member would attend each Committee.

He quite agreed with Count Carton de Wiart that police co-operation would be very valuable when dealing with the question of *souteneurs*, and he thought that the decision as to when police co-operation would be necessary might safely be left to the Chairman, assisted by the Secretary. He added that he did not think that cases of co-operation would arise frequently so far as the Child Welfare Committee was concerned.

Mme. AVRIL DE SAINTE-CROIX pointed out the close connection between the traffic in women and children, prostitution and the drug traffic. She thought it would be useful for

these matters also to be studied in co-operation with the Commission on Penal Law, in order to see if the legislation dealing with *souteneurs* could be made stricter and more severe, since *souteneurs* and prostitutes were often, at the same time, traffickers in drugs.

Mr. SEMPKINS realised the advantage there would be in keeping in contact with the International Criminal Police Commission, but he was a little doubtful as to how the police might assist only for special subjects, such as, for instance, the discussions of *souteneurs*, at any particular session. On any such subjects the discussions were continued from one session to another, and for co-operation to be useful, it should be continuous. He thought the members of the Advisory Commission should realise not only the effect which the presence of a police representative might have on them, but also the reaction of their presence on him. He thought it would be better for mutual understanding if a police representative could attend all the meetings of the Committees, in which case he would be able to give his continuous and unbroken collaboration.

Professor CONTI (Italy) pointed out that the duties of criminal police were twofold : they had to prevent offences if possible, and to deal with those that occurred. He was convinced that collaboration between the police and the Committees would be extremely useful.

He pointed out to Mme. Avril de Sainte-Croix that the new Italian penal code dealt systematically with such interrelated questions as prostitution, *souteneurs*, procuring and traffic in drugs.

Dr. Gertrud BÄUMER (Germany) agreed with Mr. Harris that, although police co-operation would be useful in the Traffic in Women and Children Committee, there was no need to have a police representative on the Child Welfare Committee. She pointed out that the six ways in which the International Criminal Police Commission had suggested that co-operation might prove of use related to matters which did not call for co-operation with the Child Welfare Committee.

The SECRETARY, in answer to Mr. Harris, said that the Opium Committee had suggested that the different questions raised by the International Criminal Police Commission should be considered at its next year's session, and had already invited the Criminal Police to send representatives to attend two or three of the meetings held during the present year. Owing, however, to the short notice given, the Police Commission had been unable to accept the invitation.

As regards the delegation of three members mentioned in the last paragraph of the letter from the International Criminal Police Commission, she thought that this passage must mean that a delegation of three members had been appointed for each Committee.

She added that, if Count Carton de Wiart's proposal were accepted, the Advisory Commission might add that it would be the duty of the Chairman, assisted by the Secretary, to decide in what cases a representative should be asked to attend the meetings.

M. MAUS (Belgium) thought there was no doubt that the collaboration of the police would be useful in certain cases, but he drew attention to the following extracts from the letter received from the International Criminal Police Commission :

" The private reports are often rather subjective, though this is not meant as a criticism, because the author of a private report naturally sees the effects in a different light from the authorities. "

" The arguments of the authorities are not necessarily always right, but since the satisfactory execution of any decision depends upon the authorities, their views ought logically to be heard. "

" Personal contact between the representatives of the authorities who are responsible for taking action in certain matters, and the League Committees. . . . certainly seems one of the best means of carrying out the League's ideas. "

If the police wished to be represented with these aims in view, he thought it would be better for the Traffic in Women and Children Committee and the Child Welfare Committee to apply direct to the central authorities who were really qualified to help and to give information. He pointed out that many of the discussions of the two Committees were based on reports and documents of private and voluntary associations, and those associations would certainly not wish their statements to be contested by the representatives of a police association which had not the same authority as the central authorities.

The CHAIRMAN said that the two points to be decided were : Was it desirable to collaborate with the International Criminal Police Commission ; and, If so, in what way could this collaboration best be carried out ?

Mme. ROMNICIANO (Roumania), in support of Mme. Avril de Sainte-Croix, said that she had made enquiries in four countries and had secured irrefutable proof of the connection

between prostitution, *souteneurs*, procuring and the drug traffic. She agreed that, as the whole trend of the child welfare movement was in a direction away from punishment, it would be unnecessary to have co-operation between the police and that Committee.

Mr. SEMPKINS wished to explain that his previous remarks referred only to the Traffic in Women and Children Committee and not to the Child Welfare Committee.

Mr. COHEN, in reply to the Chairman, said that there was no doubt that it would be useful to collaborate with the International Criminal Police Commission; this however, had already been done before, and there had been cases in which a police officer had attended the meetings of the Committee in order to give information. He agreed with M. Maus that it would be dangerous to have a fixed police representative on the Committees as an assessor. He hoped that, if it were decided to admit a representative of the police, his co-operation would be confined to answering questions relating to such matters as the traffic in women and children, *souteneurs*, procuring, etc., and not to domestic matters.

Dr. Estrid HEIN (Denmark) agreed that police collaboration would be unnecessary in the Child Welfare Committee, but said that she would welcome it in the Traffic in Women and Children Committee. She thought that the police should be given an opportunity to follow the annual Government reports and to give the Committee unbroken help from year to year. In fact, it might be decided each year on what subjects the police should be asked to give their collaboration at the following session.

Dr. HUMBERT suggested that the problem should be divided into two, and that the offer of police collaboration on the Child Welfare Committee should be politely declined. As one of the reasons for this step he thought it most necessary not to increase the existing number of members of the Committee.

Mr. Bascom JOHNSON was in favour of police collaboration in the Traffic in Women and Children Committee. As director of a visiting body of experts which had visited twenty-one countries, he was persuaded that the police were not always convinced of the value of exchanging information with the police of other countries concerning the numbers of prostitutes, etc. He thought the suggestion of the International Criminal Police Commission for "the establishment of national central offices on the lines of the central offices for the suppression of counterfeiting" might possibly be of great value.

The CHAIRMAN said that it was clear that, as the International Criminal Police Commission had made this offer of collaboration, it must be thanked for it. It seemed that, so far as the Child Welfare Committee was concerned, this co-operation would hardly be expedient at the present moment. In the Traffic in Women and Children Committee, however, it was both necessary and indispensable. He informed the Advisory Commission that Count Carton de Wiart had prepared a draft resolution on these lines.

Count CARTON DE WIART (Belgium) submitted his draft resolution which read as follows :

"The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and rendering their thanks.

"They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committee on the request of these Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take."

Mr. HARRIS (Great Britain) suggested the following amendment, since it was unlikely that occasions for collaboration with the Child Welfare Committee would arise :

"It is not anticipated, however, that any need for collaboration is likely to arise in connection with the Child Welfare Committee".

The CHAIRMAN thought it would be unwise to exclude the right of the Child Welfare Committee to ask for police co-operation should it find it necessary.

Mr. HARRIS (Great Britain) said that he would not press his amendment.

The draft resolution was adopted.

2. Codification of Conventions.

The SECRETARY said that, on September 24th, 1929, the Assembly adopted the following resolution :

“ The Assembly,

“ Having examined with the greatest interest the report of the Committee of Three Jurists,

“ Takes note of the Systematic Survey of the Subjects of International Law drawn up by the jurists with a view to a general codification ;

“ Observes that the report of the Committee upon the publication in the form of a code of the Conventions which are open to States in general shows that such a publication could not, at present, be achieved in a satisfactory manner ;

“ Is of opinion, in particular, that it would be necessary first to proceed to codify the various successive Conventions which deal with certain particular subjects so as to determine what precisely are the texts in force and the States which are parties thereto ;

“ Requests the Council to call the attention of the technical organisations of the League to the possibility that it might be desirable to make an effort in this direction, with the assistance of the Secretariat and in collaboration where desirable, with the international bureaux, with a view to having the results of their work eventually brought into force by appropriate international conferences.”

As the Assembly's suggestion was evidently not of equal interest to all the technical associations, as it concerned those which dealt with subjects in regard to which a considerable number of conventions were in force, the Italian representative had proposed that the Council

“ . . . should ask the Secretary-General to instruct the competent officials of the Secretariat to bring the Assembly's resolution, and the present report, to the attention of the Economic and Financial Organisation, the Organisation for Communications and Transit, the Health Organisation, the Committees on Traffic in Women and Children and on Child Welfare, the Advisory Committee on Traffic in Opium and other Dangerous Drugs, and the Committee on Intellectual Co-operation, for such action, if any, as it might be thought possible and desirable to take.”

The Secretary said that it was for the Committee to decide whether it had any suggestions to make on this subject or whether it would agree to codification.

Mr. HARRIS (Great Britain) said that, so far as the traffic in women and children was concerned, the matter was quite simple, since only three Conventions were in existence, those of 1904, 1910 and 1921. It was quite certain that at some date in the future it would be necessary to consolidate these three Conventions.

A consolidating convention for obscene publications had already been drawn up in 1923.

He thought it would be enough to say that the Advisory Commission had taken note of the Council's recommendation.

M. REGNAULT (France) agreed with Mr. Harris.

Mme. ROMNICIANO (Roumania) said that, as the recent International Conference for the Codification of International Law, at The Hague, had not given encouraging results, she agreed with Mr. Harris that it was premature to contemplate the international codification of the three Conventions dealing with the traffic in women and children.

Professor CONTI (Italy) pointed out that it was difficult even to fix domestic codes. In Italy some of the efforts made in that direction had remained as drafts and never came into force ; he thought, however, that the two Committees might safely accept the idea of codification.

The CHAIRMAN said that in that case the combined Committees might decide to take note of the Assembly resolution and to discuss it when the time arrived.

This proposal was adopted.

3. Examination of the Rules of Procedure.

The SECRETARY said that, at the last session, both Committees had suggested that the Rules of Procedure should be revised by the Secretariat where necessary. The most important of the revisions concerned Rules 2 and 3. Rule 2 read :

“ 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.”

This would meet the difficulty that had already been pointed out by M. Regnault at a previous meeting.

As it had been resolved that the constitution of the Committee should change from time to time, Rule 3 made suggestions as to the period of assessorship. The old text of Rule 2, as adopted by the Committee in May 1927 read as follows :

“ The members of the Committee shall serve in turn as Chairman of the Committee. The Chairman will hold office for one year from the date of his appointment and for the subsequent period until it next meets. The order of rotation in which the members shall serve as Chairman shall be the alphabetical order adopted by the Assembly of the League of the States which they respectively represent.”

Rule 2 (new text).

“ 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.”

Rule 3 (old text).

“ Assessors shall have the same rights as members except the right of voting and the right to act as Chairman.”

Rule 3 (new text).

“ 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 recognised as acting on behalf of large groups of children and young persons. Their appointments 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.”

The SECRETARY pointed out that the decision of the Committee concerning assessors had not been taken into consideration ; but the whole matter would be examined in 1933.

Rule 2 was adopted.

Mlle. GOURD could not understand the passage in Rule 3, which said :

“ They shall, *except in special cases*, represent international organisations recognised as acting on behalf of large groups of children and young persons.”

Mlle. LAVIELLE suggested that the word “ women ” should be added to the phrase “ large groups of children and young persons.”

Mr. HARRIS (Great Britain) suggested that as the English version of Rule 3 was quite clear, and it was only the French text that was at fault, the English version should be accepted and that the French text should be revised and brought into conformity.

The SECRETARY suggested that the French text might be collated with the text of the paragraph dealing with the same matter in the resolutions adopted at the eighth session of the Traffic in Women and Children Committee in 1929.

The CHAIRMAN asked if the Committee would agree to that form of draft.

This proposal was adopted.

4. Dates of the Next Sessions of the Committees.

The CHAIRMAN reminded the delegates that the Child Welfare Committee would be meeting next year on Tuesday, April 14th, and the Traffic in Women and Children Committee on Tuesday, April 21st, 1931.

The joint meeting was closed.

ANNEX 1.

C.T.F.E.471(3).

AGENDA OF THE NINTH SESSION

As adopted by the Committee on April 2nd, 1930.

A.

1. Secretary's Progress Report for 1929.
2. Examination of the Summary of the Annual Reports from Governments for the Year 1928.
3. Examination of the Reports of the Voluntary Organisations.
4. Examination of the Report of the Representative of the International Labour Office.
5. Question of removing the Age-limit from the Convention of 1910 as amended by the Convention of 1921.
6. The Punishment of Persons who live on the Immoral Earnings of Women : Setting up of a Sub-Committee to examine this Question, in Accordance with the Recommendation of the Tenth Assembly.
7. Collection of Laws and Regulations.
8. (a) Additional Information from Governments on the Suppression of the Traffic in Obscene Publications.
(b) Question of obtaining Annual Reports from Governments on the Suppression of the Traffic in Obscene Publications.
9. (a) Examination of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished.
(b) Information from Countries where a System of Regulation still exists.
10. Codification of Conventions : Resolution adopted by the Tenth Assembly in September 1929 and referred to the Traffic in Women and Children Committee in Accordance with the Resolution adopted by the Council at its Fifty-eighth Session.
11. Examination of the Report of the International Criminal Police Commission on the Method of Possible Co-operation with the Traffic in Women and Children Committee. Resolution of the Tenth Assembly approved by the Council on September 25th, 1929.
12. Budget.
13. Date of the Next Session.

B.

1. Protection of Young Female Artistes touring abroad in Music-halls and Similar Places of Amusement.
2. Women Police.
3. Repatriation of Foreign Prostitutes.
4. Assistance to be given to Discharged Female Prisoners.

ANNEX 2.

C.T.F.E.462.

PROGRESS REPORT PRESENTED BY THE SECRETARY

Submitted to the Committee on April 2nd, 1930.

As it is nearly ten completed years since the League of Nations shouldered the responsibilities imposed upon it by the Covenant regarding the suppression of traffic in women and children, it may be of interest to review this special aspect of its work.

By a resolution of the Council of the League, adopted on May 16th, 1920, an officer was appointed whose duty it was to keep in touch with all matters relative to the white

slave traffic. As a preliminary step towards fulfilling the obligations placed on the League by Article 23(c) of the Covenant, the Assembly decided in the same year that the Secretariat should issue a questionnaire which should be sent to all Governments, asking what legislative measures they had undertaken to combat the traffic and what additional measures they were proposing to take in the future. The Assembly also requested the Council to invite the countries signatory to the International Conventions of 1904 and 1910 to send representatives to an International Conference to be held before the next Assembly.

This Conference took place in June of 1921, and Government delegates from thirty-three countries attended. It is interesting to note that more than one Government representative and assessor now serving on this Committee was present at that Conference in either an official or private capacity.

This Conference considered the answers which had been received to the questionnaire and other evidence, and came unanimously to certain conclusions which they embodied in a Final Act, of which copies were sent to all Members of the League in July 1921. As certain of the recommendations of the Conference modified or supplemented the provisions of the International Agreement of 1904 and the Convention of 1910, they could not be carried into effect without a new Convention. This new Convention was drawn up in draft form by the British Government and circulated to all Members of the League in August 1921, in order that it might be approved and, if possible, signed during the Assembly of that same year.

Of the main achievements resulting from that Conference, special mention might be made of :

- (1) The coming into force of the Convention of 1921 ;
- (2) The creation of the permanent Advisory Committee ;
- (3) Agreement by Governments to furnish annual reports.

1921 CONVENTION.

This International Convention was opened for signature on September 30th, 1921, and was signed without delay by thirty-three States. To-day, some of those signatures still await ratification and a certain number of States still remain outside the scope of the Convention. Reference however to the attached statement shows that since last session the signatures of Luxemburg and Estonia have been ratified.

THE COMMITTEE ON TRAFFIC IN WOMEN AND CHILDREN.

Article 11 of the Final Act of the 1921 Convention, which suggested the constitution of this Committee, recommended that it should consist of five or six States and three to five assessors. On the decision of the Council, however, the numbers were enlarged and the Governments of the British Empire, Denmark, France, Italy, Japan, Poland, Roumania, Spain and Uruguay were invited to nominate representatives to serve on this Committee.

At its second session it was seen that the co-operation of Germany and the United States of America would be very valuable to the work of the Committee, and these Governments were also approached by the Council. The Government of Belgium was later asked to send a representative and so to-day we have delegates of twelve Governments and six assessors, in addition to a representative of the International Labour Office. The Committee can also exercise the privilege, when it deems it advisable, of calling upon the assistance of voluntary organisations not represented on the Committee.

ANNUAL REPORTS FROM GOVERNMENTS.

Another of the recommendations made under the Final Act was that which concerns the furnishing to the Secretariat of annual reports by Governments Members of the League and parties to the 1904 and 1910 Conventions. Some progress is shown here. In the first year nineteen reports were received and for the year 1928, twenty-four reports from Governments, as well as many from colonies and mandated territories, have been forwarded to the Secretariat. Twenty-seven States Members however (including two States represented on the Committee) have not seen their way as yet to send in reports for the year's work under discussion, although the representatives of these two States have in each case endeavoured to stir up interest in their countries and have brought a valuable contribution to the work of the Committee by forwarding to the Secretariat information on subjects with which it deals.

Experience has shown the Committee where improvements can be made in the recommendations of 1921. The form of annual report has twice been amended in order that the information received from the Governments may be more complete. Changes in the 1921 Convention, with a view to extending its effect, are also under consideration.

SUPPRESSION OF THE CIRCULATION OF AND TRAFFIC IN OBSCENE PUBLICATIONS.

In pursuance of a resolution passed by the Third Assembly, an International Conference was held in 1923 with the object of drawing up a Convention for the suppression of obscene publications. This Conference was attended by delegates from thirty-five States. The Convention which resulted was signed by forty-three States but fourteen of these signatures still await ratification, and, of these fourteen States, four are represented on this Committee. It would seem therefore that some advance could still be made. Since last session, however, ratifications have been received from Greece and Turkey, both of whom were original signatories, and from the British Government on behalf of British Guiana.

RESOLUTIONS PASSED AT LAST YEAR'S SESSION.

Resolution I.

I. "The Committee is of opinion that the enquiries made by the special body of experts have proved of great value, not only in bringing to light some of the methods now pursued by persons engaged in the traffic in women, but also in stimulating Governments to give further attention to the question and to supplement, in some directions, the measures hitherto adopted by them for suppressing the traffic.

"The Committee accordingly thinks that, with the consent and co-operation of the Governments concerned, enquiries into the international traffic should be pursued in other countries not previously visited, especially in the East, and expresses the hope that funds may be made available for the purpose, and, in that event, that the Council will sanction forthwith the extension of the enquiry as proposed.

"The Committee thinks it desirable to point out that the social customs of some countries in the East differ in many aspects from those obtaining in European or American countries which were previously visited, and that it is therefore important to bear these differences carefully in mind in determining the nature and extent of the enquiries to be made and the methods to be followed in conducting the investigation.

"The Committee therefore recommends that, when the time comes for continuing the work in a new field, the composition of the special body of experts should be examined by the Council in the light of the altered circumstances, so as to ensure in particular that it includes persons who have a wide knowledge and experience of Eastern conditions."

The principles laid down in this resolution were fully endorsed by the Council at its meeting in Madrid last June. The Council then decided that the Governments in the Near, Middle and Far East should be asked whether, in the event of funds being made available, they would be prepared to give their consent and co-operation to the action suggested. The Secretary-General accordingly sent a letter (C.L.196.1929) to this effect to the Governments of China, India, Japan, Persia, Siam and to the British, French, Portuguese and Netherlands Governments for their Far Eastern possessions. The Rapporteur's speech, together with the Secretary-General's note, as submitted to the Council of January last, have been communicated for information to the members and assessors of this Committee, who will have noted that the Secretary-General's note is still before the Council and that the subject figures on the agenda of its May session.

The enquiry into the extent of the traffic in women and children resulted, it will be recalled, from the presentation of a memorandum to this Committee by Miss Abbott of the State Department, Washington. This contribution of Miss Abbott's has had perhaps the most far-reaching results of any work undertaken by this Committee.

Resolution II.

II. "The Committee welcomes the evidence which has been furnished to it by several delegates as to the growing change in public opinion on the subject of licensed houses and the steps which are being taken to examine the question in different countries.

"The Committee notes that only one or two Governments have replied to the application sent to them last year asking for information as to the laws and regulations in force in those countries where the system has been abolished. This lack of information may probably be attributed to the fact that the nature of the request was not made sufficiently clear.

"The Committee desires to study as closely as possible the various means employed in place of regulation with a view to protecting public order and health against the dangers arising out of prostitution.

“ The Committee recommends that the Council should cause a further communication to be sent to Governments and to charitable associations asking them to be good enough to give all the information possible, so as to enable the further study of the question by the Committee to continue. ”

In conformity with this resolution C.L.191.1929 was despatched to States Members and to the United States of America, Brazil, San Marino, Monaco, Egypt, Ecuador and Costa Rica. The information on this subject at the disposal of the Secretariat will be found in document C.T.F.E.466.

The proposed study of laws and regulations to protect public order and health against the dangers arising out of prostitution was given special mention in the report of the Fifth Committee to the Assembly. The Fifth Committee thought that this information should serve to further the abolition of the system of licensed houses. It also expressed its satisfaction at the positive advance made in this direction, and placed on record the fact that the general experience of the various countries points to the desirability of abolition.

This many-sided and much-discussed question has been for so long before the Committee that it may be of interest to recall how it assumed its present international importance.

During the discussions of the Fifth Committee of the Third Assembly in September 1922, the representative of Poland stated that the best way to stop the traffic in women would be to abolish all licensed houses and, until that step had been taken, it would be extremely advisable to forbid the admission of foreign women into licensed houses in the countries where such houses were not yet suppressed. A resolution was adopted by the Assembly in the following terms :

“ The Assembly decides that, in view of the fact that the system of State regulation, which exists in certain countries, is thought in many quarters to encourage the traffic in women, the Advisory Committee should be asked by the Council to consider whether, pending the abolition of the system, it could be agreed that no foreign woman should be employed or should carry on her profession as a prostitute in any licensed house, and that the recommendations of the Advisory Committee on the subject should be included in its next report to the Council. ”

In December of the same year, the Acting Chairman of the Advisory Committee drew up a circular letter which was sent to Governments asking them whether or not the system of licensed houses existed in their countries, and in March 1923, at the second session of this Committee, the action of the Chairman was noted, and such replies as had been received to the circular letter were considered. The resolution of the Assembly was also before the Committee. It was, however, recalled that the question of State regulation had not been admitted for discussion during the 1921 Conference as it was considered to be merely national in character. It was even stated that the duty of this Committee was to perfect the work already begun in the past and that it had no right to go further. On the other hand the representative of Italy said, and his opinion was shared by others, that a traffic was now carried on which would be hindered, if not wholly destroyed, were State regulation abolished. The Committee finally adopted a resolution asking the Council to authorise a questionnaire to be sent to State Members of the League asking those States which had a system of regulation for a full report of its workings and results, together with a statement of the grounds on which it was advocated, and those States which previously had a system of regulation, but had abandoned it, for a report of the reasons that led them to take this course and of the results which had followed their action.

The Council authorised the despatch of this questionnaire and, in the face of certain replies received, it could not longer be contended that the subject was clearly one of national concern alone. One Government replied that experience had shown that the system of licensed houses and the traffic in women were closely connected ; another that licensed houses constituted centres for the international traffic ; and yet a third that houses of prostitution definitely favour this traffic. Other Governments had maintained that a system which, in the interests of the health of the community, circumscribed evil and subjected it to control was a purely national concern. It is of interest to note that the experts, in their report of 1927, supported the views of those Governments which consider that licensed houses are an incentive to traffic both national and international.

The Council, supported by the Assembly, decided to request the Committee to continue its study of the question which therefore now figures on the agenda, year after year.

Resolution III.

“ III. The Committee, having considered the very complete report prepared by the Secretariat on certain legislation dealing with the *souteneur*, request the Council to bring this study to the special notice of Governments, drawing their attention to the importance of ensuring that legislation and its application is effective in bringing the *souteneur* to justice.

"The Committee draws special attention to the necessity of granting powers for the prompt arrest of such persons ; of inflicting penalties suited to the dangerous character of their national and international activities ; and of applying special repressive measures in the case of repeated offenders."

Document C.T.F.E.418, which was before the Committee at its last session, was accordingly sent to all States Members of the League, Costa Rica, Monaco and the United States of America, together with a letter requesting that special consideration be given to the second paragraph.

Attention was drawn to this subject in the Fifth Committee of the last Assembly, which advocated severe penalties on the *souteneur* ; but, in order to obtain more definite and comprehensive suggestions, it recommended that a sub-committee of the Traffic in Women and Children Committee be set up to study the question. As the members of the Committee have had distributed to them the document A.60.1929, in which the passage occurs and the question figures on the agenda of the present session, they will doubtless have suggestions to make concerning this sub-committee.

Resolution IV.

"IV. The Traffic in Women and Children Committee, having considered the views expressed on the question of eliminating the age of twenty-one from 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."

When this point was under discussion, both at the Council and the Assembly, it was explained that the fixing of twenty-one years of age in the Convention caused administrative difficulties in the detection of cases of international traffic. Some of the delegates on the Fifth Committee declared that their countries were prepared to omit this age-limit, and reference to document C.T.F.E.467 will show that the majority of Governments which have replied to C.L.194.1929 also share this opinion.

Among the other subjects on which the Committee has taken energetic action may be mentioned the employment of women police, the raising of the marriage age and the protection of young female artistes travelling abroad. The continuous efforts of the Committee have been repaid by the evidences of progress in various countries with regard to these important subjects.

REVISION OF THE RULES OF PROCEDURE.

The last paragraph of Resolution VI, adopted at the last session of the Committee, reads as follows :

"It is desirable that the Committee should reconsider its Rules of Procedure, including the appointment and re-election of assessors."

No special time is indicated for this revision but as this question figures on the agenda of the Child Welfare Committee, this Committee may perhaps decide to hold a joint meeting with the Child Welfare Committee to consider the draft revised rules of procedure drawn up by the Secretariat for that body.

COLLECTION OF LAWS.

Following the decision of the Committee on the advice of its Sub-Committee appointed to examine the question of the Collection of Laws originally prepared by the American Social Hygiene Association, the Secretariat has gone far in the direction of completing this Collection. Texts of laws concerning ninety States, dependencies and mandated territories, have been despatched to the Governments concerned for their observation or amendment, and thirty-three have been returned to the Secretariat, in most cases supplemented or amended. It is hoped, therefore, that the Collection will be ready for printing and final distribution during the present year.

INTERNATIONAL CRIMINAL POLICE COMMISSION.

The Committee will remember that, at its last session, it decided to inform the Police Commission that the Committee would be glad to invite a representative to attend meetings when questions were discussed which, in the opinion of the Committee, seemed to be of interest to the Police Commission. The question of the representation of this Commission was brought before the Fifth Committee of the Tenth Assembly by the Austrian delegate. Document C.T.F.E.470 contains a letter to the International Criminal Police Commission,

forwarding the Assembly resolution, which requested that Commission to suggest ways in which the Commission can best assist the League, and the reply of that Commission putting forward such suggestions.

RECOMMENDATION OF THE JOINT MARITIME COMMISSION.

During the discussion on licensed houses last year, attention was drawn to the fact that a recommendation dealing with the strict medical control of women having illicit intercourse with men (which was passed in 1926 by the Sub-Committee of the Joint Maritime Commission on Seamen's Welfare in Ports) was to be submitted to the thirteenth International Labour Conference of October 1929.

In the Grey Report, published by the International Labour Office in connection with the relative item on the agenda of the Conference, it was stated that the question of venereal disease and prostitution fell within the competence of the Social Section of the League and the Traffic in Women and Children Committee, and that, unless there should be any serious reason for taking a different view, the International Labour Conference should have recourse to the opinions of these bodies.

The Conference set up a special Committee to consider the points raised in the Grey Report, and this Committee asked the Secretariat of the International Labour Office to prepare draft conclusions, these draft conclusions forming the basis of discussion. The decisions of the Conference are referred to in document C.T.F.E.452, submitted by the Marquis de Guad-el-Jelu.

RESOLUTIONS ON TRAFFIC IN WOMEN AND CHILDREN.

In accordance with a wish expressed during the last session to have all resolutions printed in one document, document C.T.F.E.359(1) has been distributed and placed on sale. This document contains all resolutions adopted by this Committee, the Council and the Assembly for the years 1920-1929.

MINUTES OF LEAGUE COMMITTEES.

The request of the Committee regarding the printing and publication of the Minutes of its deliberations has been granted by the Council. The Committee's attention is directed to a recommendation of the last Assembly that all corrections to Minutes should be handed in within twenty-four hours of receipt by the members of Committees. This would not only facilitate the work of the Secretariat, but would make a considerable difference in the date of issue of the final Minutes.

Appendix 1.

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	BRAZIL	ABYSSINIA
AUSTRIA	COLOMBIA	UNITED STATES OF AMERICA
BELGIUM	COSTA RICA	ARGENTINE REPUBLIC
BRITISH EMPIRE :	DENMARK	BOLIVIA
Does not include the Island of Newfoundland, the British Colonies and Protectorates, the Island of Nauru, or any territories administered under mandate by Great Britain.	LITHUANIA	DOMINICAN REPUBLIC
	PANAMA	ECUADOR
	PERSIA	GUATEMALA
	PERU	HAITI
		HONDURAS
		IRISH FREE STATE

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN
(continued)

(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>
BRITISH EMPIRE (continued) Bahamas, Trinidad, Kenya Nyasaland, Ceylon, Hong-Kong, Straits Set- tlements, Gibraltar, Mal- ta, Cyprus, Southern Rhodesia, Barbados, Gre- nada, St. Lucia, St. Vincent, Seychelles, Northern Rhodesia, Bri- tish Honduras. British Guiana and Fiji Leeward Islands Jamaica and Mauritius Falkland Islands Gold Coast Colony Iraq The Government of Iraq desire to reserve to them- selves the right to fix an age-limit lower than that specified in Article 5 of the Convention. Sierra Leone		LIBERIA MEXICO MONACO NICARAGUA PARAGUAY SALVADOR VENEZUELA
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 man- dated territory of Western Samoa.		
INDIA Reserves the right at its dis- cretion 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.		
BULGARIA		
CHILE		
CHINA		
CUBA		
CZECHOSLOVAKIA		
ESTONIA		
FINLAND		
FRANCE Does not include the French Colonies, the countries in the French Protectorate or the territories under French mandate.		
GERMANY		
GREECE		
HUNGARY		
ITALY		
ITALIAN COLONIES		
JAPAN		

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN
(continued)

(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>
LATVIA		
Luxemburg		
NETHERLANDS (including Ne- therlands Indies, Surinam and Curaçao).		
NORWAY		
POLAND AND FREE CITY OF DANZIG.		
PORTUGAL		
ROUMANIA		
KINGDOM OF THE SERBS, CROATS AND SLOVENES		
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.		
SWEDEN		
SWITZERLAND		
URUGUAY		

Appendix 2.

I. OBSCENE PUBLICATIONS.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE CIRCULATION OF
AND TRAFFIC IN OBSCENE PUBLICATIONS (cont.).

(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	BRAZIL	ABYSSINIA
AUSTRIA	COLOMBIA	AFGHANISTAN
BELGIUM	COSTA RICA	UNITED STATES OF AMERICA
Includes also the Belgian Congo and the mandated territory of Ruanda-Urundi.	CUBA	ARGENTINE REPUBLIC
BRITISH EMPIRE :	DENMARK	AUSTRALIA
GREAT BRITAIN AND NORTHERN IRELAND	With regard to Article IV, see also Article 1. The acts mentioned in Article 1 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, distribut- ing, or otherwise circulating or publicly exposing obscene images. Further, it is to be observed that the Danish legislation relating to the Press contains special provi- sions on the subject of the persons who may be prose- cuted 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. Application 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.	BOLIVIA
Does not include any of the Colonies, Overseas Posses- sions, Protectorates or Territories under His Bri- tannic Majesty's sover- eignty or authority.	FRANCE	CHILE
NEWFOUNDLAND		DOMINICAN REPUBLIC
CANADA		ECUADOR
UNION OF SOUTH AFRICA, including SOUTH WEST AFRICA (mandated)		ESTONIA
SOUTHERN RHODESIA		GUATEMALA
NEW ZEALAND (including the mandated territory of Western Samoa)		HEJAZ
INDIA		ICELAND
The following British Co- lonies, Protectorates and mandated territories :		LIBERIA
		LIECHTENSTEIN
		MEXICO
		NICARAGUA
		PARAGUAY
		UNION OF SOVIET SOCIALIST REPUBLICS
		SWEDEN
		VENEZUELA

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE CIRCULATION OF
AND TRAFFIC IN OBSCENE PUBLICATIONS (*cont.*)

(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>
BRITISH EMPIRE (<i>continued</i>)	HAITI	
Nigeria	HONDURAS	
Seychelles	IRISH FREE STATE	
British Honduras	JAPAN	
Ceylon	Is not binding in respect of	
Kenya	Taiwan, Chosen, the leased	
Mauritius	territory of Kwantung,	
British Solomon Islands	Karafuto or the territories	
Protectorate	under Japanese mandate,	
Gilbert and Ellice Is-	and that the provisions of	
lands	Article 15 of the Convention	
Fiji	are in no way derogatory to	
Uganda	the acts of the Japanese	
Trinidad	judicial authorities in the	
Zanzibar	application of Japanese laws	
Tanganyika Territory	and decrees.	
Leeward Islands	LITHUANIA	
Windward Islands	PANAMA	
Gambia	PERSIA	
Nyasaland	PERU	
Straits Settlements	SALVADOR	
Non-Federated Malay	URUGUAY	
States :		
Brunei		
Johore		
Kedah		
Kelantan		
Trengganu		
Sierra Leone		
Northern Rhodesia		
Barbados		
Gold Coast		
Cyprus		
Gibraltar		
Malta		
Somaliland		
Basutoland		
Bechuanaland		
Swaziland		
Hong-Kong		
Bermuda		
The Bahamas		
The Falkland Islands		
St. Helena		
Palestine		
Transjordan		
Jamaica		
<i>British Guiana</i>		
BULGARIA		
CHINA		
CZECHOSLOVAKIA		
FREE CITY OF DANZIG		
(through the intermediary		
of Poland)		
EGYPT		
FINLAND		
GERMANY		
<i>Greece</i>		
HUNGARY		
IRAQ		
ITALY		

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE CIRCULATION OF
AND TRAFFIC IN OBSCENE PUBLICATIONS (*cont.*).

(Geneva, September 12th, 1923.)

In Force.

*Ratifications or
definitive Accessions*

*Signatures or Accessions not yet
perfected by Ratification*

*The Convention is open
to Accession by*

LATVIA

LUXEMBURG

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

THE NETHERLANDS (including Netherlands Indies, Surinam and Curaçao)

NORWAY

POLAND

PORTUGAL

ROUMANIA

KINGDOM OF THE SERBS,
CROATS AND SLOVENES

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

ANNEX 3.

Official No. C.T.F.E.456

REPORT OF THE INTERNATIONAL BUREAU FOR THE SUPPRESSION
OF TRAFFIC IN WOMEN AND CHILDREN FOR 1929.

Submitted to the Committee on April 3rd, 1930.

January 9th, 1930.

National Committees have carried on their work of education and practical assistance. The Bureau again lays stress on the value of enquiries on behalf of girls who take up employment away from their homes, and of the work at railway stations and ports. The facilities for work possessed by Committees are not equal, nor is there the same necessity in all countries. The absence of mention of any particular Committee, however, must not be taken as implying an absence of work. The existence of the Swedish Committee, for instance, led to enquiries being made from England concerning a particular registry office which was importing Swedish girls into England for domestic service. That office had been known for years past to the

Bureau as being undesirable and as having been refused a licence to carry on business in London. Its power for harm at present was in consequence crippled. Were all such work of prevention quoted in this report, it would become impossibly lengthy.

PREPARATORY CONFERENCE.

In June, the Bureau held a Conference at Geneva. Its business was to discuss subjects suggested by National Committees and to choose, from those suggestions, a number for consideration at an International Congress which will be held at Warsaw in 1930.

In addition to representatives of the International Bureau, the following National Committees sent delegates : Belgium, Canada, Denmark, France, Germany, Great Britain, Holland, Hungary, India, Norway, Poland, Spain, Sweden, Switzerland and the U.S.A.

From a lengthy agenda the following subjects were retained for consideration at Warsaw :

1. Action against *souleneurs*.
2. Repatriation of prostitutes.
3. Employment of women and girls abroad :
 - (a) Employment of artistes ;
 - (b) Should there be a minimum age for girls employed abroad in places of amusement or places where alcoholic liquor is sold ?

4. Protection of women and young girls travelling abroad. To report the extent to which measures for the protection of women and young girls travelling on board emigrant or other ships have been adopted, and to ascertain what further enquiries are necessary.

5. Traffic in women and children in colonies, possessions, protectorates and mandatory territories. An examination of the difficulties in the application of the Conventions against the traffic in such territories and of the practical means to ensure such an application with such reservations as may be desirable by reason of locality or of the legal system existing in such regions.

(This is to be re-drafted so as to cover native States in India and similar areas elsewhere.)

6. The cinema problem in its relation to traffic in women and children.

The question of elimination of the age limit from the International Conventions against the traffic, will be raised under one or other of these questions, as also will the question of passports as a means for preventing traffic in young persons. The most important of the subjects definitely rejected was that of biological education, which is at present clearly not acceptable to the majority of the National Committees. Great interest was shown in the question of the relationship between the Bureau and the Advisory Committee, though opinion was adverse to any attempt at too close a definition of their respective functions.

REPATRIATION OF PROSTITUTES.

This subject has continued to exercise the attention of the Bureau. The difficulties which confront both Governments and voluntary organisations in this connection are very clearly appreciated and will be further debated at the Warsaw Congress. In the meantime, the Bureau has prepared a memorandum elaborating its own proposals (which formed an appendix to its last report to the Advisory Committee).

MEDICAL EXAMINATION OF WOMEN AT SEAPORTS.

Following the discussion at the last session of the Advisory Committee, the Bureau, in particular collaboration with M. Maus, President of the Belgian National Committee, registered a strong protest with the International Labour Office against the proposal to establish compulsory medical examination of certain women at seaports. That protest is summarised in the grey book on item 3 of the agenda for the International Labour Conference. The satisfactory result of the Conference is known to the Committee.

MODERN DIFFICULTIES

The problems which confront the National Committees have changed their form, but have not thereby become less difficult. If prostitution and traffic start with laxity of conduct and promiscuous sexual relations — which is probably true in most cases — then no country can afford to disregard the effect of modern facilities for travel, and modern freedom of conduct which these facilities permit.

The American Social Hygiene Association, which is the American Branch of the Bureau, has conducted a number of exceedingly interesting studies during the year on this question amongst others. The report of the Association states :

“ These studies, which are believed to picture the best and the worst conditions to be found, indicate that prostitution has not yet gained a general foothold in roadhouses, but they also suggest that roadhouses are often used, by both young and older persons, as places in which to get drunk, to dance indecently, and, in a few cases, to secure illicit sex relations. The combination of automobiles, good roads, inns, roadhouses and tourist camps, has created many new sex problems, the solution of which will tax the ingenuity and resourcefulness of all social agencies. Important beginnings towards solutions have been made in a few places, however, and give promise of establishing measures and methods generally applicable. ”

RESOLUTION ON LICENSED HOUSES OF PROSTITUTION.

National Committees have been asked for the Information called for in Resolution II of the last session of the Traffic in Women and Children Committee. Information obtained will be communicated to the Committee in due course.

THE EXPERTS' REPORT.

In view of the discussions at the last session the Bureau is glad to announce that a summary of the Experts' Report has been prepared in German by Dr. J. Ninck, President of the Swiss National Committee. It should prove of considerable use in German speaking countries.

ARGENTINE.

The work of meeting boats and assisting women and girls in distress has been as usual effectively and devotedly carried on by Mrs. Lighton Robinson. Considerable difficulty is now experienced in view of the fact that the public is freely admitted to the embarkation wharfs. It is much more difficult to single out cases of girls who may need assistance, than it was when only people with a special pass were allowed to meet and board the boats. The Committee will be interested in the case of a French girl, aged 22, who travelled to Buenos Aires on a Dutch boat to take up a position that had been offered to her in Paris by a Frenchman she had met there. He corresponded with her on headed business paper (the business being non-existent), and obtained her confidence by means of finding her a perfectly genuine situation in Antwerp. From there she left for the Argentine with a letter from him addressed to a man in Rosario. That letter was opened by her on board the steamer. It was to a man who owns several houses of prostitution in the interior of the Argentine, and gave full instructions as to what was to be done with the girl. The letter was handed over to Mrs. Lighton Robinson at Buenos Aires, and arrangements were made to send the girl back to France at the expense of the Association. The French Consul General gave gratifying assistance in this case.

EGYPT.

In its last report, the Bureau mentioned the formation of a Central Committee for Egypt and the appointment of an organising secretary. Following that appointment, the work in Egypt has developed considerably. Arrangements have now been made for the appointment of a secretary at Alexandria, and in that port an experiment is being made in the appointment of women police, whose function will be to meet the boats, to attend medical inspection rooms, patrol the streets, watch cafés, dancing clubs, casinos, etc. These women will not wear uniform. Four appointments have been made up to the present and the women will work in friendly collaboration with the branch of the Bureau in Alexandria.

The organising secretary for Egypt drew attention to the question of girls being smuggled to that country on board the “ Messageries Maritimes ” boats. The information so supplied was passed on to the French authorities.

Arising from that correspondence, the Bureau is convinced that a real weakness in Egypt is the lack of a Central Authority to correspond direct with other central authorities. No doubt there are certain technical difficulties in making such an appointment owing to the fact that Egypt is not a Member of the League and not a signatory to the International Convention ; but the Bureau has nevertheless taken up the question and is working for the appointment of such a Central Authority. It finds it difficult to credit the possibility of a signatory State refusing to communicate with the Central Authority of a State which is not a Member of the League.

The information collected by the organising secretary in Egypt confirms the information already possessed, to the effect that Egypt is definitely an important country from the point of view of traffic. It also supports the strong condemnation by the Commandant of the Cairo City Police of the system of regulation ; a condemnation which has already been circulated to members of the Committee. An interesting comparison is made between the strenuous efforts made to reduce the trade in narcotics and the inadequate and antiquated method of dealing with trade in women.

As regards assistance for licensed prostitutes there is a helpful arrangement between the police in Cairo and the Cairo branch of the International Bureau, whereby a licensed prostitute can go to the Bureau Refuge on three months probation. If her behaviour is good at the end of that time, she is struck off the register on the recommendation of the Bureau, and an endeavour is made to find her suitable employment. As a rule the women stay longer, sometimes leaving to go back to relatives, sometimes getting married, and sometimes taking posts as dressmakers, servants or shop girls. In spite of disheartening failures, considerable success is obtained.

The greatest credit is due to Miss McCall for her work in Egypt.

THE NETHERLANDS.

An interesting case reported from Holland shows how easy it is for a case of traffic to occur in almost casual circumstances. Two Polish girls, aged 18 and 23, were taken on board a German ship at Gdynia by two sailors. Having taken too much liquor they did not get off the boat before it left harbour. At Amsterdam they were turned off by the captain and were taken by a fireman to a woman of bad repute, to whom the man endeavoured to hand them over for the sum of 100 guilders. This attempt did not succeed, and the girls went on board another German ship at Amsterdam during the absence of the captain. But on his return this officer delivered the girls to the police who accommodated them in a special Home in Amsterdam. They were subsequently returned to Poland. The case is still under enquiry.

INDIA.

The Bombay Vigilance Association has been active throughout the year in agitating for amendments to the Prostitution Act, under which brothels are dealt with. A Committee has been set up consisting of the Chief Presidency Magistrate, Bombay ; the Commissioner of Police, Bombay ; two nominees of the Bombay Vigilance Association and an under-secretary, to consider such amendments. At present it is an offence for a man to manage a brothel but not for a woman ; an obviously unsatisfactory state of things, which enables a man to shelter behind the woman who is ostensibly responsible for the management. Another important point under consideration by that Committee is the definition of a brothel.

Similarly, in Madras, the Vigilance Association is concentrating its time and energy on a Bill for the Suppression of Brothels and Immoral Traffic.

POLAND.

The Polish Committee held in February a very successful Conference on work of protection at Stations. The report of the Conference shows the immense strides taken in this work by the Polish Committee. It also contains very instructive information on the Women Police Force which was founded on the initiative of the Committee, and a valuable note prepared by the Jewish Association for the Protection of Young Girls, on Jewish Marriages.

SOUTH AFRICA.

National Committees grow from small beginnings. In Cape Town a start has been made with the formation of a Josephine Butler Society which is affiliated to the National Vigilance Association of Great Britain. Time will show if it is possible to extend the work throughout the Union of South Africa. That it may be desirable is indicated by information (not yet checked) given to the Bureau, that a number of foreign prostitutes are at present taken to South Africa via Delegoa Bay, eventually finding their way to Johannesburg.

For the Bureau the year's work has been full of interest and, it is believed, has been of some value.

(Signed) F. SEMPKINS,
Secretary.

ANNEX 4.

Official No.: C.T.F.E.457.

REPORT OF THE "FÉDÉRATION INTERNATIONALE DES AMIES
DE LA JEUNE FILLE" FOR 1929.

Submitted to the Committee on April 3rd, 1930.

January 29th, 1930.

[Translation.]

The report of our Fédération for 1929, like those of previous years, will only deal with matters which directly affect the studies of the Traffic in Women and Children Committee. Among the news we have so far received concerning the activities of our Committees in different countries, we mention certain fresh work undertaken for the special purpose of preventing the traffic.

Germany. — A new bureau — the thirtieth — for giving information and advice to women emigrants has been established at *Dortmund*.

Austria. — A similar bureau has been opened at *Graz* and mentions some fifty cases as having been dealt with during its first five months of work.

Belgium. — Our *Brussels* Committee opened, at the beginning of the year, an information and employment bureau, the need for which was being more and more felt.

Poland. — During the National Exhibition at *Poznań*, the "Amies" increased the staff of the station centre in this town, thanks to the voluntary help of forty ladies, who were of service to a large number of girls.

Roumania. — A station centre has been established at *Brasov* (Transylvania). At *Bucharest* the "Amies" have arranged for special compartments reserved for schoolgirls when they leave for the holidays, since their departure coincides with the leave season for troops.

Several new Homes have been established in Germany, Danzig, France and Roumania.

Aware of the importance, from the point of view of the traffic campaign, of arousing interest in the work of the League of Nations and of winning over public opinion in favour of abolitionist principles, we have seized every opportunity to speak on these matters before large and varied audiences. Lectures have been given in the following countries :

Germany: Dresden, Essen, Hamm, Marburg, Mannheim, Munich, Ulm.

Austria: Graz, Innsbruck, Ischl, Linz, Salzburg, Vienna.

Spain: Barcelona.

France: Annonay, Grenoble, Lyons, Marseilles, Montpellier, Nimes, Valence.

Switzerland: Baden, Berne, St. Imier, Zofingen, Zurich, and twenty-two other places in five different cantons (large audiences were addressed in country districts, from which domestic servants — who are particularly exposed to danger — are mainly recruited for the large towns).

Yugoslavia: Sarajevo, Zagreb.

Following a lecture at Nimes before an audience of more than one thousand, at which the chief speakers were the delegate of our International Centre and Professor Gemähling of Strasburg, the meeting passed a unanimous resolution calling upon the municipal authorities to close the licensed houses at Nimes.

The "Amies" at Zagreb have submitted to the Prime Minister and Minister of the Interior and to the Minister of Justice a petition urging the abolition of licensed houses throughout Yugoslavia (hitherto they have only been closed at Belgrade and Zagreb).

Thanks to our Information Service, many girls have been prevented from accepting doubtful situations. Others, already in the toils of the traffic, have been rescued from their *souteneurs*.

* * *

Among the cases with which we have had to deal, the three following are worth mentioning :

1. M. B., a shop-girl boarding at the "Maison de la Jeune Fille" at Marseilles, gave complete satisfaction for several months. Shortly afterwards, however, listening to bad advice, she left the Home and fell into the hands of a *souteneur*. After leading a deplorable life for some months, she found that she was to be shut up in a brothel of the Department and appealed in despair to the Directress of the Home. The latter came to her aid. The girl had to be hidden from the *souteneur* who was employing her. She spent some time in a Rescue Home and was then found employment abroad, after the "Amies de la Jeune Fille" had succeeded, not without difficulty, in having her name taken off the official list of prostitutes.

2. C. D., a country girl of seventeen, was placed by her mother in a situation in Paris. In spite of her mother's warnings, she was persuaded to go to a dancing hall; there she was given drink and woke up the next morning in a strange room. She was taken by a *souteneur* to Nice, where she refused to practise the trade required of her. A woman then offered her well-paid work (800 francs a week) if she would agree to travel abroad, the woman adding that false papers would be obtained for the purpose of getting her a contract. The thought of separation from her family caused her to refuse this offer. She wrote to her mother from a hotel in Marseilles and said that she was looking for a situation. Her mother was alarmed and asked the "Amies de la Jeune Fille" at Marseilles to find her daughter for her. In spite of every help from the police, it proved very difficult to rescue her from the *souteneur*, who was hiding her. After two days of unavailing search, a quarrel between two *souteneurs* — one putting the police upon the other's tracks — at last enabled C.D. to be arrested and taken off to the police station, whence she was accompanied by an inspector to the "Maison de la Jeune Fille".

3. A.G., who had been brought up in Paris by a guardian, left the capital because she was expecting a child, as a result of relations with a friend of the family, the father of five children. The baby, who was born in the Maternité at Nîmes, was handed over to the Board of Guardians, and the young mother allowed herself to be taken off by a man she met on a boulevard in Nîmes and who promised her a splendid situation in Cairo. She embarked with him at Marseilles in August 1928, under a false name and with a false contract, on an English boat, where she lay hidden for three days. On arrival at Cairo she realised the nature of the work expected of her and made a complaint to the Consul. The brothel was raided and everyone was arrested. A.G. spent six months in prison and then, being found innocent, was repatriated on a regular passport. The Consul wrote to the "Amies" at Marseilles, through the Port centre, asking that the girl should be met at the quayside and seen off to Paris. Unfortunately this registered letter was sent by the same boat on which A.G. was travelling and did not reach its destination until May 27th, 1929, twenty-four hours after the boat had arrived. Being warned too late, our centre could not meet A.G. at the landing-stage and the girl was probably met by persons in touch with the trafficker who had taken her to Egypt. She did not appear at the "Amies'" bureau to claim money which the Consul had sent there for her, and the "Amies" subsequently learned that she did not arrive at her guardian's.

* * *

At an international meeting of delegates of the "Amies de la Jeune Fille" held last June, special attention was given to the questions now being studied by the Traffic in Women and Children Committee, especially to the protection of music-hall artistes and employees in places of amusement and to the campaign against obscene literature.

With regard to music-hall artistes, the three following measures were proposed :

" 1. We must try to prevail upon the authorities in each country, before they issue a passport to a female minor belonging to a touring company, to ascertain the moral character of the manager of the company and the way in which the tour is organised, and to refuse passports if the information is unsatisfactory. This is the procedure adopted in Prussia, Bavaria and at Bremen.

" 2. We should also propose to restrict the period of validity of the passports of young artistes on tour. As most countries no longer demand visas, a passport valid for several years makes it impossible to control tours in foreign countries. To remedy this state of affairs, the chief of police in one capital has proposed that young girl artistes should be granted a passport valid only for the country to which they are proceeding and for a single tour. As the use of an expired passport is punishable, girls will be compelled to apply to the Consular authorities of their country for its extension.

" 3. For the protection of girls abroad, it is desirable that in every big town an "Amie" should get into touch with the police, so as to learn of the arrival of travelling companies and know where the artistes are staying. Carefully worded leaflets should be distributed to the girls, wherever possible with the consent of the hotel-keeper. These leaflets, printed in several languages, should contain reliable addresses; Consulates, Homes, etc. (it would be better not to give a private address, as this might be abused)."

Obviously we can only help girls who want to be helped, but this modicum of information given in their mother-tongue would be of appreciable value especially to minors or members of a troupe which is broken up in a foreign country.

We have also requested the members of our Association to watch with particular care the application in their respective countries of the International Convention for the Suppression of the Traffic in Obscene Publications or, if that Convention has not yet been ratified, the enforcement of the existing laws. Some of our Unions have published information for the use of their members showing how obscene publications can be dealt with under the laws of the country. Further, our International Centre is taking steps to indicate the names of publications banned in certain countries, which persons might attempt to publish abroad.

The "Amies de la Jeune Fille" have had to demand a more careful censorship of cinematograph films. In one case, the age-limit for admission to cinemas, which had been reduced to 12, was restored to 16.

The organisation of holidays for domestic servants and lonely working-girls, with which some of our sections have long concerned themselves, has been studied in new areas ; in 1929 holiday Homes were opened in France and Switzerland.

Our Fédération is continually being asked to undertake fresh work ; but unfortunately, like many other voluntary organisations, it is hampered by limited funds.

(Signed) L. CURCHOD-SECRETAN,
President of the " Fédération internationale
des Amies de la Jeune Fille ".

ANNEX 5.

Official No.: C.T.F.E.458.

REPORT OF THE " ASSOCIATION CATHOLIQUE INTERNATIONALE
DES ŒUVRES DE PROTECTION DE LA JEUNE FILLE " FOR 1929.

Submitted to the Committee on April 3rd, 1930.

January 31st, 1930.

We shall, as usual, give only a general survey of our work, as short as possible, in order to comply with the recommendation by the Secretariat of the Advisory Commission that reports should be brief.

In order to obtain an idea of the work we have done, it must be borne in mind that our Association, in addition to scattered stations in every continent, is systematically organised in twenty-four countries, each with a national committee directing the work of the regional and local committees and of the many subordinate institutions, all of which aim at securing the material and moral protection of young girls on the same lines as our Association.

This international work, as will readily be understood, is directly related to the efforts of the Traffic in Women and Children Committee to combat the traffic by intensive and constant *preventive* action on behalf of young girls, and it undoubtedly helps to rescue a large number from abandonment, want, discouragement and loose living, all sources from which the traffic only too frequently obtains its victims.

We will not dwell upon this work, interesting as its details may be. We consider it more useful to mention the results obtained in the development of our services since the last session of the Advisory Commission for the Protection and Welfare of Children and Young People.

Australia. — One of our members took advantage of a six months' visit to Australia to give lectures on our Association, thus gaining lively and practical sympathy as well as valuable workers, particularly at Melbourne, Sydney, Brisbane and Adelaide.

British India. — During the preparatory Conference for the Congress on the traffic, held at Geneva last June, we secured the very valuable help of the Indian delegate, who lives at Bombay. Thanks to her, we are proceeding to develop and increase our relations with Catholic organisations in that large city, where our Association already has an exceedingly well-organised Home.

Yugoslavia and Roumania. — A propaganda tour undertaken last November by two members of our Central Bureau, including the President of our Association, promises to yield valuable results. The ground had been prepared by lengthy correspondence beforehand and the representatives of our Association were much in demand.

In *Yugoslavia*, we have opened centres at Ljubljana, Zagreb, and Belgrade. This does not mean that we intend to restrict our work to these towns ; they are strategic points from which we shall extend our campaign to the rest of the country.

There are many institutions in *Yugoslavia* concerned with the protection of young girls, but there is no connection between them. This lack of co-ordination is a weakness, and the various centres were very pleased at the prospect offered them of being attached to our international Association. They at once realised what advantages they would obtain. In this way their protective influence will not be limited to the locality, but they will be able to keep track of young girls who emigrate to large centres and to put them in touch with similar organisations. They will also be able to extend protection to their own nationals in foreign countries.

Our delegates were warmly welcomed wherever they went, both by private associations and by the authorities. In the course of conversation, they missed no opportunity of emphasising the humanitarian work of the League, and the Ban of Zagreb asked them to send him information on the League and the Experts' Report on the Traffic in Women and Children, which shows what interest was aroused.

In *Roumania*, efforts to co-ordinate institutions for the protection of girls met with similar success. Hitherto, the Association had had committees or institutions in six towns. New committees have now been established at Cluj, Arad, Brassov, Lugoj, Oradea-Mare, Timisoara and Cernauti, in which places organisations have become affiliated to our Association, all of them comprising a Secretariat, a Home and an Employment Bureau. Since the return of our delegates, who everywhere urged the importance of organising station missions, we have been pleased to learn of the creation of a station mission at Timisoara, through the efforts of our local committee.

Belgium. — On the occasion of the international exhibitions which will be held during the present year to celebrate the centenary of Belgian independence, our national branch will be represented by two buildings, one at Liège and the other at Antwerp.

Our committees are already making the necessary arrangements to provide suitable accommodation for the large number of girls who will be seeking employment in these towns.

Portugal. — Our national committee has opened a new Home at Lisbon and has now received permission to post up our notices in the trains.

Italy. — Our national committee has been able to describe its work to the Head of the Government, who showed an interest in its details. On his recommendation we have increased the number of our services in the southern part of the country. Committees have been established at Bari, Syracuse and Messina.

REPATRIATION OF FOREIGN PROSTITUTES.

As is known, the special work of the "Protection de la Jeune Fille" is distinct from that of the "Œuvres catholiques de Relèvement", but this does not prevent us from keeping in close touch with the latter.

We would call attention to the circular we sent to our national committees asking them, in accordance with the recommendation expressed by the Traffic in Women and Children Committee, to establish relations with any of the "Œuvres du Bon Pasteur" which might be prepared to receive repatriated foreign prostitutes.

We must not omit to mention the centenary of the "Œuvres du Bon Pasteur", the celebration of which took place last year without arousing any large amount of public notice, but which nevertheless is deserving of mention by this committee.

The "Œuvres du Bon Pasteur" is the creation of a few women of humble station who, in 1829, established at Angers the first "Refuge" for outcast women. To-day these "Refuges" extend to forty-one countries and, up to 1928, had given shelter to 63,028 women and girls of every race, colour and creed.

This is a humanitarian institution of the first importance and, although it may not realise it, is one of the strongest pillars supporting the work of our committee on the traffic.

(Signed) S. DE MONTENACH,

General President of the "Association catholique internationale des Œuvres de Protection de la Jeune Fille".

ANNEX 6.

Official No.: C.T.F.E.459.

REPORT OF THE INTERNATIONAL UNION OF CATHOLIC WOMEN'S ASSOCIATIONS FOR 1929

Submitted to the Committee on April 3rd, 1930.

January 31st, 1930

The International Union of Catholic Women's Associations has been asked to co-operate with the League of Nations in examining the questions on this year's agenda, and these associations have consequently carried out a number of enquiries and done a good deal of work in connection more particularly with the two following points :

1. The protection of female prisoners on their discharge.
2. Protection of music-hall artistes touring abroad.

It has been our intention to deal with the problem in its broadest aspects by taking into account social changes, and experimental, psycho-physiological, legislative and sociological data.

The experimental data are obtained for the purpose of keeping in direct touch with life

*The psycho-physiological and moral data*¹ are necessary to pierce through all the reflexes and currents of the subconscious, the deep-seated laws which govern moral beings, and so restore the person to himself.

Sociological data: Man, a social being, cannot be dealt with or even studied without reference to his social relations and environment which affect his mental outlook and his way of thinking and acting and his standard of living.

We have only to go to one of our great modern capitals such as Berlin, Vienna, Paris or New York or to study communities of 100,000 or 200,000 industrial workers to realise how different must be the way of life, the ideas and the conduct of a little artiste, or a working girl or clerk who has been thrown into the whirlpool of our intense modern life from what they would have been had they lived the peaceful life of our countrysides or provincial towns some years ago. Sociological studies cannot therefore be ignored in this work of reclamation.

It is indeed such studies that necessarily decide the course taken by our *modern legislation*.²

A general scheme for our enquiries seemed necessary if we were to establish, on Germany's example, a plan for training Catholic social workers.

The Catholic Union of Social Work, which exists throughout Germany, has already started this systematic training which consists of: Practical and theoretical training lasting several weeks, followed by a perfection course for the four thousand voluntary workers distributed among the four hundred and twenty sections of the Union doing rescue work; very intensive training for the professional worker for two years in the school which has been in existence since 1916.

Although other countries do not yet possess such a definite organisation, they are at all events trying to do something along these lines either collectively or individually.

I. PROTECTION OF FEMALE PRISONERS ON THEIR DISCHARGE.

The following is a short summary of the first question on discharged female prisoners dealt with in our report:

- A. Facts revealed by enquiries into relapses.
- B. The distinctions to be made between the different categories of prisoners.
- C. The good or bad effects of imprisonment.
- D. The work to be done when the women come out prison.

A.

It is a fact that *many prisoners relapse into crime when they come out of prison*:

- 20 per cent in the Netherlands;
- 40 per cent in Italy;
- 40 per cent in France;
- 60 to 70 per cent in Hungary;
- 60 to 70 per cent in Prussia.

In view of these significant figures, the question arises: "Is the present prison system designed to be a period and a means of reform?" On the whole, we may say "Not yet", though, in reply to the question: "Is it likely to become so?", we may say "Yes".

In any case, the period of imprisonment, however excellent the arrangements may be with regard to housing, hygiene, discipline, regulation of labour and moral tone, would hardly suffice to sow the seeds of perseverance unless followed by a longer period forming a gradual transition from prison to normal life, which the prisoner cannot face all at once.

For this reason, the German Catholic Union considers that the assistance given to women prisoners should be closely connected with that given to women leaving prison.

B.

What are the categories of prisoners whom efforts should be made to reform?

They may be broadly classified as follows:

- (1) Women sentenced for offences under common law; thieves, criminals, etc.;
- (2) Prostitutes: From undisciplined girls who have fallen for the first time to those licensed prostitutes who are almost banished from society.

When women belonging to any of these categories enter prison, a psychological examination, supplementing the medical examination and judicial enquiries, would reveal, on the one hand, the hardened recidivist from whom little is to be hoped³ (50 per cent in Paris, on the estimate of a medical specialist) and, on the other, the first offender. The latter is by far the easier to reclaim.

¹ The actual biological data which form an integral part of the problem of reclamation could not be included in this limited report save for purposes of general reference, but we would point out that they, too, play an important part.

² The very vastness of these questions, the complexity of the problems and the fact that certain countries do not submit their reports in time limits the scope of the report, and we regret that we are only able to give a summary which will later have to be supplemented.

³ Some doctors mention, however, that every woman can be reclaimed if she can be made to realise her natural vocation.

Women sentenced for offences under common law are usually observed to be of a sharp vindictive temperament.

The dominant characteristics of *prostitutes* are fecklessness and a marked blunting of the moral faculties. They are nearly always of low intelligence.

The different stages of degradation of these women should be studied in order to bring them gradually back to a normal state of mind.

Help according to the German Catholic Union must be given spiritually, morally and physically.

What is revealed by the study of these persons ?

We know that the habit of vice has strengthened in them a kind of automatism which is all the stronger if due to hereditary tendencies.¹

Further, the unmoral atmosphere in which these women have usually lived in childhood and in earning their livelihood has given them a number of characteristic gestures, which have been tabulated—impressions of hearing, sight or motion—and which emerge sooner or later with irresistible force, bringing passion in their train.

With regard to the higher faculties, the repetition of vicious acts ultimately dominates conscience and destroys judgment, so that these women are no longer able to distinguish good and evil. Evil has for them become the natural law, so that at last they refer to the crime of theft, for instance, as "work". "I am working", they say; it is a trade like any other, and the acme of efficiency is to evade detection.

Although some of these women make a display of boldness, the *will* is usually found to have been almost entirely atrophied, and the longer they have been carrying on their vicious life the more it has been sapped at its roots.

Character is, to some extent, an indivisible whole, and these women nearly always show in their whole physical appearance marks of their unfortunate habits: their look, attitude, gestures, their very reflexes, betray moral disruption.²

Here we have the spectacle of a human being divided against herself; a prey to instinct; incapable of protecting herself against herself; powerless, without the regulating action of reason and without any definite aim in life, to regain her will-power and re-build her character. Doctors and practical workers are agreed that higher "centres of interest" are needed to co-ordinate and polarise all the faculties.

It seems to be a law of our being that our most compelling "centre of interest" is that which relates to the problem of our destiny and our happiness, after which we all desperately—if unconsciously—strive; and it is easy to understand why specialists are almost unanimous in regarding religion as one of the most powerful factors of reclamation. Our enquiry in Germany shows that the principal cause of relapse is religious indifference and a diminution of spiritual force.

C.

It is with these cases—and they number hundreds—that the social and religious associations are dealing. *It is possible to improve this unhealthy condition of mind*, but there are many obstacles in the way.

1. There is no time to deal with the hundreds of women entering prison every week and every day (300 per night in a big Paris prison).

2. The youngest prisoners are often contaminated by having to live with worse people than themselves. When a female prisoner does not know how she is going to live when she leaves prison, there is often a professional thief or prostitute at hand who will say to her: "I will help you; follow me".

3. Some are made more recalcitrant than before by the practically unavoidable severity of prison life.

Yet certain aspects of prison life, properly used, might have beneficial effects.

Prison certainly has the effect of cutting a person off from her ordinary environment and paving the way for fresh habits, which may counterbalance certain vicious habits.

The prison authorities might well make more use of the progress of medical science by giving, in conjunction with "penitentiary" and moral treatment, that biological treatment which is often essential.

A certain amount of medical care and hygiene may help to restore the beginnings of a biological equilibrium by assisting the restoration of moral balance. We except cases where the duality of personality is such or the break between the mind and the body is so complete that they can only be regarded as suitable for treatment in a mental institution.

If the prisoners are given an objective in their work, if only the desire to earn money, it may constitute a subsidiary centre of interest and also prevent them from brooding too much on their prospects when they leave prison, and all this has a calming and wholesome effect.

¹ "Our neuro-muscular dispositions are marked with organic predispositions by our ancestors. There is a nervous system of the sight and of the ears and a sexual nervous system. Our ancestors have pre-determined the relations between these different systems and this machinery is to be found all ready set up in their descendants."

² We cannot enter into the details of experimental psychology raised by this question.

Then there is the soothing and edifying example of Sisters of Mercy, members of charitable associations and "prison ladies", which serves in some measure to kindle in the heart and mind of the prisoners new impressions which gradually supplant the old ones.¹

But the period of imprisonment is not long enough for us to be able to do more than sow the seeds of such a transformation.

D.

Discharge from Prison. — On leaving prison the woman necessarily needs support for a long time, for it is just at that time of moral convalescence that the liberated woman is isolated and uncertain of her future. Relapse is almost inevitable, especially if she has to find means to bring her children up by prostituting herself. (This case is not imaginary.)

What have we done and what are we doing to remedy this State of Affairs ?

1. Our Catholic Committees of Lady Visitors (in Germany, Poland, France and Italy and, more or less, in all countries), who meet these unfortunates on their release from prison, can detect the "reclaimables", and are endeavouring to "put them on the right road", to use the significant expression of one of them.

"Putting them on the right road" means, in the first place, giving them *material assistance*. For instance, a woman hawker, who has just been released from Saint Lazare prison and has only one thought in her mind—how to resume her trade—will be helped by the purchase of the where-withal to stock her barrow. In this way, she is enabled to earn her living and at the same time regain her courage.

This also means, in some cases, *mediating between the woman and her family*, if it is unwilling to receive her back.

Sometimes these lady visitors intervene and manage to have the period of custody extended so as to give the family time to make up their minds to welcome her.

Sometimes it means *helping the person concerned to find a situation*—not the first situation that comes along, to which the woman might not be able to adapt herself, but one affording some promise that the process of reclamation will be lasting.

If every one of these women could thus be helped to find her bearings and regain a place in society, and *could be maintained* with them for a few years after leaving prison, there would probably be fewer cases of relapse.

2. The field of activity of these lady visitors, etc., is necessarily far too restricted. This is due in the first place to the fact that they are not numerous enough, as their work is voluntary and there are many other calls on their services; and also because, in spite of the donations given to the prison authorities for work among discharged prisoners who are sick or have to be isolated, the financial resources available for this work are generally used up very quickly.

The lady visitors must therefore have assistance, and their work must be extended. This is done by the homes for the destitute, which welcome discharged prisoners during the difficult transition period between imprisonment and their return to normal life.

It is true that these institutions are only temporary shelters, but rescue work can be carried on if they are properly run.

The Netherlands segregated the various categories of *women* so as to prevent contamination. In Germany, on the contrary, where the Catholic Union has 100 asylums with 7,000 beds, the liberated persons are kept with the other women in order to help them to return to society and obtain work.

3. The real, durable work of reclamation cannot, however, be done at this stage, and it is only in the *reformatories* themselves that there is any chance of plumbing the depths.

At the present stage (from the Catholic point of view), the work of reclamation has been carried far enough as regards the youngest delinquents (14 to 21 years of age), who have been entrusted to the care of these institutions either by their families or by the courts.

During the last century, 200,000 of these women have been "worked upon" — one might almost say "transformed" — and enabled to resume a normal life. It is estimated that 50 per cent of the inmates of such institutions in France—of which there are about 80—have been reclaimed.²

Although the work of these organisations is principally connected with minors, we are of opinion that their methods, which are based on true psychology, might be applied to any woman to be reclaimed.

"It is a Motherly Method."

As this responds to one of the deepest needs of the human heart, its power is great.

Thus, just at the time when the poor, love-starved heart begins to expand, self-respect is restored. To be treated with respect, with infinite delicacy, does far more than any words to restore the sense of personal dignity.

Our workers in France and Germany insist on the value of this method.

¹ It is the "Maternal method" which gives judgment to the child until he reaches maturity.

² If figures had been sent by other countries, the number would have amounted to millions. During the year 1928 alone, the German Catholic Union has dealt with 1,752 discharged female prisoners.

Method of Gradual "Substitution".

Physical self-indulgence and irregularity of life is replaced by a wisely and wholesomely regulated life which re-establishes the physical balance in conditions of rational well-being : No deprivation of food ; no corporal punishment.

The corrupting effects of idleness are gradually replaced by love of regular work.

Vicious habits are abandoned through the greater attraction of well-doing.

Without troubling too much about theories, these institutions try to inculcate a love of moral rectitude through the contrasts which are ever before the eyes of the woman.

Intelligent Adaptation to Individual Cases.

There is no uniform system as in prison : " Vital nervous temperaments, which find pleasure in movement " cannot be treated in the same way as unintelligent apathetic natures which are better suited to more uniform and mechanical employment.

For instance, an intelligent and vivacious young Polish woman who was found to become dreamy when she had embroidery to do was put on to ironing, which was more in her line. Another woman may be clever at embroidery and can be helped by the very difficulty of the work, which affords scope for her inventive powers and natural ability, and takes her mind off dangerous thoughts.

Any work is helpful if adapted to the tastes and abilities of the persons in question.

Adaptation not only to Different Temperaments but also to Different Stages of one and the Same Case.

The period of loving though strict and unremitting vigilance must gradually give place to liberty under supervision and then to a measure of confidence in the patient, who is thus enabled to find her feet by realising the independent and creative nature of her work.

When should one of these stages be abandoned for the next ? This is a question of instinct, sense and judgment.

This method has already given good results and we should like :

(1) To ensure its full efficacy by keeping the patients under its influence, not for one year, but for two, three and even four years.

Indeed, it is only after several years that a moral improvement is observed, though it then often exceeds all expectation in view of the many relapses which occur at first.

(2) To render the method more general by applying it to older women of whom it is said that " there is nothing to be done for them ". We have sometimes heard remarks such as : " A woman of forty ought to be able to look after herself . . . ", " Prostitutes have made their bed and must lie on it . . . "—but we refuse to accept such beliefs.

(3) To ask our Catholic organisations to set up new types of " family house ", homes (as in Germany and Poland), and even hostels, where older women and prostitutes of no fixed abode may have a sense of freedom (while at the same time enjoying the benefits of intelligent supervision), where they will not have the feeling of being confined and will not be deterred by an over-grim exterior from entering an institution where so many have found peace and healing for their poor broken souls.

(4) To connect and co-ordinate the work of preservation and that of reclamation.

Our social workers and lady visitors tell us that the prisons would not be so full if women discharged from hospitals in an exhausted physical condition and without a penny in their pockets could receive financial assistance and be admitted to convalescent homes, where they could recuperate physically and morally and where many of them would escape the temptation to engage in a life of prostitution.

Are there such convalescent homes ? Yes, but very few ; and in France, for instance, the social welfare organisation is scarcely able to cope with its convalescents.

* * *

To rescue people who have fallen is not enough. We should prevent the fall and for this purpose causes should be sought.

We should distinguish between (1) causes which, by a violation of natural laws, have brought upon the descendant the results of the sins of her ancestor (atavism) ; and (2) cases which sociologists, doctors and social workers unanimously consider as due to modern conditions such as :

(a) *Disintegration of the Family.*

The woman head of an extremely well-run organisation says that this is the main cause in 80 per cent of their cases.

The family is often the school of vice, especially when its members have been forced by economic pressure to live herded together in immoral promiscuity in a wretched hovel.

Then there are divorce and re-marriage. The growing girl, abandoned to her own resources and deprived of affection at the age when she has most need of help, is often tempted to seek elsewhere what she cannot get at home, and wanders off and lets herself be enticed away and seduced.

Great emphasis is laid on this point by those engaged in investigations in America.

(b) *Dangers entailed by "Certain" Occupations.*

Fifty per cent or more of the prostitutes who pass through the hands of the police in any big capital are servants and waitresses in cafés, who are peculiarly exposed to danger. The organisations engaged in assisting these people estimate that a fair proportion of them are young working women who have been demoralised through working in factories. If we remember the allurements of boyish appearance (short skirts, short hair, making up, perfume)¹ and even more the economic independence of women who earn their living away from home, we shall understand why modern conditions and habits² of life facilitate, if they do not actually lead to, the downfall of so many girls and women.

(c) *Inadequate Wages.*

In a number of cases, the fear of abject poverty has been a determining factor in the downfall of women.

It is true that many women, comparing even a fair wage with what they can derive to-day from prostitution decide in favour of the latter "mode of life". Yet it is none the less true that in spite of the raising of salaries, specially in the cities, many women grow weary of a continual uphill fight and are not equal to the very real heroism required to make the daily sacrifices imposed by an inadequate wage.

Whatever may be, in the opinion of specialists, the relative importance of one or other of the causes enumerated, none of them can be disregarded. It is upon the general economic and social conditions of modern life that we must work; the family unit must be protected, occupations must be organised and moral training must be given as a shield and buckler against temptation. That is the task we must pursue if we are not only to reclaim individuals but to prevent the degradation of the race and to carry out a really far-reaching programme of social renovation.

II. PROTECTION OF FEMALE MUSIC-HALL ARTISTES TOURING ABROAD.

The enquiries into the question of the protection accorded to music-hall artistes touring abroad has yielded very scanty information with regard to the measures taken in the different countries. Up to the present, only six countries have sent replies to our questionnaire and some of these replies are far from conclusive.

Two points which seem to us to be intimately connected have attracted our particular attention :

1. *Position and material and moral protection of music-hall artistes in their own country.*
2. *The effective protection of these artistes when touring abroad.*

1. MATERIAL AND MORAL PROTECTION OF MUSIC-HALL ARTISTES IN THEIR OWN COUNTRY.

Italy, Poland, Hungary, the Netherlands and France are the only countries which have replied. In Great Britain, it is the protection of artistes abroad that is particularly well organised and it is a fact that, usually, *the better organised artistes are in their own country the better they are able to protect themselves when touring abroad.*

Dramatic, lyrical and cinema artistes, for instance, have powerful associations capable of protecting them materially and morally both in France and abroad, but music-hall artistes are in a much less favourable position.

Dramatic, lyrical and cinema artistes have a Catholic Association which supplies their moral and religious needs (some of the actors belonging to this association have testified to the importance of the religious factor in preserving the sense of human dignity).

They also have a professional union with all the advantages of a labour organisation, a legal board, a disciplinary board and extensive administrative services which provide for the material protection of their members. This union, whose offices are at 45, Faubourg Montmartre, Paris, deals on an equal footing with the Association of Paris Theatre Managers, 4, rue Caumartin, suggests the wording of engagement contracts and is instrumental in getting standard contracts adopted for work in France or for tours abroad.

These contracts make provision for the regulation of various categories of disputes between artists and theatre managers.³ The following questions are dealt with : minimum wage, hours of work, rehearsals, board allowances, lodging, illness, maternity cases, sanitary conditions in theatres, heating, costumes, etc.

¹ Dr. B. mentioned this when speaking of the minor causes of prostitution.

² We are not, of course, criticising modern civilisation, so fruitful in inventions and progress, but merely pointing out its dangers to those who are insufficiently prepared for it.

³ See model of standard theatrical engagement contract, page 23 of the *Bulletin de l'Union des artistes*, August 1929, 4th year.

Music-hall artistes have no such complete organisation as this. Nevertheless, since October 1st, 1919, music-hall, concert and circus artistes have had an association in Paris with offices at 66, Passage Brady, Paris, X^e. Its chairman is M. Joanyd.

This association includes 2,000 men, but only 400 women. The women do not yet realise the advantage of such associations, so well organised and to which they can belong only after a probationary period. Indeed, the association is a sort of *élite*.

The majority of music-hall artistes in small dancing-halls and cabarets have no professional association. Most of them are hostile to the idea of joining associations; yet it is they who have greatest need of the services of these associations, their moral standard being fairly low.

Legal Protection.

Nevertheless, French law does protect artistes, at least during performances :

(a) The dressing-rooms are exclusively reserved for the use of artistes, and two police officers are always on duty to see that the artistes do not mix with the public, etc.

There is still much to be done concerning the three following points :

- (b) Organisation of troupes working together under a responsible female head.
- (c) Supervision of turns and prohibition of immoral performances. The question of troupe work should have special attention.
- (d) Creation of homes for music-hall artistes.

In *Hungary* and in *Poland*, there are no professional associations (except in *Poland* for big theatres) or special homes for artistes who are not protected by law. Minors, even children, may be engaged and the artistes are allowed to mix with the audience.

In *Italy*, there is a National Artistes' Union, but it only concerns itself with the economic side of the problem.

In the *Netherlands*, professional associations do very little, but the Government supervises music-halls. No regulation forbidding artistes to mix with the public; this does not often happen.

* * *

From personal enquiries made in certain music-halls, and visits paid to the artistes and professional organisations, it appears that music-halls vary widely as regards moral tone.

In the smartest music-halls, where only professional artistes are engaged, the moral tone is perhaps better than in the big theatres.

On the other hand, in halls which engage failures and "petites femmes" (cabarets, dancing-halls, etc.), where the work is less well paid, less regular and less respected, most of these women come under a cloud of contempt which renders their position morally very dangerous.

It was found that the profession itself is dangerous in low-class music-halls. The dangers are greater for singers who are more exposed than musicians and still greater for dancers, etc.

These artistes come from a very low (if not actually immoral) *milieu*, are not very intelligent, are cut off from family life and isolated from what measure of protection their own circle would have afforded them.

Moreover, they live an artificial life and are often obliged to make gestures which cannot fail to excite bad tendencies, to recite lines which are immoral and to expose themselves in public sometimes naked or almost naked.

The repetition of such acts must have an effect on their minds, which store up impressions that tend to express themselves in acts, and the habits which they acquire almost inevitably lead them to translate into acts what they have portrayed on the stage, to say nothing of the incidental excitement of appearing on the stage, the applause, the noise and the lights.

These isolated women nearly all come to grief unless specially assisted, and the question is how to assist those who have not yet fallen.

Many more specialised homes must be instituted where these women can enjoy an atmosphere of moral and material calm and suitable discipline, which must be at once flexible and firm, so that they may have something to take the place of their families. Man cannot live alone, but must form part of a social group; the law of sociability is well known in sociology. The more the atmosphere surrounding these women recalls that of the family unit the more beneficial is its action.

The experiments which have given the best results have all been based on these principles. The Rev. A. Cardew, for instance, forms his "theatre girls" into groups under women heads, who accompany them, supervise rehearsals and help them to find their feet, and thus achieve excellent moral results by means of the combined influence of the home and of the group.

2. EFFECTIVE PROTECTION OF ARTISTES TOURING ABROAD.

If a music-hall artiste is exposed in this way without protection or assistance in her own country, what must be her position *when she is exercising her profession abroad*! There seems to be a great deal to be done in this direction in all countries.

The dangers to which a music-hall artiste touring abroad is exposed are of three kinds :

- (1) Bad contracts or the absence of a contract, which may mean abject poverty ;
- (2) The power exercised by the impresario over his troupe and the consequences which this may entail if he is not of good character ;
- (3) The isolation and uprooting of these poor women who have no home to go to and are often entirely ignorant of the civilisation of the country in which they are engaged to perform.

We do not refer to Great Britain, which is, in this respect, one of the best-organised countries.

Mr. Sempkins, the representative of the " International Bureau for the Suppression of Traffic in Women and Children ", will tell you of the success which has attended the work which he is carrying on with such zeal and ability.

In *Hungary*, the Hungarian Catholic Associations report that a large number of women and girls are induced by promises of good positions to go to Africa and South America where, more often than not, they are lamentably deceived in their expectations. Although it may be said that this is due to their own lack of intelligence and moral sense, the Government has thought fit to intervene.

The Ministry of the Interior has issued one decree after another : Decrees, 1925, 1926 and 1927 concerning the East, South America, Belgium and the whole world.

In the *Netherlands* and *Poland*, it is reported that very few female music-hall artistes tour abroad. Assistance given by consuls and professional associations seems to be the most effective in cases where abuse occurs.

In *France* our enquiries have brought to light many defects. A few self-styled impresarios — who are impresarios in name only—take advantage of the artistes who, if they have no regular contracts, are exposed to dangers of the worst description.

It has not yet been possible to obtain standard contracts, owing to the wide variations of conditions of employment, but very few Frenchwomen leave for foreign countries without contracts or without some guarantee.

In *Italy*, the authorities are taking rigorous measures to protect young Italian women (Law of November 15th, 1929, Sections 11, 12, 13 and Articles 4, 5, 6, 7 and 8 of the Regulations).

No passport is issued to a girl unless she is accompanied by her parents or is going to relations who must be named.

Minors must have contracts made out in accordance with instructions laid down by the Italian Emigration Office by the Italian Consul in the district where the girls are to work.

Exceptions are, however, made for theatre troupes and, in these cases, the dangers to which they are exposed abroad will depend on the morality and honesty of the director of the troupe.

* * *

It would therefore seem that a number of steps still remain to be taken :

1. It seems urgently necessary that various countries should require production of regular properly drafted contracts before issuing passports to artistes. The " touring contract ", which is a standard contract for dramatic, lyrical and cinema artistes on tour might be taken as a model for all music-hall contracts (*Bulletin de l'Union des artistes*, page 27 of No. 24, 4th year, August 1929).

2. The main thing is that the artistes should receive protection and justice, should be repatriated free of cost in case of illness and should receive the whole of the wages contracted for.

There exist many different kinds of contracts and several models, but we have seen how easy it is for an employer to violate, or at least to distort, the terms of these contracts, and how difficult is it for the employee, especially abroad, to resist unfair or even immoral demands as she is entitled to do.

It is proposed, therefore, to create in *every big town in the world* suitable social organisations which could take necessary action to force dishonest impresarios to carry out the contracts which they have signed.

The International Catholic Association for the Protection of Young Girls and the Girls' Friendly Society, which have missions at railway stations and ports throughout the world, are already giving a great deal of assistance to artistes away from their own country, and it is to be hoped that wider use will be made of the services of these great organisations.

3. It would be a very good thing to advise all female music-hall artistes to join professional organisations able to protect their interests abroad as at home.

4. It would be well to organise in the various countries lodging for artistes on tour, so as to avoid billeting arrangements being in the hands of theatre managements where the troupes include a large number of women.

Two kinds of homes or hostels are contemplated : homes for respectable artistes who are willing to subject themselves to reasonable discipline, and special organisations for other artistes—some of them perhaps of doubtful morality but still open to improvement, who might be saved in time from lapsing into vice. Arrangements for hostels of this kind have already been made by the professional associations of Paris.

(Signed) LAVIELLE,
Delegate of the International Union of
Catholic Women's Associations.

SUPPLEMENTARY REPORT BY THE INTERNATIONAL
UNION OF CATHOLIC WOMEN'S ASSOCIATIONS

Submitted to the Committee on April 3rd, 1930.

OBSCENE PUBLICATIONS.

FIRST GROUP.

1. *France.* — In France the Law of August 2nd, 1882, modified by that of March 10th, 1890, and confirmed by the Law of April 7th, 1908, provides severe penalties for delinquents, but :

The *public authorities* and *parquets* are often passive and this provides an illustration of the great social law that the more frequent an offence becomes, the less strictly it is punished.

Public opinion in general, and especially the Press, remains too indifferent. Many interests are involved and the Press remains dumb.

It is interesting, however, to note that in the last two or three years in France a new jurisprudence seems to give some hope of a reaction against public immorality.

Without unduly stressing this point it may be said that two important judgments of the Court of Cassation (June 23rd, 1928, and July 21st, 1928,) have decisively interpreted the way in which the old laws should be understood.

(a) According to the judgment of June 23rd, 1928, an immoral publication, even if it is not obscene, falls within the scope of the penal law ;

(b) By the judgment of July 21st, 1928, the Court of Cassation carried into effect the foregoing principle in connection with immoral but not obscene advertisements published in pornographic journals.

The decency of vendors' displays has been secured in a number of towns. I need only mention the example of the town of Lyons in which, by circular dated November 10th, 1926, M. Herriot formally prohibited the exhibition and sale of twenty-two publications and five almanacs of a licentious character, of which I have a list.

Several departments and towns have followed this example, and the results obtained show what might be done by means of concerted and persevering action on the part of the big leagues or associations founded specially against pornography and street licence and in favour of the improvement of morals.

2. *Austria.* — The Austrian associations report that the cafés are supervised by police agents, who, if need be, effect seizures. Sales are regulated by the Law on Hawking, of December 22nd, 1929 ; but this law refers chiefly to sales to minors under sixteen years of age.

Whenever pictures serve the purpose of lewdness or immorality punishment is inflicted in accordance with paragraph 516 of the Penal Code.

For some time past the attention of the associations has been directed towards the massage saloons, which are now kept under strict supervision.

The Law on the Press, of 1922, against obscene publications is strictly applied.

The *Reichspost* reports several effective applications of this law during the month of February :

(a) Stationers, including Isidore Grosseemann, Elisabeth Mertens and Marie Furster, were sentenced to several days detention and to a heavy fine for displaying obscene pictures ;

(b) A few days later numerous seizures of vendors' displays were effected in virtue of the same law.

The Catholic associations draw the attention of the police to the sellers of pornographic publications, and make full and successful use of the existing laws.

3. *Italy.* — The Italian Catholic Women's Association observes that the law against obscene publications is of general application (November 6th, 1926) and that very numerous seizures have been effected since 1926.

4. *Canada.* — The suppression of the traffic in obscene publications is pursued by the Canadian Federal Government through the Post Office, which exercises very strict supervision over immoral or obscene literature, and also through the system of control which forbids the entrance of publications coming from other countries.

The local police are instructed to seize all obscene publications which might be sold either publicly or clandestinely. The Catholic Women's Association exercises strict supervision.

SECOND GROUP.

1. *The Netherlands.* — On February 19th, the International Union of Catholic Women's Leagues informed us that the police had forcibly entered the printing-works at which certain pornographic periodicals — *Pan* at Amsterdam, and *The Black Cat*, at Gouda — were printed. A total of 2,500 copies and stereotypes of *Pan* and 2,000 of *The Black Cat* were seized, and the directors will have to answer for their conduct.

This excellent piece of work is due to repeated complaints from educational circles.

Publications of this kind are not sold in cafés or houses of prostitution, but at bookstalls and bookshops, especially station bookstalls.

Here, again, good results are being obtained. After a campaign against this review *Pan*, the Netherlands railways prohibited the sale of pornographic periodicals, the chief of which is *Pan*, at station bookstalls and enforced the prohibition.

Although, however, the law has succeeded in putting down genuine pornography in the Netherlands it has not yet entirely suppressed it, owing to differences of opinion as to what is obscene.

2. *Switzerland.* — Suppression is very difficult and is looked upon differently in the twenty-five cantons, as it is not easy to draw the line between what is obscene and what is not. The police, however, keep a strict watch on the cafés; but that merely results in such publications being sold at bookstalls in the stations or in the towns.

The sentences imposed are imprisonment and fines.

3. *Hungary.* — In accordance with the Geneva Agreement of 1923, legislation has been introduced in Hungary to suppress the traffic in obscene publications, and there is no centre at which such publications are produced.

THIRD GROUP.

1. *Poland.* — The Cracow Catholic Polish Women's League informs us that obscene publications are sold chiefly at the various station bookstalls and in hairdressers' shops.

No mention is made of any centre for obscene publications in Cracow itself; they are imported from abroad. Complaint is made in particular of publications issued from Vienna, especially the review entitled *The Renaissance*.

The exhibition of publications of this kind is prohibited by Polish law, and offenders are arrested.

2. *Buenos Aires.* — The traffic in obscene publications is prohibited by law, but, unfortunately, owing to the attitude of the officials the law is very little observed.

The penalties for selling such publications vary from one month's to one year's imprisonment.

3. *Spain.* — All obscene publications are prohibited in Spain, but they continue to be sold notwithstanding the campaign carried on by the "League Against Public Immorality".

The most effective way of preventing obscene publications is to impose a fine, to withdraw the whole edition from circulation, and in the event of a repetition of the offence to double or even treble the fine. Unfortunately, these penalties cannot be imposed because the publications are written and issued surreptitiously by isolated groups of persons of whom little is known.

ANNEX 7.

Official No.: C.T.F.E.460.

REPORT OF THE JEWISH ASSOCIATION FOR THE PROTECTION
OF GIRLS AND WOMEN FOR 1929.

Submitted to the Committee on April 4th, 1930.

January 27th, 1930.

The work of the Association in 1929 shows steady progress along the lines indicated in previous reports. Close touch has been kept with those branches and Committees — Continental and Transatlantic — already in existence, though it has been immensely difficult for some of them to continue their work. This is particularly the case with some of the committees in Poland, and it is greatly to their credit that they have been able to withstand the serious economic crises which have befallen the Jewish communities in that country.

There are two aspects of the work done by Voluntary Organisations dealing with the welfare of women and children which the Advisory Commission mainly deals with: (a) the preventive and protective side and (b) the suppression of the traffic. The reports previously presented dealt very largely with the preventive and protective aspects, and we have indicated, by citing cases, how we have endeavoured to fight the traffic.

Whilst the preventive side continues to progress and develop in a normal manner, it is not so easy to give a record of the anti-traffic work.

That work divides itself into two portions :

- (a) The detection and investigation of cases ;
- (b) The strengthening of legislation.

As the work of the Advisory Commission is mainly directed to legislative progress, the Association and its co-operating committees have followed closely the resolutions of that Commission, and have co-operated, wherever possible, in an endeavour to give effect to those resolutions.

The proposal to "*extend the enquiry as to the extent of the traffic*" in countries not previously visited by the investigators appointed by the Special Body of Experts has met with approval in all quarters. It is felt that the decision of the Assembly that the countries to be visited shall be represented upon the new Body of Experts is a very wise one. From the practical point of view of fighting the traffic, the results obtained by the previous enquiry left much to be desired. It was thought in many quarters that the information which had been obtained should have been made use of by the Police Authorities and those collaborating with them, so as to endeavour to bring to book those who were engaged in the traffic, to punish the *souteneurs*, and to help and rehabilitate the victims of the traffic. It is hoped that some system will be adopted by the new Body of Experts which will make the results of their efforts available for immediate action.

On the question of the "*abolition of the system of licensed houses*", the Association strongly supports the memorandum prepared by the British Social Hygiene Council and presented by the British delegate at the last session. The opinions expressed by several delegates as to municipal administrative action raised high hopes that, from the information to be obtained as a result of the further enquiry, there was some chance of an agreement being reached which would terminate, in a large measure, the existence of such houses. The Committee in Paris attached to this Association, as well as other persons, have drawn our attention to an administrative order in France signed by the Minister of the Interior and the Minister of Health, which has called forth a protest, because it not only emphasises the existence of such houses, but makes even stronger regulations as to the control of the prostitutes who are inmates therein. It is felt that these regulations are somewhat at variance with the expressions made at the last session of the Committee.

On the question of the "*Action against souteneurs*", the Association is of opinion that every effort should be made to strengthen the laws of those countries where the *souteneur* at present has a large degree of immunity from arrest. The Association studied this question very closely for some years and made a thorough investigation into the activities of the *souteneurs* in London and, as a result of this investigation, suggested and promoted combined action with other organisations engaged in similar work. This helped to bring about the passing of the Criminal Law Amendment Act (1912). The clause in that Act dealing with the *souteneur* is considered to have brought about a great improvement in England, and it is thought that legislation upon similar lines would have considerable effect in other countries.

The Association is looking forward with much interest to the replies from the various Governments on the question of the "*elimination of the age of 21*" in the Convention of 1921. It feels that such action will deal a great blow at the traffic of girls and women and will nullify to a large extent the manufacture of false passports and other documents.

The Association has kept closely in touch with the question of the "*suppression of obscene publications*". One of its correspondents in France has devoted much of his time to this matter and has succeeded in arousing public opinion in the South against the exhibition and sale of such publications and, in co-operation with some municipal authorities and other important people, has formed a league to combat this evil.

The Association expresses its thanks to the Council and the Assembly of the League of Nations for agreeing to continue the publication of the Minutes and proceedings of the Advisory Commission. The distribution of this document has had very beneficial results in maintaining and fostering public opinion against the traffic, and has been the means of keeping more people acquainted with the work of the Advisory Commission.

On the practical work of fighting the traffic, the Association has been busily engaged during the year. Cases which have come to the notice of the committees co-operating with the Association have been forwarded to its Central Bureau in London for investigation.

The following cases should prove of interest to the Advisory Commission :

A woman 28 years of age was alleged to have been sent by procurers in *Lodz, Poland* to *South America* for the purpose of entry into a brothel in the Argentine. Owing to the vigilance of our Committee in *Buenos Aires*, arrangements were made by the traffickers for her and the woman who acted as agent for them to disembark at *Montevideo*. They were detained on arrival by the Police at that port, but were released to an organisation for the protection of migrants. The woman in question was placed in domestic service with a private family, but she disappeared after a few weeks. Search being made for her, it was found that she had gone to *Paysandu*, a frontier town. The

traffickers in *Montevideo* had kept watch on her and smuggled her across the frontier into the Argentine. One of them took her to *Rosario*, but, not having adequate documents, she was refused inscription in a brothel there. Our agent next traced her to *San Fernando* not far from *Buenos Aires*, where she was active as a prostitute in a brothel. She was arrested by the Police. The trafficker escaped, but his arrest by the Police is only a matter of time as energetic steps are being taken. The investigation of this case led to the discovery of a number of suspected traffickers about whom the Association is making the fullest enquiries.

A girl aged 14 was found to be living with her father, a trafficker well known to the Police, in a house in *Buenos Aires* which was used as a clandestine brothel and as the residence of several prostitutes and traffickers. Our Committee reported the matter to the Police, the house was raided and several of the occupants proceeded against. The child was removed from her father and placed under the care of the Committee of our Association, which has found accommodation for her with a respectable family and supervised her until the arrival of the mother from Europe. We had advised her of the difficulties and arranged for her journey. She is now living apart from her husband and looking after this child and also a boy of 16 who was with the father.

A girl of minor age had been rescued from undesirable surroundings in the interior of the Argentine and brought to *Buenos Aires*. She expressed a desire to return to *Poland*. Having no means, the Royal Mail Steam Packet Co. were approached and made special terms, the balance being found through our Committee. The Polish Consul helped to supply her with documents and she returned safely to her home.

A man in *Buenos Aires* had written to three young girls, relatives living in Europe, to join him there, as there were prospects of good employment. Enquiries were made through the London office and it was reported that this man's house was most undesirable. The girls were warned and prevented from making the journey.

A girl of 18 was arrested by the Police and a charge of soliciting for prostitution brought against her. Our Committee investigated the case and found that the girl was of the highest character. She had been sitting in one of the public squares awaiting a friend and had been arrested by an over-zealous policeman. As a result of the investigation, the authorities were communicated with and the case re-opened. The sentence against her was annulled and her good name re-established.

A young woman arrived at *Buenos Aires* accompanied by her husband, to whom she was legally married in Europe. After a stay of two months, the husband compelled her, by maltreating her, to enter a brothel in the Provinces and to become a prostitute. She managed to get a letter sent to her parents in Europe, detailing her wretched circumstances, although she said she was constantly watched. She begged her parents to communicate with our Association; this they did. Enquiries were made and the co-operation of the Police asked for. Prompt action was taken, but it was found that the woman had been transferred to another brothel. Many weeks elapsed before she was again traced by our agent, this time in *Buenos Aires* itself. She had been placed in the custody of a woman who had been instructed to watch her closely. On the arrival of our agent at the house, he found that she had been removed again, this time to a hospital and, on enquiry at the hospital, was found to have been discharged three days previously without leaving an address. The search was continued and a certain house was kept under observation for three days and nights. This resulted in finding the woman there. The Police were informed and the woman brought to the office of the Association, where she told her story and gave full information as to her husband's action in forcing her to become a prostitute and taking all the money she thus obtained. The husband was arrested and is awaiting his trial. The young woman is in the care of the Association.

It was reported to us from our *Warsaw* Committee that a girl of 18 had disappeared from home and was taken to *Buenos Aires*. From there it was alleged she had been sent to *Mexico*. The ships entering *Buenos Aires* had been watched, but no trace of the girl could be found. In the course of enquiries into another suspected trafficking case, a letter which had been sent to an accommodation address came into the hands of our Committee and they saw by the contents that it referred to this very girl, whose photo and description were sent by a trafficker in *Warsaw* to his brother, a trafficker in *Buenos Aires*. The man in *Warsaw* is at present in prison awaiting trial on another charge of procuration and the necessary information and documents have been sent to *Warsaw*.

for the use of the Police. At present the whereabouts of the girl have not been traced, but it is believed she is in *Mexico* and steps have been taken by our *London* Office to try to trace her.

A woman and her daughter 20 years of age were invited by an elder daughter resident in *Rio de Janeiro* to join her there. On arrival they found that this woman was engaged in prostitution. At the outset she tried to induce her younger sister to enter a house of prostitution, but she refused. She and her mother then learned of our Committee in *Rio* and applied for assistance in the circumstances. Cables were exchanged with *London* and *Paris* and, with the help of the Emigration Organisation — the H.J.C.E.M. — the relatives were found and arrangements made for the return of the people to *France*. In the meantime the mother became ill and, in order to safeguard the girl, she was removed to a place of safety until they were able to sail.

A prostitute in *Rio de Janeiro* acting as an agent for traffickers went to Europe to find victims. She became acquainted with a young man on whom she lavished much money and who appears to have assisted her in her nefarious work. She had two young sisters resident in *Poland* and, as they were orphans, she persuaded them to accompany her to *Brazil*, where she held out promises of a very glittering life. On board ship the woman travelled first-class with the young man, whilst the sisters were in the steerage. The latter saw, and heard accounts of, the behaviour of the woman on the ship, for she was commented upon by passengers and crew. When the girls spoke to her of her immoral conduct, she told them frankly that they would have to lead the same life in *Rio* or, if they refused, she would not take them off the boat. They did refuse and, on arrival at *Rio*, she disembarked with the man and they were taken to the Immigrants' Hostel. They remained there four days as nobody claimed them. Our Committee then learned of the girls' plight and obtained permission for them to land and to remain under the Committee's protection. On being taken into *Rio*, the woman demanded to have them, but, learning that they were now protected by the Association, she and her companion fled. The girls have been working steadily and our Committee is in constant contact with them.

The worker who visits the boats on their arrival at *Rio* noticed suspicious circumstances connected with a woman and two girls bound for *Buenos Aires*. She reported to the Association and a cable was sent to *Buenos Aires*. The woman, however, did not proceed so far. They disembarked at *Montevideo* and later entered the *Argentine*. They were traced and all three were arrested. The girls were handed over to our Committee in *Buenos Aires*.

Reports have been received of the arrest and deportation of three traffickers from *Rio de Janeiro* by the Police.

In *Buenos Aires* and in *Rio*, our Association has again been of assistance to a large number of respectable women and girls going there to employment, and have obtained permits of entry for many who were considered of minor age.

In addition, the Committee in *Buenos Aires* reported meeting 264 ships and assisting 725 girls and women travelling alone, up to the time of preparing the report.

In *Rio de Janeiro*, 157 ships were met and 449 women and children assisted from May till December 1929.

The re-organisation in South America spoken of in our last report is taking place. The Branch Committee in *Rio de Janeiro* is working steadily, though it has been difficult to find a suitable worker. A new branch has just been formed in *Montevideo*. In view of the frequent accounts of the work of the traffickers at this port, it is welcome news that efficient work is likely to be carried on there.

Arrangements are being made for a visit to *South America* by the General Secretary for the purpose of linking up these two Committees effectively with our Committee at *Buenos Aires*, and for co-ordinating the work as far as possible on similar lines. It is hoped that the interests of the different communities will be aroused.

As the work of the Association is so closely bound up with the protection of migrants, the co-operation with the *Hias-Jca-Emigdirekt* (the consolidated Jewish Emigration Organisation) is being very closely linked up.

The work of the Branch Committee in *Buenos Aires* and of its officer Mr. GANAPOL has been extremely effective. This is particularly gratifying in view of the recent illness of Dr. HALPHON, the President.

The *Paris* Committee has engaged an active and efficient secretary, on the retirement of Mme. H. B. LEVY. The work is being readjusted and much attention is being given to the needs of young people. Enquiries in cases of suspected trafficking have also been carried out.

A case dealt with by the Committee concerned a young girl of 17 who was utilised as a decoy by traffickers. It was found that these men were offering "lucrative posts" to young girls of minor age. It was found that they were using *Barcelona* as a base for their activities. The result of all the enquiries, in which the *London* Office took part, was the arrest of three men. They were tried recently and convicted. The sentences passed were (a) three years and 1,000 francs fine; (b) eighteen months and 100 francs fine; (c) six months and 50 francs fine. The girl was sent to hospital, where she had to be medically treated, and has been handed over to the Association and placed in a hostel. The *Paris* Police handled this affair very well indeed.

The international work with *Poland* grows heavier daily. Altogether the Committees in *Warsaw*, *Lodz*, *Wilno* and *Bialystok* have sent us 121 cases of various kinds for enquiry in different parts of the world. Mainly they have been cases where a husband has gone to *South America*, *France*, etc., and has forgotten the existence of wife and children left behind. Many tragedies have occurred owing to this desertion, and it is hoped that methods will be devised for (a) obtaining alimony for those left behind, (b) for regulating the conditions under which married men emigrate. This question is now being considered by the Permanent Conference of Private Organisations for the Protection of Migrants, and endeavours will, it is thought, be made to obtain the co-operation of the Advisory Commission of the League and of the International Labour Organisation.

The *Warsaw* and *Lodz* Committees are now represented upon the *Polish* National Committee for the suppression of the traffic, and the former Committee has co-operated closely with the Police on several cases, some of which have already been quoted.

An important case is being investigated in *Warsaw*. It was reported that a man had been arrested for attempting to procure a young woman to go abroad. It was alleged that he had married "by proxy" 62 girls who had been sent to the *United States* and to *South America*. False certificates of marriage had been obtained. Those issuing these certificates had been arrested and are awaiting trial. The alleged traffickers were two brothers, the one who "married" the girls and the other who transported them. The latter has been detained; the former (an American citizen) was released for lack of sufficient corroborative evidence. He came to *France* and then to *London* en route for *New York*. Whilst in *London*, his movements were followed and correspondence obtained and he was found to have left for *New York*. Information was sent there and the matter is being investigated. The result of the trial in *Warsaw* is not yet known.

The *Lodz* Committee has been busy with propaganda work, delivering lectures to girls and women both in the town and the surrounding villages.

The Committees in *Bialystok* and *Wilno* sent most interesting reports on their general activities.

In *Mexico City*, a very efficient worker connected with the *B'nai B'rith* Organisation (which carries out social work on a large scale) reported the deportation of two traffickers.

There is scope for much work in *Mexico*. It is reported that the *Polish* Consul-General has done a great deal to stop the traffic from that country. Apparently, the work of the local Police requires overhauling.

Other cases of suspected trafficking, reported in the Press of several countries, were enquired into from the Office in *London*.

The National Council of Jewish Women of America has established and maintained a temporary shelter for Jewish girls in *Havana (Cuba)*. The necessity for this arose because of the dangers which occurred to girls who were brought there by prospective husbands, American citizens, and who had to wait for several weeks before their marriage could take place according to Cuban Law.

Our *Constantinople* correspondents report that the traffic has been drastically dealt with in that town. They say that the houses in the Galata quarter, which had previously been a disgrace to the town, have been closed down and that there is a general improvement.

Communication has also been maintained with other countries concerning cases of propaganda work.

This record of international anti-traffic work shows that the Association has been busily occupied during the year and that, in spite of financial difficulties and much apathy and indifference, good progress is being made to consolidate the activities of the organisations in the different countries.

Excluding *South America*, 145 cases of an international nature were dealt with by the Central Office of the Association in *London*.

The cases dealt with in *London* total 1,404, of which 681 were new cases; 102 of these cases concerned missing girls, or cases of girls who had been defiled or had become mothers or were induced to lead immoral lives; 15 concerned girls and women placed on probation by Police magistrates; 14 were cases of prisoners who were looked after on their discharge;

and the remainder were "desertion" cases, general enquiries, migrants, and girls committed to the various homes of the Association.

The Association receives much assistance in its work through the close co-operation with the Steamship Companies and other transport agencies, the Police and other authorities, and it desires to record publicly its thanks for this help, given so readily in the different countries where the Association and its committees work.

The Home Office Committee for the Social Welfare of Girls, reported upon last year, having completed its work, has been disbanded. A Central Information Bureau has been organised and is already dealing effectively with a large number of cases.

A World Conference of Jewish Women was held in Hamburg in June last, at which the Association was represented. Organised by the American Council of Jewish Women and the Jewish Women's Union of Germany, it was attended by a large number of delegates from several countries. Resolutions supporting the work of the Advisory Commission on the Protection and Welfare of Children and Young People were passed.

The Association supports, and is represented upon, the Permanent Conference of Private Organisations for the Protection of Migrants. The work done by this Conference is closely allied to that of the Advisory Commission in many respects.

Amongst the questions considered during the year of a protective nature were :

- (a) Transit cards for emigrants without definite nationality ;
- (b) Mental examination of migrants ;
- (c) Compulsory assurance of passengers ;
- (d) Maintenance allowance for families left in country of origin.

Another important question to be discussed in the near future is that of migrants who have been excluded, repatriated or deported.

For the Association :

(Signed) S. COHEN,
General Secretary.

ANNEX 8.

Official No.: C.T.F.E.461.

REPORT OF THE INTERNATIONAL WOMEN'S ASSOCIATIONS FOR 1929

Submitted to the Committee on April 4th, 1930.

February 14th, 1930.

When we submitted our last year's report, emphasising the growing interest evinced by the women's associations — for which I have the honour to speak — in the work of the League of Nations, we had been trying to co-ordinate the work of these various associations for the common object — that of putting into practice the ideas of the Advisory Commission of the League. At that time, I did not know how far these associations would succeed in inducing their national groups to make regular and consistent efforts in this direction.

It appears from the reports which have reached us up to the present that these associations have felt the need for such a common effort and have co-operated eagerly and wholeheartedly. Proof of this has reached us from America, Australia, Asia and Africa, and nearly all the European countries. Accordingly, it will not be difficult for any reader of this summary of the information supplied to us to realise the response made by these associations to the call for help in connection with the protection of women and children, the struggle against the traffic, prostitution and State regulation of prostitution and obscene publications, and also the organisation of rescue work and education and the setting-up of dispensaries to combat venereal disease. These associations have not only prepared a programme of reforms necessary if social progress is to be made, but have studied the means of attaining their end.

Moreover, the recommendations made at all the great international demonstrations reflect the united will of all women regarding these matters.

When the International Women's Council met in London in May 1929, the International Commission against the Traffic in Women passed the following resolution :

“ The International Women’s Council requests the national councils to examine the resolutions adopted by the League of Nations and the International Labour Office, the possibility of adapting them to the different countries, and the best means of hastening their ratification”.

It voted a resolution asking that the age of consent should nowhere be below the legal age of marriage, emphasised the necessity of forming auxiliary women police services in all countries, and especially appealed to the League of Nations on behalf of foreign girls under age who were destitute, or merely out of employment, and threatened with repatriation at a moment’s notice.

The World’s Young Women’s Christian Association tells us in its general report of the unremitting work of its various national groups against the traffic in women and the State regulation of prostitution, of the best means of helping girls in moral danger, and the necessity for vigilant and constant action against obscene publications. Everywhere we see the tremendous importance for the protection of young girls of the creation of a body of women police constables or officers. It appears from enquiries made by the W.Y.W.C.A. in those countries where State regulation of prostitution has been abolished that, not only has this reform proved prejudicial to public order or health, but has, on the contrary, by withdrawing the sanction of the State for women to prostitute themselves and for a whole class of persons — the keepers of licensed houses — to live on the proceeds of their prostitution, put an end to the erroneous idea of the necessary existence of vice.

At the Congress of the International Alliance for Women’s Suffrage, held at Berlin in June 1929, the same questions were discussed, and a protest was sent to the International Labour Office against the proposals for the supervision of women who have illicit relations with men in ports, as these proposals are in opposition to the principles which the Alliance has always upheld. Further, the Alliance demands the abolition of the age-limit (21) specified in the 1921 Convention as the age of consent. In its view it is the act itself — and not the age of the victim — which calls for punishment. It also demands the tightening-up of the laws relating to *souteneurs* and procurers and their strict enforcement. It agrees that the experts’ enquiry should be extended to the Far East, and considers that women should assist in this work. It hopes that the information obtained from the Governments of countries where State regulation of prostitution has been abolished will be of great assistance in suppressing that system in countries where it still exists. Lastly, it reaffirms its desire to see women police set up everywhere.

St. Joan’s Social and Political Alliance emphasises the need for abolishing the age-limit in connection with the offence of encouraging immoral relations between two persons ; the offence ought to be punished regardless of the age of the woman or her moral character. Procurers should, it considers, be punished for their acts, without any other consideration being allowed to weigh. This society also demands that the experts’ enquiry should be extended to the East, and would like a woman representative of the Abolitionist Federation (which has been working in the Far East since 1878 and is well acquainted with the question) to co-operate in the work.

The following are a few extracts from the information which has reached us from the national groups affiliated to the various large associations :

South Africa.

The women’s associations, which are very active in South Africa, are pleased to state that, in regard to nearly all the questions discussed by the Advisory Commission, South Africa has already introduced reforms which are in keeping with the recommendations of the Commission. The Convention on Obscene Publications has been ratified and severe measures are taken against the sale of indecent publications and drawings ; licensed brothels not only do not exist, but people who run houses of assignation are prosecuted, and the fact of living on the prostitution of another in any way whatever is an offence which is severely dealt with.

Thanks to the campaigns carried on by the women’s associations, various clinics have been opened to combat venereal disease by voluntary treatment, while special cinematograph films are shown to warn young people against the dangers of immorality.

There is, however, one point on which the women’s associations have not obtained satisfaction—the age of consent, which is now 16, should, in the opinion of these associations, be raised to 18 at least.

Germany.

Dr. Anna Mayer tells us that an energetic campaign is being carried on in Germany against obscene publications and indecent drawings, and that people who sell them or show them for sale in their shop windows are prosecuted. Complaints concerning such publications and drawings may be lodged by the Juvenile Courts and the associations for the protection of young people. The sale of immoral publications to persons under 18 is also forbidden. Thanks to these measures, the number of immoral publications has been considerably reduced.

With regard to the 1921 Convention concerning the age-limit in connection with measures taken against traffickers in women, nothing fresh has been done, but extremely severe measures have been taken against *souteneurs*, procurers and all persons living on the prostitution of others. The women’s associations and those associations which deal especially with public order and morals have been zealous in seeing that the law is strictly enforced. Anyone living on the immoral earnings of a woman is liable on conviction to imprisonment for a period not exceeding five years.

The traffic in women and children has now been practically abolished in Germany. This is due, among other things, to paragraph 236 of the Criminal Code, which provides that any person who by fraud, threats or force entices away a child for immoral purposes is liable to imprisonment for a period not exceeding 10 years. Article 237 also provides severe penalties for the man who has seduced a girl under age and refuses to marry her.

As regards the steps taken when State-regulated prostitution was done away with in Germany, we can only repeat the information given in our 1928 report concerning the struggle against prostitution and venereal disease. We would like to add, however, that, from the point of view of public health in the matter of venereal disease, excellent results have been obtained. The closing of licensed brothels has given rise, and still gives rise, to certain difficulties, inasmuch as the supervision of prostitutes is now more difficult; but the situation will be easier when the question of housing, etc., becomes more normal. There has been a decrease in syphilis everywhere; on the other hand, there is an increase in blennorrhagia.

In any case, in view of the present position and the results obtained since the abolition of regulated prostitution, no return to the old system is to be feared.

Austria.

We are very sorry that we are unable to report any appreciable progress in the struggle against prostitution and venereal disease. The number of prostitutes is increasing with the number of unemployed women, and this means an increase in venereal disease.

We need hardly say that, in Austria, as elsewhere, the women's associations are endeavouring to improve the lot of women, and incidentally that of the family, by emphasising the need for the reform of the laws which seem to them no longer to meet present needs, and for the strict enforcement of those laws which they approve.

While acknowledging the immense social work done by the health services of the Municipality of Vienna, the women's associations would have liked to be able themselves to set up institutions for reclaiming women, and hope one day to do so. Unfortunately, they do not at present possess the necessary funds.

Australia.

South Australia. — Mrs. Winifred Kiek tells us that obscene publications have entirely disappeared, although the Convention has not yet been ratified. The difficulty in getting the Convention ratified is due to the fact that the Federal Government must first obtain the assent of all the Federal States. The women's associations are confident that this will be secured.

They attach great importance to the extension of the experts' enquiry to Eastern and Far-Eastern countries, having themselves examined, at several meetings, the conditions of women in Japan.

The women's associations are endeavouring to combat prostitution, which is not regulated by the State in South Australia. Women police are very useful for this work and, with their help, real progress has been made. There is no traffic in women in South Australia, ships and railway trains are carefully watched both on arrival and departure.

The question of the age of consent has not yet been discussed in detail by the National Council of Australian Women, but I hope that practical conclusions will be reached at its next session.

Australian women realise the importance of the campaign against venereal disease and have lent their full support to everything done in this field. They are pleased to be able to say that, both in the nursing homes and in the hospitals and dispensaries, persons suffering from these diseases can now obtain free and discreet treatment by day or by night.

New South Wales. — The women's associations in New South Wales are sorry to have to say that the 1923 Convention has not yet been ratified by the Government.

Although licensed brothels and State-regulated prostitution have been done away with, *souteneurs* still exist, although they are less numerous than formerly. The law provides that persons who live wholly or in part on the prostitution of another and have no visible means of support are liable to a term of imprisonment with or without hard labour not exceeding six months. The campaign against venereal disease is progressing: eight large hospitals have venerology sections and the Rachel Foster Clinic is entirely staffed by women doctors and nurses and has the most up-to-date equipment for specific treatment. At Parramatta an industrial school was founded by the Juvenile Court for reclaiming, physically and morally, girl offenders and prostitutes.

The National Council for New South Wales would like to see the League of Nations enquiry extended to the Far East.

Tasmania. — The women's associations realise the disastrous influence of immoral literature and are glad to be able to say that the Tasmanian laws are in this respect in complete agreement with the aims of the League of Nations. The law imposes fines of £50 to £100,

or three months' imprisonment, on any person convicted of writing or issuing an obscene publication or drawing or issuing an obscene picture. Legal proceedings may be instituted by a police magistrate, and with the minimum delay. The offender is tried only if the Public Prosecutor intervenes.

As a result of the campaigns which have largely been carried on by the women's associations, the age of consent has been raised from 16 to 18. Considerable progress has been made with regard to the moral and material protection of women both before and after marriage.

The police keep a strict watch for houses of ill-fame, and these houses are closed immediately it is proved that they are used for immoral purposes. The morality of the streets is secured by the laws in the Criminal Code of 1921 and 1905.

A resolution was passed by the National Council in favour of extending the League of Nations enquiry on the traffic in women and children to Far-Eastern countries.

Bulgaria.

Although the replies received from Bulgaria to our questionnaire point to the fact that no great progress has been made during the past year, several of them are satisfactory and show that efforts are being made to realise our aspirations.

The 1923 Convention has been ratified this year, but the proposal to raise the age of consent to 21 has not been adopted.

Although no special committee has been appointed to study the question of *souteneurs*, the law is extremely severe in this respect, and anyone — *souteneur* or procurer — who in any way lives on the prostitution of another or on the immoral earnings of women is liable to punishment. The sentences imposed under Article 228 of the Penal Code range from 3 to 10 years' imprisonment.

State regulation of prostitution has been partly done away with, but the system of registration still survives. This reform has not, however, yielded all the good results which might have been expected, owing perhaps to the fact that the members of the police force have not co-operated as whole heartedly as could have been desired in administering the new system. For this reason, it has been suggested that a service of women police constables and officers should be set up in Bulgaria. In the meantime, registration with the "special" police has been done away with, though health cards still exist. These registers contain the names of sick women who receive treatment in special clinics and are required without fail regularly to attend the dispensaries. The women's associations are endeavouring by means of tracts, lectures and pamphlets to combat prostitution and to improve the position, which is, though much better than formerly, not yet such as to give complete satisfaction. All these associations are unanimous in demanding, in the moral sphere as in other spheres, the same laws and duties for both sexes.

Up to the present, our committees have not sufficiently considered the question of extending the enquiry to Far-Eastern countries to be able to give a definite reply.

Canada.

The women belonging to the national associations agree with the resolutions adopted by the League of Nations and are doing everything in their power to have effect given to them with as little delay as possible.

They consider that the campaign against obscene publications is of the first importance in the moral education of the young, and their associations are urgently demanding that the age of consent be raised. They are unremittingly pursuing the campaign against *souteneurs* and traffickers, and pressing forward the work of protecting, rescuing and rehabilitating the victims of these people.

They would also like to see the League of Nations enquiry extended to Eastern and Far-Eastern countries.

Denmark.

The women's associations of Denmark are in the position of the happy nations — they have no history. Since our last year's report, nothing fresh has occurred in regard to the traffic, says Mme. Estrid Hein. The changes to be made in the Penal Code are now before Parliament, and it is sincerely hoped that they will be adopted.

As to the age-limit, the Danish women have not submitted any recommendations to the Government.

United States of America.

Mrs. Katherine Bement-Davis says that, in order better to describe its work, the "One Standard of Morals" Section of the National Women's Council of the United States of America has changed its name to "The Social Health Committee", this being wider in scope and more in keeping with its aims.

The last of the biennial meetings of the National Women's Council examined the questions contained in the Minutes of the eighth session of the Advisory Commission, and the following replies to our questionnaire have been received :

Although, for special reasons, the United States did not sign the 1923 Convention, there has none the less been a tremendous campaign against obscene publications in the various States, which all enforce, apart from the Federal Tariff Law, more or less severe laws against immoral publications. One clause (which seems to us to be particularly effective) relates to the dispatch of such publications by post, and another punishes their circulation between one Federal State and another. These measures seem partly to meet the wishes of the Advisory Commission. Moreover, the women's associations are ensuring their enforcement.

The laws relating to *souteneurs* vary in the different States, save as regards the transfer of prostitutes from one State to another, which comes within the province of the Federal Court. In some States, procurers and *souteneurs* are dealt with very severely and in others less severely, while in 13 States there is as yet no law against those who live on the prostitution of others. In 3 of these States the legislature is to sit in 1930, and an effort will be made by the women's associations working with the local groups to have more effective laws introduced on this subject.

The Committee is also studying, as carefully as possible, the various methods employed up to the present, in place of regulated prostitution, to safeguard public health and the moral cleanliness of the streets. The conclusions reached as to the results of the various methods employed and their efficacy for the protection of the community will be arrived at in the light of impartially conceived and carefully executed investigations. At present, neither the National Women's Council nor any of the affiliated associations has the necessary information to hand to be able to give a considered opinion. We are glad to be able to add that one of the societies affiliated to the National Women's Council (the General Federation of Women's Clubs) is carefully studying the present position with regard to public health. These investigations cover the methods employed to combat venereal disease and it is to be hoped will serve to throw light on the complicated problem of sick prostitutes and their legal position *vis-à-vis* the judicial authorities.

Dr. Valeria Parker, the Chairman of the National Women's Council of the United States of America, who travels about a great deal in connection with her duties on the American Social Hygiene organisation, will be able to render valuable service in forming new social hygiene groups and encouraging the work of the committees in the various States.

The National Women's Council has learnt with satisfaction of the proposal to extend the League of Nations enquiry to Far-Eastern countries.

Finland.

We are glad to note, from the documents sent to us by Mme. Hainari, that cases of trafficking are very rare in Finland, and that the abolition of State-regulated prostitution has not given rise to any of those difficulties which might have been feared and that public order and health have also been adequately safeguarded.

France.

In France, the women's associations have pursued the campaign against licensed brothels by helping those engaged in the work of combating venereal disease by voluntary, discreet and gratuitous treatment, by opening homes for women and girls who have been prostitutes but desire to return to an honest life, and also by assisting the victims of the traffic.

On several occasions the National Council of French Women has approached the authorities in connection with regulations or circulars which did not seem to them to accord with the spirit of the reforms contemplated or promised, reminding them of the opinion of Dr. Gaucher, the celebrated clinical expert on syphilis and skin diseases at the Paris Faculty of Medicine :

" The prevention of venereal disease entirely depends on moral factors. Immorality creates prostitution and prostitution leads to venereal disease. It is essential to improve the social condition of women so that they are not driven to engage in prostitution. By saving the woman you will save the man ; the woman only gives to the man what she has received from him."

The Minister of the Merchant Marine has also been approached by this association, working in conjunction with the Association for the Suppression of White Slave Traffic, and requested to take steps to have vessels belonging to the various merchant shipping companies strictly watched on their departure from ports.

With regard to the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications, the National Council of French Women is making every effort to get the Government to ratify it. The Council demands, in particular, that, since French law is not effective in suppressing offences against morals by the written word, and is not sufficiently precise in its definition of the term " obscene ", the law should be so amended as to make it accord with the Convention. Nevertheless, a considerable decrease in immoral publications has been observed both in Paris and in the provinces.

The question of the age of consent has been examined at length by the French National Council. A recommendation was made demanding that the age of consent should be fixed at eighteen and that in any case it should never be below the legal age of marriage, when girls are deemed to be under the protection of their parents.

The National Council of French Women also realises the desirability of taking stricter measures to deal with *souteneurs* and securing their prompt arrest. But, here again, French law will have to be amended if this is to be done, since it does not allow of the arrest of *souteneurs* save in cases where they are caught red-handed receiving money from a woman, with the result that they can easily evade police supervision. The women's associations are endeavouring to secure reforms designed to strengthen the measures taken and to form a service of women auxiliary police.

In view of the relatively small amount of information furnished on the results obtained in countries where the regulation of prostitution has been abolished, and in order to meet the desire of the Committee for the most thorough examination possible of the methods employed in protecting public order and health against the dangers of prostitution, the "One Standard of Morals" Section of the National Council of French Women has placed on its agenda for 1930 an enquiry designed to obtain all available information on this question.

The measures taken on the initiative of Mme. Legrand-Falco, the chairman of the "One Standard of Morals" Section of the National Council of French Women, to protect girls from the dangers of the streets on the occasion of certain public festivals — measures which were so successful last year — have been continued this year.

As regards extending the field of the enquiry of the special body of experts for the suppression of the international traffic in women, the National Council of French Women associates itself with the desire expressed by the Fifth Committee of the League of Nations that these enquiries should be extended to Eastern countries (Near East, Middle East and Far East), and that the new special body of experts should include persons of wide experience and knowledge of the customs of those countries.

Great Britain.

The women's associations state that they are satisfied with the measures taken to suppress obscene publications. Not only has the Government ratified the 1923 Convention, but the recent speeches of the Home Secretary have gone to show how active the authorities have been in suppressing such publications or drawings when smuggled into the country. The women's associations, and public opinion generally, are in favour of raising the age of consent. As regards *souteneurs*, English law is very effective. The offences of encouraging the prostitution of others and running houses of prostitution are severely punished. The law is particularly severe against persons engaging in the international traffic in women. Women are punished as well as men for this offence. Every constable may take into custody, without a warrant, anyone engaged in this traffic in the street, and criminal courts even order corporal punishment for old offenders, so that there is no need for action on the part of the women's associations.

Although firm supporters of the principle of the "one standard of morals" for men and women, the members of the women's associations are of opinion that the suppression of regulated prostitution ought not to imply a policy of *laissez-faire* without regard to the moral cleanliness of the streets or the protection of public health. They ask that no exception shall be made for one particular category of women, as such a system is demoralising both to those to whom it is applied and to those who administer it.

The Y.W.C.A. asks that the number of women police should be increased and that a woman should be appointed at the Home Office to co-ordinate the work.

The women's associations note with pleasure the proposal to extend the experts' enquiry to Eastern and Far-Eastern countries, and in this they are at one with the women's associations of the countries affected by this enquiry. It is interesting to note that already the Society for Moral and Social Hygiene has sent an agent to Calcutta for a period of three years.

Greece.

The "One Standard of Morals" Section of the National Council of Greek Women, which has been working under the able chairmanship of Mme. Moscovaki, is following with particular interest the work of the Advisory Commission of the League of Nations, and is convinced that the resolutions taken will make a great difference to the position and dignity of women. The Council took part in the discussion and drafting of the bill submitted to Parliament by a committee composed of representatives of several women's organisations.

The National Council has succeeded in having the age of consent for girls fixed at twenty-one. Girls below that age arrested for prostitution by members of the "special" police will not in future be dealt with by the police at their discretion, but will appear before the Juvenile Court, which may hand them over to their parents, place them in the custody of persons appointed for the purpose, or send them to a rescue home.

For some years past there have existed homes called re-education schools, which receive minors of both sexes charged with vagrancy or prostitution. These minors are given elementary instruction and taught a trade or profession. Young Greek women have been largely responsible for the progress made in this work by carrying on campaigns and lending financial assistance.

The women's associations will also be consulted by the committee appointed to examine the bill on the suppression of State-regulated prostitution.

Moreover, the National Council of Greek Women has had a translation made of the report of the experts of the League of Nations on the traffic in women and children. This translation, slightly condensed, has been published in the form of a pamphlet and distributed by the members of the National Council for propaganda purposes.

The women of Greece, who so admirably organised voluntary charitable work in their country at a time when there was no public relief, will also fight for the success in Greece of the principles of the League of Nations.

India.

This year, as last, the women's associations, working with other societies, have made enormous efforts to secure moral improvement. In the province of Calcutta, they are co-operating with the Vigilance Association in securing the suppression of obscene publications. As regards the age of consent, they are prepared to accept the resolution passed by the International Congress of London, held in 1927.

The principal source of anxiety of the different associations is the difficulty encountered by the authorities in enforcing the laws concerning *souteneurs* and procurers. India is such a vast country that special legislation had to be introduced in each province to check the traffic. Madras has just enacted a law concerning the suppression of the traffic in women, and a campaign has been opened by Miss Shepard for the education of the people in this respect.

Although illegal, there are still "reserved quarters" at Colombo, Bombay and Rangoon. At Calcutta, the brothels have been closed, while the "reserved quarters" have been left. Very little has been done in the way of the voluntary treatment of venereal disease, although the Municipal Council is trying to remedy this state of affairs. There are various laws against soliciting in Bombay and in Burma. Considerable and fairly successful work has been done for the moral education of the people. A Sub-Committee has been appointed to examine the various methods of education.

Five devoted women in particular — Miss Nicoll-Jones in Rangoon, Miss D. J. Mackenzie at Lahore, Miss K. Davis at Bombay, Miss Moseley at Colombo and Miss M. Shepard at Calcutta — are working for the abolition of recognised prostitution and the raising of the moral standard.

At Rangoon, Bombay and Calcutta there are reformatories and homes for girls under age who have come from licensed brothels. These homes are subsidised by the Government. Calcutta has an institution for the education of these girls, which endeavours to rescue them and keeps in touch with them when they leave.

In spite of the efforts made, there is still a large traffic in girls, which is encouraged by certain religious practices, by polygamy, the prohibition of the re-marriage of child widows, the custom connected with dowries, the wearing of the veil and the dedication of children to temples, although this practice is dying out. All these factors tend to render supply and demand more active in India than in Western countries. Unemployment also encourages this traffic. The "reserved quarters" everywhere increase the difficulty of combating the traffic in women, and heathenism, combined with false ideas about sexual relations, which deprive the woman of any standing, cannot but degrade her.

The Vigilance Associations have earnestly requested the League of Nations to extend the Committee of Enquiry to India, and the National Council has associated itself with this request.

In concluding her interesting report, Miss Shepard says that, when all is said and done, the position is improving and that the reforms introduced will be effective if the work of moral improvement is persevered in. In any case, if the League of Nations sends experts (as it is hoped it will), they will find complete and reliable information ready to hand, and the people already engaged in this work will be able to render them very valuable assistance.

Irish Free State.

The National Council and the other associations desire that the age of consent be raised.

They would also like to see all countries ratify the 1923 Convention, and take active international steps for the suppression of obscene publications, which have been very strictly controlled in Ireland since the new censorship law was passed. The Civic Guards have had orders to take action in the case of indecent posters.

Brothels are not, and never have been, authorised in the Irish Free State. The Council has, during the whole of this last year, done everything in its power to secure the suppression of procuring and says it is prepared to support all necessary action designed to promote social progress.

Lithuania.

The women's associations are glad to be able to say that the 1923 Convention has already been signed, and they will see to it that it is ratified without too much delay. As for the 1921 Convention, Mme. Masiotène, the Chairman of the "One Standard of Morals" Section of the National Council of Lithuanian Women, says that they all agree with the resolutions passed by the Traffic in Women and Children and Child Welfare Committees.

Under Lithuanian law, *souteneurs* are rightly treated with severity, the offence of living on the immoral earnings of another person being punishable with from two years'

imprisonment to six years' hard labour. The women's associations are at present studying the problem of prostitution and the best means of combating it.

The extension of the enquiry to Eastern countries seems to be desirable from all points of view if the traffic in women is to be successfully combated. No loophole must be left.

Norway.

The Norwegian women's associations are glad to be able to say that the Norwegian Government has ratified the 1923 Convention concerning obscene publications, which they regard as one of the worst factors of demoralisation. During the past year, these associations have drawn the attention of the Government to the need for raising the age of consent to 21. They hope soon to see this reform introduced, since there is nothing in Norwegian law to prevent it. The laws relating to *souteneurs* are excellent, and, what is more, they are strictly enforced.

The women's societies realise the importance from the point of view of public health of the campaign against venereal disease and have taken part in conferences organised for this purpose. Thanks to this propaganda, considerable progress has been made and some of the municipalities make grants for the treatment of venereal disease.

The Netherlands.

The representative of the National Women's Council of the Netherlands has nothing special to report with regard to the work done last year, but emphasises, in the short summary she has sent us, the great moral and social influence exercised by the large meetings organised by the women's associations. They are working upon public opinion, which is, and will remain, the most important factor in the struggle against prostitution and the traffic.

The Council has carefully studied the question of the age of consent. It appears that, in the Netherlands, persons come of age at twenty-one, while the age of consent for girls is sixteen and for boys eighteen. This is thought to be satisfactory.

The infliction of sentences of three years' hard labour on *souteneurs* would be entirely satisfactory if it were not for the fact that these people often escape through the complicity of the prostitutes whom they exploit, and who are unwilling, or do not dare, to give them away.

Portugal.

The National Council of Portugal has endeavoured to indicate the immense social importance of the resolutions passed by the Advisory Commission. It approves all the measures to be taken against obscene publications and drawings. At the Abolitionist Congress, organised with the active support of the women's associations, these associations managed to carry their point that the age of consent should be twenty-one.

The campaign against the traffic in women has been intensified, and three persons have received sentences in connection therewith during the past year.

Enquiries organised by the Morals Section of the National Council show that a sound moral education, assisted by thorough education in a trade or profession, whereby the children of the people are enabled to earn an honest livelihood, is the only effective method of suppressing the evils of criminality and prostitution. This is what the members of the section are trying to impress on the Government and on public opinion.

Roumania.

Even more this year than in previous years, the women's associations, and in particular the National Council of Roumanian Women, have worked to gain acceptance for the ideas adopted by the League of Nations. They have fought tenaciously and sometimes successfully for measures against *souteneurs*, increased supervision of harbours and frontiers, and the employment of women in the "special" police. They are sorry to have to say that, up to the present, although representations have been made on numerous occasions, a more severe or effective law against *souteneurs* has not been submitted to Parliament, as they had desired.

Thanks, however, to the help of the Government, the Society for the Protection of Girls has been able to carry out a most instructive enquiry, the results of which may be utilised by the other societies. The most important of these investigations was that organised by Dr. Manicidie in the port of Constanza, where, accompanied by a representative of the Ministry of the Interior, she ascertained that there had been cases in which even shipping agents and police officers had been in league with the traffickers. The victims of these traffickers, who despatch their "wares via Constanza", mostly come from Poland, the Ukraine and Estonia, and are, most of them, young Jewesses. The women's associations hope that these revelations will make the authorities more vigilant; indeed, proceedings have already been instituted against those guilty of complicity.

At Bucharest, the representatives of the Society for the Protection of Girls secured the arrest of some well-dressed men who were endeavouring to induce a girl who had just arrived from the country to go with them. It would be well if the League of Nations could secure an

international agreement between the shipping companies of all countries, which would render possible stricter supervision and remove the apprehensions of the companies that, if they are too severe, they may possibly prejudice their interests.

No praise is too high for the admirable work done by the women's associations and particularly that of the Society for the Protection of Girls. During the past year, eighty-one girls were assisted at the northern station at Bucharest alone and admitted to the Home. The women's associations also went to the assistance of women in 559 cases and housed them for a total of 6,932 days.

A regular service has now been set up at the railway stations.

Switzerland.

In Switzerland, State regulation of prostitution has been abolished in all the cantons, and the various associations have done a great deal of reclamation, rescue and re-education work.

With regard to the age of consent, the associations have already obtained satisfaction, since the Swiss Federal Law of September 30th, 1925, on the Suppression of the Traffic in Women fixed it at twenty-one.¹

Already, in a few cantons, one or two women have been engaged for work in the police force.

* * *

The information which has reached us shows once more the interest with which the great international women's associations follow the work of the Advisory Commission and make every effort in their own countries to give effect to its resolutions, and also their great gratitude to the League of Nations for the support which it gives them in their work of carrying through the reforms which they have so long demanded — the effective protection of women and girls by the adoption of severe measures against men and women who live on the prostitution of others in any way whatsoever ; the raising of the age of consent, which cannot and ought not to be lower than the age of marriage ; the abolition of regulated prostitution in those countries where it still exists ; the employment of women in the police services responsible for the protection of women and children in the street, and the extension of the experts' enquiry to Far-Eastern countries.

It would also be well if the League of Nations, acting in conjunction with the International Labour Office, were to study the possibilities of an international agreement between maritime shipping companies, whereby those companies which countenance the traffic in women would be prevented by severe penalties from securing an unfair advantage over those which take measures against this odious trade.

In conclusion, I would like once more, in the name of these great associations, to thank Dame Rachel Crowdy for her able and zealous work on the Secretariat of the Advisory Commission, and to express to her our regret at her departure.

(Signed) G. AVRIL DE SAINTE-CROIX,

*Representative of the International Women's Associations,
The International Women's Council,
The International Alliance for Women's Suffrage,
World's Young Women's Christian Association,
International League of Women for Peace and Freedom,
The Association of Hindu Women,
St. Joan's Social and Political Alliance.*

ANNEX 8a.

C.T.F.E.461(a).

SUPPLEMENTARY REPORT OF THE INTERNATIONAL WOMEN'S ASSOCIATIONS

Submitted to the Committee on April 4th, 1930.

[Translation.]

A few interesting replies having reached us since the despatch of the report to the Advisory Commission we have thought it well to give a summary of these replies.

Belgium. — Owing to the absence of Mme. Derscheid-Delcourt, our correspondent in Belgium, we have been unable to obtain in time a report on the work of the women's organisations in Belgium. Dr. Jeanne Emile-Vandervelde, who is taking her place, regrets her

¹ Compare with the reply of the Swiss Government in document C.T.F.E.467, relating to the elimination of the age-limit in the Convention of 1921.

inability — owing to her only just having been appointed — to send us any account of this work, but states that, without being able to go into further details, she is convinced that the activities of Belgian women have been carried on with unabated vigour.

China. — A document which has reached us from China draws the Advisory Commission's attention to the two resolutions voted at the Women's Pan-Pacific Conference in which Chinese women took part.

This Conference recommended that the women taking part should draw their Governments' attention to the recommendations of the League of Nations in regard to the traffic in women, the abolition of the regulation of prostitution and the introduction of women into the police, and emphasised the necessity of the Committee of Experts pursuing its enquiry in the Far East.

The women's associations emphasise that legal regulation does not exist in China. On the other hand, a form of concubinage, very akin to prostitution, exists. The women's associations consider that, at the present time, it is the economic factor which determines monogamy or polygamy as well as prostitution. The peasants are generally monogamous.

As regards venereal diseases, it is difficult to say what has been done. It is unlikely, however, that any legislative or administrative action has been undertaken recently in view of the present unstable conditions prevailing in China.

A letter we have recently received drawing our attention to a campaign being carried on in favour of closing the licensed houses in Hong-Kong leads us to suppose that, notwithstanding the information previously supplied, regulated prostitution must exist in certain towns.

France. — Since the general report of the major associations was sent in, two events of considerable importance from the point of view of the campaign against the traffic and for the suppression of licensed houses in France have taken place.

It will be remembered that last year we announced the closing of all licensed houses in the department of the Bas-Rhin and we hoped that this measure would be extended to other departments.

Although the results of this important reform had proved excellent, many still refused to acknowledge this and asserted that official statistics proved that the closing of brothels had been harmful to public health and public order.

This assertion having been brought to the notice of the Commission for Prophylaxis against Venereal Diseases attached to the Health Ministry, it was decided that a mission should be sent to Strasburg to study the situation. The following four delegates proceeded to Alsace: Dr. Cavaillon, Director of the Venereological Services of the Health Ministry; Dr. Lévy-Bing, Chief Medical Officer at the Saint Lazare Prison Hospital; Dr. Sicard de Plauzollès, Secretary-General of the Prophylaxis Society, and myself.

A thorough enquiry took place both among the administrative, military and scientific authorities and among the Heads of Service in the civil hospitals, and it was found that, not only did the measures taken in 1926 in no way increase the number of cases of venereal disease, but that, on the contrary, the statistics, after having shown a slightly rising tendency in 1926-1927 at Strasburg, as in all the rest of France during this period, had continually fallen off since then and that on January 1st, 1930, both in the civil hospitals and in the army, the statistics had fallen to a record low level as regards venereal diseases and particularly as regards primary contagions among young recruits in the army.

This fact is of considerable importance both from the medical and moral points of view, since, together with these good results from the point of view of health, it was demonstrated that from the point of view of public order there had been none of the ill effects predicted by the protagonists of the system.

The report on this subject submitted by Dr. Cavaillon to the Prophylaxis Commission of the Health Ministry has particularly impressed the authorities at the large hospitals and the doctors dealing with venereal diseases attached to the Ministry.

In the second glance, the Chief of the Sureté générale, having been invited by us to consider whether the creation of a service of women police auxiliaries could not be organised in France as in other countries, agreed to examine the documents we supplied to him and to see what could be done after consultation with the Prefecture of Police of Paris.

We would not go so far as to say that we expect great results from this unlooked-for co-operation, but we are happy to emphasise that both in the case of the enquiry called for by us in Alsace concerning licensed houses, and in regard to the resumption of negotiations for the establishment of women police, we received a most sympathetic hearing from the French authorities.

The Minister of the Merchant Marine, whom we approached in connection with the supervision of passenger boats, also promised us his assistance.

Hungary. — The report we have received from Hungary only supplies information with regard to the campaign against venereal diseases.

The enquiry carried out by the National Council of Hungarian Women on this subject proves how much this question is at present engaging the attention, not only of the Government, but of the whole Hungarian population.

Poland. — The information we have received from Poland shows us the activities displayed by the women's associations in the campaign against the traffic in women.

Our correspondent, Mme. Mary Holder-Egger, notes with satisfaction that the Polish Government is in full agreement with the resolutions adopted at Geneva, both as regards the International Convention and the amendment in favour of the introduction of the age of twenty-one in the 1921 Convention.

She also recalls the proposals with regard to *souteneurs* made at the Preparatory Conference for the 1930 Congress held last year at Geneva :

(1) The Congress requests the Governments to introduce into the International Conventions and Penal Codes a rule forbidding the issue of passports for foreign travel to persons convicted of trafficking and procuring by a valid sentence of the Courts ;

(2) To supplement the Law on the Traffic in Women by the introduction of a paragraph ordering imprisonment and compulsory labour for *souteneurs* — particularly in view of their characteristic dislike of work of any kind ;

(3) As the example of *souteneurs* is, in certain circles, particularly dangerous to society, the Congress asks that each country should possess special reformatories with compulsory labour for dealing with *souteneurs* ;

(4) After serving his sentence, the *souteneur* should remain under police supervision ;

(5) Organised bands of *souteneurs* should be liable to particularly severe penalties ;

(6) The Congress appeals to the National Committees for the Campaign against the Traffic in Women and Children to request the Ministries of Justice of each country to issue instructions to Public Prosecutors drawing their attention to the serious consequences of releasing on bail persons accused of procuring and the traffic in women.

The Women's Associations consider that it would be well if the Advisory Commission were guided by these resolutions.

They also consider that it would be useful if the enquiry conducted by the Committee of Experts could be extended to the countries of the Far East.

Last year our attention was drawn to the Conference of the Railway Stations Mission, held on February 3rd, 1929, at Warsaw, in which delegates of the provincial Railway Stations Missions took part, as well as representatives of the authorities and of the charitable associations.

On January 1st of this year, the second preparatory course for women wishing to enter the police services was concluded. This course was taken by forty candidates who obtained posts as police auxiliaries in the different towns of Poland immediately after passing their examination.

As regards emigration, it was decided by the Emigration Office that women under age will henceforward not be allowed to leave their country unless accompanied by or for the purpose of joining their families. The Emigration Office also reserves the right to prevent the departure of persons who might be exposed to moral danger.

Since April 1929, emigrants proceeding to overseas countries have been accompanied by delegates of the Emigration Office. The maritime shipping companies have been asked to have on board all vessels transporting emigrants a nurse knowing Polish and having the special duty of looking after women and children.

ANNEX 9.

C.T.F.E.463.

REPORT OF THE LIAISON OFFICER WITH THE INTERNATIONAL LABOUR OFFICE FOR THE YEAR 1929

Submitted to the Committee on April 4th, 1930.

The representative of the International Labour Office has the honour to submit herewith, for the information of the Traffic in Women and Children Committee and in accordance with its request, a report on those aspects of the work of the International Labour Organisation in 1929 which would appear to be of special interest to the Traffic in Women and Children Committee.

1. It will be remembered that discussion took place at the last session of the Committee, at its eighth sitting, on April 24th, 1929, with regard to a certain passage in the report of the Sub-Committee on Seamen's Welfare in Ports of the Joint Maritime Commission relating to the " strict medical control of women who have illicit intercourse with men ".

It is satisfactory to be able to record that the difficulties and dangers to which attention was directed in the course of that discussion have been completely removed.

The International Labour Office, in accordance with its normal procedure, prepared for submission to the Thirteenth (Maritime) Session of the International Labour Conference, held in October 1929, a report setting forth the law and practice in the various countries with regard to the question of the promotion of seamen's welfare in ports, a question on the agenda of that Conference.

It was a part of the preparation for the discussion of this question by the Conference that the Sub-Committee on Seamen's Welfare in Ports of the Joint Maritime Commission had raised the question of the strict medical control of women.

The International Labour Office, in its report, took account of the attitude of the Traffic in Women and Children Committee as indicated in the memorandum on the question prepared by the Secretary and communicated by her to the Director of the Office. It also took note of the representations made directly to the Office by various associations.

As a result of its consideration of the various views expressed, the International Labour Office, in its report, came to the conclusion that it should recommend the Conference to take no action with regard to the medical control of women. The Office pointed out that this question was one which fell within the competence of the Social Questions Section of the League of Nations and the Traffic in Women and Children Committee. The attitude of the Office was clearly defined in the following passage of its report.

"Up to the present, all that the Office has been called upon to do has been to record and publish the conclusions reached by the Sub-Committee on Seamen's Welfare in Ports. The present Report to the Conference, on the other hand, is a document for which the Office takes full responsibility, and it would appear desirable, before the Governments are officially consulted, for it to define its attitude clearly."

The report went on to point out that it was necessary that the functions of the various institutions which form the League of Nations should be clearly distinguished and their respective competence properly defined. As the question of prostitution fell within the competence of the Social Questions Section of the League of Nations and the Traffic in Women and Children Committee, therefore, unless there should be any serious reasons for taking a different view, the International Labour Conference should have recourse to the opinions of these bodies, which are competent on such questions; when it found it necessary to deal with them incidentally.

The International Labour Conference at its Thirteenth (Maritime) Session, October 1929, was in agreement with the view of the International Labour Office that no reference should be made in its conclusions or in the questionnaire based on them to the question of the medical control of women. Accordingly neither of these documents contains any reference whatever to the medical control of women.

The only questions in the questionnaire, a copy of which is annexed, which would appear to interest the Traffic in Women and Children Committee are the following.

.....
" 4. Is it desirable to provide for the adoption of legislative measures or regulations embodying, among others, the following measures, account being taken of national and local conditions :

.....
" (c) Prohibition of the employment of attendants of both sexes in public-houses under a certain age (What age do you propose ?).

.....
" 6. Should provision be made for measures to protect the health of seamen, and in particular for the following :

" (a) Prohibition of soliciting and enticing seamen in the harbour area ? "

In accordance with the procedure of the International Labour Conference, the replies of Governments to that and the other questions in the questionnaire will be submitted by the International Labour Office to the International Labour Conference in 1931. The Conference will then decide whether or not to adopt a draft Convention or recommendation on the question.

2. In accordance with the following resolution, adopted by the Traffic in Women and Children Committee at its seventh session, the International Labour Office has duly consulted the organisations :

“ The Committee, considering that the artistes' professional organisations can give most useful information on the subject of the protection of young women artistes, asks the International Labour Office if it will be so good as to approach some of the principal organisations and ask them to furnish any observations they may have upon the subjects dealt with in the questionnaire, and report upon their replies to the Committee.”

The replies which reached it prior to the 1929 session of the Committee were communicated to the Secretariat on March 16th, 1929, and one reply which reached it after the 1929 session of the Committee has since been communicated to the Secretariat.

In view of the fact that the Committee has on its agenda the question of the protection of young women artistes touring abroad in music-halls and similar places of amusement, it may be of interest to it to be informed with regard to the work of the Office in the question of the placing of theatrical artistes, which has a certain connection with the problem under consideration by the Committee.

The International Labour Office has prepared two reports on the question of the placing of theatrical artistes, copies of both of which have been communicated to the Secretariat. These reports were submitted to the Advisory Committee on Professional Workers at its second session in Geneva on December 6th and 7th, 1929.

This Committee, after considering the reports, adopted the following resolution for submission to the Governing Body :

“ The Advisory Committee on Professional Workers has not yet succeeded in arriving at a uniform opinion on the question of placing theatrical artistes.

“ The representatives of the professional organisations proposed that the Committee should invite the Governing Body of the International Labour Office :

“ To remind those States which have ratified the Washington Unemployment Convention that they have undertaken to establish a system of free public employment offices, and that the Convention, being of a general nature, applies to theatrical artistes as much as to other occupations ;

“ To remind States Members that a further decision taken by the International Labour Conference at its Washington Session recommends that steps should be taken to prohibit the setting-up of fee-charging agencies, and to subject those which already exist to a system of Government licence, and to abolish them as soon as possible ;

“ To communicate to the States Members the two reports which the International Labour Office has drafted on this subject.

“ The representatives of the employers' organisations are of the opinion that the Committee is not in possession of sufficient information as to the employers' point of view, and proposes that the International Labour Office should continue its consultations of theatrical managers and agents.”

3. It will doubtless also be of interest to the Traffic in Women and Children Committee to be informed that the Governing Body of the Office decided at its forty-seventh session, held in February 1930, to place on the agenda of the International Labour Conference of 1931 the question of the age for the admission of children to employment in non-industrial undertakings. It will be remembered that the International Labour Conference at its first three sessions 1919, 1920 and 1921, adopted draft Conventions fixing the age for the admission of children to industrial employment, to employment at sea, and to employment in agriculture respectively. The recent decision of the Governing Body of the Office indicates the desire to complete the *corpus* of international conventions with regard to the minimum age for the employment of children.

The circumstances in which the decision of the Governing Body was taken have been fully reported to the Child Welfare Committee and need not be repeated in this statement. The special interest of the Traffic in Women and Children Committee in the question lies in the fact that the item “ age for admission of children to employment in non-industrial undertakings ” has been interpreted by the Governing Body in a wide sense to include any form of employment not regulated by the laws regulating industry, agriculture and work on board ship. Specifically the question includes not only commerce properly so called, but also the employment of children in public entertainments, whether as performers or to sell programmes, etc., employment in bars, etc.

ANNEX 10.

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.

Part I¹

SUMMARY

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I. INTRODUCTION

At its eighth session, the Traffic in Women and Children Committee unanimously adopted the following resolution, which was subsequently approved by the Council at its meeting on June 12th, 1929 :

“ The Committee welcomes the evidence which has been furnished to it by several delegates as to the growing changes in public opinion on the subject of licensed houses and the steps which are being taken to examine the question in different countries.

“ The Committee notes that only one or two Governments have replied to the application sent to them last year asking for information as to the laws and regulations in force in those countries where the system has been abolished. This lack of information may probably be attributed to the fact that the nature of the request was not made sufficiently clear.

“ The Committee desires to study as closely as possible the various means employed in place of regulation with a view to protecting public order and health against the dangers arising out of prostitution.

“ The Committee recommends that the Council should cause a further communication to be sent to Governments and to charitable associations asking them to be good enough to give all the information possible, so as to enable the further study of the question by the Committee to continue.”

¹ For Part II, which contains replies from Governments, see page 129.

In accordance with this resolution, the Secretary-General addressed a further communication to Governments asking them to supply all possible information on the means employed in place of regulation with a view to protecting public order and health against the dangers arising out of prostitution in countries where the system of licensed houses has been abolished.

Last year, only two Governments sent detailed replies to the request addressed to them. This year, several additional replies have come to hand, whilst a few Governments have sent further particulars to supplement the information previously sent.

Including replies received in the last two years and also previous correspondence,¹ the Secretariat has received communications from the following thirty countries which have never had or have abolished the system of licensed houses :

Australia	Estonia	New Zealand
Austria ²	Finland	Nicaragua
Bolivia	Germany	Norway
Bulgaria	Great Britain	Poland
Canada	Hungary	Republic of San Marino
Cuba	India	South Africa
Czechoslovakia	Latvia	Sweden
Denmark	Luxemburg	Switzerland
Danzig	Monaco	United States of America
Dominican Republic	Netherlands	Uruguay

In their replies, some Governments merely stated that licensed houses have never existed in their countries or that they were abolished either recently or some time ago. Of such replies, those which are mere statements of fact are omitted and only those giving certain details as to the system in force are included in the present report.

As in the United States there are 48 different bodies of law on this question, that country could not supply a compilation of regulations and administrative measures. Moreover, such compilation would have exceeded the limits of the present study. With three possible exceptions, the State laws prohibit the licensing of prostitution and support the policy of repression as distinguished from registration, segregation or toleration, and the opinion of the United States as reflected in legal enactments supports the abolition of prostitution.

Information sent by Hungary dates from February 1927 and does not contain substitute means for regulation. Article 28 of the Hungarian Circular No. 160100/1926 prohibits the opening of licensed houses and abolishes those in existence. On the other hand, it strictly regulates prostitution and private and public meeting-places. Licences are granted to what are commonly called houses of assignation and *maisons de passe*.

The replies from the following countries, although still incomplete on many aspects of the question, have nevertheless made it possible to draw some comparisons with regard to systems and methods in force :

Bulgaria	Finland	Norway
Canada	Germany	Poland
Czechoslovakia	Great Britain	South Africa
Denmark	Latvia	Sweden
Estonia	Netherlands	Switzerland

Canada, the Netherlands and South Africa have only given extracts from their penal laws on procuring and related offences, the text being accompanied in some cases by a commentary.

Bulgaria, which has very recently abolished licensed houses, has at present only regulations concerning the closing of any establishment which might be an obvious resort for prostitution.

The replies from Czechoslovakia, Denmark, Germany and Sweden are concerned more particularly with the prophylactic aspect of the problem arising out of prostitution in modern countries. The experience of Czechoslovakia, and the still more recent experience of Germany, scarcely make it possible to estimate results and still less to make comparisons with the previous system.

Estonia, Finland, Latvia and Poland supply information showing that their respective laws on this subject are passing or have recently passed through a transition period, and that a new policy is likely to be introduced.

The most complete reply is that from Great Britain, which not only covers repressive legislation and prophylactic measures, but also states results obtained and enters into

¹ Information previously received has for the most part been published in document C.T.F.E. 336 (2).
² Austria has abolished licensed houses only in the cities of Vienna and Graz.

great detail as to the application of existing laws and regulations. Norway also sent some statistics, but as they relate only to the years 1927 and 1928, it is difficult to secure a general view. Finally, Switzerland gave an outline of the position in the various cantons and a more detailed study for the Canton of Geneva, where licensed houses were abolished fairly recently.

II. GENERAL STUDY OF THE QUESTION

Prostitution and its consequences raise such complex problems of morals, law and public health that ever since the earliest times civilised countries have endeavoured, both theoretically and still more in a practical way, to find a means of eliminating its many perils.

Going back to classical times, one finds that prostitution was sometimes a sacred rite ; it was tolerated, or it was prohibited, as, for example, among the Hebrews, whose Ten Commandments reacted strongly against corruption.

In Rome, the prostitute who obtained the " *licentia stupri* " and was inscribed upon a special register, was thereby charged with infamy, but later, with the spread of vice, patrician ladies themselves did not hesitate to have their names placed upon the Aedile's books. Severity was restored to Roman law by the early Christian emperors. Constantine took various stern measures to reform morals. Theodosius made a special attack upon procuring and by a Decree published at the end of the fourth century¹ abolished the brothels.

The Middle Ages were on the whole even harder upon the prostitute than upon prostitution. Thus certain prostitutes were sometimes ordered to be whipped ; and they were subjected to various severe measures, such as seizure of their property, refusal of residence permits, and other penalties.

Prostitution was at times treated repressively and at other times, when the former method proved ineffective, tolerated. The usual practice was to confine or relegate prostitution and prostitutes to certain quarters or houses in the town, and this gradually led to the establishment of special quarters or licensed houses, which existed in many countries.

In modern times, however, the development of the great cities has made the problem of prostitution and its consequences a factor of enormously greater importance in connection with venereal disease.

When it was found that, owing to the difficulties of application, repression frequently gave disappointing results or even results directly contrary to those intended, most Governments, at the end of the eighteenth and beginning of the nineteenth centuries, adopted a system of regulating prostitution, which in some countries still prevails.

For the purpose of the present study, the Traffic in Women and Children Committee has asked for an analysis and a comparison of the laws and regulations in force in countries in which the system of licensed houses has been abolished, and for as detailed an examination as possible of the means employed to replace regulation with a view to protecting public order and public health against the dangers of prostitution.

Accordingly, there is no need to study the regulationist system in detail, but its main characteristics must be explained in order to establish comparisons and give a clearer definition of the systems generally known as abolitionist.

The regulationist system tolerates prostitution, but imposes upon it certain administrative and sanitary restrictions. It holds that public order and the health of the community can only be assured by circumscribing the evil and subjecting it to strict control. The methods of this regulation, the application of which is generally left to the communes, show a wide variety, but the following features are part of the normal practice ;

1. Inscription or registration of all prostitutes, who at the time of registration are informed of the various administrative or sanitary rules they will henceforth be required to obey. In some countries the prostitute is given a card or book containing her photograph and particulars of her health.

2. Compulsory and periodical medical examination. This is one of the most important measures in the regulationist system, its partisans maintaining that it is a successful weapon against the serious dangers of venereal disease.

Both registration and medical inspection apply not only to women living separately in their own homes, but to those living in a brothel, where the proprietress provides them with their board and lodging.

3. Internment in health institutions of women who are found on medical examination to be infectious.

4. Permits granted by the municipalities to licensed houses and also to houses of assignation and " *maisons de passe* ", to which are attached women who do not live there, but who frequent them more or less habitually.

¹ Conf. " *Codex Theodosianus* ", with commentaries by Jacques Godefroi, Lyon, 1665. Vols. 5 and 6.

5. Establishment of special quarters in towns within which prostitution is countenanced by the authorities.

6. Organisation of a morality police with the duty of controlling the operation of the whole system of regulation and of prosecuting women who are refractory.

Of the fifteen countries whose legislation is studied in this report all have one common feature which distinguishes them from countries adopting the system described above; none of them permits the licensed house. Apart, however, from this point in common, the laws of the different countries show wide divergence.

Amid this diversity we may distinguish certain legislative groups : (a) countries which have abolished the system of regulation and which are subdivided into two categories : (1) countries which have established a system of voluntary treatment and measures for maintaining public order ; (2) countries which have established a system of compulsory treatment and measures for maintaining public order ; and (b) countries which have preserved some form of regulation or have adopted some temporary measures.

Each of these groups will be studied in turn so as to show the characteristics of the system, its difficulties and its advantages. The laws and regulations of some countries cannot be strictly classified in one and the same group ; such laws will be analysed consecutively in different categories according to their points of resemblance.

(a) COUNTRIES WHICH HAVE ABOLISHED THE SYSTEM OF REGULATION.

1. *Countries which have established a System of Voluntary Treatment and Measures for maintaining Public Order.*

South Africa, Canada, Great Britain, the Netherlands and some Swiss cantons may be placed in this class.

As the British reply is one of the fullest, and as British legislation is typical of this group, it shall be analysed first.

It is a characteristic of British legislation that the act of prostitution itself is not a criminal offence, though the law punishes the many practices which are associated with prostitution, such as procuration and all forms of exploitation for immoral ends. The Criminal Law Amendment Act, 1885, amended 1912, severely punishes any person who procures or attempts to procure any girl or woman to have unlawful carnal connection with any other person or persons ; the punishments imposed appear to have been efficacious, as cases of procuring are not frequent in England — for instance, the annual average figures for the period 1900-1909 were eight offences, while in 1926 there were only three.

The Criminal Law Amendment Act, 1922, imposes penalties on any person who keeps or manages a brothel, or who, being the tenant or lessee of any premises, permits such premises to be used for purposes of prostitution. Here, again, the annual average of offences is declining ; the average for the period 1900-1904 was 1,277, while the number of cases in 1926 was 324.

English law is particularly effective against *souteneurs*. We need not here go into the details of the law, which has been closely analysed in document C.T.F.E. 418, but it is interesting to note that the average annual number of convictions for the period 1900-1904 was 286, whereas in 1926 the figure had fallen to 149.

Prostitution and solicitation for immoral purposes are neither common law nor statutory offences in themselves, but they are punishable when they lead to a breach of law or to a breach of the peace.

An enquiry was recently held to determine the best means of combating the offences arising out of prostitution. The Committee of Enquiry decided to recommend the following measures :

1. That the existing legislation (England and Scotland) be repealed ;
2. That there be substituted a simple enactment of general application constituting it an offence for any person of either sex to importune a person of the opposite sex for immoral purposes in any street or public place ;
3. That the word " importune " be understood as referring to acts of molestation by offensive words or behaviour ;
4. That it be made an offence for any person to frequent any street or public place for the purpose of engaging in prostitution or solicitation so as to constitute a nuisance, but that the evidence of one or more persons aggrieved be essential to a conviction.

It is also interesting to note that in Glasgow, to take a single instance, statistics show a decrease in the number of prostitutes charged with disorderly or insulting behaviour or with importuning or annoying passers-by. In 1902, 2,797 prostitutes were arrested on these charges, but in 1926 only 401, and in 1927, 283.

In short, English law is severe as to offences arising out of prostitution and against any of its manifestations which offend or annoy the public, but does not consider that prostitution is, in its limited sense, an illegal act.

With regard to venereal disease, a system of regulation obtained in parts of England between 1864 and 1886, but free out-patient treatment is now provided on a voluntary basis. Education given at the treatment centres has succeeded in inducing sufferers to seek and follow treatment of their own accord. Qualified social workers are being attached in increasing numbers to the administrative staff of the treatment centres. In addition to the out-patient facilities given, special consultations are arranged for children suffering from the congenital effects of venereal disease, as well as similar consultations for married women.

The treatment centres also do most valuable preventive work. In 1926, for instance, the number of new cases of venereal disease of all kinds placed under observation at the centres was 52,293, while, in addition, 22,754 other persons, some of whom had only been probably exposed to infection, consulted the centres. This fact is evidence of the trust placed by the public in these centres.

It is, of course, difficult, if not impossible, to show exactly what influence the various forms of medical, educative and social work have had on the incidence of venereal disease during the last twelve years, especially in a country where there is no individual registration and no notification of venereal diseases; but certain facts suggest that the incidence is declining. In the first place, sequelæ of the untreated diseases are less frequent. Secondly, the number of persons with recent infection is growing smaller. Thirdly, the same conditions as among the civil population obtain in the Navy, Army and Air Force, where the enforcement of discipline enables exact statistics to be compiled.

Figures in support of these statements may be found in the detailed British reply. The few particulars given here are enough to afford a general idea of the English system, which is as follows :

- (a) The law takes no cognisance of prostitution, and thereby tolerates it, so long as no public nuisance is committed ;
- (b) The procurer and procuring in all its forms are severely punished ;
- (c) Voluntary and free treatment of venereal disease is granted ;
- (d) Educative and social work is carried on on a large scale.

In South Africa and Canada conditions are very similar to those in Great Britain. The Secretariat has received no information, however, regarding the treatment of disease, which here also is apparently free and voluntary.

Tolerated brothels have never existed in South Africa. There are very strict laws against procuring, somewhat similar to those in England, but the attitude towards prostitution is slightly different.

For instance, the Transvaal Supreme Court has interpreted the law so as to impose criminal liabilities upon a woman who uses a house for her own prostitution, although she does not keep it for the prostitution of any other woman.

Further, the Immorality Act passed by the Union Parliament in 1927 prohibits all extra-nuptial carnal intercourse between Europeans and natives under penalty of imprisonment with hard labour not exceeding five years in the case of a male and four years in the case of a female.

In Canada, the law punishes the procurer and procuring in any of its forms. The penalty may reach, under certain circumstances, ten years' imprisonment. Tenants, proprietors and lessees of brothels are dealt with severely.

Any woman inmate of a disorderly house is guilty of a punishable offence, as is also any person of either sex staying in such a house without a lawful excuse.

Canada, like South Africa, gives no details as to the treatment of venereal disease, but it is apparently free and voluntary.

Briefly, Great Britain, South Africa and Canada have similar laws, except that the two Dominions have rather more repressive measures in connection with prostitution.

The Netherlands have also adopted complete abolitionism; that is to say, that prostitution is ignored, procuring is punished, and treatment for disease is entirely voluntary.

The law against procuring, which is likewise in force in the Netherlands East Indies, Surinam and Curaçao, is as follows :

“ Any person who, professionally or habitually, knowingly instigates or encourages other persons to commit immoral acts together shall be sentenced to imprisonment for a term not exceeding one year or to a fine not exceeding 1,000 florins. ”

No information has been received from the Netherlands as to statistics of offences or as to venereal disease. It is therefore difficult to draw comparisons, apart from the general similarity of the system to that in Great Britain.

In Switzerland, there are 25 different cantonal legislations, and it is therefore impossible to generalise. The laws of certain cantons, however, seem to resemble the English system. Amongst these cantons, the fullest information has been supplied from the one relating to Geneva, and its reply is therefore analysed here.

By the Law of May 30th, 1925, the Canton of Geneva abolished the system of tolerated brothels and made brothel-keeping and procuring punishable with imprisonment and fines. Soliciting by either sex is also made punishable when it constitutes a public nuisance.

Treatment is free and voluntary, and the statistics show :

1. That syphilis has steadily declined since 1918 ;
2. That gonorrhœa has not followed the downward curve of syphilis but has remained stationary, owing to the absence of specific treatment ;
3. That the closing of the brothels has had no influence on the incidence of venereal disease ;
4. That statements to the effect that venereal disease is much more widespread in Geneva than is suspected are entirely incorrect.

The latest report to the Chief of the Geneva Health Department states that the results of the actual system are satisfactory, but that more educative work should be done ; that the police should exercise greater initiative in the streets ; that Article 2(a) (dealing with soliciting by either sex) should be more strictly enforced ; and that knowingly to transmit venereal disease should be made an offence.

Mention must also be made of the other Swiss cantons, though their legislation bears little resemblance to the English system. In sixteen Swiss cantons prostitution is a punishable offence, so that the Federal authorities could say, in their letter of January 27th, 1930, that "prostitution can be considered in the majority of Swiss cantons as non-existent".

Treatment for venereal disease is voluntary in all but three of the cantons, but no details are given as to free treatment.

Prostitution is a punishable offence in the following cantons : Berne, Lucerne, Uri, Schwyz, Obwalden, Zug, Fribourg, Solothurn, Basle-Town, Schaffhausen, Appenzell (Inner-Rhodes), St. Gall, Grisons, Aargau, Valais, Ticino.

2. Countries which have established a System of Compulsory Treatment and Measures for maintaining Public Order.

Germany, Denmark, Estonia, Norway, Sweden and Czechoslovakia have instituted compulsory treatment for venereal diseases. Three Swiss cantons have also adopted the system, at least in principle, whilst Finland has an intermediary regime between compulsion and voluntary treatment.

The two most recent laws communicated in detail are those of Germany and Czechoslovakia.

The German Law of February 18th, 1927, abolishes the former system of regulation and substitutes medical supervision over the whole population in respect of venereal diseases. The States of the Reich are responsible for the application of the law. The law may be considered under two aspects, that of venereal diseases and that of prostitution.

As regards diseases, any person knowing himself to be suffering from an infectious venereal disease is in duty bound to let himself be medically treated by a certified doctor. The patient is responsible for the cost of treatment, except in the case of indigent persons, when the expenditure is defrayed either under the social insurance system or by the communes.

Persons suspected of having a venereal disease and of carrying infection may be required to produce a medical certificate and even to furnish a certificate of health at intervals, failing which they will be subjected to medical inspection. The use of direct compulsion is permissible.

The medical practitioner is bound to report to the public health authorities persons who evade treatment or medical examination or who disobey orders. Apart from such cases, doctors must observe professional secrecy and may not divulge any information concerning their patients.

Any person who, for the purpose of healing or mitigating venereal disease, publicly advertises or recommends substances or methods of treatment is guilty of a punishable offence, but measures whose sole object is to enlighten the public regarding venereal diseases, in particular their different manifestations, are permitted.

Article 14 of the Law is designed to protect wet-nurses and children from venereal infection.

Article 5 provides for the punishment, at the request of the injured party, of any person who has sexual intercourse when he knows himself to be infectious.

Article 6 provides for the punishment of a person suffering from a contagious venereal disease who contracts matrimony without informing the other party before marriage.

The public health authorities are responsible for the application of the law ; they are concerned with the administrative side, but not with the actual treatment, and have

to co-operate with the police, the welfare offices, the "Jugendämter" (offices for the protection of young people) and the "Pflegerämter" (organisations for rescue work among prostitutes).

It is still too soon to judge of the results obtained under the new law, but according to a report presented to the Reichstag in December 1928 the figures for fresh cases of syphilis in Berlin had dropped since 1927 by 30 per cent and for gonorrhœa by 15 per cent.

In the matter of prostitution, Articles 16 and 17 of the Law introduced very important changes. Two new clauses are inserted in Article 180 of the Penal Code whereby the keeping of a brothel or similar establishment is punishable by the penalties applicable to procuring. The same penalties are applicable to a person letting a room to another person under 18 years of age if there is any exploitation of the last-named person or any incitement of such person for immoral purposes.

The abolition of licensed houses under these two amendments led at first to considerable difficulty. The former proprietors attempted to evade the law and the municipal authorities were not always as strict in this matter as they might have been. When trying the first cases, the courts themselves gave a very wide interpretation to the words "licensed house", which made it impossible to suppress the worst centres of prostitution.

For the future, a judgment of the Supreme Court, promulgated in 1928, constitutes a precedent which will facilitate the prosecution of persons endeavouring to evade the law.

Articles 16 and 17 of the new German Law also abolished the former system of regulation.

The former Article 361 (6) of the Penal Code, which made it a punishable offence for an unregistered woman to engage in prostitution, has now been repealed. A feature common to both the British and the new German law is that prostitution is unrestricted, provided that there is no offence to public decency. There is, however, one exception: prostitution may not be practised in the vicinity of churches or schools or in a community of less than 15,000 inhabitants; lastly, it is prohibited to restrict prostitutes in the choice of their dwelling to certain streets or blocks of houses (*Kasernierung*).

The efficacy of the law from the point of view of prostitution depends entirely on the existence of well-organised "Pflegerämter" — bodies which have taken the place of the special police and which assist girls exposed to the dangers of prostitution. The officials attached to the "Pflegerämter" are women. They co-operate with the police, but are, at the same time, quite independent, their purpose being to rescue women who are just beginning to engage in prostitution.

Of the 5,000 prostitutes dealt with in Berlin, 1,500 were assisted to resume a normal life, 3,000 underwent the new treatment and only 300 remain unaccounted for.

Czechoslovakia, by the Law of July 11th, 1922, also instituted compulsory treatment for venereal diseases.

Any person suffering from a venereal disease is required to obtain treatment from a doctor authorised to practise. Provision has been made for such persons to be treated at the expense of the State.

Under the terms of this law, even after the completion of the treatment, any person who has suffered from venereal disease shall, when required by the medical officer and by the public authorities, periodically undergo further medical examination. Prostitutes, in addition to other measures, may be subjected to further examination. The same applies to persons who, owing to their occupation, are liable to infect other persons or to injure the health of those living under the same roof.

The authorities are instructed to exercise their powers in the case of women notoriously addicted to immoral practices, in view of the special risk of infection.

Article 14 of the Law prohibits the keeping of a disorderly house under pain of prosecution, as provided by the penal law on procuring.

The authorities responsible for the closing of brothels must make every effort to ensure that the inmates leave as soon as possible, and must do all in their power to help them to return to a normal mode of life.

The Executive Decree makes provision in the event of attempts to evade the law prohibiting brothels, and lays down that the authorities must keep a strict watch on the issue of licences for establishments where such unlawful practices may occur (wine-shops, cafés open at night, bars, cabarets and other places of entertainment where spirits are supplied).

As the official supervision of prostitutes has been abolished by the law; no prostitute can henceforth be registered for police medical examination. The lists of prostitutes already registered, however, and other papers relating to the former systems of supervision, may be used officially, but only to ensure the proper enforcement of the new law. The old inspection books for prostitutes are to be destroyed.

Article 15 provides that the State Administration shall, if need be, undertake to provide establishments affording professional prostitutes temporary shelter and an opportunity of reform. The Executive Decree of the Ministry of Health states, however, that the latter does not for the present propose to establish special reformatories for prostitutes.

Articles 20 and 21 of the Law make it a punishable offence (misdemeanour) to incite to prostitution in a manner calculated to cause offence and, similarly, to engage in prostitution in a manner calculated to injure public morals. Both these measures are on the

lines of the British and German laws. The Czechoslovak law provides also that it is a punishable offence (misdemeanour) to attempt to induce another person under 16 years of age to engage in prostitution.

The most important part of the Czechoslovak law is that dealing with the supervision of juveniles addicted to immoral practices and with preventive action by the authorities. It is from among young people of this type that prostitutes are recruited, and the object of Section 16 of the Law is to prevent this. The Ministry of Social Welfare has already in preparation a bill dealing with educational welfare work for children under 14 and young persons between the ages of 14 and 18. Pending the promulgation of this law, the police will be guided by the following instructions :

The welfare work will consist primarily in supervision of the health and social conditions of young persons leading a dissolute life.

This supervision will be exercised in public places, squares, parks, theatres, dance-halls, cinemas, cafés, etc. The duty will be entrusted only to executive officers, and it will be made clear to them that what they are doing is not administrative police work but simply health and social welfare work ; they should make it clear to persons whom they may have to supervise, or even to arrest, that their action is taken primarily on social and preventive grounds.

As far as possible, civil officials — in some cases women invested with the necessary powers — should be employed on enquiries and arrests. When a young person is brought before the authorities, the parents or persons responsible for his or her upbringing should always be summoned at the same time, so that the position of the young person can be enquired into — whether he (she) is an orphan, is not exploited, and so on.

The Czechoslovak law, like the German law, provides a series of measures relating to the treatment of venereal diseases : direct compulsion in case of necessity ; lodging information by the doctor treating the case if the patient objects to treatment ; professional secrecy ; prohibition of treatment by correspondence and of improper offers of treatment ; protection of wet-nurses and infants from infection ; punishment of infection resulting from cohabitation on complaint by the injured party. The most important part of the two laws, however, and that which constitutes their essentially social character, is the German provision for " *Pflegeämter* " and the Czechoslovak provision for the reform of juveniles addicted to immoral practices. These features represent the chief innovations in these laws, at all events from the particular standpoint of the present study, namely, the protection of public order and public health from the dangers of prostitution.

In Denmark, Norway and Sweden, the laws in force are very much the same, treatment being compulsory in all three countries. The legislative provisions against venereal disease in Germany and in Czechoslovakia were modelled to a large extent on the Scandinavian laws. The latter are specially strict in the matter of procuring and brothel-keeping. In Denmark and in Norway, the penalties for vagrancy are applicable also to prostitution.

In Denmark, licensed houses were abolished in 1901, this measure being followed in 1906 by the abolition of police regulation. The Law of March 30th, 1906, instituted compulsory treatment for venereal disease. Medical inspection is carried out only with the patient's express consent but, should he refuse, the court decides whether he shall be examined compulsorily. Medical inspection is carried out by persons of the same sex.

According to the Danish reports, compulsory measures have not had the effect of preventing patients from applying to a doctor, as was feared at first. The increase and drop in the number of recorded cases are not attributable to the existence or absence of regulation of prostitution.

Certain difficulties were encountered in the enforcement of public order during the first few years following the abolition of regulation, but these have now been overcome, thanks to the Copenhagen police regulations, which forbid prostitutes to solicit in the streets or in public places. The Danish law has put a stop to the disorders attaching to prostitution in hotels, restaurants and wine-shops, by prohibiting women of notoriously immoral character from serving as waitresses in such establishments.

In Norway, the special police are responsible for preventing immorality in the streets, in virtue of Chapters 19, 35 and 38 of the Penal Code relating to crimes and offences against public morality and public order and of the law against vagrancy, begging and drunkenness. For venereal diseases, treatment is compulsory and direct force may be employed. Any person who, knowing himself to be suffering from an infectious disease, infects another person by reason of sexual intercourse or immoral practices is punishable under the Norwegian law by a term of imprisonment not exceeding three years. The statistics furnished by the Oslo police for 1927 and 1928 seem to show a very slight increase in offences under Chapters 19 and 38 of the penal law. The data for comparison are much too slight, however, to admit of any general conclusion in the matter.

Sweden instituted in 1918 compulsory treatment, free of charge, for venereal diseases. In the event of the patient disobeying medical orders or neglecting to follow his treatment, the doctor notifies the central authorities, who order the patient to submit to a medical

examination, failing which he will be taken to hospital by the police. A regular intelligence service for venereal diseases, supervised and subsidised by the State, has been organised. The transmission of a venereal disease, even by a means other than sexual intercourse, is punishable by a fine of 50 crowns (minimum) and a term of imprisonment not exceeding two years. Sweden has not furnished statistical data of the results obtained under the law. The laws in force against procuring and incitement to immoral conduct are very strict.

In Estonia, since March 25th, 1926, all doctors are required to register established cases of venereal disease, and the Law of December 16th, 1926, provides for compulsory medical treatment free of charge. Certain of the Estonian administrative measures, still show traces of the former regulationist system. The application of the new law may lead ultimately to their disappearance.

Three of the Swiss cantons, Zurich, Vaud and Glarus, have introduced compulsory treatment. In Zurich, under Article 18 of the Cantonal Decree of July 25th and August 20th, 1883, the communal public health authorities have power to order the compulsory medical treatment of persons suffering from venereal disease. The Secretariat possesses no information concerning the actual application of Article 18.

The Vaudois Law of September 4th, 1928, on public health organisation, provides in Article 105 that, "if the interests of public health so requires, the Department of the Interior may order the compulsory treatment of persons suffering from infectious venereal diseases". Here, again, no information is available concerning the application of this provision.

The Canton of Glarus appears to enforce compulsory hospital treatment for persons suffering from venereal diseases, but details are not available.

In Finland, on the institution of the present system in 1907, supervision over venereal diseases was transferred from the police to the public health authorities. The Public Health Office is responsible for detecting persons whose mode of life appears to indicate that they are spreading these diseases, and it is its duty to suggest that they should undergo treatment. It has no power to make them submit to treatment against their will, but the police are informed of difficult cases and can then, if they think fit, arrest such persons and force them to undergo medical examination.

From the standpoint of public health, the competent authorities are of opinion that the system now in force has proved most efficacious, as is shown, *inter alia*, by the fact that the number of cases of disease increased very considerably during the periods when the system could not be applied owing to the disorganisation resulting from the war.

It was held, however, on moral and social grounds, that the system in force in Finland called for revision. The Special Committee set up in 1924 framed a report which recommends stricter measures in regard to the compulsory treatment of these diseases.

(b) COUNTRIES WHICH HAVE PRESERVED SOME FORM OF REGULATION
OR HAVE ADOPTED SOME TEMPORARY MEASURES.

Bulgaria, Latvia and Poland are included in this category, and so, up to a point, are Estonia and Finland.

Bulgaria, which has quite recently abolished licensed houses, still retains Article 485 (1) of its Penal Code, which punishes "any woman who plies the trade of a prostitute without being registered as such". This article shows that regulation is still maintained in the form described at the beginning of the present study, but as new regulations are to be issued in Bulgaria, the system may be only transitional.

It is since their independence that both Latvia and Poland have turned their attention to the abolition of the licensed house. The Polish report states that a first attempt at abolition was made in 1910, as a result of urgent representations by Warsaw doctors and in spite of the opposition of the Russian authorities in Poland, who used to employ prostitutes in their secret service.

In Latvia, a Decree of November 1926 abolished licensed houses. In pursuance of this decree, amendments have been inserted in the provisional regulations for the prevention of venereal disease. These provisional regulations still require prostitutes to be medically examined and, if they present themselves voluntarily, they are granted exemption from police registration. They are issued with the medical control book containing a photograph of the prostitute, but it does not bear her name. Women who practise prostitution but do not voluntarily submit themselves for medical inspection have to be registered by the police. Prostitutes are forbidden to live in hotels or in furnished rooms. They have to hire apartments in the quarter prescribed by the police. These provisions, which point to continued regulation, are mentioned as temporary, and it is too early to say what system will finally be adopted in Latvia. According to an extract from the law on social insurance, free out-patient treatment is given to indigent persons, and insolvent Latvians suffering from syphilis have to be isolated and medically treated at the expense of the State.

The penal laws in Latvia punish any persons who endeavour to entice women to become professional prostitutes, and also *souteneurs*. These laws still conform to the old Russian Penal Code.

In Poland, since the Decree by the President of the Republic, dated July 29th, 1927, procuring has been subject to very heavy penalties, amounting in certain circumstances to fifteen years' hard labour. The *souteneur*, too, is severely punished. Prostitution is submitted to a kind of regulation by a Decree of the Ministry of Public Health and Ministry of the Interior, dated September 6th, 1922. Prostitutes have to be inspected by the district medical officers, who may be assisted by the police. At Warsaw and in some provincial towns, questions affecting public health and morals are entrusted to women police. Committees for public health and morals have been set up, and it is their duty to examine questions connected with prostitution and the campaign against venereal disease. Brothels or "licensed houses" are prohibited. These include lodgings or premises occupied by more than two persons practising prostitution.

The existing regime in Poland must also be regarded as temporary, for a draft law on the prevention of venereal disease is actually being studied. This law provides for the abolition of the system hitherto applied in the interests of public health, and for the introduction of compulsory medical treatment without distinction of sex. It lays down that persons who are suspected of spreading venereal disease must notify their condition and produce, periodically or in certain circumstances, a medical certificate.

In Estonia, where licensed houses were abolished at the time when the Republic was established, and where the Laws of March 25th and December 16th, 1926, have introduced the compulsory treatment of disease, the laws still show traces of regulation. Thus, the Law of 1916 on public order and security has never been repealed; nor has Regulation No. 18 of 1921. Chapter X of the Law of 1916 appoints health committees for the control of women practising prostitution. The Regulation of 1921 provides that prostitutes may only ply their trade in rooms registered by the Health Department, and prescribes the periodical medical examination of all prostitutes. These various measures clearly show that some degree of regulation still exists, although men and women are equally subject to compulsory treatment in the event of illness.

Even Finland, which abolished licensed houses as well as the regulationist system as long ago as 1907, still retains vestiges of this regulation. The Special Committee of Enquiry concerning questions of health and morals states in its Report of 1924 that, in spite of the abolition of regulation in Finland, the laws on which it is based are still in force. The old Decree of May 28th, 1894, concerning measures against venereal disease has, except for a few of its articles, never been repealed. As this decree was enacted during the period of regulation, it is not surprising that its continuance in force should involve certain difficulties and permit of the survival of old methods which accord ill with modern legislation. For the rest, new tendencies are making themselves felt in Finland, and the special Finnish Committee is hoping, among other things, to amend the present laws by introducing more strict compulsory treatment of venereal disease.

Speaking generally, there is little to be said concerning the group of countries which has just been studied. All the laws in question belong more or less to the regulationist system, but they have modified many of its aspects. Moreover, there is in all these countries a movement towards a new policy, which gives a provisional character to the methods at present applied.

From the penal point of view, all these countries severely punish procuring in its different forms, the heaviest penalties being imposed under Polish law. In Estonia and Latvia, prostitution is punishable if practised in a brothel; in Finland, irrespective of where the act takes place.

III. CONCLUSION

The legislation of countries (*a*) which have abolished the system of regulation (subdivided into: (1) countries which have established voluntary treatment; (2) countries which have established compulsory treatment) and (*b*) of those which have retained some form of regulation or temporary measures, has been successively examined and analysed.

The laws of countries classified under (*b*) (three countries¹) are merely provisional and apply solely to the transitional period between a system of regulation and a new system; consequently, they need not be considered here. This reduces the number of systems to two, namely:

1. Voluntary treatment for venereal diseases.
2. Compulsory treatment for venereal diseases.

Of the twelve countries classified under one or other of these two systems, the tendency towards compulsory treatment is the stronger. The six following countries have adopted this system, as have also — at all events in principle — three Swiss cantons: Czechoslovakia, Denmark, Estonia, Germany, Norway, Sweden, Switzerland (Zurich, Vaud, Glarus).

¹ Finland and Estonia, in fact, stay nearer to the group of countries classified under (*a*). Therefore, only three countries are to be mentioned above.

Moreover, the reports from two countries (Finland and Poland) and from one Swiss canton (Geneva) indicate a preference for the future adoption of the method of compulsory medical treatment.

This is not the place need to pronounce in favour of either of these systems ; it may, however, be useful for information to point out some of the objections raised by their respective opponents.

The system of compulsory treatment is regarded by its opponents as another form of regulation, since periodical compulsory medical inspection will naturally apply mainly to women, even though the law usually places the two sexes on an equal footing. Moreover, this compulsion will necessarily apply not to all women, but chiefly, if not exclusively, to indigent persons.

The argument invoked against the total abolition of regulation is that it encourages immorality by a policy of *laissez faire*, that clandestine prostitution grows enormously if it is not effectively suppressed and, lastly, that public health is likely to be seriously endangered.

Without discussing the soundness of these criticisms — which are largely answered by the information furnished by Governments and analysed in the foregoing pages — it should be pointed out that in these days no satisfactory results can be obtained from any systems unless they insist on the moral, educational, social and preventive aspects of the problem. Among countries where there is complete abolition, Great Britain lays particular stress on the importance of this work, especially in the prophylactic field. The Canton of Geneva also urges the necessity for work of this kind.

Among countries where treatment is compulsory, Germany has introduced the "Pflegeamt", which has done remarkably good preventive work of a moral and hygienic nature. Special emphasis is laid in the Czechoslovak law on the importance of preventive and rescue work among young people.

For social purposes, several countries employ policewomen and women doctors for the application of the various laws in force.

In conclusion, it may be of interest briefly to summarise the attitude in regard to prostitution adopted in the legislation of the fifteen countries dealt with in this report.

Prostitution constitutes an offence (misdemeanour) in Finland (Article 10 of the Penal Code) and in the sixteen Swiss cantons already mentioned.

The Vagrancy Law is applicable to prostitution in Denmark (Article 1 of the Law of March 30th, 1906), when it is made plain by their behaviour that prostitutes have no occupation, but seek to make their living by prostitution.

Prostitution is regulated in some form or other in Bulgaria (Article 485, No. 1); Estonia (Health Regulations); Latvia (Health Regulations) and Poland (Health Regulations).

Prostitution is punishable in certain circumstances in South Africa (Immorality Act, 1927), decision of the Transvaal Supreme Court; in Germany (Article 361, No. 6 (a)) and in Canada (Sections 228 and 229 (3)).

Prostitution as such is not punishable in Great Britain, the Netherlands and Czechoslovakia, except when carried on in a form which constitutes an offence against decency and public order.

EXTRACT FROM THE REPORT OF THE NINTH SESSION OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE, CONCERNING THE LAWS AND REGULATIONS WITH A VIEW TO PROTECTING PUBLIC ORDER AND HEALTH IN COUNTRIES WHERE THE SYSTEM OF LICENSED HOUSES HAS BEEN ABOLISHED.¹

The Committee, having examined the Secretariat's survey of laws and regulations with a view to protecting public order and health in countries where the system of licensed houses has been abolished, held a long and interesting discussion on the various methods employed from the point of view both of public health and public order.

When the highly complicated question of the treatment of venereal disease is considered, it will be found that two systems are current — the system of voluntary treatment and the system of compulsory treatment.

The technical adviser to the Belgian delegation made a statement demonstrating, in the first place, that the system of regulation is of no avail in protecting public health. It touches only a small proportion of prostitutes. He then showed the satisfactory effects of voluntary treatment, basing his arguments on statistics prior to 1905, since which year new methods of treatment have enabled great progress to be made, quite apart from any system. He also quoted experiments carried out in Belgium by the Government and by the League against venereal dangers. He was opposed to compulsory treatment, which, in his opinion, was humiliating and would inevitably be applied most exclusively to indigent persons and to the poorest among prostitutes.

The Danish delegate, on the other hand, dwelt upon the satisfactory results of compulsory treatment, which had been applied in her country for the last twenty-four

¹ This part of the report which gives an exact idea of the exchange of views which took place during the Committee on April 5th and 7th, 1930; as well as of the conclusions to which this discussion led, completes the preceding study.

years. Referring to the paper prepared by the Secretariat she emphasised the distinction to be drawn between compulsory examination of offenders against public order and compulsory treatment of venereal diseases in those cases where the patients did not continue their treatment. She also produced statistics illustrating the decline of venereal disease in her country.

The German technical adviser pointed out that the new system adopted in Germany consisted in dealing with venereal diseases by the same methods as with other infectious diseases. He thought there should be some restrictions on liberty for the sake of the preservation of health. At the same time the sufferer should apply for treatment primarily out of conviction, and compulsion should only be resorted to in extreme cases. It was exercised by the health authorities and not by the police, and was in practice seldom found necessary. Speaking generally, more prostitutes voluntarily applied for treatment than in the days of regulation. With regard to the results in the field of public health obtained from the law, he must speak with all due reserve, for two years and a-half was much too short a period for conclusions to be drawn regarding widespread diseases. The German delegate supplemented the foregoing statement and furnished information on several questions, especially public order and housing.

The Italian delegate hoped that the system of licensed houses might soon be abolished in his country. At his request the German technical expert gave special explanations in regard to the recent German law.

The British delegate explained that the system of dealing with venereal disease adopted in Great Britain was based on voluntary principles, and treatment was provided free of cost at clinics maintained by the local authorities and at hospitals. He pointed out that it was not always possible to draw a sharp distinction between the voluntary and compulsory forms of treatment. He emphasised the importance of gaining the patients' co-operation. From the point of view of the liberty of the subject, he drew attention to the danger of applying the compulsory system to one class of the community only and thus reviving some of the main objections to the system of official regulation.

The Roumanian delegate pointed out that, in the opinion of her Government, the campaign against prostitution and venereal disease should go hand in hand with an improvement of economic and social conditions in the country if the closing of licensed houses was to prove effective.

The Polish delegate, emphasising the danger to health and the social dangers of prostitution, mentioned the Polish Bills on the campaign against venereal disease and prostitution, which were based on the abolitionist principle.

Several assessors urged that the question should not be discussed exclusively from the medical point of view; the moral problem was equally important and must not be neglected.

As the outcome of this debate, the Committee reached the conclusion that in none of the countries which had abolished the system of licensed houses had the fear of an increase in venereal disease been in any way justified.

In some countries it was thought that the prevalence of disease bore no relation to any particular system that might be applied to prostitution. In other countries it was believed that the prevalence was declining in consequence of the closing of licensed houses.

Public order did not seem to have suffered in any way; indeed, the period of transition from one system to the other seemed to be short, as the case of Germany proved.

The French delegate mentioned the experiment in abolition which had been tried at Strasburg. The conclusion appeared to be that neither public order nor public health had suffered in any way. There had been a decline both in disease and in crime. In addition to Strasburg, moreover, twelve more French towns had abolished licensed houses and, encouraged by this success, six other towns, one of which was an important industrial centre, and another a great port—St. Etienne and Nantes—had asked their municipalities to investigate the possibility of abolition.

Having regard to all these statements, to the great progress made towards abolition and to general considerations, the Traffic in Women and Children Committee unanimously adopted the following resolution:

“ The Traffic in Women and Children Committee,

“ Having considered the reports on the maintenance of public order and good health received from the Governments of those countries where the system of licensed houses has been abolished,

“ Notes that the fear that abolition would result in an increase of venereal disease or would be prejudicial to public order has been proved to be unfounded, and that the danger of international traffic has been diminished by the closing of the houses.

“ The Committee therefore, being of the opinion that the study of these replies would be of interest and assistance to those Governments which are considering the possibility of abolishing the licensed house system,

“ Asks the Council to forward document C.T.F.E. 466(1) to the States Members and non-Members of the League of Nations.”

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.

Part II.

REPLIES FROM GOVERNMENTS

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South Africa.

November 14th, 1928.

When the Union of South Africa was established in 1910, each of the four provinces constituting the Union had its own laws dealing with prostitution and procuring. These laws have not yet been consolidated by an Act of the Union Parliament as there is not much divergence in their provisions, which have, moreover, been found adequate to cope with the evils which they are intended to suppress. These laws are embodied mainly in the following provincial statutes: Cape of Good Hope: Act No. 36 of 1902; Natal: Act No. 31 of 1903; Transvaal: Ordinance No. 46 of 1903; Orange Free State: Ordinance No. 11 of 1903.

None of these statutes recognises a system of licensed houses for prostitution. Such a system is foreign to the Union, as, even under the common law, it is and always has been an offence to keep a brothel in a manner constituting a public nuisance.

Under the above-mentioned statutes it is an offence to keep a brothel, which is defined as including "any house or place kept or used for purposes of prostitution or for persons to visit for unlawful carnal connection or for any other lewd, obscene or indecent purpose"; and in the Transvaal the Supreme Court has interpreted this definition so as to impose criminal liability upon a woman who uses a house for her own prostitution, although she does not keep it for the prostitution of any other woman.

The owner, lessee or occupier of any premises who permits the use thereof as a brothel and any person who permanently resides in or assists in the management of a brothel or knowingly receives any money taken in a brothel is deemed to keep a brothel. Any woman found in a brothel who fails to disclose the owner or manager thereof, and any male person who resides therein or is the husband of a woman residing or assisting therein, is (unless he is judicially separated from her) *prima facie* deemed to be the recipient of money taken therein and consequently deemed to keep a brothel.

The statutes in question also deal with *souteneurs* and provide punishment for any male person who knowingly lives wholly or in part on the earnings of prostitution or in a public place solicits for immoral purposes. If a male person having no honest means

of subsistence lives with, or is habitually in the company of, a prostitute, he is deemed to be living on the earnings of prostitution, unless he proves the contrary.

The detention of a female for immoral purposes is a criminal offence and various provisions facilitate the detection and punishment of such offences.

Various forms of procuring are classed as offences, such as the procuring of a female (other than a prostitute) for immoral intercourse with another, either in the Union or elsewhere, or procuring a female to become a prostitute or to become an inmate of a brothel either in the Union or elsewhere.

As punishment for the offences referred to above, various terms of imprisonment with hard labour are provided up to a maximum of five years. In some instances, the offender, if born outside the Union, may, at the instance of the Minister of Interior, be deported from the Union.

For a male person convicted of living on the earnings of prostitution, a special punishment in the form of a whipping is provided in addition to imprisonment — a punishment which has proved to be a very effective deterrent.

One should also mention the Immorality Act passed by the Union Parliament in 1927, which Act, although it does not purport to deal with prostitution as such, aims at suppressing a cognate evil in which prostitution plays an important rôle. It prohibits all extra-nuptial carnal intercourse between Europeans and natives under penalty of imprisonment with hard labour not exceeding five years in the case of a male and four years in the case of a female, and the procurer of such intercourse is also made liable to a penalty not exceeding five years' imprisonment.

December 3rd, 1929.

There are no laws or regulations in force in the mandated territory of South West Africa dealing specifically with prostitution or the procuration, etc., of women and children for immoral purposes, and in view of the present small and scattered population and the conditions obtaining in the territory it is not considered necessary to introduce legislation in this direction for the time being.

There are no brothels in existence in the territory, and any attempts at procuring or enticing women and children for immoral purposes can be effectively dealt with under the common law of the territory, and such laws as have been promulgated.

The abduction of children and the soliciting or molestation of women and girls are common law offences, and such cases, where they come to the knowledge of the police, are promptly dealt with and the offenders severely punished, but fortunately such cases are extremely rare.

No legislative measures were introduced during the year 1928, but attention may be called to the provisions of the Girls' and Mentally Defective Women's Protection Proclamation, No. 28 of 1921, and to the Wives' and Children's Protection and Maintenance Ordinance, No. 16 of 1927.

In Law No. 28 of 1921, the most important sections are the following 1, 2, 3 and 4. Briefly, they provide for :

1. The punishment of every male for unlawful carnal connection with a girl under the age of 16, who commits with such a girl immoral or indecent acts or solicits or induces her or who commits rape.
2. The punishment of all the acts mentioned under (1) if committed with any female idiot or imbecile.
3. The punishment of any person who, being the owner or occupier of any premises, knowingly suffers any girl between the ages of 12 and 16 to be on such premises for the purpose of being unlawfully carnally known by any man.
4. The punishment of any person who detains any woman or girl against her will in any brothel or any premises with intent to be unlawfully carnally known by any man.

In Ordinance No. 16 of 1927, Sections 6, 7, 8 and 37 are the most important. Briefly, they provide for :

6. The punishment of any person who allows a child, being in his custody, to reside or frequent a brothel.
7. The punishment of any person causing or encouraging the seduction, abduction or prostitution of young girls.

8. The binding over of any person having the custody of young girls to exercise proper care.

37. The punishment of persons allowing children to enter bars or licensed premises.

It should be pointed out that in the common law of the mandated territory a girl who is less than 12 years of age is conclusively presumed to be unable to consent to her own corruption or defilement. A man who has carnal connection with such girl is guilty of rape, and it would be competent for the court convicting him to sentence him to death.

Germany.

September 19th, 1928.

In Germany, the keeping of brothels and similar establishments and the concentration of prostitutes in certain localities (*Kasernierung*) are prohibited under paragraphs 16, I, and 17 of the Law of February 18th, 1927, concerning the campaign against venereal diseases. This provision is compulsory also for the individual States of the Reich; consequently, such establishments no longer exist in Germany.

LAW FOR COMBATING VENEREAL DISEASES OF FEBRUARY 18TH, 1927.¹

Article 1.

Venereal diseases in the sense of this law are syphilis, gonorrhœa and "chancre", irrespective of which parts of the body are affected by the symptoms of disease.

Article 2.

Whoever suffers from an infectious venereal disease and knows it, or should be led to assume it from the circumstances of the case, *is in duty bound to let himself be medically treated* by a doctor certified to practise in the German Empire. Parents, guardians and others responsible for juveniles are in duty bound to ensure medical treatment of their wards suffering from venereal disease.

By executive measures, care is to be taken that the treatment of indigent persons, who would otherwise not be entitled to medical treatment or to whom treatment under an insurance system would bring economic disadvantages, shall be carried out from public funds.

Article 3.

The carrying out of the tasks resulting from this law are to be entrusted to Boards of Health, who shall keep, as far as possible, in touch with the advisory centres for sexually diseased, with the bureaux of protection,² and the other socially beneficent organisations. The officials of police, both in their repressive and protective organs, are instructed to give every assistance in the carrying out of all hygienic and social measures, in particular the actions of protection centres for minors.

Article 4.

The competent Board of Health can induce persons strongly suspected of having venereal disease and of carrying infection to produce a medical certificate and, for special and well-founded reasons only, a certificate of health from a doctor specified by the competent Board of Health, or to be examined by such a doctor. By request of the examining medical authority, such persons can be required to furnish repeatedly such certificates of health.

Persons suffering from venereal disease and suspect of carrying infection can be subjected to treatment, and also be put into hospital if this seems necessary for the prevention of a spread of the disease.

Anonymous notifications are to receive no attention. Persons who mention their names while denouncing others as having venereal disease are first to be examined orally, and the denunciation to be taken up only if examination has shown that sufficient grounds for the correctness of the supposed facts exist.

Inasmuch as other means of carrying out the first and the second paragraphs of this article do not suffice, the use of direct compulsion is permissible. Medical treatment involving serious danger to life or health may only be carried out with the consent of the patient. The Government of the Reich decides which treatment is to come under this heading.

Article 5.

Whoever has sexual intercourse, although he suffers from an infectious venereal disease and knows it, or should know it from the circumstances of the case, is punished by imprisonment up to three years, unless according to the regulations of the Civil Code a heavier punishment is incurred.

Prosecution only follows upon request. If the accuser is a relative of the accused, the latter may withdraw his plaint.

Legal action is not possible after a lapse of six months.

¹ The passages printed in italics are intended to stress the most important points of the law. This indication is purely of a practical character and has no official bearing.

² "Pflegeämter" are special bureaux for the care of girls in danger of prostitution. These bureaux are staffed exclusively by trained women. They work in organised co-operation with the police but their functions are strictly separated from those of the police.

Article 6.

A person who knows or should know from the circumstances of the case that he or she is suffering from a contagious venereal disease and in spite of this *contracts matrimony* without informing his or her partner before marriage of his or her illness is punishable by imprisonment up to three years. Prosecution will only take place upon request. The plaint may be withdrawn.

The case is not "actionable" after a lapse of six months.

Article 7.

Treatment of venereal disease and diseases or ailments of the sexual organs is permitted only to medical men *authorised to practise by the German Reich*. It is forbidden to treat such diseases otherwise than by personal acquaintance with the patient (long-distance treatment) or by lectures, treatises, illustrations or descriptions to give advice as to self-treatment.

A person treating another in a manner contrary to the prohibitions contained in paragraph 1 of this article, or offers to treat anyone by advertisement or by the distribution of pamphlets, illustrations or descriptions, even though in a veiled manner, will be punished by imprisonment up to one year and a fine, or by one of these punishments.

The same punishment is meted out to the medical man who offers his services in an illegal manner for treatment of the diseases mentioned in paragraph 1.

Article 8.

A person examining or treating another suffering from venereal disease shall instruct him or her as to the nature of the disease and about the danger of contagion, as well as about the liability to punishment for actions mentioned in Articles 5 and 6, and shall at the same time give him an *officially authorised leaflet* on the subject.

If the patient lacks the understanding to appreciate the danger of contagion, such instruction and the leaflet shall be given to such as are responsible for the personal welfare of the patient.

Article 9.

Any person giving medical treatment to another suffering from a contagious venereal disease is to notify the Board of Health mentioned in Article 4, if the patient ceases to submit himself to medical treatment or observation or if in the exercise of his profession or in his personal circumstances he is specially endangering others. The Central State Authority can order such notification to be made to an *advisory centre for venereal diseases* instead of to the Board of Health. If the patient does not carry out the instructions of the advisory centre, the latter has to inform the Board of Health.

Article 10.

If an official or employee of a Board of Health or of an advisory centre makes known without authorisation anything that has come to his knowledge about the venereal diseases of another or about their causes or any other circumstances of the persons in question, he is punished by a fine or by imprisonment up to one year.

Prosecution will only take place by request. The request may come from the Board of Health.

Such *divulgence will not be unauthorised if it is made by a medical man* working at the Board of Health or in an advisory centre or in agreement with such a medical man to a Board or to a person who has a justifiable hygienic interest in being informed of the venereal disease of another.

Article 11.

A person who, for the purpose of healing or mitigating venereal diseases, *publicly* or by the distribution of pamphlets, illustrations or descriptions, even though in a veiled manner, *advertises medicines*, objects or methods of treatment or exhibits such medicines or objects in a place accessible to the general public, will be punished by imprisonment up to six months and by a fine, or by either.

Non-punishable (unless prohibited by other regulations of the Reich or the German States) is the *advertisement of such medicines or objects to medical men, chemists* or persons who carry on an authorised trade in such medicines or objects, or in scientific medical or pharmaceutical periodicals.

Article 12.

Lectures, writings, illustrations and descriptions whose *sole object is to give information regarding venereal diseases*, in particular their different manifestations, are non-punishable, unless they come under the stipulations of Article 7.

Article 13.

The Government of the Reich may make the sale of medicines or objects advertised in the prevention of venereal diseases dependent upon the results of an official examination, and may prohibit the sale of objects not suited to this end. It may also issue regulations as to the exhibition, advertisement or recommendation of authorised medicines or objects.

A person putting on the market medicines or objects which have been barred as laid down in the first part of the above paragraph will be punished by imprisonment up to six months and a fine, or by either. Equally punishable is any infringement of the regulation laid down in the second part of the above paragraph.

Article 14.

Imprisonment up to one year and a fine, or either of these punishments (unless by the regulations of the Penal Code a heavier punishment is due), will be incurred by :

1. A female person who acts as wet-nurse to a child not her own, although she suffers from venereal disease and knows it or according to the circumstances ought to be aware of it ;

2. Whoever allows a syphilitic child for whose care he is responsible to be nursed by anyone but its mother, although he knows the nature of the child's illness or according to the circumstances ought to be aware of it;

3. Whoever allows a child suffering from another venereal disease, and for whose care he is responsible, to be nursed by any other person but its mother, without having first had her orally instructed by a medical man with regard to the disease and the necessary precautionary measures, although he knows the illness of the child or according to the circumstances ought to be aware of it;

4. Whoever puts a child suffering from venereal disease out to nurse, although he knows or ought to know the nature of the illness, without informing the foster-parents of the illness of the child.

Non-punishable is the nursing or allowing to be nursed of a syphilitic child by a female person who is herself syphilitic.

Article 15.

A fine up to 150 Reichsmark or imprisonment is incurred by :

1. A wet-nurse who nurses a child not her own, without being in possession of a medical certificate issued immediately before taking her situation, certifying that no venereal disease has been found upon her;

2. Whoever takes into his service a wet-nurse for the purpose of nursing a child, without first having satisfied himself that she is in possession of the certificate mentioned in No. 1;

3. Whoever, except in cases of extreme urgency, allows a child for whose care he is responsible to be nursed by another person than its mother, without first being in possession of a medical certificate that there is no hygienic danger for the nursing woman.

The stipulations of No. 1 do not come into operation in the case of Article 14, No. 2.

Article 16.

The Penal Code is altered as follows :

I. Article 180 is given the following second and third points :

The keeping of a brothel (*Bordell*) or brothel-like establishments (*Bordellartiges Betrieb*) now comes under the heading of *Procurving* (*Kupelei*).

A person letting a room to another over 18 years of age will, according to paragraph 1, be punishable only if together with this letting there is any exploitation of the person to whom the room is let or an inducement or an incitement of such person for immoral purposes.

II. To Article 184, after No. 3, is added the following :

3-(a) Whosoever publicly advertises, in a manner offensive to public decency, medicines, objects or methods for the prevention of venereal diseases, or exhibits such medicines or objects in a place accessible to the general public.

III. Article 361, No. 6, is revised as follows :

Whoever solicits publicly in a manner offensive to public decency or incommoding others for immoral purposes.

IV. Article 361 is amended after No. 6 as follows :

6 (a) Whoever habitually for commercial purposes practises immorality in the vicinity of churches or schools or other places frequented by children or juveniles or in a dwelling inhabited by children or juveniles between the ages of three and eighteen, or in a community of less than 15,000 inhabitants, for which the Central State Authority has laid down special regulations for the protection of youth or of public morality.

V. In Article 362, paragraph 3, second sentence, the words "in the cases of Article 361, No. 6", shall be replaced by the words : "In the cases of Article 361, No. 6, 6 (a)".

Article 17.

It is prohibited to restrict the personal liberty of prostitutes in the choice of their dwelling to certain streets and blocks of houses (*Kasernierungen*).

Article 18.

The regulations necessary for the carrying out of this law, especially for the co-operation of public institutions with the institutions of social welfare, are issued by the Central Authority of the States. The resulting costs are budgeted for according to the law of the land.

Article 19.

This law comes into force on October 1st, 1927.

OBSERVATIONS ON THE LAW OF FEBRUARY 26TH, 1929.

At the meeting of the Committee on Traffic in Women and Children held in Geneva on April 23rd, 1929, Frau Dr. Bäumer, delegate of the German Government, made the following comments on this German law :

The aim of the law was to abolish the system of regulation, and to substitute for it medical supervision of the entire population in respect of venereal diseases.

Under the constitution of the Reich, health questions were dealt with by the individual States, Prussia, Bavaria, etc. The Reich was only entitled to enact laws of a general character, whereas all measures concerned with points of detail, whether legislative or administrative, were reserved for the States. The venereal diseases law of 1927 was therefore a general law, which was enforced by means of local measures.

Prior to the entry into force of the new law, the only medical authorities particularly engaged in the campaign against sexual diseases were, with the exception of the police, the consultation bureaux, which were public insurance institutions and were therefore organised on the same principles throughout Germany, public insurance being a Reich institution. The general health authorities of the States, provinces and municipalities were organised on widely different lines, according to the variations in the administrative systems. Dr. Bäumer referred to this situation because it had been a source of difficulty in introducing the law. When it had been attempted by means of this law to dissolve the *police des mœurs*, and to hand over the campaign against sexual diseases to the health authorities, there had not been found health authorities in all quarters, and particularly in the small towns and country districts, who were in a position to take up these new duties.

There were four types of organisations for social relief — organisations which, together with those for medical assistance, were to replace the former system of regulation. Three were official, and the fourth was constituted by the philanthropic associations. The three official organisations were the Jugendämter, which were offices for the protection of children, the usual social relief offices for the assistance of adults, and, lastly, special organisations for assistance to girls in danger of prostitution (the *Pflegeämter*) which had been set up in several towns side by side with the police, but entirely distinct from them. The officials in these latter offices were women, and all girls who had been arrested on a first charge of prostitution were required to present themselves to them. These organisations, which co-operate with the employment offices and other institutions, had proved of great assistance in the rehabilitation of women.

In addition, the Government recommended the provision of refuge homes for women. The basis of co-operation was to be found in Article 3 of the law. The most essential point in that article was the part played by the police. It had naturally been found impossible to do away entirely with the services of the police, whose duties were to preserve good order and who were responsible for the protection of the citizen. For this purpose the police had been placed at the disposal of the health authorities. In so far as the campaign against venereal diseases was concerned, the police had no independent power of initiative, nor did they perform the functions of the former *police des mœurs*. As far as other organisations were concerned, co-operation had been assured in different forms. If, as in many cases, medical assistance had to be supplemented by social help, the health authorities transferred all measures of medical and social relief to the relief authorities, who in addition would act in an assistant capacity to the health authorities. The Health Bureau kept under its own control only cases in which medical treatment for disease was required, and in which it was merely necessary to make sure that the patient was submitting to the treatment. It was therefore the relief bureaux which carried out the greater part of the work.

Another form of co-operation was under the control of the social insurance organisations, which worked with the medical authorities in the campaign against disease. Their co-operation was based upon regulations which had just been prepared by the Government of the Reich.

She would now turn to the results which had already been achieved. The medical authorities were of opinion that, in general, a surprising degree of success had been achieved by the new system in so far as disease was concerned. In Berlin, in the first year after the enforcement of the law, 30,000 persons had received treatment from the consulting bureaux, of whom 65 per cent had been men. The number of persons seeking medical assistance voluntarily had considerably increased. In Cologne, for example, the figure had been twenty times more than had been the case in the previous year. The percentage of voluntary patients attending the bureaux was between 60 and 70. It was hoped to effect a large increase in this number.

The effect of the law on prostitution as such depended entirely on the existence of well-organised "*Pflegeämter*". Of the 5,000 prostitutes dealt with in Berlin, 1,500 had returned to a normal life, 3,000 had submitted to the new form of treatment, and 300 had escaped further control.

Dr. Bäumer would also mention the fact that, according to a report submitted to the Reichstag in December 1928, new cases of syphilis in Berlin had diminished by 30 per cent, and new cases of gonorrhœa by 15 per cent. From a medical point of view, the educative influence of the new system upon the population as a whole was a most satisfactory feature. The dangers of infection had been much more clearly realised by persons infected, from the moment when the doctor had warned them that he would be obliged to bring them before the health bureau if they did not submit to treatment. It was maintained that it was much more possible now than formerly to discover the sources of infection. It was obvious that officials responsible for the working of the system were required to show great tact.

Greater difficulties had been found in suppressing the licensed houses by prosecuting their proprietors. According to the law it was permissible to let a room to a prostitute, provided that she was not exploited in any way, that was to say, provided that the rent she paid for the room was not higher than the normal, and provided that she was not induced to lead a life of prostitution by her landlord. The brothel-keepers had tried to circumvent the law by providing girls with lodging without restricting their independence,

but at the same time making their profit by raising the rent, which meant that licensed houses continued to exist in another form. The municipalities had not always been as severe as they should have been in prosecuting persons who adopted these methods of evading the law. She would point out that all the municipalities had been convinced of the efficacy of the new law.

In the case of the first few prosecutions the courts had shown themselves tolerant in their interpretation of the term licensed house. They had taken the view that the existence of a licensed house was proved only in cases when the inmates had been actually dependent on the proprietor or when they had been exploited. A person giving lodging to a prostitute had not been regarded as a keeper of a brothel. It had therefore been found impossible to abolish the worst centres of procuring. A judgment by the Supreme Court which had been promulgated in November 1928 would be of great assistance. The case had concerned a brothel-keeper who had housed girls and charged them for washing and lighting a price double that of the ordinary prices. This action had been judged to be exploitation. It had also been decided that the inmates had been granted lodging in the house because the men frequenting them knew that they could always find them there, that was to say, that they were lodged there for the purpose of prostitution. For that reason the Supreme Court had decided that the house in question was a brothel. This precedent would make further prosecutions against persons letting such forms of lodging more effective.

Another difficulty had been the provision of lodging for women after their removal from licensed houses. This problem had been all the more difficult because of the housing shortage in Germany. An attempt had been made to introduce safeguards for the protection of children and of the ordinary population by prohibiting soliciting in the neighbourhood of churches, schools, etc. Experience had shown that prostitutes mostly concentrated in a particular quarter. If they lived in the respectable quarters of the town they found themselves in a position of inferiority and subjected to control. They therefore preferred not to be the only one of their class in a house. They tended in fact to congregate together.

As regarded the question of decency in the streets, the solution of the problem had been rendered somewhat easier by the fact that the persons engaged in prostitution had become far more discreet. Under the system of regulation, prostitutes had felt themselves to be privileged to a certain degree and had carried on their trade with a feeling of security. Now the only ground on which the police intervened was that of scandalous conduct, and the behaviour of prostitutes had consequently improved.

This improvement would be more marked when the police had fully learned the new part they were required to play. In some places the police had at first shown a certain opposition to the new law. After the abolition of regulation they had found that the limits of their new powers had not been clearly enough defined and they preferred to take no action at all. This attitude, however, was disappearing.

Another problem, from the social point of view, was that sufficient aid was not yet given to young men. It was unfortunately true that boys of from 16 to 18 frequently visited brothels. It was a curious fact that this side of the problem had been neglected and Dr. Bäumer hoped that it would soon be remedied.

Bulgaria.

February 2nd, 1929.

The system of licensed houses has been abolished in Bulgaria.

In dealing with the traffic in women and children, the Bulgarian administrative authorities impose the penalties laid down in Articles 48 and 50 of the Law on Police Administration and Articles 475 and 483-485 of the Penal Code. In virtue of these enactments, the Police Department has issued the Orders the text of which is given below.

There are at present no regulations on the question, but these will be prepared in the near future.

In addition, the Bulgarian Government has imposed more severe penalties in the draft law on public health applicable to persons opening licensed houses. This draft law, however, has not yet passed its second and third reading in the Sobranye.

Order No. 362 of December 2nd, 1925.

I hereby order as follows :

1. Hotels, inns, and liquor shops in the capital shall be entitled to employ women over 35 years of age.
2. All charwomen and maids below that age shall be released by the managers of these establishments as from January 1st, 1926.
3. Only Bulgarian subjects and, so far as possible, town-dwellers shall be employed as maids in these establishments.
4. Hotels and inns shall be authorised to employ one maid per 15 to 25 rooms ; such maids may not, however, remain on the premises of hotels after 8 p.m. either to work or to sleep.
5. Young women of doubtful morals may not be given temporary accommodation in hotels and inns.

6. Hotels and inns are strictly forbidden to provide women giving themselves out to be travellers with rooms in which to practise prostitution.

7. The Police authorities shall charge any persons caught in the act of prostitution in these establishments with a breach of Police regulations. A charge shall be preferred also against the keeper of the establishment, who shall be liable to a fine and shall, if the offence is repeated, have his establishment closed down and be proceeded against in accordance with Article 49 of the Law on the Administration and the Police.

8. I entrust the strict enforcement of the present Order to the Office for the Combating of Immorality attached to Police Headquarters, and I enjoin upon the said Office to ensure that all breaches of this Order are duly detected, and to prefer the necessary charges in good time.

9. The present Order shall be distributed to all hotels, inns and liquor shops in the capital, who shall comply therewith.

IV. KOVATCHEFF,
Chief Commissioner of Police.

Order No. 49 of June 23rd, 1927.

I hereby order as follows :

The most drastic action shall be taken against all places of prostitution, in whatever form they exist, private houses, hotels, liquor shops, cafés, sundry workshops, agencies, employment bureaux, etc., and they shall be closed.

Charges shall be preferred against the lessees and managers of these premises who offend against the present Order, as well as against persons taking advantage of their complaisant attitude, and they shall be dealt with in accordance with Articles 48 and 50 of the Law on the Administration of the Police and Articles 475 and 485 of the Penal Code.

Any offenders who are aggrieved at the line of action taken by the Police may appeal to the judicial authorities concerned within the statutory time-limit and in accordance with established procedure.

The enforcement of the present Order is entrusted : for the town of Sofia to the Police Supervision Department at Police Headquarters, and for the provinces to the Police Prefects and District Police Officers concerned.

IV. KOVATCHEFF,
Chief Commissioner of Police.

Canada.

January 31st, 1924.

From the replies of the provinces it is seen that no system of licensed houses exists in Canada. Most of the provinces state that no such system has ever existed. The province of Quebec states that the system of State licensed houses does not exist there, nor has it been recently abandoned.

November 20th, 1928.

The Canadian Government has sent the articles of the Canadian Penal Code dealing with penalties for procuring and brothel-keeping. Only those sections which directly relate to the prohibition of brothels are quoted below. The other articles are merely summarised.

ARTICLES DEALING WITH THE PROHIBITION OF BROTHELS.

Section 225. — A common bawdy-house is a house, room, set of rooms or place of any kind kept for purposes of prostitution or for the practice of acts of indecency, or occupied or resorted to by one or more persons for such purposes.

Section 228. — Everyone who, without lawful excuse, is found in any disorderly house shall be liable on summary conviction to a penalty not exceeding one hundred dollars and costs and, in default of payment, to two months' imprisonment.

2. Anyone who, as landlord, lessor, tenant, occupier, agent or otherwise, has charge or control of any premises and knowingly permits such premises or any part thereof to be let or used for the purposes of a disorderly house shall be liable upon summary conviction to a fine of two hundred dollars and costs, or to imprisonment not exceeding two months or to both fine and imprisonment.

Section 229. — Everyone is guilty of an indictable offence and liable to one year's imprisonment who keeps any disorderly house, that is to say, any common bawdy-house, common gaming-house or common betting-house, as hereinbefore defined.

2. Anyone who appears, acts or behaves as master or mistress, or as the person having the care, government or management of any disorderly house, or as assisting in such care, government or management, shall be deemed to be the keeper thereof and shall be liable to be prosecuted and punished as such, although in fact he or she is not the real owner or keeper thereof.

3. Everyone is guilty of an indictable offence and liable to a penalty not exceeding one hundred dollars and costs and, in default of payment, to imprisonment for a term not exceeding two months, or to imprisonment for a term not exceeding twelve months, who is an inmate of any common bawdy-house.

4. Anyone who has been convicted three or more times of any of the offences mentioned in sub-sections 1, 2 and 3 hereof shall be liable on the third or any subsequent conviction to imprisonment for a term of not less than three months and not exceeding two years.

5. If the landlord, lessor or agent of premises in respect of which any person has been convicted as the keeper of a common bawdy-house fails, after such conviction has been brought to his notice, to exercise any right he may have to determine the tenancy or right of occupation of the person so convicted, and subsequently any such offence is again committed on the said premises, such landlord, lessor or agent shall be deemed to be a keeper of a common bawdy-house, unless he proves that he has taken all reasonable steps to prevent the recurrence of the offence.

SUMMARISED ARTICLES.

Section 215. — Provides for the punishment of :

(1) Everyone who, being the parent or guardian of any girl or woman : (a) procures such girl or woman ; (b) knowingly receives the avails of the defilement, seduction or prostitution of such girl or woman.

(2) Any person indulging in sexual immorality, drunkenness or any other form of vice in the home of a child (boy or girl under 16 years), causing him or her to be in danger of becoming immoral, dissolute or criminal.

Section 216. — Provides for the punishment of everyone who : (a) procures or attempts to procure or solicits any girl or woman for unlawful carnal connection ; (b) induces any woman to a house of prostitution ; (c) knowingly conceals any woman in a house of prostitution ; (d) procures or attempts to procure any woman to become a prostitute ; (e) procures or attempts to procure any woman to leave her usual place to become a prostitute ; (f) directs any woman on her arrival to a brothel ; (g) procures any woman to leave Canada for the purpose of prostitution ; (h) procures any woman or girl by threats or intimidation ; (i) exercises control for the purpose of gain, aiding, abetting or compelling her prostitution ; (j) procures by false pretences or false representations any woman or girl to have unlawful connection ; (k) applies, administers any drug to any woman to overpower her for unlawful carnal connection ; (l) being a male person, lives wholly or in part on the earnings of prostitution.

Section 217. — Provides for the punishment of everyone who, being the owner or occupier of any premises, induces or knowingly suffers any girl under the age of 18 years to be in such premises for unlawful carnal knowledge.

Section 218. — Provides for the punishment of everyone who by fraudulent means induces any woman to commit adultery.

Section 219. — Provides for the punishment of everyone who unlawfully and carnally knows any idiot or insane or deaf and dumb woman or girl.

Section 220. — Provides for the punishment of everyone who : (a) allows an unenfranchised Indian woman to stay in his house with the intention of prostituting herself ; (b) being an Indian woman, prostitutes herself therein ; (c) being an unenfranchised Indian woman, occupies, frequents or is found in a disorderly house.

Section 230. — Provides for the punishment of everyone who : (a) wilfully prevents any constable entering any disorderly house or any part thereof ; (b) obstructs or delays any such constable in so entering ; (c) bolts or by any means secures the door of any common gaming-house ; (d) uses any means to obstruct or delay the entry of any constable or official into such disorderly house ; (e) being the owner or person in control of premises used as a disorderly house, allows any contrivance whatsoever to obstruct or delay the entry of any constable or official.

Section 238. — Provides for the punishment of : (a) a common prostitute wandering and not giving a satisfactory account of herself ; (b) a person having no peaceable profession to maintain himself and who supports himself by gaming, crime or the avails of prostitution.

Denmark.

December 5th, 1928.

The first result of the movement which took place in Denmark at the end of the last and the beginning of the present century with the object of prevailing upon the Legislature to abolish the licensed brothel system was seen in 1895. In March 1895, an Act was passed providing in the first place that no girl under 18 years of age should reside in a licensed house, and, secondly, withdrawing the powers of the Police to require women placed under police supervision to reside in licensed houses. The next step was an Act of April 11th, 1901, which absolutely prohibited under severe penalties the keeping of brothels (licensed houses). No infringements of this enactment have occurred, and the prohibition remains in force. No proposal to return to the system of toleration has been made from any quarter since 1901, and since the introduction of the prohibition the Police have encountered no difficulties due to the fact that brothel-keeping is forbidden. The prohibition is also retained in a draft of a new general penal law which the Danish Government has introduced in the Rigsdag.

Already in 1901 it was easy to foresee that the abolition of licensed houses would be followed by that of the Police regulation of prostitution in general ; and this was actually effected by an Act of March 30th, 1906, which came into force on October 11th, of the same year. In the course of the debate on this law, protests were indeed made against the abolition of police regulation, which was held to be undesirable on grounds of hygiene and public order.

The current of opinion which pressed for the abolition of regulation was, however, far the stronger, and a retrospect of the twenty-two years that have passed since the abolition, and an estimate of the progress made during that time, will show that such apprehensions were unjustified. Simultaneously with the abolition of regulation, a system was established on the broadest lines whereby free treatment for venereal disease was made available to all, and it was recognised as a universal right and duty to undergo treatment. This had already been sanctioned by Danish law some time earlier, but the development of the system had been held back by the view then taken that prostitutes (of whom at any time only a minority came under supervision) were the only sources of the spread of venereal disease. The widest advantage is taken of this universal and unrestricted access to free treatment, and the system established in connection with it, which aims at securing control of persons in need of treatment as soon as the disease begins and retaining it to the end, is working satisfactorily. It should be specially remarked that there is no reason to suppose that the measures of compulsion embodied in this system — which are employed with discretion — have any tendency to deter persons suffering from venereal disease from going to a doctor, though at the beginning such a development was feared in certain quarters. It is worth mentioning that in Copenhagen the number of cases of venereal disease notified in 1926 per 10,000 of the population was as follows: gonorrhoea, 114 cases; ulcus venereum, 3 cases; and syphilis, 27 cases. The corresponding figures in 1927 were 102, 2 and 21; in 1885, 212, 51 and 66; in 1895, 118, 13 and 40; and in 1907, 129, 17 and 45. Although various special factors enter into all statistics of venereal disease, it is safe to say that, so far as concerns Denmark, the rise and fall in the number of notified cases of venereal disease cannot be referred to the existence or non-existence of a system of regulated prostitution.

From the point of view of public order, the first few years after the abolition of regulation in 1906 certainly produced some difficulties, primarily due to the fact that some of the prostitutes who had formerly been required to live in certain streets moved, but at the same time retained their habit of meeting one another daily, and now used street-corners as their rendezvous and place of operations.

Thanks to the provisions of Article 2, paragraph 1, of the above-mentioned Act of March 30th, 1906, and to the Copenhagen Police regulations — whereby soliciting in the public street or way or any public place is prohibited, and the Police may forbid individual prostitutes to remain at a specified street-corner or corners or within a given distance in either direction — it has been found possible to keep the streets of the city tolerably free from soliciting and other annoyances on the part of prostitutes, and to prevent them from meeting in the streets or public places. Annoying behaviour on the part of prostitutes was, of course, by no means unknown before the abolition of regulation.

Besides abolishing regulation, the Act of March 30th, 1906, directed the Police that they may employ the provisions of the Vagrancy Act against prostitutes. This direction has been followed, and the practice that has developed is partly responsible for the fact that the bounds of public order and decency are not overstepped. The persons against whom the Vagrancy Act can be used are primarily those who make it plain by their behaviour in the street that they have no occupation but seek to make their living by prostitution.

SUMMARY OF THE LAW OF MARCH 30TH, 1906, ON THE SUPPRESSION OF OPEN PROSTITUTION AND VENEREAL INFECTION.

The Law of March 30th, 1906, abolishes the former system of licensing. It allows the application to prostitution of the Vagrancy Law, under which prostitutes may be punished whose attitude on the public thoroughfare clearly shows that they have no proper employment and are seeking to derive profit from prostitution.

This law prohibits licensed houses (see below Article 3 *in extenso*) and the letting of rooms for immoral purposes.

As regards venereal disease, penalties may be inflicted when one spouse infects another, provided the injured party complains. Any person suffering from venereal disease is bound to undergo treatment and continue such treatment until he or she is cured.

Doctors must warn their patients of their condition and inform them of the various regulations with which they must comply under the present law.

Doctors are bound to report all cases they have treated, but are not obliged to give their patients' names.

If a nurse is infected by syphilitic children, penalties may be imposed and compensation may be demanded.

Any person charged with one of the offences referred to in this law may, as a police measure, be subjected to medical examination, if he or she consents (see below Article 10 *in extenso*).

Medical inspection must be carried out, if possible by a person of the same sex as the person to be examined, unless the latter foregoes this right.

Free treatment must be granted if necessary. The patient is liable to a fine if, while still in an infectious state, he or she fails to attend for medical treatment.

When a patient has been sent to hospital, he or she may not (on penalty of imprisonment) leave the establishment without the permission of the medical officer in charge of the case.

Women who have committed offences against Article 2 of the present law (see below Article 2 *in extenso*) may not become waitresses in hotels or restaurants or act as barmaids.

ARTICLES 2, 3 AND 10 OF THE LAW OF MARCH 30TH, 1906.

Article 2.

Any person who induces another person to commit immoral acts, or openly leads a dissolute life so that it results in an offence against decency, a scandal, or the annoyance of the neighbourhood, is liable to imprisonment or, in the case of aggravating circumstances, or offences subsequent to the first offence, punishment by penal servitude.

Should there be extenuating circumstances, the said punishment may be reduced to a fine.

Any woman who makes a profession of prostitution shall be liable to the same penalty if an adult man or a child over two years of age lives with her, or if she receives, for the purpose of engaging in prostitution, men of the age of less than 18 years.

If the offender has not been punished previously and has not received a warning, the penalty provided for above may be replaced by a police warning, unless the accused person requests a trial.

Article 3.

The keeping of licensed houses is prohibited. Any person who infringes this prohibition shall be liable to internment in a penitentiary, or to penal servitude, or to ordinary imprisonment. Any person who is guilty of procuring shall be liable to the same penalty.

Any person who, for purposes of gain, admits to his house persons of different sex, in order that they may engage in immoral acts, and lets rooms not for the purpose of permanent residence but in order to facilitate immorality, and any person who admits to his house women below the age of 18 who make a profession of prostitution, shall be punished by imprisonment or by penal servitude.

Article 10.

Any person who is charged with any of the offences mentioned in paragraphs 1, 2, 4 or 9, sub-paragraph 2, of the present Law, or in paragraph 181 of the ordinary Penal Code, may, by the action of the police, be subjected to medical examination with his explicit consent. Should he refuse, the court shall determine (by a decision) whether the medical examination shall take place without the consent of the person concerned.

EXTRACT FROM THE DRAFT NATIONAL PENAL CODE OF DENMARK.

Article 228.

Paragraph 1. — Any person who, for the sake of gain, either induces a person to engage in prostitution with others or prevents a person professionally engaged in prostitution from abandoning the same, or keeps a brothel, shall be charged with procuring and sentenced on conviction to a term of imprisonment not exceeding four years.

Estonia.

November 20th, 1928.

No licensed houses have existed in Estonia since the creation of the Republic, the health departments of the autonomous district and municipal administrations having refused to grant the necessary permits for opening such establishments. The steps taken by the local authorities were later confirmed and supplemented by the Regulation for the prevention of prostitution and the venereal diseases connected therewith promulgated by the Department of Public Health and published in the *Riigi Teataja* (Official Journal), No. 18, of 1921. A supplementary Regulation amending this measure was issued in 1922 (*Riigi Teataja*, No. 90, of 1922).

General guiding principles for the campaign against the evils of prostitution are also found in paragraphs 324 and 325 of the Law on Public Order and Security, an English translation of which is given below.

Among the Regulations issued on this subject by the local autonomous administrations should be mentioned the Compulsory Regulation concerning Hotels and Furnished Apartments issued by the Municipal Council of the City of Tallinn and published in the *Riigi Teataja* (Official Journal), No. 89/90, of 1925; paragraph 36 of this Regulation prohibits the renting of rooms or flats for immoral purposes.

Translations of the texts of the first two Regulations mentioned above and of extracts from the Regulation of 1925 are given below.

December 23rd, 1929.

With special reference to the campaign against venereal diseases, the compulsory registration of infectious and venereal diseases was introduced by Law of March 25th, 1926, published in the *Riigi Teataja* (Official Journal), No. 34, 1926.

This was supplemented later by the Law of December 16th, 1926, published in the *Riigi Teataja* (Official Journal), No. 1, 1927, establishing the principle of compulsory medical treatment for persons suffering from venereal disease. Poor persons are given free treatment in appropriate departmental or municipal institutions. Should they refuse to comply with this obligation, or should treatment be discontinued before they are finally cured, they will be required to attend the hospital for these diseases and to undergo the treatment prescribed until they are completely cured.

I.

CODE OF LAWS, VOLUME XIV, 1916 EDITION, LAW ON PUBLIC ORDER AND SECURITY.

Chapter X. — Measures against Prostitution.

324. It is an offence to open one's own house or a house held on lease, by day or night, for the purpose of prostitution, and to enter a house in order to earn money either as a prostitute or from the prostitution of others. — April 8th, 1872 (15379), Article 221 ; March 23rd, 1893 (12166), Article 34.

Note. — Public Health Police Committees have been formed for the supervision of prostitutes. The work of these committees is governed by rules specially issued for that purpose. — October 8th, 1843 (17213) ; July 4th, 1844 (18047) ; August 7th, 1845 (19261) ; October 16th, 1845 (19402) ; December 18th, 1845 (19530) ; August 31st, 1848 (22542) ; November 9th, 1848 (22724) ; October 18th, 1849 (23582) ; July 31st, 1851 (25461).

325. Gatherings of prostitutes and disorderly crowds are never in any circumstances permitted, but are dispersed by the Police. — April 8th, 1872 (15379) ; Articles 122, 263 ; April 14th, 1828 (1958) ; June 3rd, 1837 (10306), § 103.

II.

REGULATION ISSUED BY THE CENTRAL ADMINISTRATION OF PUBLIC HEALTH FOR THE PREVENTION OF PROSTITUTION AND THE VENEREAL DISEASES CONNECTED THEREWITH.

(*Riigi Teataja* (Official Journal), No. 18, 1921.)

§ 1. All persons whose premises are occupied or frequented by prostitutes must notify the following authorities within 48 hours : in the districts, the Public Health Section of the Autonomous Administration ; and in the towns, the Health Section of the local municipality.

§ 2. Prostitutes are only allowed in premises which have been registered by the Health Section and established in accordance with the latter's instructions.

§ 3. The lessee may not exercise any pressure on the prostitute nor interfere in the relations between the prostitutes and her visitors, nor attempt to make any profit therefrom.

§ 4. The owner of the premises must notify the Health Section within 24 hours of a prostitute's departure or change of residence.

§ 5. Prostitutes must be medically examined on the days and at the place appointed by the medical officer of the Health Section.

Note. — Should sickness or other circumstances prevent the execution of the above provision, the prostitute or lessee must notify the fact to the medical officer of the Health Section within 24 hours.

§ 6. The competent officials of the Health Section and Health Police are authorised to require any suspected woman to produce her health certificate and other information concerning her person, place of residence and occupation.

Note 1. — Women against whom a complaint has been made on good grounds or by a trustworthy person, or who are manifestly guilty in public of an offence against morality, are considered suspected women.

Note 2. — No complaints will be received unless they contain the exact name and address of the complainant and supply proper evidence. The name of the complainant will be kept secret should he so request.

§ 7. Any suspected person referred to in paragraph 6 who is unable to produce a health certificate must obtain the required document within 24 hours.

Note 1. — Health certificates are issued free of charge by the medical officer of the Health Section. Private medical practitioners may also issue such certificates on the authority of the Health Section.

Note 2. — Should a suspected person who has been referred to a medical practitioner by a competent official of the Health Section or by the Health Police be found to be suffering from venereal disease, the medical practitioner must notify the Health Section within 24 hours.

Note 3. — The following are considered as venereal diseases, whatever part of the body may be affected : gonorrhoea, syphilis and venereal chancre.

§ 8. Venereal patients, male and female, who are liable to communicate the disease to others are subject to compulsory treatment and are placed in special hospitals for this purpose.

§ 9. Suspected women, referred to in § 6, suffering from venereal disease may, with the permission of the Health Section, obtain treatment from private medical practitioners authorised thereto by the Section ; in that case, they must submit to the Section certificates of treatment issued by the private medical practitioners in question in accordance with the prescribed requirements.

§ 10. Sexual intercourse is forbidden to persons suffering from venereal disease in its contagious stage.

§ 11. At the time of examination or during the medical treatment of a person suffering from a contagious venereal disease, the medical officer must draw the attention of the patient to the possibility of the disease being communicated to others and the manner in which it may be communicated, and also to the prohibition contained in § 10.

§ 12. Husbands of prostitutes, and *souteneurs*, must not prevent the regulations laid down by the Health Section concerning prostitutes from being carried out.

§ 13. Offences against the present regulations, refusal to undergo compulsory treatment for the above diseases, absence from hospital without leave, and failure to return at the proper time on being allowed out are punishable under Article 29 of the Penal Code of the Justices of the Peace.

§ 14. The Health Section and its subordinate authorities are responsible for supervising the application and execution of the present regulations.

§ 15. The Compulsory Regulation for the Prevention of Prostitution and the Venereal Diseases connected therewith, published in the *Riigi Teataja*, No. 75/76, of 1920, will cease to be in force as from the date of publication of the present regulations.

III.

REGULATION AMENDING NOTES 1 AND 2 TO § 6 OF THE REGULATION FOR THE PREVENTION OF PROSTITUTION AND THE VENEREAL DISEASES CONNECTED THEREWITH.

(*Riigi Teataja* (Official Journal), No. 90, of 1922.)

§ 1. Notes 1 and 2 to § 6 of the Regulation for the Prevention of Prostitution and the Venereal Diseases connected therewith are amended as follows:

Note 1. — Women against whom an accusation has been made on good grounds to the Health Section are considered suspected persons if the information supplied is confirmed by observation carried out secretly, each detective officer being held personally responsible for the accuracy of his reports. Only after this procedure may the woman in question be summoned to attend an enquiry and undergo medical examination.

Note 2. — The names of the complainant and of the officer making the report are kept secret if the information is confirmed by the medical officer's visit (examination), otherwise the names of the evily disposed complainant and of the officer who obtained the information are communicated to the woman.

Done on July 11th, 1922.

IV.

COMPULSORY REGULATION CONCERNING HOTELS AND FURNISHED APARTMENTS, ADOPTED BY THE MUNICIPAL COUNCIL OF THE CITY OF TALLINN, APRIL 22ND, 1925.

(Promulgated under § 108, p. 18, of the law regarding towns.)

(*Riigi Teataja* (Official Journal), Nos. 89-90, of 1925.)

§ 1. A permit from the municipality is necessary in order to open an hotel or let furnished apartments.

Note 1. — In the text of the present compulsory regulation, hotels and furnished apartments are referred to as "establishments".

Note 2. — Establishments are held to be hotels or furnished apartments, whatever the number of rooms rented:

(a) If a public announcement is made to that effect by means of a permanent sign or public advertisement; or

(b) If rooms are habitually let for a shorter period than one month.

Note 3. — The following are not held to be hotels or furnished apartments:

(a) Premises the tenant of which lets one or more rooms to individuals or families (subtenants) for at least one month;

(b) Furnished lodgings let by the owner of the house for at least one month.

§ 34. Servants and other persons employed in establishments must be tidily and properly dressed; women servants must be at least 20 years of age.

No person suffering from cutaneous or contagious venereal disease may be employed in an establishment. Owners of establishments must cause all persons employed therein to be examined by the medical officer of the establishment before beginning their employment, and subsequently at least once a month. The results of the visit (examination) are registered by the medical officer in a book kept for that purpose, which can at all times be inspected by the medical officers appointed by the municipality for the supervision of public health; such officers are also entitled to verify at any time the state of health of the persons employed in the establishment.

Note. — The health inspection book must contain the following particulars: (1) Registration number; (2) Date of medical examination; (3) Name and christian name of employee; (4) Age; (5) The medical officer's remarks concerning the state of health; (6) The medical officer's signature.

§ 36. The renting of premises for the purposes of prostitution is prohibited.

§ 37. Minors under 18 years of age, with the exception of those arriving from outside Tallinn, may not enter an establishment unless in the company of their parents or other members of their family.

§ 38. Every establishment must keep a registration book and a house-book. In the registration book are entered the names of all persons who stay less than 24 hours in the establishment; those who stay more than 24 hours are entered in the house-book. The management is authorised to require all guests to produce their identity certificates, passports or other corresponding documents.

Note. — The registration book must contain the following particulars: (1) The numbers of rooms in which visitors have stayed; (2) Name and christian name of visitor, father's name, nationality or citizenship; (3) Year of birth; (4) Identity document; (5) Date of arrival and place from which the visitor came.

The house-book must contain the same particulars and, further, a column headed: "Date of departure and place of destination".

SUMMARY OF THE LAW OF MARCH 25TH, 1926.

Under the Law of March 25th, 1926 (Official Journal, No. 34, 1926), medical practitioners are required to register all cases of venereal diseases which come to their knowledge. The Ministry of Labour and Health is responsible for the application of this law, while the methods of registration are to be examined by it in conjunction with the Estonian Central Statistical Office. The necessary funds are to be supplied by the Ministry of Labour and Health.

SUMMARY OF THE LAW OF DECEMBER 16TH, 1926.

The Law of December 16th, 1926 (Official Journal, No. 1, 1927), drawn up by the Ministry of Labour and Health, establishes the principle of compulsory medical treatment for persons suffering from venereal diseases; these diseases are enumerated in this law. The provincial and municipal authorities are responsible for the carrying out of the law. Out-patient treatment is provided free of charge and the Government has agreed to grant a subsidy. Medical practitioners are required to enter particulars of cases on cards. Strict professional secrecy is required on the part both of doctors and of the officials responsible for carrying out the law. Patients who refuse to undergo treatment may be prosecuted by the police and are liable to imprisonment or a fine.

Finland.

November 4th, 1929.

When in 1907 regulated prostitution was abolished in Finland by decree, the system was not yet sufficiently developed for its abolition to involve any far-reaching transitional measures. For the same reason, there is no accurate information on a comparative basis regarding this period of transition. Even in other respects these phenomena did not seem to be so serious in Finland, in view of the general conditions and especially the smallness of the towns, as in a great city or similar populous centre. Order in this respect is now maintained in the streets and public places by the police, and in the larger towns by a special branch (health police). Officers of this branch arrest suspected women, who are then questioned and given such warning as may be necessary by the Public Relief Commission as provided by the Vagrancy Decree of April 2nd, 1883. If, after repeated warnings, they continue their immoral life, they are handed over to the Prefect, who, acting under the same decree, orders them to be employed on public works.

When the present system was introduced, the matter of venereal disease was taken out of the hands of the police and entrusted to the health authorities. In towns of any size it is dealt with by a special Health Office. At Helsingfors, for example, this Office is controlled by the Public Health Commission and by the Chief Medical Officer of the city. It is the duty of the Health Office to ascertain what persons are likely, by their manner of life, to be spreading venereal disease, and to request them to undergo examination and, if infected, treatment either at the hands of private practitioners or in clinics or at Health Offices, and to produce a certificate of such treatment. The police also notify the Health Office of arrests made by them and, if the Health Office thinks it necessary, the arrested women are sent to it for further action.

If it is found that a person is suffering from venereal disease and that there is danger of its spreading — as in the case of common prostitutes, for example — such person may be sent to hospital. Through the system of medical certificates and examinations at the Health Office, these persons can be kept under observation as long as is thought necessary.

The Health Office is not entitled to require any person to be examined against his or her will, but the police, as responsible for public safety, may be notified of such cases. They may then, if they think it necessary, arrest the person in question and bring him or her up for examination.

From the point of view of public health, the authorities consider that the present system has been highly effective, and this is proved by the great increase in venereal disease at times when, owing to disturbances caused by war, etc., it has not been possible to enforce the system.

On social and moral grounds, however, it has been felt that the system requires re-modelling, and a Special Committee was appointed for this purpose and made a detailed report upon the question in 1924.

The Finnish Government has communicated to the Secretariat the report submitted in 1924 by the Special Committee. This report contains a summary and criticism of the laws in force in 1924, together with proposed amendments and additions. The report also contains a scheme for public instruction as regards venereal diseases and various suggestions for the improvement of existing establishments or the creation of new institutions.

In its criticism of the laws, the Committee considers that, although the State registration of prostitution has been abolished in Finland, the legislation on which this system is based

still exists. The new and the old laws are in many cases contradictory. A revision of the existing laws regarding the prevention of venereal disease is therefore absolutely essential. Under the present law, treatment is not compulsory as soon as the disease is discovered, or during the whole of the infectious period. Consequently, this treatment is often begun too late. In many cases, the patient discontinues the treatment too soon or the treatment is not regularly followed. Penalties for refusal to undergo treatment must therefore be imposed. Preventive health measures must also be re-organised.

The Finnish Special Committee accordingly proposes the following amendments to the existing laws :

1. Persons suffering from contagious venereal diseases should be forbidden to contract marriage without permission. Request for the publication of marriage banns should be accompanied by a medical certificate.

2. Any person who, by sexual intercourse, exposes another to the risk of contracting a venereal disease, and any person who otherwise infects another, whether intentionally or through carelessness, should be punished. The provisions of Article 10 of Chapter XX of the Penal Law should be applicable to any person exploiting another person who is living as a prostitute.

3. In the case of a certain class of offenders, the administrative measures relating to vagabondage should be applied. If necessary, they should be placed in an asylum or penitentiary.

The Committee submits a scheme for the instruction of the public in the prophylaxis of venereal diseases.

It suggests that, in order to achieve the necessary uniformity and centralisation, a detailed programme of instruction in sexual hygiene should be drawn up, and recourse should be had as far as possible to appropriate educational institutions.

A special scheme for the organisation of this instruction in primary and secondary schools and in other educational establishments should be drawn up with the assistance of experts.

Credits should be voted for the organisation of this instruction and the acquisition of the necessary material.

Lastly, the Committee proposes that an institution should be established by the State for the internment of persons who, by their conduct, are likely to spread venereal diseases.

The Committee urges that subsidies should be granted to private associations which desire to organise homes or labour colonies on the lines proposed by the Committee, and that a law should be framed for the protection of children and young people.

Although the work of this Finnish Special Committee dates back to 1924, its findings still hold good, as, with the exception of an administrative order of February 12th, 1925, and amendments to the Penal Code introduced in 1926, the laws in force were in existence before the report of this Committee.

The principal regulations governing the questions of health and morals in Finland are as follows :

1. Resolution of the Senate of May 16th, 1907, abolishing the legal regulation of prostitution ;

2. Regulations of the Public Health Bureau set up to deal with venereal disease, dated May 16th, 1907 ;

3. Instructions for the medical officer and assistant of the Public Health Bureau dated May 16th, 1907 ;

4. Instructions for the inspectors of the Public Health Bureau set up to deal with venereal disease, dated February 12th, 1905 ;

5. Summary of the decree relating to measures to be adopted to combat venereal disease, dated May 28th, 1894 ;

6. Extract from the Finnish Penal Code of December 19th, 1889, amended on February 5th, 1926.

RESOLUTION OF THE FINNISH SENATE ABOLISHING CONTROLLED PROSTITUTION.

(Helsingfors, May 16th, 1907.)

In virtue of the power conferred on it, the Senate has seen fit to decide that controlled prostitution, including the registration and medical examination of prostitutes, instituted in certain towns under the Order of May 28th, 1894, and containing detailed provisions concerning prophylactic measures against venereal disease, shall be abolished ; at the same time, the Senate gives instructions that new regulations must be drawn up without delay concerning the measures to be adopted for combating venereal disease in the aforesaid towns, and that the new regulations should provide that measures for which the Police authorities were responsible under the earlier Order ought henceforward preferably to be entrusted to the health authorities.

REGULATIONS FOR THE HEALTH OFFICE ESTABLISHED FOR THE PREVENTION OF VENEREAL DISEASE.¹

(Confirmed by the Senate on May 16th, 1907.)

Article 1.

The Health Office, established for the prevention of venereal disease, shall be responsible for keeping a strict watch on the appearance and spread of venereal disease and facts connected therewith,

¹ Articles 5 and 7 concern days on which the Office shall be open and staff leave, details which are of no importance for the present purpose.

for taking all necessary steps to check the dissemination of venereal disease, for helping prostitutes to reform, and for preventing persons who are obviously leading an immoral life from becoming professional prostitutes.

Article 2.

The Health Office, which is under the immediate direction of the Health Commission and the supervision of the chief municipal health officer, shall be composed of a qualified doctor acting as director, a chief secretary, an assistant with a knowledge of medicine, and a suitable number of inspectors (or inspectresses); the last named shall be appointed by the Health Commission.

Article 3.

The Health Office shall, in the exercise of its functions, observe the instructions contained in the Decree of May 28th, 1894, relating to prophylactic measures against venereal disease, wherever these are applicable, and in the Order of the same date containing detailed instructions as to the measures to be adopted; the medical health officer shall, however, determine the details of the work of the Office.

Article 4.

There shall be a medical post working in close touch with the Health Office to give treatment and to examine persons suspected of communicating venereal disease, who, under Article 4, paragraph 4 of the Order of May 28th, 1894, must undergo medical examination.

Article 6.

The Health Office shall be assisted by the police to the extent provided for by the Decrees in force.

INSTRUCTIONS FOR THE MEDICAL HEALTH OFFICER AND HIS ASSISTANT IN THE HEALTH OFFICE.¹

(Confirmed by the Senate on May 16th, 1907.)

Article 1.

The doctor in charge of the Health Office established for the prevention of venereal disease must be a recognised doctor of Finnish nationality and a specialist in venereal disease; he shall be nominated by the Health Commission and elected by the Municipal Council for a period of six years.

Article 2.

The doctor must keep a close watch on all circumstances in the town and its neighbourhood likely to promote the spread of venereal disease; he must endeavour to prevent the disease and check its extension. He shall keep the Health Commission constantly informed as to the nature, extent and variation of such disease and make any suggestions required by the situation.

Article 3.

It shall be the duty of the doctor to supervise the Health Office and the medical post and to see that the latter is constantly supplied with modern and suitable material, apparatus, instruments, medicaments, dressings, disinfectants, etc., and also that his subordinates perform their duties satisfactorily.

Article 4.

In accordance with the reports and communications submitted concerning persons suspected of communicating venereal disease, the doctor shall, after careful consideration, take such steps as are best suited to each individual case.

Article 5.

The doctor shall endeavour in a friendly spirit to induce persons addicted to immoral practices to consider the risks to which they are exposing themselves (risks which are also a public menace) and shall do his utmost to prevail upon them to reform.

Article 6.

The doctor shall also be in attendance at the medical post on all working days, and shall carry out his examinations and treatment in accordance with the most recent scientific practice.

Article 7.

Medical examinations must be carried out in a manner which does not offend against decency or morality; men and women must not be examined on the same occasion, nor depraved persons with the young and less corrupt. Large numbers of persons must not be brought together for examination.

¹ Articles 11 and 12 are purely administrative and hence are not reproduced here.

Article 8.

If, on medical examination, a person is found to be suffering from a venereal disease or if his symptoms are such as to call for clinical treatment, the doctor must, should such a step appear to be necessary to prevent the risk of infection, send that person to a public hospital or to the special municipal hospital for venereal cases.

Article 9.

The doctor must frequently re-examine and carefully watch the condition of any person he has examined and found to be suffering from syphilis at the infectious stage, but who does not absolutely require clinical treatment. He must also keep under observation and frequently examine other persons who have come before him and whose manner of living obviously renders them liable to communicate venereal disease.

Article 10.

The doctor must keep a record of his work and submit reports and other communications to the municipal Health Commission at the dates and on the forms required by that authority. He must also supply the Medical Board and the municipal Police with the necessary statistics and lend his assistance within the scope of his activities in any other manner that the authorities may require.

INSTRUCTIONS FOR INSPECTORS ATTACHED TO THE HEALTH OFFICE ESTABLISHED FOR THE PREVENTION OF VENEREAL DISEASE.

(Approved by the Health Commission of the Municipality of Helsingfors on February 12th, 1925.)

Article 1.

Inspectors attached to the Health Office, who shall be under the direct authority of the Inspectorate-General, must strictly observe the orders of the doctor or of his assistant, carry out the duties appointed for them by the latter and submit a daily report on their work.

Article 2.

An inspector must go on his rounds in the streets, gardens and other places in the towns which are the habitual resort of idlers, keeping to the time-table made out by the doctor, and watch the movements of suspected prostitutes; as soon as he is convinced that such suspicions are well-founded, he shall, after furnishing evidence of his official capacity, request the suspected person to report to the Health Office or to produce, within a given period, a health certificate of the regulation type.

Article 3.

When carrying out his duties, an inspector must bear in mind that the work of the Office is confidential; he must proceed with the greatest tact and discretion, and must act in such a way as not to convey the impression that he approves of immorality; he must therefore have no dealings with prostitutes nor accept invitations of gifts from them.

Article 4.

An inspector is not empowered to arrest or take any person to the Health Office or the Police station. If the person requested to report to the Health Office fails to appear, the inspector, having obtained special authorisation in each case from his chief, may call upon the Police to bring the person in question to the Office.

Article 5.

An inspector is not empowered on his own initiative to fetch persons who are to be brought to the Office from their place of work, but must suggest the step to the Inspectorate-General. The latter may, if need be, detail a woman attached to the Office for the duty.

Article 6.

If an infected person who is to be taken to hospital desires first to go home or settle important business, the inspectress may, after due enquiry, authorise him or her to do so; in that case, she must request the inspector to accompany the infected person; the former must see that the person in question on no account enters a café, restaurant or shop to make purchases.

Article 7.

Inspectors must not divulge to unauthorised persons any information they obtain while carrying on their duties.

SUMMARY OF THE DECREE OF MAY 28TH, 1894, CONCERNING MEASURES AGAINST VENEREAL DISEASE.

As this Decree, with the exception of Article 7, which dealt with regulated prostitution, is still operative, its contents are summarised as follows:

The medical and Police authorities in towns and rural communes are required to take appropriate measures for checking the spread of venereal disease, and in particular to supervise prostitutes.

When it is obvious, or when there is good reason to believe, that a person is suffering from syphilis, his or her employer within the meaning of the law, as well as the doctor, midwife or vaccinator in so far as they are not bound by professional secrecy, the administrative authority and the Police are required without fail to report the infected person to the Health Board or the Municipal Board in the manner prescribed. In the absence of these institutions, the report must be made to the competent administrative authority.

Medical examination or, alternatively, a doctor's certificate is compulsory for persons who, by reason of their immoral life or other circumstances, are liable to communicate syphilis. Sometimes a whole urban or rural community may be required to undergo medical examination, failing production of a doctor's certificate proving that the holder is not suffering from the disease. Infected persons may be sent to hospital if they are otherwise likely to spread the disease.

EXTRACT FROM THE PENAL CODE OF FINLAND OF DECEMBER 19TH, 1889, AMENDED ON
FEBRUARY 5TH, 1926.

Article 10.

Any person who keeps a house of prostitution or induces a woman to engage in immorality shall be charged with procuring and sentenced on conviction to imprisonment with hard labour for a term not exceeding three years and to forfeiture of civic rights.

Attempts to commit the above offences are also punishable.

Any women who, in such a house or elsewhere, engages in immorality shall be sentenced to imprisonment for a term not exceeding two years.

Great Britain.

MEMORANDUM BY THE BRITISH DELEGATE.

February 21st, 1929.

Great Britain falls into the category of abolitionist countries. A limited experiment in official regulation was made in 1864 and lasted until 1886, when, after a prolonged controversy, the Acts upon which the experiment was based were finally repealed by Parliament. It is unnecessary to describe this experiment in detail, because the particulars have already been given in a previous memorandum circulated to the Committee. Since 1886, Great Britain, in dealing with the problem of prostitution, has discarded all aspects of official regulation, and the same policy has been adopted for the most part in other parts of the British Empire outside Great Britain. Owing to the diversity of race and social customs, modified forms of regulation remain, as will appear later, in one or two of the colonies, but the policy of the British Government is to replace these methods as soon as circumstances permit; considerable progress is being made towards the achievement of this object.

It will be generally admitted that the objects which each country must set before itself in confronting the problem of prostitution are fourfold. First and foremost, there is the incidence of the venereal diseases. The devastating effects of these diseases on the life and vigour of a nation are well known and need no emphasis. They are largely the result of promiscuity and, unless held in check, are liable to produce widespread disaster. Secondly, there is the necessity for preventing the exploitation of persons, and especially young persons, for the purposes of vice. This terrible danger exists wherever commercialised prostitution is found, and in its worst aspects has become a subject (as this Committee is well aware) of international concern. Thirdly, there is the desire which is inherent in good government, both on social and moral grounds, to limit the amount of prostitution and restrict the evil within the narrowest possible limits; and, finally, there is the need for preserving public decency and good order so as to encourage a high standard of public behaviour and to permit respectable citizens to proceed on their lawful occupations without risk of molestation.

It may be useful to describe briefly the measures which have been taken in Great Britain to attempt to cope with these different aspects of the problem.

1. *Venereal Diseases.* — The limited experiment in official regulation which was carried out from 1864 to 1886 was supported almost entirely on medical grounds. Judged merely as a medical measure, its value was by no means proved. During these years, the incidence of venereal disease among the troops tended to decrease, but the decrease is even more marked after the experiment was brought to an end, and an incomparably greater effect has been produced by modern methods in which official regulation plays no part.

It may be admitted that the strong public opposition to the system of regulation which induced Parliament to repeal the law authorising it was based on moral and social, rather than medical, arguments. These arguments have been disregarded for the purposes of this memorandum. Later experience has conclusively shown that the abandonment of the system has been fully justified on medical grounds, and very few medical men who are experienced in the treatment of venereal diseases would support a return to the older system. During the last twenty or thirty years, medical opinion on this subject has undergone a considerable change, which was reflected in the report of a Royal Commission which was appointed in 1913 to enquire into the prevalence of venereal diseases in the

United Kingdom, their effects upon the health of the community and the means by which those effects can be alleviated or prevented. The strength of the public opinion against official regulation is indicated by the fact that the Commission was instructed at the time of its appointment that no return to the policy or provisions of the Contagious Diseases Acts of 1864, 1866 and 1869 was to be regarded as falling within the scope of the enquiry.

As a result of this enquiry, a comprehensive scheme for the prevention and treatment of venereal diseases was formulated and has been steadily developed. The fundamental principle in the scheme is the provision of free medical facilities for the treatment of venereal diseases under conditions of privacy in every locality. The results gained by these methods are full of encouragement. The British Social Hygiene Council (which was formed as a result of one of the recommendations of the Royal Commission) has kindly furnished, for the information of the Committee, a statement which has been appended to this memorandum¹ describing the scheme in greater detail and giving an account of the results which have hitherto been obtained. The opportunity has been taken of incorporating in the statement some account of similar measures taken in several of the British colonies.

2. *Exploitation for Purposes of Vice.*—It is generally recognised that, where prostitution is allowed to flourish without check, there is a serious risk of exploitation for the purposes of vice and especially of the victimisation of young persons. It is therefore important to punish severely those who procure women or girls for the purpose of immorality or who live directly or indirectly on the profits of immorality. It will be obvious that, where a system of licensed or recognised brothels exists, this policy of punishing the third party who lives on the profits of the business cannot be effectively pursued, because it is impossible to punish a person for doing what he is allowed to do by authority.

Under English law, the keeping of a brothel is indictable as a common nuisance, "not only in respect of its endangering the public peace by drawing together dissolute and debauched persons, but also in respect of its apparent tendency to corrupt the manners of both sexes by such an open profession of lewdness".²

Under the Disorderly Houses Act, 1751 (25 Geo. ii, c.36), on the complaint of two ratepayers of a parish, the authorities were obliged to take proceedings against persons keeping "bawdy-houses, gaming-houses and other disorderly houses". But the delay and expense of procedure by indictment made such prosecutions rare. In 1885, the Criminal Law Amendment Act of that year (48 & 49 Vict., c.69, s.13) provided a much more expeditious remedy by summary procedure. The Act of 1885 [as amended by the Criminal Law Amendment Act, 1912 (2 & 3 Geo. V., c.20), and the Criminal Law Amendment Act, 1922 (12 & 13 Geo.V., c.56)], provides that:

"Any person who:

"(1) Keeps or manages or acts or assists in the management of a brothel; or

"(2) Being the tenant, lessee or occupier or person in charge of any premises knowingly permits such premises or any part thereof to be used as a brothel or for the purposes of habitual prostitution; or

"(3) Being the lessor or landlord of any premises or the agent of such lessor or landlord, lets the same or any part thereof with the knowledge that such premises or some part thereof are or is to be used as a brothel or is wilfully a party to the continued use of such premises or any part thereof as a brothel;

"shall, on summary conviction, in manner provided by the Summary Jurisdiction Acts, be liable:

"(1) To a fine not exceeding £100 or to imprisonment with or without hard labour for a term not exceeding 3 months; and

"(2) On a second or subsequent conviction to a fine not exceeding £250 or to imprisonment with or without hard labour for a term not exceeding 6 months; or in any such case to both fine and imprisonment."

It may be interesting to quote the number of persons dealt with for brothel-keeping over a number of years. The figures are taken from the Criminal Statistics for 1926 and include cases tried on indictment as well as those tried summarily.

¹ See Appendix, page 151.

² *Vide* RUSSELL on Crimes, 7th edition, Vol. I, page 1892.

	Annual average
1900-04	1,277
1905-09	1,479
1910-14	1,032
1915-19	800
1921-25	396
1926	324

It will be seen that in the last twenty-five years there has been a very marked and continuous decrease in the number of offenders.

The offence of procuration for immoral purposes is dealt with severely under English law. The discovery of a number of instances in which English girls had been procured for employment in foreign brothels led to the passing of the Criminal Law Amendment Act, 1885 (48 & 49 Vict., c. 69), which was amended in 1912. Sections 2 and 3 of that Act provide as follows :

“ Any person who :

“ (1) Procures or attempts to procure any girl or woman under 21 years of age not being a common prostitute or of known immoral character to have unlawful carnal connection either within or without the Queen’s dominions with any other person or persons ; or

“ (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 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 purpose of prostitution become an inmate of a brothel within or without the Queen’s dominions :

“ shall be guilty of a misdemeanour and being convicted thereof shall be liable at the discretion of the court to be imprisoned for any term not exceeding 2 years with or without hard labour.”

“ Any person who :

“ (1) By threats or intimidation procures or attempts to procure any woman or girl to have any unlawful carnal connection either within or without the Queen’s dominions ; or

“ (2) By false pretences or false representations procures any woman or girl not being a common prostitute or of known immoral character to have unlawful carnal connection either within or without the Queen’s dominions ; or

“ (3) Applies, administers to or causes to be taken by any woman or girl any drug, matter or thing with intent to stupefy or overpower so as thereby to enable any person to have unlawful carnal connection with such woman or girl ;

“ shall be guilty of a misdemeanour and being convicted thereof shall be liable at the discretion of the court to be imprisoned for any term not exceeding 2 years with or without hard labour.”

The Criminal Law Amendment Act, 1912 (Section 1), provided for the arrest without warrant of any person suspected of having committed or of attempting to commit any of these offences.

The Children Act, 1908 (Section 17), as amended by the Children Act (1908) Amendment Act, 1910, provides that, if any person having the custody, charge or care of a girl under 16 causes or encourages the seduction or prostitution or being unlawfully carnally known of that girl, he shall be guilty of a misdemeanour, and shall be liable to imprisonment with or without hard labour for any term not exceeding 2 years. For the purposes of this section, a person shall be deemed to have caused or encouraged the seduction or prostitution or of being unlawfully carnally known (as the case may be) of a girl who has been seduced or become a prostitute if he has knowingly allowed the girl to consort with or to enter or continue in the employment of any prostitute or person of known immoral character.

The offence of procuration is now very rare in England and Wales, as will be seen from the following figures :

	Annual average
1900-04	8
1905-09	8
1910-14	34
1915-19	9
1921-25	4
1926	3

It is unnecessary to give particulars as to the manner in which the *souteneur* is dealt with, as a separate memorandum has been circulated on this subject.

The numbers of persons dealt with in recent years for this offence are as follows :

	Annual average
1900-04	286
1905-09	373
1910-14	479
1915-19	93
1921-25	150
1926	149

These figures again show a considerable decrease.

3. *Reduction of Prostitution.* — In a country in which the registration of prostitutes is adopted as part of the system of controlling prostitution it should be easier—theoretically, at least—to provide information as to the number of women so employed. But this is not the case, because the process of registration can never be made complete, and the number of clandestine prostitutes far exceeds the number of those officially registered. The figure usually accepted is that the registered prostitute is about a tenth of the total number of prostitutes in any town where registration is adopted. The argument that official regulation leads to a diminution in the amount of prostitution does not appear to be founded on any sound basis or practical experience. Indeed, it may be argued with a considerable amount of confidence that it is likely to stimulate rather than to check the evil.

On the other hand, the experience of Great Britain does not afford any ground for the fears which have been sometimes expressed that, unless some kind of official control is insisted upon, the number of professional prostitutes will grow indefinitely. There is no record of the number of prostitutes carrying on their employment in Great Britain, but evidence as to the size of the problem can be derived from two sources. In the first place, there is general agreement among social workers and others best qualified to express an opinion that the condition of the streets of London and the larger towns shows a considerable improvement at the present time as compared with fifteen or twenty years ago. Visitors from other countries express the same opinion. An enquiry was recently made by a Committee appointed by the Secretary of State into the law and practice regarding offences against the criminal law in connection with prostitution and solicitation in the streets, and the report of the Committee will be referred to later. On this particular point, the Committee remarks that : "The class of women who thus live by open prostitution has diminished in recent years and their methods have become more discreet with the general improvement in public manners¹"

Secondly, strong indirect evidence is afforded by the statistics of prostitutes dealt with for soliciting in the streets. The striking diminution of offenders of this class in different parts of the country cannot be explained by any general diminution of police activity (though variations in this respect sometimes occur) or by a uniform improvement in the behaviour of the women concerned.

The numbers of prostitutes dealt with in England and Wales since 1900 for offences of this class are :

	Annual average
1900-04	10,598
1905-09	10,961
1910-14	10,682
1915-19	5,665
1921-25	3,812
1926	3,965

If the figures of three or four large cities are examined separately, the reduction is even more striking. In Liverpool, in 1907, the number of prostitutes arrested was 1,772 ; in 1914, it was 1,277, and for the last six years the numbers were 653, 404, 472, 463, 407 and 316 respectively. In Birmingham, in the year 1904, the number of prostitutes arrested amounted to 626. In 1927, the number had fallen to 124, or one-fifth of the 1904 figure.

¹ Report of the Street Offences Committee, 1928, page 13.

although in the intervening years the population of Birmingham, partly by the addition of a new area, has practically doubled.

In Manchester, the prostitutes proceeded against in 1911 were 1,299; in 1913 the number was 1,003, in 1918 it was 472 and in 1927 it had fallen to 148.

The following figures show the number of prostitutes arrested in Glasgow at intervals since 1902 :

1902	2,797
1907	2,149
1912	1,339
1917	213
1922	441
1926	401
1927	283

It is not intended by reference to these figures to draw the inference that the standard of sex conduct is necessarily higher than it used to be, though it is difficult to believe in the light of these figures that there has not been also a considerable advance in this direction. In any case, the figures do appear to show that a large and continued reduction in the amount of open prostitution has been secured without any attempt to exercise any form of municipal or central regulation.

4. *Preservation of Good Order.* — Whatever attitude is adopted in any country towards prostitution, the question of public decency in the streets is bound to arise. Even under the strictest form of regulation, experience shows that the number of clandestine prostitutes far exceeds the number of those registered, and such prostitution is normally carried on by open solicitation in the streets. There appears to be no ground for thinking that the difficulties, which always present a delicate problem, are greater where there is no system of regulation.

Under English law, neither prostitution nor solicitation for immoral purposes constitute any offence under common law, but by statutory law certain offences have been created arising from the manner in which prostitution or solicitation is carried on. For instance, prostitutes may be prosecuted for behaving in a riotous or indecent way in the public streets or public highways (Vagrancy Act, 1824), or for loitering and importuning passengers for the purpose of prostitution in any street to the obstruction or annoyance of the residents or passengers (Town Police Clauses Act, 1847). Difficulties have arisen from time to time in the enforcement of these provisions and enquiries have been held with a view to the alteration of the law. The most recent enquiry was made by the Street Offences Committee, already referred to, whose report was issued in November 1928. Copies of this report are available for the information of the Traffic in Women Committee. The main recommendations of the Committee are :

(1) That the existing general and local legislation in England and Scotland relating to solicitation between the sexes be repealed.

(2) That there be substituted a simple enactment of general application constituting it an offence for any person of either sex to importune a person of the opposite sex for immoral purposes in any street or public place.

(3) That the expression "importune" be defined as referring to acts of molestation by offensive words or behaviour.

(4) That it be made an offence for any person to frequent any street or public place for the purpose of prostitution or solicitation so as to constitute a nuisance, but that the evidence of one or more persons aggrieved be essential to a conviction.

* * *

The object of this memorandum is to indicate briefly to the Traffic in Women Committee the results obtained in a country where the licensed-house system is not accepted, and it is hoped that sufficient information has been given to show that, so far from there being any reason to apprehend any serious consequences from the abandonment of the licensed-house system, substantial progress both in the elimination of disease and in other directions can be secured. But it must be borne in mind that the abandonment of a system of regulation does not mean the substitution of a policy of *laissez faire*. There must be active measures taken for the organisation of proper medical treatment and enlightenment for the population generally and those who seek to derive profit from prostitution must be promptly dealt with.

Only the measures directly connected with the problem have been mentioned in this memorandum. There are other measures affecting the health and social welfare of the community which indirectly have an immense value in raising the standard of public opinion and public conduct in these matters. Any detailed account of these, some of which are referred to by the British Social Hygiene Council, would go far beyond the limit of this memorandum.

APPENDIX.

A BRIEF SURVEY OF THE CONDITIONS OBTAINING IN GREAT BRITAIN AND THE COLONIAL EMPIRE WITH REGARD TO VENEREAL DISEASE AND PROSTITUTION.

February 21st, 1929.

(This memorandum was furnished by the British Social Hygiene Council for the information of the Traffic in Women and Children Committee.)

INTRODUCTION.

The object of this survey is to give some account of the experiences gained in dealing with the problems of venereal disease, particularly as related to prostitution under conditions of freedom from the regulation and control of prostitutes and without compulsory measures for the treatment of disease. Reference is also made to other measures of social welfare which bear on the question and have tended to raise the standards of public behaviour. A later section describes the progress which has been made in certain British Colonies in dealing with the same problems.

Before describing the present organisation which has been established for the treatment of venereal diseases, it may be well to explain that, since the Contagious Diseases Acts of 1864-1869 were finally repealed in 1886, a strong public opinion against any attempt to reintroduce any form of official regulation of prostitution has been maintained, and the same policy has been accepted and followed for the most part in the self-governing Dominions and in other parts of the British Empire. Public opinion has been considerably reinforced in later years by the advancement of medical science and a change of view among medical men who are experts in the treatment of venereal diseases. At one time, medical opinion in the main supported the view that the systematic medical examination of prostitutes would ensure the treatment of infected women in hospitals and would check the spread of disease. Medical experience has now shown that careful supervision and frequent tests, bacteriological and cultural, often extending over a period of from four to six weeks, are necessary to establish freedom from gonorrhoea, and that it is often difficult to decide whether or not infective syphilis is present. On the other hand, if persons infected with syphilis or with gonorrhoea are kept under medical treatment and observation, they are not necessarily infectious during the whole period of the disease. It may be true that, if a limited group of persons known to be diseased is registered and kept under medical control, the spread of syphilis from that particular group may be reduced, provided always — and this is very important — that the control is effectively maintained. None of the systems of registration and medical examination commonly in force provides sufficiently effective control. The value, however, of any form of control in checking the spread of gonorrhoea has not yet been established, while other factors inherent in the system appear definitely harmful. It has also to be remembered that, in any community in which a group of prostitutes are under control, ten times as many women of promiscuous habits, and consequently a source of active infection, are likely to be outside the control.

THE TREATMENT OF VENEREAL DISEASES IN GREAT BRITAIN.

A Royal Commission on Venereal Diseases was constituted on November 1st, 1913; their official report was issued on February 11th, 1916, with the conclusions at which the Commissioners had arrived after the examination of eighty-five witnesses at eighty-six meetings. The Royal Commission stated that, while they were precluded from considering the policy of the Contagious Diseases Acts, they were convinced by the evidence that no advantage would accrue from a return to that system. A great improvement in the venereal diseases statistics of the Navy and the Army was noted to have taken place since their repeal.

In 1905, a Sub-Committee of the Advisory Board to the Army Medical Service was appointed to consider venereal disease in the Army. In 1906, they reported against the method of compulsory isolation and treatment and recommended diffusion of knowledge and the provision of effective treatment to which no stigma should attach.

The modern attitude towards the problem of venereal disease may be said to have come into being from this date. The discovery of the *Spironama pallida* in 1905 and the introduction in the Army of the Wassermann test for syphilis in 1907 marked the beginning of the adoption of the modern method of treatment. In 1910, Salvarsan was introduced and came into general

use in the Navy and Army in 1911-12, but only among the general population after the issue of the report of the Royal Commission.

Two international conferences on syphilis and venereal disease had been held in Brussels, one in 1889, one in 1902. The Royal Commission was therefore appointed to consider the problem at a time when experience had already been gained through the application to bodies of men under discipline of the results of recent scientific advances.

The Royal Commission established the fact that syphilis and gonorrhœa were prevalent. A mass of detailed evidence as to the incidence of disease among the hospital-using population, among the insane, the blind, inmates of prisons and Poor Law institutions, etc., was laid before them. The Commissioners were led to the general conclusion :

“ That the number of persons who have been infected with syphilis, acquired or congenital, cannot fall below 10 per cent of the whole population in the large cities, and the percentage affected with gonorrhœa must greatly exceed this proportion.”¹

Professor Blaschko estimated that in Berlin, from 1874 to 1889, from 10 to 12 per cent of the population was or had been infected with syphilis. During the same period there were, in 1874, 1,956 registered prostitutes, a figure which had risen, in 1889, to 3,713. Leaving aside the question of medical facilities for treatment, it does not appear that there is any evidence that the regulation, medical examination and control of prostitutes reduces the prevalence of venereal disease in the population.

To deal with the situation found in Great Britain, the Royal Commission made thirty-five Recommendations, covering medical, educational and social aspects of venereal disease. Almost all of these recommendations either have been or are in process of being carried into effect. The only direct legislative action following the issue of the report was the introduction of the Venereal Diseases Act, 1917, which rendered it a penal offence for any but qualified medical practitioners to treat or to offer to treat venereal disease. It also made illegal any advertisements of medicines or remedies relative to the treatment or prevention of venereal disease, and required that all publicity matter on this subject should be issued with the approval of the Local Government Board (now the Ministry of Health) and the equivalent authority in Scotland and Northern Ireland.

Regulations were issued in 1916 by the Local Government Board (now the Ministry of Health) which gave effect to the group of recommendations that facilities for the diagnosis and treatment of venereal disease in its infective and communicable stages should be provided free of charge for all infected members of the community without distinction of social class, financial status or residential area.

Local authorities of counties and county boroughs were directed to prepare schemes in conjunction with their local hospitals for the provision of out-patient clinics (with sufficient in-patient accommodation attached) under conditions preserving secrecy as to the disease of the patient ; for the appointment of medical specialists as clinic officers ; for the provision of free facilities for diagnosis to private practitioners, and free arsenobenzene preparations to those private practitioners who satisfied the medical officer of health that they were conversant with the methods of administration and the indications and contra-indications for the use of these remedies. For these services the Treasury, through the Ministry of Health, was prepared to defray three-fourths of the expenses of all schemes that had first been submitted to and approved by the department.

Alterations were made in the curriculum of medical students in 1923 rendering it compulsory for all to receive theoretical and practical teaching on the diagnosis and treatment of venereal disease.

In the early days of the Insurance Act, and in practically all voluntary societies, venereal diseases were scheduled as “ misconduct diseases ” and no sickness benefit was paid to patients. Since 1918, however, societies approved under the National Health Insurance Acts, with a few negligible exceptions, have withdrawn venereal diseases from the “ misconduct ” group, and, as far as the Government scheme is concerned, no distinction is made between venereal and other diseases for purposes of sickness benefit. The voluntary bodies are following slowly in the same direction, but, in practice, many of the voluntary societies do not actually pay benefit in these cases.

The same alteration as was necessary to enable benefit to be paid by the approved societies was made by law in 1925 to apply to members of the Mercantile Marine. Up to that date, the scheduling of venereal diseases in the “ misconduct ” group had militated against the endeavour to secure treatment for patients in the early stages of the disease, thereby adding to the cases of serious *sequelæ* and gravely extending the infective period.

There was also considerable difficulty in securing the co-operation of some of the voluntary hospitals. Many of these were old charitable foundations with clauses in their charters that prohibited the expenditure of the funds supplied by the charitable in the treatment of “ loathsome ” or “ misconduct ” diseases. So long as ignorance and prejudice were prevalent, it was realised that the infected person would be deterred from seeking treatment at a special *ad hoc* centre or isolation hospital, and those concerned in the campaign against the diseases were anxious to secure venereal treatment centres at general hospitals under conditions which would enable patients, particularly women, to enter the hospital through the general out-patients entrance.

¹ Royal Commission on Venereal Diseases : Final Report of the Commission, 1916, paragraph 68.

Concurrently with the initiation of these medical measures, an active campaign of general public enlightenment was undertaken, emphasising the prevalence, dangers and curability of venereal disease. One of the recommendations of the Royal Commission was that the National Council for Combating Venereal Diseases, now the British Social Hygiene Council, should be recognised by the Government as the authoritative body for authorising appropriate literature and promoting public enlightenment. Since 1918, this body has received a financial grant from the Government for certain special services relative to venereal disease propaganda. Most of the leading national voluntary organisations were represented on the Council and co-operated with them in the endeavour to secure a changed attitude of mind that would recognise syphilis and gonorrhoea as public health problems. Particular attention has been directed towards securing free treatment and adequate enlightenment to members of the Mercantile Marine in home and overseas ports, and the experience of this body of men, who frequent the ports of the world, emphasises the relationship between brothel areas and the dangers of the dissemination of venereal disease.

The scheme of free treatment centres has been in operation since 1917, and the following is a summary of the present position.

The existing machinery under the scheme and the relationship and the chain of responsibility between those concerned is shown in the following table.

MINISTRY OF HEALTH.

British Social Hygiene Council (formerly National Council for combating Venereal Diseases).	County Councils and County Borough Councils.						Boards of Guardians
	Branches of above.						
Propaganda.	129 venereal diseases treatment centres in voluntary hospitals.	59 treatment centres controlled directly above Councils.	Venereal diseases treatment in maternity and child welfare centres.	14 hostels for homeless girls infected with venereal diseases.	8 institutions for care of pregnant females infected with venereal diseases.	16 approved laboratories for the examination of specimens.	Venereal diseases treatment in Poor Law institutions.

The following summary of the work of the treatment centres has been issued by the Ministry of Health; the analysis has been made on the basis of the 1926 returns, but for this paper the figures for 1927 have been added to the main table. The figures show the total of the cases dealt with at each treatment centre for the first time during the year, whether or not they had been dealt with previously at another centre for the same infection, and include cases which had been marked off in previous years as having ceased to attend or as transferred to other centres, but which returned to the centre during the year to which the figures relate.

TABLE I.

Year	Syphilis	Gonorrhoea	Soft Chancre	Non-Venereal	Attendances
1920	42,805	40,284	2,442	19,654	1,488,514
1924	22,010	31,272	1,098	18,842	1,645,415
1926	22,550	35,052	1,150	22,754	2,008,063
1927	23,395	38,242	1,063	25,436	2,179,707

The figures below show the number of "new cases", i.e., the total of the cases dealt with at each treatment centre which had not received previous treatment for the same infection at that centre or at any other treatment centre under the scheme:

TABLE II.

Year	Syphilis			Gonorrhoea			Soft Chancre		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
1925	11,782	7,385	19,167	24,398	6,120	30,518	1,048	27	10,75
1926	12,118	7,133	19,251	25,535	6,416	31,951	1,070	21	10,91
1927	12,393	7,553	19,946	28,195	6,809	35,004	986	20	10,06

Expenditure of Local Authorities.

1920-21	470,000
1921-22	452,000
1922-23	399,000
1923-24	380,000
1924-25	384,000
1925-26	383,000

Approximately 82 per cent for treatment centres; 12 per cent for laboratory work; 1.5 per cent for arsenobenzene preparations supplied to practitioners; 2 per cent for propaganda; and 2.5 per cent for other services.

The social aspect of the work of the treatment centres is being recognised as one of the chief factors in the successful development of the policy of attracting the infected voluntarily to seek and remain under treatment. Trained social workers are, in increasing numbers, being appointed to the administrative staffs of the treatment centres whose duty it is to follow up cases in order to secure continuity of treatment and to persuade contacts to attend for examination.

In addition to the out-patient facilities given, special sessions are frequently arranged for children suffering from the congenital effects of disease, in connection with similar sessions for married women. The extent to which women and children can be induced to follow the long course of continuous treatment necessary for cure is largely dependent on the sympathetic reception accorded them at the hospitals and on the extent to which it is possible to avoid keeping patients waiting.

An important social factor in the Venereal Disease Scheme is the accommodation in various types of hostels offered to infected women and girls, working girls (clandestine prostitutes) while they are undergoing treatment, and certain others give accommodation to expectant mothers and married women. There are 14 such hostels in this country which receive financial assistance from the Government and local authorities to defray the cost of those inmates who are undergoing venereal-disease treatment. The majority of these hostels are under the management of voluntary associations.

In London, during 1927, the number of patients dealt with in these institutions was 282, the aggregate number of days in residence being 26,422. These hostels are on an entirely voluntary basis. Inmates enter of their own accord and leave when they wish, but the staff are, in almost all cases, able to persuade them to remain until the period of treatment is completed. The time in the home often provides an opportunity for adjusting the home or working conditions that led to infection, or for training a girl in some wage-earning occupation a knowledge of which will provide her with an alternative to prostitution as a means of living.

Attention must be called to the valuable preventive work accomplished at the treatment centres, and the indication thereby given of the level of enlightenment reached by the public.

In 1926, the total number of "new cases" of all venereal diseases seen at the centres amounted to 52,293, while, in addition, the attendance of 22,754 persons, a number of whom had presumably exposed themselves to the risk of infection, is evidence of the trust of the public in the centres and of the urge given by propaganda. It is realised that many persons, women especially, who suffer from gonorrhoea require continuous treatment. In the large cities the policy of the all-day clinic is increasingly being adopted, and even where this is not possible a system of daily treatment of gonorrhoea is provided.

The advantages from the public health standpoint that were believed to exist in medical examination and treatment compulsorily applied to a limited class are hereby made available for anyone who is infected or has run the risk of infection, the woman married to the infected husband, the wife with chronic gonorrhoea, and the man or woman who has been exposed to the risk of infection. As far as the administration of the centre is concerned, the needs of all who seek treatment or have risked infection are met. This, by reducing the infectivity of the woman, must be a large factor in preventing the spread of gonorrhoea.

If the figures for London are taken, where among other factors continuous publicity has been in force for fourteen years, the number of new cases of disease dealt with in 1927 at the centres was 18,801 and, in addition, 10,164 persons were classified as "non-venereal". Another indication of the practicability of the voluntary method of free treatment is the increasing success with which continuity of attendance is being secured. In London, in 1920, the average number of attendances for each venereal case was 18, a figure which had risen to 40 by 1927.

The statistics of the Army at home while the Contagious Diseases Acts were in operation and afterwards show a steady decline in cases after the repeal of the Acts, greatly accelerated after the administrative and medical advances of 1903 and 1905.

ADMISSIONS FOR VENEREAL DISEASES PER 1,000 PER ANNUM AMONG TROOPS IN THE UNITED KINGDOM FROM 1870 TO 1925.

(Excluding the years 1914-20, which are not available.)

Contagious Diseases Acts in force

1870	201.0	1877	153.2
1871	201.5	1878	175.5
1872	202.2	1879	179.5
1873	167.6	1880	245.9
1874	145.7	1881	245.5
1875	139.4	1882	246.0
1876	146.5		

Contagious Diseases Acts suspended

1883	280.0
1884	270.7
1885	275.4

Contagious Diseases Acts abolished

1886	267.1	1904	107.6
1887	252.9	1905	90.5
1888	224.5	1906	81.8
1889	212.1	1907	72.0
1890	212.4	1908	68.0
1891	197.4	1909	66.0
1892	201.2	1910	65.0
1893	194.6	1911	60.5
1894	182.4	1912	56.4
1895	173.8	1913	50.9
1896	158.3	1914	(figures not available)
1897	139.7	1920	
1898	132.7	1921	40.3
1899	122.4	1922	35.4
1900	93.2	1923	27.4
1901	105.4	1924	25.2
1902	122.7	1925	22.3
1903	125.0		

It does not appear possible to compare the figures of the armies of various countries regarding the incidence of venereal disease, owing to the wide variation in the methods of compiling statistics. In some cases, relapses are counted as fresh cases; in others, early cases registered regimentally are not added to the central medical returns. We have therefore limited ourselves to the British figures, in which all cases are recorded and relapses are counted as fresh cases.

The incidence of disease in the Navy follows the same general trend as in the Army.

CASE INCIDENCE PER 1,000 IN THE FLEET (HOME STATIONS) ¹.

1876	91.91
1886	167.50
1896	159.70
1906	138.13
1916	(war year)
1926	48.49

In dealing with the prevalence of syphilis and gonorrhoea in the civil population, it is admittedly difficult to provide statistics which are comparable between one country and another. It is acknowledged that the Registrar-General's returns, so far as syphilis is concerned, do not provide an accurate record of the deaths from syphilis. The registration of the cases of general paralysis of the insane, which can be taken as a *sequela* of syphilis developing in approximately 4 per cent of untreated cases, does not give the clear information that might be anticipated, owing to the custom of grouping other nervous diseases of a non-syphilitic origin under a common heading which obtain in certain countries. A fall in the number of cases of general paralysis of the insane has been experienced throughout Europe, but this fall began too early to be due entirely to the introduction of modern methods of treatment and cannot therefore contribute anything useful to the present discussion.

An endeavour to give accurate results of the various activities — medical, educational and social — of the last twelve years on the prevalence of venereal disease is obviously an almost impossible task, particularly in a country where there is no individual registration of the population and no notification of venereal diseases. One can only give those facts from which deductions can be made. The facts that support the view that the incidence of venereal disease is falling are:

- (a) That the *sequelæ* of untreated disease are falling;
- (b) That the number of persons with recent infections presenting themselves at the treatment centres is falling;
- (c) That conditions indicated in the civil population are proved to exist in the Navy, Army and Air Force (groups of men under discipline) where the incidence of disease can be accurately estimated.

(a) *That the sequelæ of untreated disease are falling.* — 1. The certified deaths from syphilis of infants under one year of age published in the Registrar-General's report have fallen from 1917, with the commencement of the Venereal Disease Scheme, by approximately 57 per cent.

DEATHS FROM SYPHILIS UNDER ONE YEAR OF AGE

	Total	Deaths per 1,000 births
1916	1,232	1.57
1917	1,354	2.03
1918	1,262	1.90
1919	1,217	1.76
1920	1,443	1.51
1921	1,214	1.43
1922	871	1.12
1923	797	1.05
1924	666	0.91
1925	585	0.82
1926	586	0.84
1927	505	0.77

¹ Annual Statistical Reports of the Health of the Navy.

2. It was estimated by the Royal Commission (1916) that 58 per cent of those born blind in institutions owed their infirmity to syphilis or gonorrhoea. Mr. Bishop Harman, in the Report of the Departmental Committee on the Causes and Prevention of Blindness (1922), found, in a series of 1,855 blind children, that 31.4 per cent of these cases were definitely due to congenital syphilis. The effect of the facilities for free treatment and the growing standard of public enlightenment on venereal disease has led to a real reduction of blindness due to syphilis and gonorrhoea.

During recent years, the registration of blind persons has been rendered practically complete, with the result that, from 1925 to 1927, the increase of those registered amounted to 4,682. The increase was found on analysis to be almost entirely due to increased registrations of persons of 50 years and over; in the age-group up to 21 there was in 1925 a total of 4,659, while in 1927 there were 4,482, showing a decrease of 177 in spite of the increased efficiency of registration. The Advisory Committee on the Welfare of the Blind to the Ministry of Health states that this decrease is encouraging, as it seems definitely to indicate that the measures in operation for the prevention of infantile blindness (ophthalmia neonatorum) are restricting the number of persons who become blind in the early years of their life.

The published returns of notifications of cases of ophthalmia neonatorum show a steady fall since 1920, but these notifications include conditions other than gonorrhoeal.

From 1914 to 1926, the notification was by midwives and medical practitioners, and since then by medical practitioners only.

NOTIFICATION OF OPHTHALMIA NEONATORUM, ENGLAND AND WALES

1920	10,364	1924	6,267
1921	8,313	1925	5,748
1922	7,107	1926	5,896
1923	6,592	1927	5,891

3. Another indication of the reduction of syphilis is found in the numbers of recruits for the Army rejected for syphilis, which have fallen as follows:

REJECTION PER 1,000¹

	On Examination	Within 6 months of Enlistment
1920-21	0.65	0.21
1921-22	0.55	0.11
1922-23	0.41	0.07
1923-24	0.10	0.03
1924-25	0.14	—
1925-26	0.06	—

(b) *That the number of persons with recent infections presenting themselves at the treatment centres is falling.* — In gauging the actual position, it is necessary to ascertain the proportion of cases under treatment that are chronic cases of gonorrhoea and later manifestations of syphilis. The later consequences of both diseases extend over a long period of years and we must inevitably still be providing treatment to those who contracted the disease before the initiation of the modern scheme, but there appears to be unimpeachable evidence that the new infections of syphilis had already fallen considerably by 1926. Thus the number of cases of syphilis, old infections and new, seen for the first time at the centres in England and Wales was 19,251. Concerning the proportion of new infections in this number, the following may be quoted from the Annual Report of the Ministry of Health for 1925-26:

“ With a view to obtaining some indication as to what proportion of the cases dealt with at treatment centres for the first time were actual cases of recent infection, a special return was obtained from fourteen treatment centres. These centres attracted one-seventh of the total number of cases of syphilis and gonorrhoea which were dealt with for the first time at all the treatment centres in England during 1925. ”²

SPECIAL RETURN FROM FOURTEEN TREATMENT CENTRES. PERIOD APRIL 1ST TO JUNE 30TH, 1925.*

	Percentage of cases treated for the first time at the centres which were found to be					
	Infections of less than 1 year's standing		Total	Infections of more than 1 year's standing		Total
	Previously treated for the same infection, either privately or at another centre	Not previously treated for the same infection		Previously treated for the same infection, either privately or at another centre	Not previously treated for the same infection	
Syphilis:						
Males	4.9	34.3	39.2	32.9	27.9	60.8
Females	4.0	28.9	32.9	19.5	47.6	67.1
Both sexes	4.6	32.3	36.9	27.9	35.3	63.1
Gonorrhoea:						
Males	9.0	76.6	85.6	12.7	1.7	14.4
Females	6.9	74.8	81.7	8.7	9.6	18.3
Both sexes	8.5	76.2	84.7	11.8	3.5	15.3

¹ Report on the Health of the Army, Vols. LVII-LXII.

² Seventh Annual Report of the Ministry of Health.

* Seventh Annual Report of the Ministry of Health, page 12.

" It is recognised that, owing to the limited scope of the return, the above figures may not accurately represent the position for the whole of England, but it is considered that the figures give a reasonable indication of the position. It will be seen that 39.2 per cent of the male cases of syphilis and 32.9 per cent of the female cases of syphilis were infections of less than one year's standing, and, if these percentages are applied to the numbers of cases of syphilis treated for the first time at all the treatment centres during 1925, it would appear that the number of cases of syphilis of recent infection so treated was only slightly in excess of 7,000."

There are no figures available of the number of persons attending private practitioners, but the number of doses of the free drugs issued may give some indication so far as syphilis is concerned. The cost of arsenobenzene preparations supplied to practitioners amounts to 1.5 per cent of the total expenditure on these drugs, while from enquiry it has been ascertained that the independent purchases of arsenobenzene preparations made by private practitioners amount to but 1-99th of the whole supply handled in the country. From this it may be taken that the treatment centres are now attracting the large majority of the syphilis cases that are receiving treatment in the country, and it may be assumed that the number of new infections of syphilis seen by practitioners cannot be greatly in excess of 2,780, making a total incidence of approximately 10,000 new infections in England in 1926. This may be contrasted with the 40,000 to 50,000 infections per annum at the beginning of the century. The latter number is estimated on the basis of the annual deaths from general paralysis of the insane, which from 1910 to 1920 were about 2,000 a year, and the fact that the incidence of general paralysis of the insane is 1 to every 25 cases of syphilis.

It is estimated that the proportion of gonorrhoea to syphilis is approximately 5 or 6 to 1, and it is recognised that there are still a number of these cases not yet under treatment, particularly among women. This would mean that the new infections of syphilis and gonorrhoea each year in the country now amount to about 10,000 syphilis plus 50,000 gonorrhoea, equals 60,000 new infections per annum in England, a very considerable fall on the estimated incidence of 200,000 new cases before 1916.

(c) 1. If we take the figures of the British Army, Navy and Air Force for 1921 to 1926, several points of interest emerge.

A comparison of the rates for forces stationed at home and abroad shows a strong difference in favour of the home forces, though the same measures of prophylaxis are in operation wherever the men are stationed. The incidence of venereal disease in the forces varies with the opportunity for promiscuity and the amount of disease in the civil population. The lowered incidence in the forces stationed at home is an index of a similar fall in the incidence in the civil population.

Great Britain.

INCIDENCE PER 1,000 (HOME STATIONS). NEW INFECTIONS ¹.

Years	Army		Navy		Air Force	
	Syphilis	Gonorrhoea	Syphilis	Gonorrhoea	Syphilis	Gonorrhoea
1921	9.8	26.7	8.15	46.63	4.1	16.0
1922	6.3	25.9	7.97	45.80	2.7	14.4
1923	5.4	20.6	10.63	43.95	2.7	13.9
1924	3.9	19.9	5.97	42.06	1.6	11.1
1925	2.3	18.8	3.10	32.79	1.1	11.1
1926	2.6	17.7	3.14	35.06	1.5	11.5
1927	—	—	—	—	1.2	9.1

Units of the services, when stationed abroad, receive the same preventive education, the same form of treatment and the same amount of medical supervision as at home. On all overseas stations the factor of absence from family and local public opinion is equally operative. The major element of change is in the degree of infectivity of the local population, and the prevalence or absence of advertised opportunities for promiscuous intercourse.

An examination of the figures of the incidence of disease on the various stations, viewed from this standpoint, is of interest.

¹ Statistical Report of the Health of the Navy for the years 1921 to 1926 inclusive : Report on the Health of the Army. Vols. LVII-LXII : Report on the Health of the Air Force, 1921 to 1927 inclusive.

British Army.

INCIDENCE OF VENEREAL DISEASES ON DIFFERENT STATIONS.¹
(Ratio per 1,000).

	1921	1922	1923	1924	1925	1926
Whole Army	74	70.7	56.4	47.8	44.4	41.1
Home Army	40.3	35.4	27.4	25.2	22.3	21.4
Channel Isles.....	54.8	44.4	40.1	35.5	10.4	16.9
India	110.4	84.7	71.3	68.9	72.1	62.1
Bermuda	37	26.5	25.5	23	15.8	12.1
Ceylon	184.8	152.3	124.4	142.3	102.5	112.4
Egypt	103.6	113.4	82.1	95.1	75.2	60
Gibraltar	66.2	125.2	53.8	56.2	39.6	59.2
Jamaica	105	202.9	102	132.5	99.2	130.1
Malta	82.9	103.6	59.1	41.4	25	37.8
Mauritius	86.2	40.6	22.6	46.9	48	181.9
North China	333.1	—	280.9	342.9	263.3	298
South China	169.6	95.8	118.1	118.4	100.8	79.6
Malaya	—	103.1	91.1	108.8	65.2	103.7
Straits Settlements	63.9	—	—	—	—	—
West Africa	118.6	151.7	46.1	127.2	92.4	66.7
France and Flanders	94.3	—	—	—	—	—
Rhine and Silesia.....	169.2	254.2	136.3	38.4	30.7	42.9
Turkey	228.5	88.8	87.1	—	—	—
Iraq	46.4	75.6	63.5	51.4	35.3	39.1

Evidence of the variation of rates in units of the same army under different conditions is borne out by the experience of the Netherlands: Syphilis — Dutch Home Army rate, 1924, 1 per thousand; Dutch East Indies rate, 1924, 52.4 per thousand.²

British Navy.

INCIDENCE OF VENEREAL DISEASES ON DIFFERENT NAVAL STATIONS.³
(Case ratio per 1,000).

	1921	1922	1923	1924	1925	1926
Home	82	78.8	71.6	64.9	47.52	48.58
Atlantic Fleet	107.7	92.7	83.2	68.4	65.00	49.25
Mediterranean.....	155.6	130.5	87	67.8	67.91	71.07
North American and West Indies.....	155.3	89	109	146.7	108.61	132.86
China	304.8	282.3	274.8	248.3	211.34	174.04
East Indies	204	125.9	153.4	103.3	72.30	93.44
Africa	157.6	176.7	177	155.9	174.53	180.48
Irregular List	139.9	98.8	78.4	82.9	103.70	71.32

It is claimed by Surgeon-Captain T. B. Shaw, representing the Admiralty Medical Department, that the high incidence of disease on the Mediterranean Station in 1921-22 was due largely to the concentration of ships at Constantinople, where prostitution was rife and where the Allied Sanitary Commission found it impossible to exercise control over the numerous brothels:

“The China station has always been a fruitful source of venereal disease in the Navy. Brothels are numerous at the majority of the ports visited. The control of the disease on shore is very inadequate and there is lack of wholesome entertainment in many places for the men when on leave. The largest number of infections occurred at Shanghai, Yokohama and Singapore.”³

East Indies:

“The high incidence of venereal diseases on this station, especially gonorrhoea, is attributed by medical officers in charge of ships of the East Indies Squadron to the large numbers and high infectivity of loose women at the ports visited. Bombay is responsible for the majority of cases, but many infections occur at Colombo, and also at Madras and Calcutta. It is very satisfactory to note the marked fall in the incidence rate on this station in 1924.”

It can, we believe, be taken that the governing factor in the prevalence of disease among the forces is the prevalence of disease in the civil population among which they are stationed and the extent to which open facilities for prostitution exist.

The returns of the Army, Navy and Air Force stationed at home show:

(1) A steady fall in the forces at home particularly in syphilis;

(2) A greatly lowered proportion of syphilis to gonorrhoea, which is indicative of a similarly lowered proportion in the civil population, from which the personnel of the forces contract their disease;

¹ Report on Health of the Army, Vols. LVII-LXII: Statistical Report of the Health of the Navy (1921 to 1926 inclusive).

² Dr. L. DEKEYSER: Paper read at the Conférence de la Défense sociale contre la syphilis, Nancy, May 1928, page 19 of Report.

³ Report of the Proceedings of the Imperial Social Hygiene Congress, London, 1927, page 15.

(3) That social conditions and the incidence of disease in the civil population is reflected in the incidence of acquired disease in the men under discipline as shown in units at home and abroad.

From the above statement it appears that the estimated incidence of new infections of syphilis and gonorrhoea for England and Wales is approximately 60,000 a year. It is interesting to compare this with the estimate made by Dr. Dorneddon from the census of cases of venereal diseases taken in Germany in December 1927 at the time the new laws for combating venereal diseases came into effect. He found the new infections were about 300,000 per annum (excluding the Saar district).¹ It does not appear, therefore, that the regulation system had succeeded in checking disease.

SOCIAL CONDITIONS.

Experienced observers have no doubt that, in the last twenty or thirty years, there has been a continued improvement in public conduct, which is reflected in the fall in the number of women engaged in the trade of prostitution. The decrease in crime which has also marked this period is another indication of the same satisfactory improvement. Many social changes have no doubt contributed to this end and it would be impossible in a statement of this kind to attempt to give a complete picture of these changes. The alteration in the status of women in public life and in industrial and commercial employment and the increase of recreational facilities for young adults and adolescents may be mentioned among the contributing factors.

The direct part that legislative effort plays in the developments which have been mentioned is relatively only a small one, but it may be useful to quote some examples of legislative changes which bear directly or indirectly on the problem of prostitution and venereal diseases.

The Divorce Law Amendment Act, 1923, made misconduct a ground for divorce for both the man and the woman. Contraction of venereal disease by one party usually implies misconduct.

The Separation and Maintenance Order Act, 1925, which revised the conditions under which a woman might require a maintenance allowance to be paid to her and her children by the husband while legally separated from him, included "while suffering from venereal disease in an infectious form" among the qualifying conditions.

The Births and Deaths Registration Act, 1926, which came into force in July 1927, requires the registration of still-births. This provides another indirect approach to the detection and treatment of syphilis.

In the enquiry undertaken on behalf of the Ministry of Health and under the ægis of the Medical Research Council, published in 1926, Mr. Eardley Holland found that 15.3 per cent of still-births were due to syphilis.²

The Mental Deficiency Act of 1913 was a comprehensive measure with the twofold purpose of protecting the nation from the mentally defective individual and extending social protection to the defective. It enables local authorities to make provision for the certification and maintenance of those who are mentally defective. The Act is administered in conjunction with the education authority, and those passing through the schools since 1913 have been certified and are included in the 53,664 under care in 1927. Those still without social protection fall mostly within the age-groups of 30 years and over. Therefore those mentally defective who tend to drift into the ranks of prostitution are now in a large measure under care. This source of supply is therefore gradually shrinking.

Investigations made by Professor Cyril Burt and others show that, in 1926, the proportion of mental deficiency among "women and girls engaged in sexual misconduct from mercenary motives in London" was 12.4 per cent.³

Certain Continental and American investigators place the incidence of mental deficiency among prostitutes at 25 per cent or higher. This would appear to support the contention that the amount of social protection offered to the mentally defective directly affects the number drifting into professional prostitution.

Sociological researches in various countries during recent years prove that a large number of young girls drift into prostitution and become centres for the dissemination of disease owing to the lack of social care during the adolescent period. A large proportion of girls who have entered a life of prostitution are drawn from broken homes, or are otherwise deprived of normal family life. Strenuous efforts are therefore being made to check the drift of young girls into prostitution by extending after-care work in connection with orphanages, industrial and reformatory schools and similar institutions, as well as by the establishment and development of the probation system.

The change in attitude to the juvenile offender has resulted in the development of new institutions based on the principle of training and reformation. An additional indication of the

¹ England and Wales : population, 38,000,000 : Germany, excluding Saar District : 62,000,000.

² Report on Public Health and Medical Subjects : Report on the Causation of Fœtal Death, Ministry of Health, 1922, page 125 ; Medical Research Council : Child Life Investigations, No. 109, page 19.

³ *Health and Empire*, December 1926, "Causes of Sex Delinquency in Girls", Cyril Burt, M.A., D.Sc., page 262.

steady improvement of conditions may be deduced from the fact that the number of young offenders had fallen from 51,323 in 1917 to 27,801 in 1925. Of those between 16 and 21 years, the total number of young women received into prison was 109 ; Borstal 25. These numbers included all, and not only sex, offenders.

The increased attention directed to the provision of outdoor recreational facilities for young adults and adolescents, the extent to which training in organised games has been included in the school curricula of all types of schools, the growth of such movements as the Boy Scouts, Girl Guides, etc., the appointment of welfare officers in industrial concerns with the resultant increase of recreational clubs, have all contributed to the substitution of other interests than those connected with sex relationships, and provided healthy counter-attractions for leisure.

The National Playing Fields Association, formed in 1927 to increase the opportunities for outdoor recreation among the general population, has already promoted an extension of playing fields to the extent of over 5,000 acres.

Those concerned with young people are pressing for further developments in the organisation of recreational opportunities, particularly for young people in industrial centres.

EDUCATIONAL MEASURES.

The Royal Commission emphasised the importance of including in the training of teachers some knowledge of the implications of venereal disease and in grounding children in biological knowledge as a basis for sexual hygiene. The Departmental Committee of 1925 on Child Assault again emphasised the need for wise guidance and enlightenment being provided on matters of sex for the rising generation.

The British Social Hygiene Council, during the last twelve years, has placed the educational aspect in the forefront of its programme, recognising that medical facilities and popular propaganda must be supported by an educational policy which would ultimately change the attitude of mind on the part of the public towards venereal disease and the conduct and social customs contributing to its dissemination.

The major educational organisations in Great Britain are represented on the Council, and from time to time special conferences and committees of enquiry have been appointed from this group.

The teaching of hygiene and the medical inspection of schools come under the jurisdiction of the education authorities, and a close liaison exists between the Government Departments for Health and Education.

There is a growing demand for more space to be given to the biological sciences throughout the educational system and for reform in the teaching of hygiene in the schools along lines that will lead to the development of a sound public health conscience based on biological principles. Such a foundation will enable the later educational stages to include a recognition of the effect of personal action in sex conduct on the life of the individual and of the next generation. It is not advocated that class teaching in sex hygiene should be given at present in elementary schools.

In the new syllabus issued by the Board of Education in 1927 for the final examination of students in training colleges, the following paragraph occurs in the foreword of the Hygiene Syllabus which is calculated to encourage training colleges to proceed on the lines desired :

“In recent years too much time and attention have perhaps been devoted to formal lecturing on physiology and even anatomy, and too little to the principles and practice of hygiene and its relation to the school and social life of the child. Similarly, instruction in sex hygiene is left to the discretion of each individual and college. The Board, however, suggest that it should be included, but the manner of dealing with it must necessarily depend upon the qualification of any lecturer available.”¹

Again, in the *Handbook of Suggestions on Health Education* for the consideration of teachers and others concerned in the work of public elementary schools, issued by the Board of Education in 1928, the following paragraphs have been included :

“ (b) *Physiology and Health Education.* ”

“ . . . If we want the older boy or girl to take an intelligent interest in digestive, circulatory, excretory, reproductive and other life processes, we must introduce them in their primitive forms in suitable types of the lower animals . . . ”

“ (c) *Life in its Lower Forms and Human Health Problems.* ”

“ . . . The linking up with health education of nature study, whether in its simpler forms in the infants' and junior schools or in the form of elementary biology such as may

¹ *Syllabus for the Final Examination of Students in Training Colleges*, issued by the Board of Education, 1927.

² *Handbook of Suggestions on Health Education*, issued by the Board of Education, 1928.

be taught in the senior school ; the reference back to facts and experiences in the life of plants and animals when human health problems are being dealt with ; the study of what we owe directly to plants and animals for food, clothing and aids to cleanliness ; the relation of plants and animals to disease in man : all these will help to interest the child in matters relating to personal health and will provide a sufficient foundation upon which to build in later life."

The Board of Education in 1926 appointed a Consultative Committee to consider the education of the adolescent, which issued its report. The Committee definitely recommends that the science syllabus of modern schools in the senior classes among the four essentials should include :

" (iii) A broad outline of the fundamental principles of biology, describing the properties of living matter, including food, the processes of reproduction and respiration, methods of assimilation in plants, the action of bacterial organisms and the like.

" (iv) Instruction in elementary physiology and hygiene based on lessons in biology."¹

The encouraging note in this report is the strong recommendation running through the whole that greater attention should be given to science and that in the science section the greatest emphasis should be on the biological sciences, the following points being specially emphasised by the Committee :

" In country schools the science syllabus both for boys and girls might be largely based on biological interests, the study of elementary physics and chemistry being subsidiary but arranged so as to supply the indispensable foundation for a course in elementary biology with special reference to its bearing on horticulture and agriculture

" We suggest that science courses for girls in modern schools and senior classes should in their later stages frequently have a biological trend

" We regard it as especially important that instruction in elementary physiology and hygiene, developing out of the lessons in elementary biology, should be given to all boys and girls in modern schools and senior classes"¹

The British Social Hygiene Council has during the last two years discussed the various methods of carrying into effect the general lines of the above policy, with both educational bodies and those concerned with juvenile organisations. Special endeavours are being made to reach young people in industry with the necessary protective knowledge.

It is along these broad lines that it is hoped to develop a changed attitude of mind in the rising generation towards problems of sex and to attach a sense of individual responsibility to the exercise of the racial function that will tend to reduce the volume of promiscuity and in so doing reduce both commercialised vice and venereal disease.

POSITION IN THE BRITISH COLONIES, PROTECTORATES AND MANDATED TERRITORIES.

The position in regard to prostitution and venereal disease varies widely in the different colonies, protectorates and mandated territories. The British Empire is an organisation of slow growth which has incorporated many heterogeneous elements. It has been the custom of the British Government, as far as possible, to continue in operation the legislative provisions which it has found in force in the various territories. Thus, for example, in Mauritius, French law is still the foundation and in Cyprus and Palestine, Turkish. In the Moslem areas of the African protectorates, Moslem law is still administered to a large extent by the native courts.

It is therefore not surprising that there is no standard legislation on the subject of prostitution and venereal disease current throughout the Colonial Empire. In many territories, commercialised prostitution is practically non-existent throughout wide areas, as, for example, in Tropical Africa. In other territories, it is a problem confined to the larger coast towns. In some territories, for instance, Uganda, we find a serious venereal disease problem entirely unconnected with prostitution.

So far, therefore, as many territories are concerned, there is nothing to be said ; there is no problem of commercialised prostitution and therefore there has been no attempt to solve it, while venereal disease, where existent, has been one of the preoccupations of the Medical Department.

In respect of a few territories only is it possible to marshal evidence which will be of interest to the Committee. The growth of opinion, based on experience, that the efficiency of medical

¹ Report of Consultative Committee on the Education of the Adolescent, appointed by the Board of Education, pages 222-224.

measures is jeopardised by the persistence of recognised prostitution in any form is steadily gaining ground. The results obtained, as in Gibraltar, from the closing of brothels, and in Singapore, where a similar policy is undergoing gradual application, will add valuable records to experience.

In all parts of the Colonial Empire where measures against venereal disease are under consideration, it is on the lines of providing medical facilities for free diagnosis and voluntary treatment to the population as a whole, combined with an endeavour to eliminate any form of organised and commercialised prostitution that may remain.

Changes and developments have occurred in the following colonies and dependencies within the last decade.

Cyprus.

The problem of venereal disease had been brought to the attention of several of the municipal authorities in Cyprus. Local popular opinion was in favour of an imposition of some form of regulated prostitution and medical examination of prostitutes. An unofficial Cypriot member of the Government Executive Council who was mayor of one of the principal towns visited certain Continental countries and Great Britain early in 1926 and found that there were two methods of dealing with the problem, one through regulation and medical examination, and the other through the suppression of commercialised prostitution and the provision of facilities for free diagnosis and treatment. At his instigation, the Government of Cyprus invited a delegation from the British Social Hygiene Council to visit Cyprus, survey the local conditions and advise. This visit was made in October 1926. The delegation, which represented medical and social experience, visited all institutions, conferred with the representative groups of the Cypriot population, with the members of the medical and teaching professions and with the municipal authorities. Evidence of the desirability of providing facilities for the whole population for the modern methods of diagnosis and treatment were laid before a conference¹ of the mayors of Cyprus, with the result that the following were among the resolutions adopted :

“ That the Conference of Mayors request the delegates to confer with the Chief Medical Officer and take the necessary steps with the Government for combating venereal disease.

“ That the Conference of Mayors are of opinion that the application of the system of free treatment to sufferers from venereal disease by the establishing of clinical and bacteriological departments is indispensable.

“ That the Conference of Mayors, while fully supporting the objects of the delegation and wishing to afford their help upon an understanding with their respective Municipal Councils, for the purpose of giving effect to this object, are not, however, convinced that these measures alone will suffice, and wish to reserve to themselves the right to approach the Legislative Council and the Government at any time with detailed suggestions as to the control of prostitutes and brothels by the regulation system.”

The delegation eventually made their report to the Governor and the Legislative Council, which was subsequently amplified by a detailed document. The delegation found that, while the Government took no cognisance of brothels and no licensing system was in force, that in each municipality there were a certain number of brothels known to the municipality and that an arrangement existed under which the municipality provided for some form of medical examination of prostitutes.

After consideration of the report of the delegation, the Legislative Council took immediate action. The necessary financial appropriations were made. A fully qualified venereal disease Officer was appointed to the staff of the Medical Department. A Medical Society was formed in the island as a check to unqualified practice. A woman of training and experience in the social aspect of the venereal disease problem as well as in general social welfare was appointed as Welfare Officer and Secretary to the Cyprus Social Hygiene Committee. The following is the extract from the speech² of His Excellency the Governor made in April 1928 :

“ In the domain of public health, I have to record the appointment of the trained Social Worker, aided by whom the Social Hygiene Committee held regular and fruitful meetings. The Medical Sub-Committee has elaborated a scheme for a Cyprus midwifery service (with some temporary measures until the scheme become effective) ; and the Education Propaganda Sub-Committee is in touch with local Education Committees with a view to introducing organised games into the school curriculum, besides submitting recommendations for legislation to which consideration is now being given. They also propose holding in Nicosia a summer school for teachers on the subject of general hygiene. The first Infant Welfare Centre was opened last spring in Nicosia, at which a trained nurse regularly gives advice and instruction to a steadily increasing number of mothers with young children. Similar centres are being opened at Larnaca and, under

¹ Report of the British Social Hygiene Council Delegation to Cyprus Mayors' Conference, page 12.

² Speech of His Excellency the Governor to the Legislative Council, at the opening of the session, April 17th, 1928.

Dr. Pietroni, at Famagusta. The Venereal Disease Clinic, in plan and method probably the most modern existing, has been attached under the recently appointed specialist to the Nicosia Hospital, has already treated some 1,200 cases, and is in process of forming branches expected to begin work at Larnaca and Limassol in the course of this summer. The experience of the specialist is available for instruction, in the most recent methods, of any practitioners who may visit the clinic."

In June 1928, the following extract from the report of the specialist in venereal diseases was transmitted by the Governor to the Secretary of State for the Colonies:

"I have the honour to inform you that the total number of new patients who have come to the clinic to date amounts to 1,527. Of these, 995 were males and 532 females.

"The clinic was opened on January 19th and the thousandth patient arrived on April 3rd.

"On making an analysis of the first thousand patients, I find they consisted of 697 males and 303 females.

"Sixty-nine of the women were professed prostitutes (rather less than a quarter of the total). Apart from these, most of the women had been infected by their husbands.

"Twenty-five of the women were sent to us by their husbands, who were undergoing treatment on the male side.

"There were 16 cases of congenital syphilis."

We have since heard that the summer school for teachers on the subject of general and social hygiene was well attended and was considered most successful. In order to check usages that in some cases lead to the exploitation of adopted children and to the drifting of young girls into prostitution, the Government of Cyprus is bringing in a Bill to regulate the Employment of Children and Young Persons in Industrial Undertakings and a Bill for the Protection of Female Domestic Servants. There has been no indication up to date that there is any revival of the local demand for the introduction of the regulation of prostitution.

Gibraltar.

A Social Hygiene Commission, under the ægis of the Colonial Office, visited Gibraltar in 1920-21. The incidence of disease was high. There were tolerated brothels in certain streets and facilities for treatment were lacking. On the recommendation of the Commission, the facilities for treatment for the civil population were considerably increased. A treatment centre at suitable separate hours for men and for women was provided at the Civil Hospital, and in 1922 the brothels were closed and brothel-keeping in Gibraltar was made illegal. Reports have since been received that the numbers of cases of syphilis and gonorrhœa contracted in Gibraltar by men of the Atlantic Fleet visiting the port and by the men of the Garrison in the subsequent years have fallen continuously.

Official Army Figures for the Garrison in Gibraltar per 1,000 Strength.

Year	Gonorrhœa	Syphilis
1922	103.2	6.3
1923	40.5	3.5
1924	41.6	1.9
1925	36.9	9.0
1926	44.8	6.0

Atlantic Fleet.

Year	Case ratio per 1,000
1922	92.7
1923	83.8
1924	68.4
1925	65
1926	49.25

The following statement was made by the representative of the Medical Department of the Admiralty in 1925:¹

"The incidence of the diseases at Gibraltar demonstrates the active part which is played by brothels or well-known brothel areas in their spread. The medical officer of the depot ship there, Surgeon-Commander D. G. Addison-Scott, commenting on the incidence of venereal disease at Gibraltar, says:

"Up to the end of July, the incidence of gonorrhœa was high, chancroid was less common and syphilis was rarely contracted locally. After that date, gonorrhœa

¹ Proceedings of the Social Hygiene Congress, 1925, page 18.

decreased in a remarkable manner; only three cases occurred in five months. In my opinion, this decrease coincided with and was due to the closing of the local brothels and to the refusal to renew permits of residence to prostitutes."

Grenada (West Indies).

The prevalence of venereal diseases in Grenada was a cause of anxiety to the Colonial Government. In 1917, an Ordinance relating to venereal diseases, No. 16 of 1917, was adopted. In addition to covering ground similar to that of the British Venereal Diseases Act, 1917, it contained clauses for enforcing the compulsory treatment of venereal disease and made the knowing transmission of the disease a penal offence.

In 1920-21, Grenada was visited by the Social Hygiene Commission despatched to the West Indies under the ægis of the Colonial Office; as a sequel to the visit, the facilities for the free diagnosis and treatment of venereal disease were considerably increased.

The undesirability of compulsory methods without adequate facilities for diagnosis and treatment were strongly stressed by the visiting Commission and since that date the compulsory clauses have not been enforced.

The Chief Medical Officer of Grenada and the Windward Islands was present at the Imperial Social Hygiene Conference of September 27th, 1928, and stated, in response to enquiry, that compulsory methods had been found not only useless but undesirable and had been entirely relinquished, experience showing that far larger numbers of the general population were brought under treatment through the policy of attraction and popular enlightenment. His main pre-occupation at the Conference was to obtain assistance as to effective methods of popular enlightenment that could be used among an entirely uneducated community.

"From June 1918 to December 1923, the records show that 6,829 cases of venereal disease were dealt with in that period. Of these, 2,484 — or over 26 per cent — were syphilis, of which 866 were discharged as cured. During 1924, this intensive campaign was relaxed and the Venereal Diseases Ordinance was repealed.

"It is unlikely that any measure similar to the somewhat drastic Venereal Disease Ordinance will be introduced again, and it is to the new Sanitary Department and the new service of trained nurses resident in visiting stations all over the colony — which was started towards the end of 1926 — that we must look for propaganda to induce sufferers from syphilis and other venereal diseases to attend at these stations for early treatment of infections."¹

PREVENTION OF VENEREAL DISEASES.

In 1917, Ordinance No. 16, repealed November 14th, 1924, by Ordinance No. 19 of 1924.

*Specific Provisions with respect to Venereal Diseases.*²

"56 A. — The Sanitary Authority shall make regulations for guarding against the spread of venereal disease and for promoting knowledge as to its nature, causes and effects."

Mauritius.

In 1925, the Government of Mauritius had before them the consideration of a new Health Bill. The Venereal Diseases Section, as drafted, contained clauses on compulsory notification and examination for venereal disease. This section was deferred at the request of the Governor until enquiries had been made from the British Social Hygiene Council.

No compulsory legislation has been passed in Mauritius.

A venereal disease specialist was appointed to the staff of the Medical Department in the latter part of 1925, and active measures for public enlightenment in the colony have been undertaken since that date.

Palestine.

The dual problems of prostitution and of venereal disease have engaged the attention of the Administration since the military occupation in 1918. Since that date, co-operation has existed between the Government and the Social Service Association, later the Women's Council. Venereal disease is a serious health problem both in the towns and in the villages; as far as

¹ Extract from Medical Reports on the Charitable Institutions, etc., for the year 1926, page 7.
² January 18th, 1927 Ordinance to amend the Public Health Ordinance of 1925.

medical administration is concerned, it is being actively dealt with for the whole population. By 1921, treatment was already carried out in Jerusalem in the Government clinics, the children's annex, the Moslem dispensaries, Rothschild Hospital and other institutions.

In 1921, special experiments were undertaken by the Principal Medical Officer of Jerusalem to ascertain the incidence of venereal disease in village populations adjacent to the city to enable the best methods of providing facilities for treatment to be adopted. The lessons learned are now being widely applied. Treatment in Jerusalem itself is in polyclinics.

"State-paid specialists are attached to these and carry out the venereal treatment. Instruction to medical students in venereal disease is compulsory at all medical schools and a high standard of knowledge in this branch is demanded from them at the qualifying examination. Post-graduate courses are given to qualified medical men. Thus in some towns almost ideal conditions for combating the disease have been attained — the not unattractive clinic, the well-trained practitioner, the specialist easily reached and an intelligent educated public.

"Here every effort has been made to render the Government polyclinic attractive. The majority of the attending patients are Moslems. The clinic is attended by a popular Moslem doctor and a trained Moslem nurse. Specialist advice is available. But the public is still fanatically ignorant, and it is felt that real success will come only with education and that little additional good would be done by coercive legislation at present."¹

"*Syphilis.*"

"The disease has been known to be prevalent in certain village areas, particularly in the southern parts of the country and in the neighbourhood of Jerusalem. The number of attendances for anti-syphilitic treatment at the Government dispensary in Hebron led to a special investigation being made in this district of the relative incidence of the disease. In five villages with a population of approximately 8,000 inhabitants, it was found that 5 per cent presented clinical signs of active disease, and it was estimated by the officers engaged in the enquiry that the total infection of this population was probably about 25 per cent. In September, a special clinic was organised to provide treatment in the most heavily infected villages. In addition to medical treatment, propaganda was carried out on the following lines. Lectures were given to school-teachers and the elementary facts of the disease, its method of spreading and its serious results explained. For these lectures certain lantern slides kindly lent by the National Council for Combating Venereal Diseases were made use of. Informal talks upon the disease were given to the elders of the people in the villages. The effects of the disease in preventing live births and healthy infants were stressed, as the people regard marriage without living and healthy issue as a serious calamity. The work of the clinics is regulated with the object of securing that every patient registered for treatment receives a minimum of 4 grammes of Neo-Salvarsan during a course of intravenous injections. Great assistance has been obtained from district officers and village Mukhtars in tracing patients who fail to attend for treatment on the appointed days. By concentrating its efforts on a few villages at one time, this clinic is doing useful work. It is estimated that 2,000 patients can be fully treated in one year by the staff employed if the work is continued without interruption."²

"The special clinic that has been operating in the Hebron district for fifteen months has been very successful; attendances by both sexes have been in greater numbers than could be dealt with, and the continuance of attendance for the full course of treatment has been a marked feature and has resulted in a proportionately high number of relative cures. For the fifteen months, the number under treatment has been 1,023 and the number who have completed treatment 666. In other affected areas, treatment is given only at established Government or voluntary clinics, but it is hoped to open a second special clinic during 1926."³

	Total attendances. ⁴	New cases.
1927	4,066	324
1928	1,615	212

Side by side with these medical measures, in the cities of Jerusalem, Jaffa and Haifa, measures have been taken to deal with the prostitution problem. Before the war, Jerusalem is stated to have been comparatively free from vice, the Turks also regarding it as a holy city, where no licensed houses should exist. The war had brought other conditions in its train and, when the military administration took over the government, they found that two streets were still set apart as areas for tolerated houses. The voluntary organisation known as the Social Service

¹ Annual Report of the Principal Medical Officer, Jerusalem Town, 1921.

² Annual Report of the Department of Health, 1924, pages 15 and 16.

³ Annual Report of the Department of Health, 1925 page 8.

⁴ Welfare Inspector for Palestine Government : Communication to the British Social Hygiene Council, February 1st 1929.

Association was established in 1918. This body was representative of Christian, Moslem and Jewish women. They made representations to the military authorities that these tolerated areas should be abolished. On the first application, this was not thought possible. The voluntary association forwarded lists of houses of questionable repute to the authorities, all of which were investigated, and it was found that the people concerned began to move of their own accord owing to the police supervision. The popular agitation was continued, but, before the petition in preparation was presented, the Chief of Police acted and abolished the tolerated area.

In 1919, the Girls' Home was established, which is now under the control of the Social Service Committee and is used both by the voluntary association and by the Government for the care and maintenance of delinquent girls, whose stay in the institution varies from a few weeks to four or five years. Many of those who have passed through the Home have been completely rehabilitated socially.

"Three hundred and fifty-eight women and girls have passed through the Home during the last seven years, about one-quarter being Social Service cases and the remainder being Government cases. Many of these girls have had their babies with them. In 1921, the Government of Palestine appointed a welfare inspector, who is responsible for the inspection of factories and of women's prisons and the general development of protective work among women and children. The appointment of such an officer provides a valuable liaison between the Government and the voluntary social services. Arising out of enquiries by the League of Nations, the High Commissioner asked the Women's Council for a report on the social conditions of the seaports of Palestine. Investigations into these conditions in Haifa and Jaffa were made jointly by the Government welfare inspector and the chairman of the Women's Council. The report on Jaffa showed the need for immediate action, which was taken. Within six months the tolerated houses in Jaffa had been closed, together with the worst hotels. In Haifa, this took a little longer, but the tolerated area there has also been completely swept away.

"In 1925, an Ordinance was passed one clause of which prohibited the immigration of professional prostitutes. The following year, under the Criminal Law Amendment Ordinance, all brothels were made illegal, with heavy penalties for brothel-keepers and landlords who let their premises for this purpose. During the last few months, we have had a good many convictions under this Ordinance, with the result that many suspected houses have broken up of their own accord.

"It is hoped that before long a summer school for teachers and other workers will be held in Jerusalem, with lectures on education, health and social subjects, including care of the eyes, child welfare, work of the League of Nations, etc.

"Although tolerated areas exist no longer and brothels are illegal, constant vigilance is necessary to keep these evils in check. It is believed that healthy education of the people on these subjects is the best preventive."¹

The history of progress in Palestine is an indication that the venereal disease problem can be dealt with as an administrative public health problem concerning the population as a whole and that effective measures to check commercialised prostitution tend to react favourably on the medical measures directed against venereal disease.

Straits Settlements.

Conditions of peculiar difficulty affect the problem of prostitution and venereal disease in Singapore. The large immigrant Chinese and Indian population results in a sex ratio of 100 Chinese males to about 47 Chinese females in Singapore. For Malaya as a whole, the ratio is 100 Chinese males to about 38 Chinese females. There is a long history of regulation of prostitution, and the abolition of the Contagious Diseases Acts in Great Britain, although followed by the Colonial Government, was not in accordance with local opinion and a system of tolerated brothels persisted.

The visit in 1920-21 of a Social Hygiene Commission to confer with the authorities on the prevalence of venereal disease in the Straits Settlements and the Federated Malay States led to the appointment by the Legislative Council of a special Medical Committee of Enquiry in 1922. This Committee reported an exceptionally high incidence of venereal disease among the population, particularly among the Chinese population, and recommended that an Ordinance should be adopted increasing the brothel area and improving the arrangements for the medical examination and control of prostitutes.

The Ordinance was submitted by the Colonial Office for the consideration of an Expert Committee. This Committee reported against the Ordinance and in favour of ample facilities for free treatment and for public enlightenment and various other social measures.

¹ Welfare Inspector for the Palestine Government : Communication to the British Social Hygiene Council, February 1st, 1929.

The Social Hygiene Board was established under the Medical Department in 1926 and took over the work of the then existent Singapore Branch of the Social Hygiene Council. A special officer was placed in charge of the Social Hygiene Department; money was voted by the Government to finance the establishment and staffing of a number of centres for the free diagnosis and treatment of venereal diseases throughout Singapore.

From 1926 to 1928, the activities of the Social Hygiene Department have steadily increased. According to the present annual report, there are now four clinics and four outdoor dispensaries for the free treatment of men; two clinics and two outdoor dispensaries for the treatment of women; and three hospitals at which in-patient accommodation is available — one for men only, one for women only, and one for men and women — two being general hospitals and one a hospital for women only. Clinics for out-patient treatment are also held at the hospitals. All examinations and treatment in the women's clinics are carried out by a medical woman.

The number of new cases have increased as follows¹:

	1926	1927	1926	1927	1926	1927
	Male		Female		Total	
New cases	7,284	12,840	1,944	1,266	9,228	14,106
Re attendances	30,019	87,857	4,881	6,124	34,900	93,981
Total attendances	37,303	100,697	6,825	7,390	44,128	108,087

It should be noted that, under the former system, the only treatment available, in part free and in part at low cost, was that in connection with the brothels. The total number of women in the brothels amounted to approximately 1,800, of whom only a small proportion were actually brought under treatment. The numbers under treatment in the free centres on a voluntary basis in 1926 were 1,944 women and 7,284 men; the total new cases of both sexes seen during 1927 has risen to 14,106. Therefore, from the public health point of view, the policy of providing facilities for free treatment on a voluntary basis brings a far larger proportion of the general infected population under medical care than any system of compulsory control of the prostitute group alone.

The measures taken to reduce disease in the civil population are reflected in the official figures for the Army referring to the troops stationed in Malaya, the majority of whom are in Singapore :

ARMY.

Per 1,000 Strength.

Year	Gonorrhoea	Syphilis
1922	119.9	42.4
1923	68.0	14.3
1924	65.0	21.9
1925	55.1	17.3
1926	65.9	12.1

The medical measures aimed at reducing the incidence of the disease in the general population have been supported by the policy of the Government with regard to the prevention of traffic in women in that, in 1926, it was made illegal for professional prostitutes to enter the Straits Settlements. At the same time, steps have been taken to carry the policy recommended by the Colonial Office Advisory Committee into effect and gradually to reduce the number of tolerated brothels.

Between 1926 and 1928, with the help of the laws prohibiting the immigration of prostitutes, the Chinese Protectorate were able to reduce the number of known brothels from 231 to 176 and the number of inmates from 1,864 to 1,189. It has always been recognised that the practical difficulty of enforcing a policy of the rapid closure of brothels was to provide for the inmates in such a way as to protect the health of the community and the interests of the individual women concerned; it is interesting, therefore, to register an actual case. — In the report of the Secretary for Chinese Affairs it is stated:

“ If this policy is consistently followed during 1928 and 1929, it is probable that by the end of 1929 this class of brothel will have disappeared. The only problem that presents itself is that of the disposal of the inmates when a particular brothel closes. It has, however, been shown that a large number of prostitutes leave their brothels of their own will every year. This fact, combined with the cutting off of the supply, will in my opinion do away with any real immediate difficulty as to the disposal of the great majority of prostitutes in these brothels.”²

¹ Extract from Annual Report by W. M. Chambers, M.D., L.R.C.P., L.R.C.S., Chief Medical Officer, Social Hygiene, June 1928.

² Report, Secretary of Chinese Affairs, 1928.

Uganda.

In Uganda, syphilis has been a serious problem, assuming among certain tribes an epidemic character. Its dissemination has not been due to commercialised prostitution but to native customs, and much of it is extra-genital in form. It was found that the death rate was such that certain tribes were in danger of extermination.

A medical survey was made in 1907. Between 1908 and 1914, a specialist medical staff was appointed and the foundation of appropriate schemes for treatment was laid. It was found necessary to train subordinate medical assistants. The danger of the situation was explained to the native chiefs, who were at first anxious for compulsory measures. These were not considered useful by the Medical Department. A small number of prostitutes existed in the towns; to deal with these, certain township rules were enacted, but repealed in 1923 as they were at variance with the policy adopted of attracting the infected to voluntary treatment and this was being found effective. Treatment of both syphilis and gonorrhoea is given at hospitals and particularly of syphilis at the village dispensaries. Maternity and child welfare activities have been developed and provide opportunities for ante-natal treatment. Each year infected women come more readily to hospitals. The Annual Medical and Sanitary Report for 1927 states:

“The figures for the death rate, the birth rate, the infantile mortality rate and the excess of births over deaths are in all cases better than they have ever been. It may reasonably be claimed that they reflect the advantage that has accrued to the general native population as a result of the intensive development of the organisation for the treatment of the natives at hospitals, dispensaries and at maternity centres which has taken place during recent years. The first report of an excess of births over deaths in Uganda occurred in 1924 and was represented by the modest figure of 37. . . . The excess of births over deaths now reported for the five districts of over 17,000 indicates that the position is being consolidated and that a progressive increase in the native population can be now confidently predicted.”¹

In certain tribes the prevalence of yaws, together with the need for depending to some extent on the diagnosis of the native medical staff, makes the complete accuracy of classification somewhat doubtful, but, for the last two years, the figures of the new cases brought under treatment are an indication of the success of the measures adopted:

New cases	1926	1927
Yaws.....	10,930	26,629
Syphilis.....	35,584	52,032

Mandated Territories in Africa.

The question of prostitution and the prevalence of venereal diseases in Togoland, Tanganyika and the British Cameroons has been raised before the Permanent Mandates Commission. In certain port towns, prostitutes have been on occasion dealt with under the Vagrancy Acts. Throughout the African territories, sexual promiscuity prevails; this tends to develop into a form of prostitution where the tribal inhibitions and controls have broken down. Prostitution in the commercial sense, as carrying with it a third-party interest in commercialised vice, is unknown, except to a small extent in certain of the port towns. Venereal diseases are widely prevalent in many territories.

The Mandates Commission in 1923 adopted the following recommendation:

“In examining several of the reports on the administration of mandated areas in the course of the last year, the Commission has been struck with the prevalence and apparent increase of venereal diseases among the native populations. The Commission is of the opinion that this serious question is worthy of the particular attention of the mandatory Powers. It would, it believes, be mutually helpful if the mandatory Powers, in their future reports, could give the fullest possible information on the incidence of venereal diseases in the various territories committed to their care, and as to the measures taken to combat this evil.”²

Togoland.

The incidence of venereal disease appears to vary, being less in the interior and more prevalent in the Southern District adjacent to the Gold Coast. Treatment facilities have been provided. The disease is largely introduced by the migration of industrial workers from the Gold Coast. The industrial migrants attract a certain number of women from the villages as prostitutes, but it is pointed out that the main cause of the heavy infection “is simply the lax behaviour of the male part of the population”.

The 1924 Report states:

“This class of disease still accounts for a large proportion of the work here (Southern District), but there is a distinct improvement noticeable as compared with 1922.

¹ Annual Medical and Sanitary Report for the year 1927, pages 8-13.

² Minutes of the Third Session of the Permanent Mandates Commission, page 197.

“ A large proportion of the patients applying for treatment for other diseases show signs of venereal.”¹

Of 1,412 cases treated at the hospital in one year, 350 to 400 were venereal, “ making a total of 25 to 20 per cent.”¹

For the same district, in 1927, a proportion of 20 cases of syphilis in 4,814 out-patients is quoted, and 140 cases of gonorrhoea. Satisfactory progress is apparent in bringing infected persons under treatment, but the native does not readily appreciate the need for seeking medical advice for venereal or other infections until the disabling stages of disease have been reached. Syphilis is a serious factor in the large number of abortions, therefore great endeavours are being made to reach expectant mothers.

In considering the problem as to whether any good purpose would be served by an endeavour to deal with prostitutes under any system of regulation and control, it was indicated that such measures could not be tolerated in a British colony. Considerable attention has, however, been given by the Medical Department, in co-operation with the chiefs and elders of the tribes, in bringing home to the natives the serious consequences of untreated disease, and in dealing with questions of moral laxity and venereal disease along lines of providing ample facilities for medical treatment and for public enlightenment.

In the Kete-Kratchi District and the part of the territory further removed from the coast, there seems little evidence of the prevalence of venereal disease.

Tanganyika.

“ Prostitution is mainly confined to the towns. Among many tribes, native custom permits irregular relationships between the sexes, a state of affairs which can only be changed gradually with the advance of civilisation and by patient missionary effort, but prostitution in the ordinary sense of the word is infrequent in country areas. Loitering in the streets of townships for the purpose of prostitution is an offence under Ordinance No. 17 of 1921. Sexual intercourse with girls under the age of twelve years is prohibited by the Young Girls' Protection Ordinance No. 33 of 1921. The Township Rules, 1923, empower administrative officers to repatriate to their homes within the Territory any undesirables entering townships. The Immigration Ordinance No. 16 of 1924 prohibits the immigration of prostitutes or persons interested in the proceeds of prostitution except in the case of natives born or domiciled in the Territory.”²

Syphilis and yaws are very prevalent in certain districts. The Medical Department hopes to augment present facilities by an increase of travelling clinics. Medical missions are co-operating with the Government service. The numbers coming voluntarily for treatment increase steadily, and appear to be limited only by the facilities available. There is no demand for compulsory powers or for any form of compulsory examination or treatment of prostitutes in the few town centres where they exist.

The numbers of those presenting themselves for treatment for the five years 1923 to 1927 are as follows:

<i>Syphilis.</i> ³			
1923	2,667	1926	17,483
1924	4,348	1927	20,810
1925	11,829		

¹ Report by His Britannic Majesty's Government on the Administration under Mandate of British Togoland for the year 1924, pages 54, 55.

² Extract from the Report by His Britannic Majesty's Government to the Council of the League of Nations on the Administration of Tanganyika Territory for the year 1927.

³ Medical and Sanitation Reports, Tanganyika Territory, 1926, 1927.

Latvia.

October 15th, 1929.

The following laws and regulations are in force in Latvia with a view to protecting public order and health against the dangers arising out of prostitution :

1. Order concerning Abolition of Licensed Houses, November 20th, 1926 ;
2. Extract from the Law on Public Welfare, April 13th, 1928 ;
3. Provisional Regulations for the Prevention of Venereal Diseases, October 12th, 1921 ;
4. Extract from the Regulations concerning Free Treatment in Hospitals, May 11th, 1921.

ORDER.

Licensed houses are prohibited in Latvia. Any of these houses that still exist must be closed by December 31st of the current year.

The present order cancels Articles 13, 14 and 15 of the Provisional Regulations for the Suppression of Venereal Diseases published in the official journal *Valdibas Vestnesis*, No. 236, in 1921, and relating to licensed houses.

Riga, November 20th, 1926.

EXTRACT FROM THE LAW ON PUBLIC WELFARE.

6. The State public welfare organisation shall be required :

- (h) To grant medical treatment to indigent persons infected with syphilis ;
- (i) To grant out-patient treatment to persons infected with venereal diseases.

Riga, April 13th, 1928.

PROVISIONAL REGULATIONS FOR THE PREVENTION OF VENEREAL DISEASES.

(Published in the Official Journal *Valdibas Vestnesis*, No. 236, 1921.)

With a view to preventing the spread of venereal diseases, the following regulations are promulgated and shall remain in force until a law has been passed on this subject :

Article 1.

Women engaging in prostitution shall be subject to medical supervision. This supervision may be voluntary or compulsory.

Article 2.

The medical inspection of the women to whom these rules apply shall be effected twice weekly in the large towns by the municipal health department or by a supervisory medical officer specially appointed for the purpose, while in the small towns and in the districts the inspection shall be carried out by the district medical officer or by another doctor specially appointed for the purpose. If necessary, the supervisory medical officer may carry out inspection more frequently and at any time.

Article 3.

Women who come forward for voluntary inspection on the dates fixed shall not be registered by the police, whereas those who avoid such inspection shall be registered, after an order has been issued to this effect, and shall be sent to the medical officer by the police.

Article 4.

Every woman engaging in prostitution shall receive from the supervisory department or supervisory medical officer a control-booklet bearing her photograph, but not her name. She must always keep this booklet on her person and must show it on each occasion to the supervisory medical officer, who shall note the state of her health thereon. This booklet must also be shown on request to her clients. Prostitutes are also entitled to require from their clients a certificate of health or they may inspect them themselves.

Article 5.

Employees in restaurants, music halls, cafés and hotels must submit to medical inspection according to the special regulations which will be laid down by the municipal bodies with the assent of the Department of Health.

Article 6.

Women who engage in prostitution and avoid voluntary supervision must be registered by the police on the basis of a decision taken by a special Commission. This Commission shall include :

(1) the Prefect of Police or head of the district acting as president ; (2) the District Attorney or magistrate of the local court acting as the representative of justice ; (3) a representative of the municipality, (4) the district medical officer or medical officer of health.

The Commission shall only meet when necessary. If, after ascertaining the truth of the information collected, the Commission concludes that a woman is engaging in prostitution, it shall order the police to register her compulsorily. The Commission may also exempt from supervision women who are no longer engaging in prostitution.

Article 7.

All women engaging in prostitution shall be bound to comply with all the regulations issued regarding them, and all medical or police regulations.

Article 8.

Prostitutes suffering from any form of venereal disease must be sent to hospital for treatment at their own expense. The cost of the treatment of indigent prostitutes shall be borne by the authorities of the municipality to which they belong.

Article 9.

Prostitutes subject to medical supervision may live either in a licensed house or individually in flats, in areas specially indicated by the police. Prostitutes may not live in hotels or furnished rooms.

Article 10.

Owners of houses, their representatives or agents must submit to the police office within ten days following the publication of these regulations, and subsequently within three days at the latest, notice concerning any prostitute taking a flat in their houses.

Article 11.

Private rooms in restaurants and other similar establishments must not be lockable by key or bolt. They may contain neither couches nor divans.

Note. — Premises shut off by curtains only shall not be regarded as private rooms.

Article 12.

When changing their place of residence, prostitutes must notify the police within twenty-four hours of their new address and must show their control-booklet.

(Articles 13, 14 and 15 were annulled by the Decree of November 20th, 1926, abolishing licensed houses.)

Article 16.

The police, as well as the municipal health departments and district medical officer or officer of health, shall be responsible for the supervision of licensed houses and "rendezvous" and restaurants, music-halls, bars, furnished lodgings and other similar establishments.

Article 17.

To cover the expense connected with the maintenance of a supervisory organisation or treatment free of charge, prostitutes must pay the following sums :

1. 25 centimes for registration ;
2. 15 centimes for each medical inspection at the supervisory office.

Article 18.

Prefects and heads of districts must see that the present regulations are strictly observed. Any persons guilty of their contravention must be punished.

October 12th, 1921.

* * *

EXTRACT FROM THE REGULATIONS CONCERNING FREE TREATMENT IN HOSPITALS.

(Published in the Official Journal *Valdibas Vestnesis*, No. 105, 1921.)

I. The following cases should be isolated and be given medical treatment at the expense of the State :

4. Indigent Latvian citizens suffering from syphilis, for so long as the disease is in the infectious stage.

Riga, May 11th, 1921.

Norway.

June 27th, 1925.

Organised prostitution has existed in Norway to a limited extent in only a few towns and was abolished about 1890. The system accorded ill with existing laws on the question and with the moral sense of the inhabitants. Moreover, it did not seem likely to attain its object, which was to prevent the spread of venereal diseases.

January 17th, 1930.

In Norway the "Special" police deal very severely with prostitution in the streets, on the strength of Article 378 of the Norwegian Penal Code and Article 4 of the Law on Vagrancy (see extract below).

Prostitutes charged with soliciting the public are liable to imprisonment with or without hard labour and are placed in homes or reformatories or, in cases which do not call for imprisonment or hard labour, they are sent back to their own homes.

The penalties for spreading contagious venereal disease are specified in Article 155 of the Penal Code (see below). In this matter, the "Special" section of the Oslo police collaborates with the Oslo Health Commission. If a person is suspected of having transmitted a disease of this kind to another person, and is thought to be a danger to other people in this respect, he is brought before the Oslo Health Commission, where he is examined by doctors. He is then, if necessary, given medical treatment; in certain circumstances, punishment is also inflicted.

The following are the chief legislative measures relating to public health and morals in Norway, together with an extract from the reports of the Oslo police to the Ministry of Justice for 1927 and 1928 :

EXTRACT FROM THE NORWEGIAN PENAL CODE OF MAY 22ND, 1902.

Article 155.

Anyone who, knowing or suspecting that he is suffering from an infectious disease, by sexual or immoral relations, infects or exposes another person to infection shall be sentenced to a maximum of three years' imprisonment with hard labour.

Any person who is a party to another person, whom he knows or suspects to be suffering from an infectious disease, infecting or exposing a third person to infection, through relations of this kind, shall be liable to the same punishment.

If the person infected or exposed to infection is the spouse of the accused, proceedings may only be taken by the Public Prosecutor's Department on such person's request.

Article 350.

Anyone disturbing, or being a party to the disturbance of, the public peace and order or legitimate traffic by brawling, uttering of shouts and threats or other unseemly conduct shall be sentenced to a fine or a term of imprisonment not exceeding two months.

Anyone who by shouting, making an uproar or in any other way disturbs, without any obvious pretext, the nightly rest of persons resident in the neighbourhood or who, notwithstanding a summons to leave, conducts himself in a place where he has no right to be in such a manner as to frighten or disturb residents in the neighbourhood, or who is a party to such offence, shall be liable on conviction to the same sentence.

In the case referred to in paragraph 2 above, proceedings shall only be taken by the Public Prosecutor's Department at the request of the persons thus molested.

Article 378.

Anyone who, by words, signs or indecent gestures in public or in any other offensive manner, incites or openly invites other persons to commit acts of indecency or endeavours by public advertisement to contract acquaintances for immoral purposes, or is a party to any such offence, shall be sentenced to a term of imprisonment not exceeding three months.

Should the offence be repeated, the term of imprisonment may be increased to six months. In the case of extenuating circumstances, the sentence may be reduced to a fine.

EXTRACT FROM THE LAW ON VAGRANCY, MENDICITY AND DRUNKENNESS.

Article 4.

Any person addicted to idleness or vagrancy in circumstances which encourage the presumption that he earns his living wholly or partly by punishable offences or from prostitution practised by others shall be liable on conviction as a rogue (vagabond) to a term of imprisonment not exceeding three months.

The same sentence shall apply in the case of any idler or rogue whose brutal conduct, threats and importunity are offensive or constitute a danger to others.

SUMMARY OF CHAPTER XIX OF THE NORWEGIAN PENAL CODE REGARDING OFFENCES AGAINST MORALS.

Articles 191-214.

Illicit sexual relations induced by threats, violence or compulsion shall be punished by terms of imprisonment varying from three months to ten years in proportion to the seriousness of the offence. Attempts to commit an offence shall be liable to the same punishment as the crime itself.

Illicit sexual relations with a person who is mentally defective, in a state of unconsciousness, etc., shall be punishable offences. Such relations shall also be liable to punishment if they are committed fraudulently, or on the person of a child under 14 years of age or a young person under 16 years of age. A mistake regarding the victim's age shall be no exoneration. Where the victim, being less than 21 years old, is under the authority or supervision of the accused, the relations above described shall be liable to punishment.

Any person taking advantage of his public duties or of his position as doctor, teacher, etc., or of his situation in a prison, workshop, hospital, etc., to have illicit sexual relations, or having such relations with an adopted child, ward or pupil under his control, shall be liable to imprisonment for a term of four years.

Anyone instigating illicit sexual relations with a third party shall be liable to imprisonment for a term of from three months to two years, or, in the case of a child under 16 years of age, from six months to six years. A mistake as to the victim's age shall be no exoneration.

Anyone inciting another person to become a common prostitute or being a party to such instigation shall be sentenced to a term of imprisonment varying from six months to six years. The sentence shall not be less than two years if the person so debauched is under 18 years of age or is taken out of the country for purposes of prostitution.

Anyone endeavouring to prevent a common prostitute from giving up her occupation or being a party to such attempt shall be liable to imprisonment for a term of from three months to four years.

Anyone instigating or profiting by the debauchery of a woman for mercenary purposes shall be liable to imprisonment for a term of from three months to four years.

Acts of incest shall be liable to a term of from one to eight years' imprisonment.

Anyone refusing without valid reason to marry or intentionally creating an obstacle to his marriage with a woman whom he has made pregnant shall, if the accused is above 21 years of age and is known to be engaged, or have promised marriage, to the woman in question, be liable to from three months to two years' imprisonment.

Anyone giving a public lecture or arranging a performance, etc., of an obscene nature, or helping to organise such exhibitions, shall be liable to a term of imprisonment not exceeding two years.

Anyone guilty of an indecent assault or of being a party thereto, (a) in public, (b) in the presence of persons not parties thereto, (c) in the presence or on the person of a child under 16 years of age, shall be liable to a term of imprisonment not exceeding one year.

Persons of the male sex guilty of sexual acts together shall be liable to imprisonment for a term not exceeding one year.

SUMMARY OF CHAPTER XXXVIII OF THE NORWEGIAN PENAL CODE REGARDING OFFENCES AGAINST MORALS.

Articles 376-383.

Any person committing an indecent offence in public by word of mouth or in writing or by gestures, etc., shall be liable to imprisonment for a term not exceeding three months.

Anyone who by words, signs or indecent gestures in public gives grounds for offence, incites or openly invites other persons to commit immoral acts, or endeavours by public advertisement to secure facilities for immoral relations, or who is a party to any one of the above offences, shall be liable to the same punishment.

Anyone who, notwithstanding a warning from the Public Prosecutor's Office, maintains illicit relations or cohabits with a person of the other sex in an offensive manner shall be liable to imprisonment for a term not exceeding three months.

Anyone who takes advantage of his position or fails to exercise the necessary supervision and thus exposes a dependant or subordinate or a member of his household to conduct which is obviously opposed to considerations of morality and propriety shall be sentenced to a fine or a term of imprisonment not exceeding three months.

Anyone who employs a child under 16 years of age on premises where intoxicants are served, or who employs young persons between 16 and 18 years of age on premises used mainly for the sale of drink, or who, in spite of official prohibition, employs women under 21 years of age as servants on such premises, shall be liable on conviction to a fine or to a term of imprisonment not exceeding three months.

EXTRACT FROM THE REPORTS TO THE MINISTRY OF JUSTICE ON THE OSLO POLICE FOR 1927 AND 1928.

	<i>"Special" Police.</i>	
	1928	1927
Misdemeanours mentioned in Chapter 19 of the Penal Code	193	176
Misdemeanours mentioned in paragraph 155 of the Penal Code	35	28
Sentences pronounced in virtue of this paragraph		6
Enquiries relating to offences or misdemeanours committed against public morals	473	416
Of this total, the number of offences mentioned in Chapter 38 of the Penal Code	117	86
Cases transmitted by the police concerning women arrested for drunkenness or disorderly conduct in the street	285	302
Enquiries made on the request of the Oslo Health Board with regard to persons suffering from venereal diseases	20	14
Appeared before officials of the "Special" police after arrest or summons on a charge of drunkenness or vagrancy connected with professional prostitution	1,452	1,395

	1928	1927
Number of women first offenders, with their age :		
Less than 18 years of age	1	0
From 18 to 20 years of age	7	9
From 20 to 25 years of age	35	35
From 25 to 30 years of age	34	16
Over 30 years of age	74	66
Total	151	126
Place of birth of these women :		
Oslo	36	34
Other towns	52	41
Villages	33	35
Abroad	13	7
Place of birth unknown	17	9
Total	151	126
Total number of women arrested during the year for drunkenness	767	1,093
Placed in reformatories	34	27
Number of these women sentenced under the Vagrancy Law	32	17
Cases dealt with under Article 4 of the Vagrancy Law, Article 378 of the Penal Code and Articles 16 and 18 of the Vagrancy Law	153	78
Sentenced under these paragraphs	106	46
Sent to labour penitentiaries	26	9
Sent back to their own homes under paragraph 7 of the Vagrancy Law	45	18
Enquiries into cases of procuring	6	7
Conditionally released	7	7
Women wanted after disappearance	102	114

Netherlands.

(Extracts from the Government's Reply.)

February 25th, 1924.

In the Netherlands, as in every other country, the post-war period has witnessed a serious decline in the moral standard of the people at large, and particularly in that of the younger generation. Venereal disease has spread to classes among which it was formerly almost unknown. But its diffusion has been less alarming than in other countries where the system of licensed brothels was maintained or even extended during the war. Evidence of this has been provided by the enquiry carried out by the Committee appointed by the Mayor and Corporation of Amsterdam in October 1919 to report on the campaign against venereal disease. This Committee, whose members represented a great variety of interests, put forward a number of practical suggestions for the campaign; it pointed out that the two questions of the medical supervision of prostitutes and of the system of regulation were already settled, and that in any case they touched on so many problems of ethics, morality, religion and education that their discussion could only be of academic interest and would be of no practical value for the Netherlands.

December 15th, 1926.

Even in a country like the Netherlands where the Government has accepted prohibition, there still remains some difference of opinion as to whether the control of licensed houses should be reintroduced. Members of the Police force were to be found who defended this system, particularly when the number of thefts on the part of prostitutes from their clients increased to an alarming extent: nevertheless, it has been possible to reduce this evil to a minimum without controlled prostitution.

Most of the Dutch authorities are convinced that it is also unnecessary to resort to compulsory control in order to prevent the spread of venereal disease, since such control does not afford the guarantees claimed for it by its supporters. Moreover, experience has shown that in practice the control only applies to the poorest prostitutes.

February 11th, 1929.

By the Law of May 20th, 1911, for the repression of immorality (*Legal Bulletin*, 1911, No. 130), the Netherlands adopted the point of view of the abolitionist. The official recognition of the profession of brothel-keeper in Article 452 of the Penal Code was henceforth

abolished. As from January 1st, 1912, the following article was inserted into the Netherlands Penal Code :

“ Any person who by profession or habit promotes or knowingly encourages immorality between third persons shall be liable to imprisonment for not more than 1 year or to a fine of not more than 1,000 florins ” (Article 250 bis).

This article aims in the first place at prohibiting the exploitation of licensed houses but it is so drafted as to cover any act of promoting or encouraging immorality. Certain communes have decreed supplementary provisions. For example, at Amsterdam, Rotterdam and The Hague the following municipal provisions exist :

“ It is forbidden, in any establishment in a person's occupation, to provide an opportunity, either on repeated occasions or for the purpose of gain, to third persons to commit immoral acts together.

“ It is forbidden to visit the establishments referred to in the previous article after their closure has been ordered by the Burgomaster and Aldermen and promulgated in public. The closure is considered to have been promulgated in public as soon as a copy of the order of closure has been posted at the house in which the establishment is situated.

“ It is compulsory for the copy referred to in the previous paragraph to be posted at the house.”

In the Netherlands, the system of neo-regulation is unknown ; there is no obligation to declare venereal diseases, or compulsory treatment for persons suffering from these diseases.

May 21st, 1929.

Tolerated houses of prostitution are likewise prohibited in the overseas territories of the Netherlands. The penal legislation in force there is as follows :

Dutch Indies.

Any person who makes a profession or habit of knowingly instigating or encouraging immoral relations between other persons shall be liable to imprisonment for a term not exceeding one year and four months, or to a fine not exceeding 1,000 florins.

(Article 296 of the Penal Code).

Surinam.

Any person who makes a profession or habit of knowingly instigating or encouraging immoral relations between other persons shall be liable to imprisonment for a term not exceeding one year, or to a fine not exceeding 1,000 florins.

(Article 255 bis of the Penal Code).

Curaçao.

Any person who makes a profession or habit of knowingly instigating or encouraging immoral relations between other persons shall be liable to imprisonment for a term not exceeding one year, or to a fine not exceeding 1,000 florins.

(Article 259 of the Penal Code).

Poland.

November 29th, 1929.

As soon as it was liberated, the Polish Republic took the necessary steps to deal with prostitution and the traffic in women. Twenty-four hours after the evacuation of Warsaw by the occupying troops — that is to say, on November 12th, 1918 — the health authorities, in process of organisation, issued a circular addressed to district medical officers regarding health regulations, the sums to be assigned to the campaign against venereal diseases and the measures to be taken in these matters. On March 2nd, 1919, the Ministry of Public Health addressed a circular to the district commissioners (*Starostes*) concerning the sums to be assigned to the offices for public health and morals.

This circular was followed on August 4th, 1919, by detailed instructions for medical officers and employees of the public health and morals services issued by the Minister of Public Health.

These instructions referred to the duties of medical officers, reports, statistics and *inter alia* co-operation with the authorities competent to deal with the suppression of the traffic in women, prostitution and all sources of venereal diseases, assistance to enable persons to resume a normal life and an honest occupation, protection against *souteneurs* and the obligation on the part of prostitutes to undergo medical treatment. Furthermore, two years before the accession of Poland to the International Agreement for the Suppression of the Traffic in Women and Children, a decree was published concerning the closing of licensed houses.

In the old Congress Kingdom of Poland, which before the war was under Russian domination, licensed houses were abolished in 1910 on the initiative of the Warsaw doctors and as the result of the vigorous action taken by them, in spite of the opposition of the Russian authorities in Poland, who regularly made use of prostitutes to spy on the Polish population.

The circular of the Ministry of Public Health dated April 4th, 1919, accordingly confirmed and extended the regime existing in the old Congress Kingdom by ordering licensed houses to be abolished in the other parts of Poland. This decision clearly shows that to a large extent international action was anticipated by Poland. In signing the 1921 Convention and in acceding to the Agreement of May 18th, 1904, and to the International Convention of May 4th, 1910, signed at Paris, concerning the suppression of the traffic in women, the Polish Government did not assume any new obligation; its action was, however, a proof of solidarity and showed that its views did not differ in principle from those of other countries. The above-mentioned circular of April 1919 contained very advanced provisions for rescuing women who were only suspected of engaging in prostitution and provided for the setting up of a "Commission against Prostitution". It was within the power of this Commission to state *inter alia* whether a woman was to be regarded as a prostitute. The same circular contained provisions relating to the supervision of prostitutes from the point of view of public health; the sole aim of the restrictions imposed was to prevent the spread of venereal diseases.

Although in 1919 Poland had not yet acceded to the Agreement of 1904 or to the 1910 Convention, unlike the other States parties thereto she was already acting in the spirit of these international agreements.

The Polish Government attached and still attaches great importance to these problems and accordingly followed up these circulars by the circular dated August 7th, 1919, issued by the Ministry of Public Health with reference to the establishment of dispensaries attached to the public health and morals services. The object of this circular was to make medical treatment more accessible, and it also stated that health was of primary importance in matters connected with prostitution. The circular of this same Ministry dated March 29th, 1920, concerning the admission to hospitals of sick prostitutes without identity documents, expressed the same views. This was followed by the circular of the Ministry of Public Health dated June 14th, 1920, relating to the inspection of sick prostitutes by the public health and morals services, and the circular of December 16th, 1920, regarding the addresses of persons engaged in prostitution.

These circulars show that all persons engaged in prostitution are subject to State supervision from the point of view of health but that their rights are not limited, as under the old licence system, and that this system has ceased to exist.

After Poland's accession to the international agreements relating to the traffic in women and children on August 5th, 1921, a circular was published by the Ministry of Public Health concerning the re-organisation of the public health and morals services and introducing improvements as regards the supervision of the health of prostitutes.

On September 3rd, 1921, the Ministry of the Interior promulgated a decree concerning the medical treatment of venereal diseases in military hospitals. In virtue of this decree, the number of dispensaries for venereal diseases was increased by 24.

On September 6th, 1922 (see Annex), the Ministry of Public Health, in agreement with the Ministry of the Interior, promulgated a decree concerning the supervision of prostitutes, by which the Polish Government's policy in regard to this supervision and the suppression of the traffic in women was formally brought into line with the obligations arising out of Poland's accession to the international agreements of 1904, 1910 and 1921.

The following were subsequently issued: (1) "Regulations for Health and Morals Commissions"; (2) "Instructions for police officials with regard to the supervision of professional prostitutes"; and, in the largest and most important centre of the country; (3) "The Decree of the Government-Commissioner for the Capital of Warsaw, dated March 11th, 1925, concerning the supervision of prostitutes"; and (4) "Regulations for the corps of officials responsible for the supervision of public health and morals".

The abolition of licensed houses in Poland was mentioned in the report submitted on March 27th, 1924, N.B.P. 1655, to the League Secretariat by the Central Office for the International Campaign against the Traffic in Women and Children in Poland. This report states that, as a result of the abolition of licensed houses in Poland, the influx of prostitutes from abroad has almost entirely ceased. A draft law dealing with the campaign against venereal diseases and providing for the abolition of the system of supervision hitherto applied and the introduction of compulsory medical treatment without distinction of sex is now under consideration.

This draft also provides that persons suspected of spreading venereal diseases shall be required to notify the authorities and to produce periodically, or when necessary, a medical certificate.

The principles of the draft are based on the decision of the Higher Council for Public Health in Poland.

ANNEX.

[Translation.]

DECREE OF THE MINISTER OF PUBLIC HEALTH JOINTLY WITH THE MINISTER OF THE INTERIOR,
DATED SEPTEMBER 6TH, 1922, FOR THE SUPERVISION OF PROSTITUTION.

In pursuance of Articles 2 and 10 of the Fundamental Sanitary Law, dated July 19th, 1919 (*Journal of the Polish State Police*, No. 63, text 371), it is decreed as follows :

Article 1. The administrative authorities of first instance shall be responsible for the supervision of common prostitutes, such supervision being exercised by district medical officers and by means of the organisations of the State police acting as executive institutions.

In Lemberg (Lwow) and Cracow, the above-mentioned supervision of common prostitutes shall be discharged by Police Headquarters (*Directors de Police*), acting partly as administrative authorities of first instance, and carrying out such supervision by means of Government medical officers appointed by the Minister of Public Health.

Article 2. — Committees for Public Health and Morals shall be instituted under the authorities mentioned in Article 1 of the present Decree.

Article 3. Committees for Public Health and Morals shall be composed of :

1. The Chief Administrative Officer of first instance (the Director of Police, in Lemberg and Cracow), acting as Chairman ;
2. The Government Medical Officer, acting as permanent Vice-Chairman ;
3. A representative of the State police ;
4. A representative of the local (self-governing) authorities ;
5. A delegate representing public societies or associations which have for their object the combating of prostitution or the like.

The member of the Committee referred to in (5) shall be appointed by the Senior Administrative Officer of first instance (in Lemberg and Cracow, by the Director of Police), on the proposal of the Government Medical Officer concerned.

Article 4. The sphere of activity of Committees for Public Health and Morals shall comprise the consideration of matters relating to prostitution and the combating of venereal diseases ; it shall be their duty more particularly to prove that persons suspected of leading an immoral life are actually common prostitutes, and, subsequently, to give a ruling regarding the subjection of such persons to compulsory medical examination or exemption from such examination, as the case may be.

No decisions may be given declaring a woman to be a common prostitute contrary to the Government Medical Officer's opinion.

Article 5. Detailed instructions for institutions carrying out the supervision of prostitution, and bye-laws for Committees for Public Health and Morals, shall be issued by the Minister of Public Health jointly with the Minister of the Interior.

Article 6. Professional prostitutes shall be subject to constant medical examination, and must undergo medical treatment should the Medical Officer find them to be suffering from venereal disease.

Article 7. Persons suspected of being professional prostitutes shall, on being summoned by the Chairman of the Committee for Public Health and Morals, appear before the Committee for the purpose of giving any explanations required.

Article 8. The maintenance of brothels (licensed houses) is prohibited.

All apartments and premises occupied by more than two professional prostitutes shall be deemed to be brothels.

Article 9. Not more than two professional prostitutes may reside in one house.

Article 10. Persons guilty of infringing the regulations of the authorities issued in pursuance of Articles 6-9 of this Decree shall be liable to a judicial penalty under the relative provisions of Penal Codes, or, in the case of the former Austrian and Prussian territories, should their offence not be punishable by law, to a penalty imposed by the administrative authorities under current administrative regulations.

Article 11. The present Decree shall come into force, etc. . . .

Sweden.

November 5th, 1923.

No licensed houses have ever existed in Sweden. Prostitution was formerly, in a few of the principal towns of the country, regulated according to certain provisions of ordinary law, but this system was done away with at the end of 1919.

November 28th, 1928.

Sweden has been trying for nearly ten years to combat venereal diseases by legislative measures. The law voted in 1918 is the result of exhaustive studies, the official side of which dates back to 1903.

The principles underlying the present law are as follows :

1. Free treatment of all infected persons. In the large towns the treatment is given in polyclinics possessing a medical staff of specialists and by the house doctors. The State bears the costs of medical fees, drugs and similar expenses ; all other costs are borne by the communes.

2. Obligation of all venereal patients to obey the doctor's orders. Every patient receives at his first consultation a pamphlet explaining the nature and infectiousness of venereal diseases and the legal provisions relating to them. If the patient fails to obey medical instructions or neglects his treatment, the doctor notifies the fact to the central medical authority (health inspector), who summons the patient to appear for a medical examination, failing which he will be conducted to hospital by the Police. The doctor is bound to supply statistical but not identity particulars on each case, and to ascertain the source of infection, which will be notified to the aforesaid authority ; it will then be the latter's duty to see that the author of the infection undergoes treatment under the conditions described above.

3. Creation of an organisation for spreading information on venereal diseases, to be controlled and subsidised by the State. This question was submitted to a special commission, whose report, issued in 1921, embodies a detailed scheme of propaganda, devised both for schools and young people generally and for the adult public.

4. Abolition of regulated prostitution.

5. Introduction of further penalties in the criminal law. The transmission of a venereal disease, even by other means than sexual intercourse, is punishable by a fine of not less than 50 crowns and may involve not more than 2 years' imprisonment.

The following are extracts from the Swedish Penal Code on this subject :

EXTRACT FROM THE PENAL CODE OF SWEDEN.

Chapter XV.

Article 17. — Any person who takes a woman and carries her away or keeps her in his power against her will with the object of forcing her into marriage or unchastity shall be sentenced to penal servitude for a term of from two to six years.

Article 18. — He who carries off a woman under 15 years of age, with her will but without the consent of her natural guardians, with such objects as are mentioned in Article 17, shall be sentenced to penal servitude for a term of from six months to two years. If a woman under age who has completed her fifteenth year is carried off, with her will, from her father or mother, or from those who act in their stead, for such an object as has been mentioned, the abductor shall be sentenced to imprisonment or a fine.

Chapter XVIII.

Article 11. — Any person who, habitually or from motives of gain, seduces into, arranges or in any other way promotes illicit intercourse shall be sentenced to penal servitude for a term not exceeding four years or to imprisonment for a term not exceeding six months.

The same sentence shall be passed upon any person who, without being guilty of such acts as are mentioned in subsection 1, permanently exploits the disorderly life of another for his own gain.

Switzerland.

(Extract from the Government's Reply.)

August 5th, 1924.

The Federal Ministry, which is the central Swiss office for repression of the traffic, is of opinion that houses of prostitution definitely favour this iniquitous traffic. The draft Penal Code submitted to the Chambers by the Federal Council in 1918 provides severe penalties for professional procuring and for keeping houses of prostitution. In the message addressed to the Chambers by the Federal Council in support of this penal code, the system of houses of prostitution is judged in the following terms :

“ Professional procuring in some sort organises prostitution. It encourages the supply and stimulates the demand, and, by thus favouring prostitution, it aggravates the dangers of the latter and shamefully exploits the unfortunate women who have taken to this trade. This is particularly true of the commercial organisation of prostitution in brothels, which offer the satisfaction of the sexual instinct in its basest and most humiliating form and in the form most degrading to women. The idea that they protect public health and decency because the keeper of the house is subject to certain rules the observance of which is supervised by the State has been shown by experience to be quite illusory. The security, both apparent and real, which is thereby offered to debauchery has only resulted in multiplying the victims. This form of professional procuring must therefore also be made punishable in every case. It should not be tolerated either by the State or by the municipalities.”

November 22nd, 1928.

The laws and regulations abolishing the licensed brothel system in Switzerland are in the hands of the cantons, all of which directly or indirectly prohibit brothels. Most of them simply have a clause in their Penal Code prohibiting prostitution and, consequently, also the existence of such houses; only a few cantons have passed specific prohibitive legislation. This legislation strictly enforced has, for the most part, proved completely satisfactory.

Hereunder the most important extracts from the Penal Legislation of the cantons relating to this question.

Basle-Town.

(a) PENAL CODE.

Article 96. — Any person who makes a practice of assisting, or for his own benefit assists, immorality by acting as a go-between or providing opportunity for immorality shall be guilty of procuring and sentenced to penal internment for a term not exceeding three years, or to imprisonment.

CRIMINAL POLICE LAW (POLIZEISTRAFGESETZ).

Article 54. — Women who are common prostitutes or who solicit in public places shall, by order of the Police Authority, be conveyed across the frontier or kept in detention for a period not exceeding three days. This sentence of detention may be combined with an order for special disciplinary measures (*Schärftung*) and conveyance across the frontier.

Any woman who has twice in the course of the previous two years been conveyed across the frontier or kept on detention by the police as a common prostitute, or who during the same period has been sentenced in the courts on the same charge, shall be liable, if the offence is repeated, to detention with or without special disciplinary measures.

In more serious cases, the offender may be brought before a court, even on the first or second occasion.

Article 58. — Any person who permits young persons under the age of 16 from going to school or work and incites them to vagrancy or to the frequenting of public houses or leads them into debauchery shall be liable to a fine not exceeding 100 francs or imprisonment for a term not exceeding two weeks.

Berne.

Article 164. — Persons of the female sex who are convicted of being common prostitutes shall be liable to imprisonment in a penitentiary for a term not exceeding eight months.

Article 165. — Any person aiding or abetting the corruption of young persons of either sex under the age of 16, or committing in regard to such persons acts of indecency not covered by other and more severe provisions of the present chapter, shall be liable on conviction to imprisonment for a term not exceeding sixty days or confinement in a penitentiary for a term not exceeding two years, or to payment of a fine not exceeding 1,000 francs.

Article 168. — Any person who makes a practice of aiding or abetting the prostitution of persons of either sex for his own benefit shall be prosecuted by the authorities and sentenced on conviction to detention for a term varying from fourteen to sixty days, or to confinement in a penitentiary for a term not exceeding eight months; in addition, the offender may be sentenced to a fine not exceeding 500 francs. Should the offender have attempted by false pretences to entice persons of good character into becoming prostitutes, the penalty may be increased up to four years' confinement in a penitentiary, even if the attempt was unsuccessful.

Fribourg.

Article 119. — Any person assisting immorality shall be punished by imprisonment. The penalty shall be penal internment (*réclusion*) for a period not exceeding ten years, or imprisonment for not less than three months if the offender acted for gain or if the person corrupted was a minor.

Article 120. — Any person engaging in procuring, and in particular any person keeping a brothel, shall be sentenced by penal servitude for a term not exceeding ten years, and to a fine.

Geneva.

LAW CONCERNING OFFENCES AGAINST PUBLIC MORALS OF MAY 30TH, 1925.

Article 2. — The following shall be liable to imprisonment for a term not exceeding three months and a fine not exceeding 300 francs, or to one of these penalties only:

(a) Any person who, in a public place, by words, signs or actions, openly incites one or more persons to immoral conduct.

(b) Any person who causes scandal in a public thoroughfare or uses obscene language in public.

Article 3. — Tenants of premises habitually used for purposes of prostitution shall be liable to detention for a term not exceeding three months and a fine not exceeding 500 francs, or to one of these penalties only.

Article 4. — When, as the result of a judgment it is established that prostitution is being practised in any public institution whatever, the Council of State may order that institution to be closed forthwith.

Grisons.

POLICE LAW OF JANUARY 1ST, 1898.

Article 21. — Common prostitutes and women who for the third time have given birth to illegitimate children shall be punished by imprisonment for not more than two months, and shall also be either cautioned or confined to a specified area or placed in a reformatory institution for not more than two years, as the case may require.

Lucerne.

Article 151. — Any person who in his own or in another's house or elsewhere provides an opportunity for immorality, or in any way abets immorality, shall be punished by imprisonment for not less than eight days and, if the offence is repeated, by imprisonment in a penitentiary for not more than one year.

If the offender is an inn- or hotelkeeper, he shall also be prohibited from ever again engaging in his occupation.

Neuchâtel.

Article 291. — Any person making improper advances on a public road or in a public place shall, for the first offence reported, be taken to the Prefecture and cautioned.

If the offence is repeated, the offender shall be sentenced to imprisonment for not more than six months. If the offender is a citizen of Neuchâtel, the penalty imposed may be confinement in a reformatory institution for not less than one or more than three years in place of imprisonment.

Proceedings may be taken only at the instance of the police authorities.

Article 292. — Any person who, in order to gratify the lust of others, commits an offence against public morals by encouraging, aiding or abetting the debauchery or corruption of persons of either sex shall be liable to penal internment (*réclusion*) for a term not exceeding two years and a fine not exceeding 5,000 francs. The term of penal internment (*réclusion*) may be increased up to four years and the fine up to 10,000 francs if the persons corrupted or prostituted were under 20 years of age, or if women of good character were led into a disorderly house, without their knowledge, by persons living on the earnings of prostitution.

Solothurn.

(a) PENAL CODE.

Article 105. — Any person who for his own benefit assists in any way immorality on the part of others shall be punished for procuration by confinement for not more than two years or by imprisonment.

(b) LAW ON PUBLIC-HOUSES.

Article 26, Paragraph 1. — Any inn- or hotelkeeper who tolerates or encourages immorality or the playing of games of chance on his premises shall be liable to punishment.

Thurgau.

Article 121. — Any person who for purposes of gain assists immorality on the part of others, whether by procuring, by acting as an intermediary or go-between, or by providing premises for such a purpose, shall be punished for the offence of procuration by imprisonment and deprivation of civic rights and may also be required to pay a fine not exceeding 500 francs.

Article 122. — If an hotel- or innkeeper is guilty of procuration, he shall, in addition to incurring the penalty imposed under Article 121, be prohibited from pursuing his occupation.

Valais.

Article 198. — Prostitutes shall be punished by imprisonment for a term not exceeding six months.

Vaud.

Article 198 (new). — Any person who knowingly benefits by the immorality of others or who aids, abets or encourages the immorality of others shall be liable to a fine not exceeding 1,000 francs and penal internment (*réclusion*) for a term not exceeding three years.

The maximum penalty may be doubled if the offender is an ascendant or the husband, guardian, master or any other person in charge of or in authority over the person from whose immorality he has benefited or to whose immorality he was an accessory.

The court may, in addition, sentence the offender to general deprivation of civil rights for a period not exceeding five years, and if he is an ascendant he may be deprived for life of his parental rights.

In the cases dealt with in the present article, the offender may in addition, according to the circumstances be deprived, for a period not exceeding ten years, of the right to keep a public bathing establishment, bar, inn, café, restaurant or the like.

Zurich.

PENAL CODE.

Article 119. — Any person who, for his own gain, aids or abets immorality by acting as a go-between or by persuasion or by providing or procuring an opportunity for immorality shall be deemed guilty of procuring and sentenced to imprisonment, combined with a fine, or to confinement in a penitentiary.

Article 120. — Any person who keeps women for the purpose of living on the earnings of their prostitution, or who provides common prostitutes with opportunities for their immoral trade, or who aids or abets intercourse with such women, or who, in the capacity of procurer, engages or supplies women for immoral purposes, shall be deemed guilty of professional procuration, and shall be liable to detention in a penitentiary and a fine not exceeding 5,000 francs, and, in the case of a second or subsequent conviction, to imprisonment with hard labour for a term not exceeding five years and a fine not exceeding 15,000 francs.

(Extract from the Reply of the Swiss Government.)

January 27th, 1930.

Enclosed you will find a report submitted by the Federal Public Prosecutor's Office based on the replies received from the Cantonal Governments.

As you will see, prostitution can be considered in the majority of the Swiss Cantons as non-existent and it does not seem necessary, therefore, for new measures to be adopted for protecting public order and health.

REPORT OF THE FEDERAL PUBLIC PROSECUTOR'S OFFICE ON THE REPLIES FROM THE CANTONAL GOVERNMENTS CONCERNING PROVISIONS FOR THE SUPPRESSION OF PROSTITUTION IN GENERAL.

January 27th, 1930.

Introductory.

By a letter dated November 22nd, 1928, the Federal Council forwarded to the Secretariat of the League of Nations the texts of the laws in force in the cantons concerning the *abolition* of licensed houses. These houses are now prohibited in all the cantons.

By a circular dated September 17th, 1929, from the Federal Department of Justice and Police, the following questions were submitted to the Cantonal Governments :

" Are there any cantonal legal provisions designed to protect public order and public health against the dangers arising out of prostitution in general (*e.g.*, to prevent venereal diseases, to restrict the number of prostitutes, etc.) ?

" What is the attitude of the cantonal law in regard to regulation and professional prostitution ? "

1. *Canton of Zurich.* — There is no regulation of professional prostitution in the Canton of Zurich. Articles 127 and 128 of the Zurich Penal Code are applicable, and judicial proceedings are also taken with a view to suppressing prostitution ; offenders may be returned to their commune of origin or, if the " establishment law " is applicable, be handed over to the guardianship authorities. Under Article 223 of the said Penal Code, action may be taken on account of bodily injury, whether intentional or resulting from negligence, against prostitutes suffering from venereal diseases who convey infection. Under Article 18 of the Cantonal Decree of July 25th and August 20th, 1883, the communal public health authorities have power to order the compulsory medical treatment of persons suffering from infectious venereal diseases.

2. *Canton of Berne.* — Under Article 164 of the Berne Penal Code, judicial proceedings may be taken against professional prostitutes.

3. *Canton of Lucerne.* — Professional prostitution is punishable by imprisonment under Article 146 of the Police Code.

4. *Canton of Uri.* — Under the paternity law, penal proceedings may be taken against prostitutes. Professional prostitutes are liable on conviction to several weeks' detention in a penitentiary.

5. *Canton of Schwyz.* — Judicial proceedings may be taken on account of professional prostitution. No other provisions exist in the cantonal law.

6. *Canton of Obwalden.* — Professional prostitution is punishable under the Police Code (Article 108) ; there are no other provisions in the cantonal law.

7. *Canton of Nidwalden.* — Professional prostitution is so rare that special measures do not appear to be necessary.

8. *Canton of Glarus.* — There are no legal provisions governing prostitution. Foreign prostitutes are expelled by police order ; natives of the canton are cautioned and may be given employment or interned at the instance of the public relief authorities. Persons suffering from venereal diseases are handed over by the police to the cantonal hospital.

9. *Canton of Zug.* — Prostitution is punished by the police under common law.

10. *Canton of Fribourg.* — Prostitution comes under Article 123 of the Penal Code, which provides for imprisonment.

11. *Canton of Solothurn.* — Prostitution is punishable under Article 106 of the Penal Code ; foreign prostitutes are, in addition, expelled from the canton.

12. *Canton of Basle-Town.* — Professional prostitution is not regulated ; it is punishable under Article 54 of the Police Code. Foreign prostitutes are expelled.

13. *Canton of Basle-Rural.* — There are no provisions governing prostitution.

14. *Canton of Schaffhausen.* — There are no provisions in the cantonal law with a view to the prevention of venereal disease, the restriction of prostitution, etc. Prostitution is very rare in this canton. Professional prostitution is not regulated ; it is punishable under Article 184 of the Penal Code.

15. *Canton of Appenzell-A.-Rh.* — There are no legal provisions governing prostitution.

16. *Canton of Appenzell-I.-Rh.* — Prostitution is punishable under Article 151 of the Penal Code. There is no necessity for other measures.

17. *Canton of St. Gall.* — Professional prostitution is punishable under Article 178 of the Penal Code. There are no other provisions in the matter.

18. *Canton of Grisons.* — The Police Law (Article 21) makes professional prostitution a punishable offence: it does not contain any other provisions in the matter. Foreign prostitutes are expelled.

19. *Canton of Aargau.* — Prostitution is punishable under Article 1 of the law concerning misdemeanours. There are no other specific provisions with a view to the prevention of venereal diseases or the suppression of prostitution. Venereal diseases are difficult to combat, as they are not notifiable. If, however, a person suffering from a venereal disease and aware of the risk of conveying the infection has sexual relations, the person infected thereby may bring an action for personal injury; such cases are tried as misdemeanours. The authorities do all they can to prevent prostitution, and have power to order that prostitutes shall be given employment or interned. Foreign prostitutes are repatriated or expelled by police order.

20. *Canton of Thurgau.* — There are no legal provisions for the suppression of prostitution; the social conditions obtaining in the canton make special provisions unnecessary.

21. *Canton of Ticino.* — The only penal provisions applicable are those of Article 425 of the Penal Code; professional prostitution has never been tolerated, and has consequently never been regulated.

22. *Canton of Vaud.* — The cantonal legislation contains no legal provisions for the regulation of prostitution. This offence is punishable under Articles 197 (new) and 198 (new) of the Vaud Penal Code; the articles lay down certain penalties for any woman guilty of soliciting and any person who benefits by or aids or encourages the immorality of others. The communal authorities, having powers in the matter of public morals, have issued special provisions which form part of the police regulations.

The Vaud Law of September 4th, 1928, on public health organisation, introduced a whole series of new provisions governing public hygiene and health, including compulsory treatment for persons suffering from venereal diseases; Article 105 of the said law provides that:

“If the interest of the public health so requires, the Department of the Interior may order the compulsory treatment of persons suffering from infectious venereal diseases.”

23. *Canton of Valais.* — The cantonal law does not recognise prostitution in any form. There are no special provisions in the matter.

24. *Canton of Neuchâtel.* — There are no provisions in the canton apart from those of Article 291 of the Penal Code.

25. *Canton of Geneva.* — An increase is reported in soliciting and in the number of occasional prostitutes, that is, women who engage in prostitution as a subsidiary occupation.

The Geneva authorities are endeavouring not to regulate but to suppress professional prostitution. They have not, however, as yet issued any regulations in the matter, nor does the cantonal law contain any provisions with a view to preventing venereal diseases or restricting the number of prostitutes. The canton is still carrying on propaganda and concentrating on prophylactic measures (dispensaries, free clinics and treatment, secrecy in the matter of treatment, etc.)

Annexed will be found a report on the subject presented by Professor Charles Du Bois to the Public Health Department of the Canton of Geneva.

REPORT ON THE VENEREAL SITUATION IN GENEVA AND SUGGESTIONS WITH A VIEW TO IMPROVEMENT.

(Report drawn up at the request of M. Jaquet, Councillor of State, Head of the Public Health Department.)

Following on the Rue Thalberg incident, a number of newspapers demanded supervision of prostitution, on the grounds that venereal disease had been increasing to an unsuspected degree since the closing of the licensed houses.

The inaccuracy of their assertions can be proved simply by referring to the annual statistics published by the free clinics, for these statistics, although they indicate the morbidity of part only of the population, none the less reflect the general situation, a fact which we have ascertained by enquiry among the specialists in this town.

Geneva possesses three centres for free anti-venereal treatment: the University Polyclinic, open daily, at the Cantonal Hospital, and the two Red Cross prophylactic dispensaries, whose annual expenditure on anti-venereal treatment ranges from 2,500 to 3,000 francs.

These three organisations, which appear adequate for a town of this size, have an excellent system whereby patients may follow their treatment at any one of the centres as they please.

All three have observation departments, which makes it possible to compile accurate statistics not only of the number of venereal cases treated, but also of the number of cases of infection actually contracted at Geneva.

The following table shows the work of these centres during the past ten years.

Venereal Diseases treated at the Geneva Free Clinics during the past Ten Years.

<i>Syphilis</i>	All stages	With infectious symptoms	Contracted at Geneva
1918	823	692	217
1919	1,021	807	242
1920	883	672	199
1921	791	144	136
1922	669	63	60
1923	452	39	34
1924	524	30	23
1925	372	18	11
1926	320	20	18
1927	401	40	33
1928 (to October 1st)	258	19	16

<i>Blennorrhagia</i>	All stages	With infectious symptoms	Contracted at Geneva
1918	382	382	276
1919	480	480	358
1920	200	200	98
1921	293	293	183
1922	273	273	101
1923	218	218	94
1924	219	219	122
1925	419	419	110
1926	220	220	112
1927	328	328	150
1928 (to October 1st)	263	263	115

These statistics show :

1. That there has been a steady decrease in syphilis since 1918 owing to the more general use of sterilising treatment, with a very marked drop since 1921 and 1922, when there was a great propaganda campaign throughout the country.

The slight recrudescence in 1927 was a feature common to all European countries and appears to correspond to a general resumption of social activity, with an increase in foreign labour.

2. That no decrease is found in the case of gonorrhœa, a fact explained by the absence of specific medical treatment.

3. That the closing of the licensed houses in October 1925 has had no effect on venereal morbidity.

4. That it is incorrect to speak of an unsuspected increase in venereal disease at Geneva or to represent this town as one of the worst infected, other Swiss towns showing a much higher venereal morbidity.

The best form of prophylaxis against venereal diseases is to offer general facilities and proper conditions for treatment in the early stages ; Geneva may claim to have realised these desiderata. But the anti-venereal campaign is not confined to treatment on a generous scale. There is a Geneva section of the Swiss Anti-Venereal Association, represented by the Geneva Red Cross, which carries on continuous propaganda by means of lectures given in all the military schools, in the higher classes in boys' schools and to any groups that may apply for the purpose, since experience has shown that, with a knowledge of the evil, there is a better prospect of its being treated.

This does not mean that the situation cannot be improved and that infection cannot be reduced still further. Our statistics show fairly clearly which are the chief centres of infection ; an examination into the present situation as regards prostitution may help to determine what measures should be taken.

Since the closing of the licensed houses, prostitution has been absolutely uncontrolled and unregulated in Geneva except for cases covered by Article 2, which concerns soliciting and deals with " any person who, in a public place, by words, signs or actions, openly incites one or more persons to immoral conduct ". In actual practice, this article is very rarely applied.

There are professional prostitutes, about ninety in number, who are known to the police, and it is against them that the newspapers have been declaiming, demanding that they shall be registered, kept under supervision and forced to undergo medical inspection. But, in point of fact, from our observation of patients, these professional prostitutes are responsible for only a very small percentage of cases of infection. They are so anxious to maintain their reputation for good health, on which their livelihood depends, that they pay special attention to personal prophylaxis and treatment where necessary. Of this we have absolute proof.

The diseases can be traced for the most part to women and girls who follow an ordinary occupation, but who are at the same time paid or unpaid " amies ". Against this class of prostitute no authority can act, and the mere fact of registering professionals would not involve the suppression of these semi-professionals.

The whole character of prostitution has changed. All idea of directing it into definite channels and supervising it must be given up : experience has shown the futility of regulation from the standpoint of venereal morbidity, because the majority of men will not take advantage of it, preferring to run the risks attaching to casual intercourse.

Recourse must therefore be had to other means, which have already been successfully tried.

1. Greater stress must be laid on education in sexual matters and, that this may become general, the school must do its part in the form of hygiene lessons from the lowest primary classes upwards (recommendations of the Nancy Conference, May 1928). In the higher classes, lessons should deal with the dangers of prostitution, the importance of personal prophylaxis and the necessity for early treatment.

2. The Public Health Department should advertise the anti-venereal clinics more widely, specifying the consulting hours; this should be repeated from time to time.

3. The clinical emergency account of the Skin Clinic should be increased so that the latter may take in all cases of infectious venereal disease irrespective of transportability or nationality.

4. The streets should be more strictly policed. Article 2 (a) on soliciting should be made applicable to men as well as women.

5. The possibility should be considered of classifying as an offence the fact of knowingly communicating venereal disease under the provision in the draft Federal Penal Code concerning injuries to health.

The above points might usefully be examined with a view to supplementing what is already being done at Geneva in the interests of the campaign against venereal diseases.

October 25th, 1928.

(Signed) Prof. Dr. Du Bois.

Czechoslovakia.

March 12th, 1924.

The chief reasons which led the Czechoslovak Government to abolish the system of official regulation are :

It is not possible, in practice, to supervise all the prostitutes in licensed brothels, and only a very small proportion of the total number of prostitutes are inmates of these places.

The system of keeping prostitutes in licensed brothels encourages depravity and cynicism among young people whose morals would not otherwise be exposed to the same temptation. It is well known that licensed brothels are for the most part frequented by youths of 20 years of age; indeed, in many cases they are regularly visited by lads of 16 or even younger. It is an established fact that venereal diseases occur among pupils at secondary schools in the sixth form and upwards — sometimes even in the fourth form. 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.

Those who regularly frequent licensed brothels constantly demand fresh subjects. The result is an intensive and continual interchange of prostitutes from one brothel to another. If there were no licensed brothels the traffic in women would be reduced to a minimum. The demand for supplies of this kind is very active in countries where there is official regulation.

Again, licensed brothels offer facilities for young girls of idle and dissolute character to take the last step towards prostitution. A woman living in a licensed brothel need only concern herself about dress. Everything else — board and lodging — is freely offered to her. The life in licensed brothels has a pernicious effect on women, both morally and physically. The excessive consumption of alcohol, which is one of the obligations of their trade, the long hours spent in unventilated rooms thick with cigar smoke, the idle existence, devoid of any kind of higher aspirations, the lack of sufficient sleep, and the continual excesses ruin the health of even the most robust women in a few years. Women who are predisposed to phthisis are inevitably doomed.

As regards economic conditions, the inmate of one of these houses is a down-trodden creature without rights of any kind. She is entirely at the mercy of the keeper of the licensed brothel. Everything he gives her is placed against her account, so that she is always in his debt and it is impossible — or at any rate very difficult — for her to quit her profession if she wishes to. It is a condition which may be described as modern slavery. Prostitutes in licensed houses are bound to offer themselves, at any moment, to any man, no matter how repulsive. Their human dignity is held of no account. They are often over-taxed sexually; indeed, it is not uncommon for a prostitute to be placed at the disposal of ten — or even more — men in a single night.

The constant promiscuous unions, in the case of some of the prostitutes in licensed brothels, causes them to contract venereal diseases much more frequently than is the case with prostitutes living independently. The former category are more susceptible to contagion. Statistics prepared by Sperk of Petrograd show that on an average a prostitute in a licensed brothel contracts syphilis after three years, while a prostitute living independently escapes infection for five years. As a result of the higher degree of promiscuity in licensed brothels, the danger of venereal contagion is greatly increased. If only one prostitute in each licensed brothel is suffering from a contagious disease in a virulent form, it will be communicated to a large number of men. As the prostitutes in licensed houses are not subject to any health supervision they are an unlimited source of infection.

From the legal point of view, both licensed brothels and officially regulated prostitution can only be regarded as "tolerated". Both procuring and trafficking in women are offences liable to punishment; yet they are both tolerated in the case of licensed brothels, and the administrative authorities do not demand the punishment of these offences, though they are openly committed.

One of the customary arguments for the maintenance of the system of licensed brothels and official regulation is that it is easier to exercise regular health supervision in these places and so to ensure that the women shall be free from infection. It has been pointed out above that all prostitutes suffer, at the least, from chronic gonorrhœa, while one-third of them have latent syphilis. And these are precisely the diseases which receive least attention. If health supervision were really rigorously enforced it would reduce the whole system of official regulation to an absurdity. In confutation of the argument quoted above, it has been proved that the morbidity of prostitutes in licensed brothels as a result of venereal diseases is higher than that of prostitutes living independently.

Another argument used for the maintenance of licensed brothels is that prostitution, when carried on by prostitutes lodged in brothels of this kind, does not offend the moral sense of the public. But it is a fact that the number of licensed brothels tends to decline, even in countries — like France, or Bohemia under the former Austrian regime — where their existence is not subject to any restriction.

The following is the text of a law, dated July 11th, 1922, communicated by the Government of Czechoslovakia on November 5th, 1928, concerning the combating of venereal disease:

LAW OF JULY 11TH, 1922, ON THE COMBATING OF VENEREAL DISEASES.¹

CHAPTER I. — PROPHYLACTIC MEASURES TO COMBAT VENEREAL DISEASES.

§ 1.

The venereal diseases to which the present law shall apply are syphilis, gonorrhœa and soft chancre.

§ 2.

Obligation to undergo Treatment.

Any person suffering from a venereal disease which is at an infectious stage shall obtain treatment from a doctor authorised to practise (Law of July 15th, 1919, No. 419, of the *Collection of Laws and Decrees*) privately or at a public medical institution.

If a charge is preferred under Sections 2 and 6 of the Law, it must first be ascertained whether the name of the accused is already on the list to be kept by the public authorities as provided in this Decree. If the person preferring the charge is not the doctor treating the case, and if the accused has hitherto born a spotless reputation, careful enquiry must be made to establish that the charge has not been preferred from motives of revenge or as an attempt at blackmailing. The complainant must consequently appear and a record of his deposition must be made, regard being had to the facts brought to light by the official enquiries, which must be carried out with all despatch. The accused must be privately instructed, by a summons sent under sealed cover, to appear before the authorities, so that they may satisfy themselves as to the accused's state of health. Not until the authorities are convinced, after the accused has been medically examined, that there is a definite risk of infection will the charge be forwarded to the court, together with the papers in the case if a punishable offence is involved. In the case of an alleged offence under Sections 20 and 21 of the Law, the authorities must, of course, always forward the charge to the court, even if the result of the compulsory medical examination is negative.

§ 3.

Treatment and Examination of the Destitute.

If the provisions concerning the free treatment of the destitute prove inadequate, a decree shall be issued prescribing measures whereby every destitute person suffering from venereal disease may be treated at the expense of the State.

This clause does not in itself bind the Government to make special arrangements immediately for every destitute person to be treated at the expense of the State; indeed, it is impossible to contemplate making such arrangements immediately, as no reliable estimate of the provision required can be made on the spur of the moment. In any case, where hospital treatment is necessary, the regulations for the treatment of destitute persons in public hospitals make adequate provision for the present.

¹ This law was published in the *Bulletin of the Laws and Decrees of the Czechoslovak State*, No. 241, 1922, and entered into force on that date. Subsequently, an Executive Order of October 9th, 1923, relating to the Law of July 11th, 1922, was published, and also a Decree of the Ministry of Public Health of January 21st, 1924. As this Order and this Decree constitute an important addition to the Law of July 11th, 1922, a summary of them is here given (indented) after the various articles of the law.

§ 4.

Compulsory Medical Examination.

Any person accused of an offence or misdemeanour referred to in § 2, 6, 18, 19, No. 1, § 20 and 21 of the present law shall, if there is reason to believe that he is suffering from venereal disease, undergo medical examination (§ 23) at the order of the public authorities.

Such persons may, as a result of the examination, be sent to a medical institution.

The necessary action must be taken as soon as possible and with due consideration for the reputation of the person concerned.

The public authorities (§ 23) may adopt any temporary measures necessary to prevent the risk of infection.

As the ordinance for the execution of the law provides that compulsory examinations may be carried out by doctors other than the medical officer to the public authorities, the local authorities are requested, as soon as possible, to put forward definite proposals on this point, with reasons stating whether they consider it desirable, within their respective areas — this applies more particularly to the larger centres, such as Prague, Pilsen, Brno, Mährisch-Ostrau, Bratislava etc. — that such examinations should be carried out by doctors other than medical officers, and what arrangements should be made to meet different local conditions.

§ 5.

Compulsory Treatment in Medical Institutions.

If there is any danger that, by reason of his mode of life or of the non-observance of medical orders, a person suffering from venereal disease may transmit the disease to other persons with whom he is in contact, he may, at the order of the public authorities (§ 23), be sent to a medical institution and kept there until the infectious symptoms have been cured.

§ 6.

Subsequent Medical Examination.

Any person who has suffered from venereal disease shall, even after the completion of the treatment, periodically undergo further medical examination when required by the medical officer appointed by the public authorities (§ 23) if the latter think fit.

Under Section 10 of the Decree of January 21st, 1924, the competent authorities may order a further medical examination in the case of persons: (a) who have been officially recorded as suffering from venereal disease and who are common prostitutes; (b) who are known to the authorities as leading a dissolute life; (c) whose occupations are such as to make them liable to infect other persons or to jeopardise the health of persons living under the same roof.

Neither the law nor the Government decree specifies the intervals at which re-examinations are to take place. Their frequency, and the length of time over which they extend, depend on the particular case and on the purpose for which the examination was ordered.

Nevertheless, to ensure that the patient will not be required by his own doctor to undergo needless examinations, it is laid down that he may request the authorities to consider his case, if he feels that his state of health is such that the re-examination ordered by his doctor is not required.

In administering Section 6 of the Law, the person concerned should be treated with the utmost consideration, so as to make him realise that the action taken is not police action, but is designed both to protect the public health and to ensure his own welfare and that of his family.

§ 7.

Duties of the Doctor treating the Case.

Any doctor treating a person suffering from an infectious disease shall:

- (1) Make a written statement to the public authorities (§ 23);
 - (a) If the patient does not carry out his orders or if for any other reason there is a risk of the infection of another person;
 - (b) If the patient discontinues the treatment and fails to prove that he is being treated by another doctor or at a medical institution;
 - (c) If he does not fulfil the obligations referred to in § 6;
- (2) Enquire of the patient the sources of infection and transmit the information given by the latter to the public authorities (§ 23);
- (3) Warn the patient of the infectious nature of his disease and of the penalties he incurs if he transmits it (§ 18), and, if need be, warn him before he contracts marriage and supply him with printed instructions, which the public authorities (§ 23) will supply to doctors gratis for the purpose.

Where treatment is undergone in medical institutions, the head of the institution (clinic or ward) shall be responsible for the carrying out of the above duties.

Section 7 of the Executive Decree of January 21st, 1924, classifies the persons who, generally speaking, are liable, owing to their manner of life, to transmit venereal disease. They are divided into three groups: (a) persons who lead a visibly dissolute and immoral life and seek to induce other persons to have sexual relations with them; (b) persons whose occupation affords opportunities of infection (hairdressers, midwives, nurses, waiters, hotelkeepers, makers of food products, etc.); and (c) persons who are liable to infect those living under the same roof, members of their families or fellow-employees (domestic servants, lodging-house keepers, apprentices, clerks, etc.). The authorities should, without hesitation, use the powers given them by the law against patients who expose those around them to infection by refusing to obey the doctor's orders.

The authorities will, of course, take the same action against persons notoriously leading immoral lives, as in such cases the risk of infection is specially grave.

When the authorities have ordered compulsory treatment in an institution, the manner in which the order is enforced will depend upon circumstances and local conditions in each case. The patient should receive every consideration, but the order must be strictly enforced.

The doctor treating the case must send statements made as provided in Section 7 of the Law, under separate cover, to the public authorities of first instance (in Slovakia and Sub-Carpathian Russia, to the competent administrative authorities).

It is certainly not the intention of the law that severe measures of coercion should ever be employed where the same result could be obtained by patience and persuasion. The doctor should not, however, spare the patient's feelings if he finds that through negligence, selfishness or other reasons the patient is wilfully disobeying his orders and risking conveying the infection to others, or if the patient refuses, or is unable, to go to hospital when ordered by the doctor.

Section 13 of the Executive Ordinance of October 9th, 1923, lays down that the competent authorities of first instance must make out a card for every case of venereal disease in which official action has been taken, in order to facilitate any further action that may be necessary. They will accordingly draw up a complete list of: (a) persons charged with offences under Sections 2, 6, 18, 19, 20 and 21 of the Law and found on medical examination to be suffering from venereal disease; (b) persons concerning whom statements have been made as provided in Section 7 of the Law; (c) persons who have been sent to a clinic for treatment by order of the authorities; (d) persons who have been ordered by the authorities to undergo medical examination.

Persons of classes (a) — (c) will not be placed on the list unless compulsory treatment is required.

§ 8.

Notification of Venereal Diseases.

The Ministry of Public Health and Physical Culture shall have the right to require doctors and medical institutions to notify venereal diseases without divulging the names of the persons affected.

§ 9.

Observation of Professional and Official Secrecy.

Any doctor treating a patient suffering from venereal disease shall observe strict professional secrecy as to the nature of the disease, except where otherwise provided in § 7, and as to all circumstances relating to the disease, on pain of incurring the penalties prescribed by the relevant penal laws.

Similarly, all persons in any way connected with the execution of the present law shall observe professional secrecy and shall pay due consideration to the patient's reputation.

This stipulation shall in no way affect the legal obligation to give evidence before or make statements to the authorities or courts.

As few officials as possible should have knowledge of circumstances that might injure the patient's reputation.

All files and cards relating to the execution of the law must be kept by medical officers in a place of safety, under lock and key, so as to prevent any breach of professional secrecy.

Infringements of this regulation are punishable by law. The authorities must call the attention of all doctors to this rule.

§ 10.

Prohibition of Treatment by Correspondence.

The treatment of venereal diseases without a personal examination, by correspondence or by the sending of therapeutic prescriptions, shall be prohibited.

§ 11.

Prohibition of Improper Offers of Treatment.

Offers to treat venereal diseases in an improper manner unworthy of the medical profession shall be prohibited.

§ 12.

Instruction concerning Venereal Diseases.

The State Administration (§ 29) shall take the necessary measures to have the young given instruction at school and after leaving school, in a manner appropriate to their age, by authorised persons, and more particularly by school medical officers or by persons specially appointed for the purpose, in sexual matters, the dangers of venereal disease and of prostitution, and their prevention. It shall also, in co-operation with social insurance institutions and health organisations and in concert with the Ministry concerned, take steps through the Press to have the public given general instruction in regard to venereal disease.

CHAPTER II. — PROSTITUTION.

§ 13.

Abolition of Police Regulations.

All police and administrative measures hitherto regulating the supervision of prostitution shall be abolished.

§ 14.

Abolition of Licensed Houses.

It is forbidden to open or keep a disorderly house under pain of prosecution as provided by penal law on procuring.

Every brothel-keeper must be personally warned to abandon that occupation, if (s)he has not already done so. Communes and the police must on their own initiative, without waiting for complaints from neighbours, forward the appropriate charges to the competent authority and to the court, if they ascertain that the inmates of the late brothel are still living there and engaging in prostitution.

The authorities responsible for the closing of brothels must make every effort to ensure that the inmates leave as soon as possible, and must do all in their power to help them to return to a normal mode of life.

Attempts will, of course, be made to evade the law prohibiting the opening or continuance of brothels. A strict watch must therefore be kept on the issue of licences for establishments where such unlawful practices may occur (wine-shops, cafés open at night, bars, cabarets and other places of entertainment where spirits are supplied). The circumstances must accordingly be investigated, and it must be established by inspection that the various apartments on the premises, and also private rooms in the same house or the next house or the house opposite, are not to be used for immoral purposes.

When a licence has been granted, the premises under suspicion must be watched to ensure that they are not put to any illicit use.

Hotels, inns, etc., which usually let rooms to temporary visitors, should also be kept under close observation.

As the official supervision of prostitutes has been abolished by the law, no prostitute can henceforth be registered for police medical examination. The lists of prostitutes already registered, however, and other papers relating to the former system of supervision, may be used officially, but only to ensure the proper enforcement of Sections 2, 4 and 6 of the new Law. They must not be used as a ground for any police action against persons whose names appear in them. The old inspection-books for prostitutes are to be destroyed. The authorities will intimate to prostitutes that henceforth they are released from police supervision and need not attend the communal offices for medical inspection. They will explain the new law on the combating of venereal disease, and will point out that the law requires all sufferers from such disease to undergo treatment. They will also tell prostitutes where to apply for proper medical treatment in case of need.

The police and communal authorities are responsible for detecting punishable offences and reporting them to the proper authorities. Doctors who have hitherto conducted the medical inspections of registered prostitutes may be asked to assist in carrying out the law, but their new duties will be in no sense the same as before.

§ 15.

Reformatories for Prostitutes.

The State Administration (§ 29) shall, if need be, undertake to provide establishments affording professional prostitutes temporary shelter and an opportunity of reform.

The Ministry of Health does not for the present propose to establish special reformatories for prostitutes, but takes the view that, where there are no private organisations for reclaiming them, the Government Department, either directly or through the subordinate authorities, should encourage the formation of such bodies. Local authorities are asked to assist, and, where there is occasion, to make specific suggestions to the Ministry of Health as to the best methods.

§ 16.

Supervision of Juveniles addicted to Immoral Practices.

Persons of either sex under 18 years of age who are addicted to immoral practices shall be placed under special supervision by the public authorities, and, if necessary, appropriate measures, as provided by law, shall be taken with a view to the reform of such persons.

The foregoing provision shall be enforced by decree pending the promulgation of a law concerning the protection of children.

One of the best means of preventing prostitution and venereal disease is to remove young people under 18 years of age who are addicted to immoral practices from the surroundings and conditions that led them into evil ways, and to put them back on the right path with the help of the authorities.

It is from among young people of this type that prostitutes are recruited, and the object of Section 16 of the Law is to prevent this.

The Ministry of Social Welfare has already in preparation a Bill dealing with educational welfare work for children under 14 and young persons between the ages of 14 and 18.

When this Bill becomes law, it will also provide for the steps to be taken for the reform of persons of either sex under 18 years of age who are leading an immoral sexual life. In the meantime, the police will be guided by instructions issued in concert with the Ministry of the Interior and the Ministry of Social Welfare. The welfare work of the representatives of public authority will consist primarily in supervision of the health and social conditions of young persons leading a dissolute life. This supervision will be exercised by the police in public places, streets, squares, parks, theatres, places of entertainment such as cabarets, bars, dance-halls, cinemas, public houses and cafés.

This duty will be entrusted only to officers capable of acting quietly and in a kindly spirit, but at the same time with firmness. It must be made clear to them that what they are doing is not administrative police work, but simply health and social welfare work; they should convey to persons whom they may have to supervise, or even to arrest, that their action is taken primarily on social and preventive grounds.

As far as possible, plain-clothes officials — in some cases, women with the necessary powers — should be employed in enquiries and arrests.

The supervision of young people, especially girls (though boys also need supervision), should be unobtrusive, the main object being to ascertain whether the girls speak to men, accost them, or behave in such a way that it is obvious that they are inviting the other sex to have immoral relations with them. Nevertheless, persons should not be promptly arrested and taken to the police station unless they are committing serious offences against decency, uttering obscene words or making obscene gestures, inviting improper advances beyond any possibility of misconception, or the like, or committing a public nuisance by overtly plying the prostitute's trade. Young persons who are suspected of intending to become prostitutes and are trying to dissemble their improper approaches should be closely watched and, if necessary, followed cautiously home. In such cases, however, officers should always proceed with the utmost care and discretion, in order not to risk injuring the reputations of innocent girls.

When a young person is brought before the authorities, the parents or persons responsible for his or her upbringing should always be summoned at the same time, so that the position of the young person can be enquired into — whether he (she) is an orphan, is kept under proper supervision, is not exploited, and so on. Persons under 18, when arrested, must never be detained in the same premises as adults. If detention is necessary, it should be reduced to a minimum, and official action should be taken with the utmost promptitude. Young persons under 18 should further be separated into two classes according to their morality, so that certain of them will not have to come into contact with others who are already corrupt. Any who are believed to be suffering from venereal disease will be dealt with according to Section 4 of the Law on the Combating of Venereal Disease. All young persons arrested must undergo a mental test. According to the results of the official enquiry the young person will be dealt with in one of the following ways :

1. Restored to his (her) parents or the persons responsible for his (her) upbringing, if they are respectable and if the act which led to the enquiry was committed in defiance of them or without their knowledge;
2. Handed over to the guardianship authority to be sent to a home, reformatory, or the like, if he (she) is in good health and if it seems desirable to remove him (her) from old surroundings;
3. Sent to an asylum, if necessary;
4. Sent for trial, if he (she) has committed a punishable offence under the Law on the Combating of Venereal Disease.

A special division should be formed at the headquarters of the Criminal Investigation Department to deal exclusively with the social aspect of this question, especially with welfare work for young persons under 18 whose morals are under suspicion.

CHAPTER III. — PROVISIONS FOR THE ENFORCEMENT OF THE LAW.

§ 17.

Penalties.

Any infringement of the present law or of the decrees issued for its application which is not punishable by the courts shall be punished by the civil authorities in Slovakia and in Sub-Carpathian Russia by the administrative Police authorities (§ 23) by a fine of from 50 to 10,000 crowns or imprisonment of from 1 to 30 days.

The fine shall accrue to the State.

§ 18.

Health undermined or ruined by Venereal Disease.

Any person who through negligence places another person in danger of venereal infection by cohabitation or by any other act shall be guilty of an offence punishable by the courts, the penalty for which shall be imprisonment for from 1 day to 1 month or a fine varying from 50 to 10,000 crowns.

Any person who, by cohabitation or any other means, knowingly places another person in danger of venereal infection shall be guilty of an offence punishable by from 14 days to 8 months' imprisonment.

If the person endangered is married, betrothed or a companion to the offender, the latter shall be publicly prosecuted, but only if the complaint is lodged by the endangered person. If no complaint is lodged with the courts or with the public prosecutor within 3 months of the date on which the person entitled to lodge it becomes aware of the offence and of the identity of the party implicated, no proceedings may be taken.

Any person who deliberately infects another with venereal disease shall be punishable in accordance with the law concerning serious bodily injury (Articles 154 to 156 of the Penal Code dated May 27th, 1852, of the Imperial Legal Code and Articles 303 to 306 of the Penal Law, Article V, of 1878).

If the offence was committed for gain, a fine of from 100 to 20,000 crowns may in all cases be imposed in addition to the penalty of imprisonment.

§ 19.

The following shall also be punished under Article 17 :

- (1) Any woman who, suffering from syphilis, accepts and keeps a situation as wet-nurse to an infant not suffering from the disease;
- (2) Any person who employs or keeps in the vicinity of a syphilitic infant a wet-nurse not suffering from the disease;
- (3) Any person who places and leaves a syphilitic infant in the care of other persons without revealing to them the nature of the infant's disease.

If there are attendant circumstances such as those referred to in § 18, the act shall be punishable by the courts as provided in that article.

§ 20.

Incitement to Prostitution.

The following persons shall be held guilty of a misdemeanour punishable by the courts :

- (1) Any male who incites to or female who offers herself for prostitution in a manner calculated to cause offence or to injure public morals ;
- (2) Any person who attempts to induce another person under 16 years of age to engage in prostitution.

The penalties in such cases shall be from 1 day's to 1 month's imprisonment, or a fine of from 50 to 10,000 crowns, and, if the offence is committed by a professional prostitute, 14 days' to 6 months' imprisonment with hard labour. A fine of from 50 to 10,000 crowns may be imposed in addition. If, under the general penal laws, the action is liable to a severer penalty, the latter shall be applied.

Any person, male or female, who, in a public place, whether from motives of gain or not, commits a public nuisance, by inciting other persons to commit immoral acts, should be apprehended.

A public place is to be understood as not only any space accessible to the public, but also any building or enclosure used for purposes of entertainment, sport or education, or resorted to by the public for recreation or refreshment, as well as public baths and all public vehicles.

Paragraph (2) of Section 20 of the Law refers to persons who attempt to induce any person under 16 years of age to consent to sexual intercourse, irrespective of the sex of the seducer or of the person seduced.

§ 21.

Prostitution harmful to Public Morals.

Any person who practises prostitution in a manner detrimental to the morals of the inhabitants of the house or of the neighbours shall be liable to a penalty of from 1 day's to 1 month's imprisonment, and if any exhibition has intentionally been given which is injurious to the morals of the young, such person shall be liable to imprisonment with hard labour for from 14 days to 3 months.

§ 22.

Prosecution of Members of the Armed Forces.

Legal proceedings on account of misdemeanours falling under the jurisdiction of the courts in virtue of Articles 18 and 21 shall be taken by the military and naval courts in the case of persons subject to the jurisdiction of the said courts.

(Chapter IV contains general provisions of a merely administrative character; it is therefore unnecessary to quote it here.)

Official No. C.T.F.E. 466 (a).

APPENDIX I.

**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.**

Reply from the Netherlands

[*Translation.*]

February 28th, 1930.

Now that it has become clear to what an extent the regulation of prostitution encourages the traffic in women it is only logical that an attempt should be made to abolish the system in countries where it still exists.

The best possible argument in answer to supporters of regulation consists, of course, in tangible results obtained under some other system — abolitionism or neo-regulation. Such results should be based on statistics concerning public order and public health before and after the abolition of the regulationist system, for many countries maintain regulation chiefly on grounds of public order and public health.

In the case of the Netherlands, however, statistics covering the years before and after abolition are difficult to obtain, and this is readily comprehensible when one considers the historical development of official intervention in the matter of prostitution in this country, as already described in detail in previous communications.¹ It is impossible to establish an absolute line of demarcation between the first of these systems and the one by which it was replaced.

The regulation of prostitution was not prohibited by law until the introduction of the legislation for the prevention of immorality (May 20th, 1911), but even before that date only occasional vestiges of the system remained. During the second half of the nineteenth century, municipal regulations were issued in the chief communes and garrisons providing for the control of prostitution. In some towns, compulsory registration and examination of prostitutes was carried out only by police order, as at the beginning of the nineteenth century when Holland formed part of the French Empire. After 1878, the year of the First Congress of the International Abolitionist Federation, the 39 municipalities in which these regulations were in force gradually set about abrogating these provisions, under the influence of abolitionist doctrines, and the majority of them went so far as to prohibit the opening of licensed houses.

Between 1897 and 1910, 15 other towns made it a punishable offence to keep a licensed house, so that, on the promulgation of the law concerning public morals in 1911, there remained only one commune which still had to bring its local regulations into line with the new Government legislation; in fact, regulation was practically non-existent, and 1911 cannot be taken as the turning-point between this system and abolition.

Simultaneously with the above measure, the former Article 452 of the Penal Code was abolished, this being the only article in Dutch legislation before 1911 which dealt with prostitution, and the only one which implied official recognition of keepers of licensed houses. The article read as follows:

“ The keeper of a licensed house who receives in that house a woman not a member of his family, without previously informing her clearly, at the Burgomaster's office and in the presence of that official or of an official delegated by him, as to the profession carried on in the said house, shall be liable to imprisonment for a term not exceeding three months or to a fine not exceeding 300 florins. ”

While doctors and others had gradually become convinced that sanitary control of prostitution was of little value, considerations of principle were what chiefly determined the adoption of the law concerning public morals under which, *inter alia*, brothels were prohibited; this may be seen from the exhaustive debates at the time when the Bill was before the Second Chamber of the States-General.

The guiding principle in the Netherlands Penal Code has been that penal legislation shall not interfere with the private life of the individual, except in so far as is necessary to safeguard the rights of the community or other rights. Accordingly, the law for the prevention of immorality is not directed against immoral conduct in general, but against the exploitation of immoral conduct in others. *Prostitution in itself does not constitute a punishable offence*. It is a purely individual concern and comes not under the penal law but within the realm of public morals. It is, however, a punishable offence to derive profit from the prostitution of others (See Articles 250, 250 *bis*, 250 *ter*, 432, § 3, of the Penal Code).

“ Article 250.

“ The following shall be liable to penalties as under :

“ 1. To imprisonment not exceeding four years, any father, mother, guardian or deputy guardian who shall cause or wilfully encourage the perpetration of immoral acts with a third person by his or her child under age or by a person under age placed under his or her guardianship or deputy guardianship.

“ 2. To a term of imprisonment not exceeding three years, any other person who shall cause or wilfully encourage the perpetration of immoral acts with a third person by a person under age knowing the said person to be under age or having reasonable grounds to suppose the same.

“ Should the offender make habitual practice or custom of the perpetration of this offence, the penalty may be increased by one-third. ”

¹ The Netherlands Government's reply, dated February 25th, 1924, as it appears on page 49 of document C.T.F.E. 336 (2), contains a sentence which has obviously given rise to misunderstanding. The sentence “ This system still exists in a few communes ” at the beginning, should read “ This system still remained in a few communes practically throughout the nineteenth Century ”. It was probably owing to this incorrect statement (to the effect that the system still exists in a few communes), that the Netherlands was incorrectly classified. (Cf. document C.T.F.E. 336 (1)).

“ Article 250 bis.

“ Any person making a habitual practice or custom of wilfully causing or encouraging the perpetration of immoral acts by other persons with third parties shall be sentenced to a term of imprisonment not exceeding one year or a fine not exceeding 1,000 florins. ”

“ Article 250 ter.

“ Trafficking in women shall be punished by a term of imprisonment not exceeding five years.

“ Article 432, § 3.

“ The following shall be liable to detention not exceeding twelve days :

3. Any person deriving profit from the immoral earnings of a woman. ”

“ Article 434.

“ Persons committing an offence under the two preceding Articles (432 and 433) may be likewise sentenced, if capable of work, to be placed in a State industrial establishment for a period not exceeding three years. ”

Articles 250 and 250 bis are both directed against procuration, and Article 250 bis also prohibits brothel-keeping, being framed in general terms so as to cover the causing or encouragement of immoral acts in any form. Some of the big communes, however, felt the need of a provision admitting of readier practical application than this Article of the Penal Code. Amsterdam (Article 257, General Police Regulations), Rotterdam (Article 1, 1913, No. 11) and The Hague (Article 297, General Police Regulations) have a provision to the following effect :

“ It is forbidden to provide other persons with an opportunity of committing indecent acts in any establishment whatsoever which any person may have at his disposal, either on several occasions or for purposes of profit. ”

In this case, it is easier to establish proof than for Article 250 bis of the Penal Code, which stipulates “ wilfully causing or encouraging ”. The communal provision does not include the word “ wilfully ”, so that anyone pleading ignorance of what is happening under his roof would still be punishable having once been warned by the police.

Further, it is generally easier to prove that a person has acted “ on several occasions ” or “ for purposes of profit ” than that he has been “ making a habitual practice or habit ” of anything. Purposes of profit can often be established by the exorbitant rents charged by the owner for premises or for a single room. These various means, backed by the communal regulations, have put an end at Rotterdam to the shameless conduct of prostitutes who had rented rooms in a number of houses in a certain street.

Experience shows that the practice of small hotels which are merely disguised meeting-places may come under both Article 250 bis of the Penal Code and the local provisions. The local regulation, however, is generally employed rather in the case of lodgings where one or more women receive their clients, having ostensibly rented a room.

The figures for convictions in the Netherlands for offences against Article 250 bis of the Penal Code in 1927 and 1928 were 38 and 67 respectively, while proceedings for offences against this local provision were taken in 17 and 17 cases respectively at Amsterdam, and in 22 and 5 cases respectively at Rotterdam, during the same years.

An even more effective means of prevention than the penalties for contravention (a maximum of six days' imprisonment or a maximum fine of 25 florins) consists in the power to order the closure of the premises. This generally means a financial loss so that it behoves the keeper of the establishment to be careful.

The relevant provision applicable in Amsterdam (Article 258, General Police Regulations), in Rotterdam (Article 2, 1913, No. 11) and at The Hague (Article 298, General Police Regulations) is framed as follows :

“ It is forbidden to visit any of the establishments mentioned in the preceding article (Article 245) after the closure of the same shall have been publicly ordered by the Burgomaster and Aldermen.

“ The closure shall be held to have been publicly ordered as soon as a copy of the order for closure shall have been posted up in the building in which the establishment is situated.

“ It is forbidden to assist or hinder the posting up in the building of the copy mentioned in the preceding paragraph. ”

This provision permits of the closure of meeting-places ostensibly run as hotels and boarding-houses. A few years ago, when the Amsterdam police, acting on information, began to keep a systematic watch on all small hotels, the proprietors realised what their fate would be if their establishments were placed under constant supervision. Some of them decided to give up their so-called hotels, as they could not hope to make a profit unless the public were prepared to use them as meeting-places.

At Rotterdam, a number of houses were closed in a certain street, the proprietors having previously let them to prostitutes at exorbitant rents.

As a rule directly an order for closure is posted up, a policeman is stationed before the entrance until the premises have been taken over for some other purpose.

At Amsterdam, Rotterdam and The Hague respectively, 15, 26 and 0 establishments were closed in 1927, the figures for 1928 being 15, 30 and 1.

In some houses in the big towns, prostitutes stand at the window to attract visitors. Nothing can be done under the existing provisions, provided that the women do not give offence, unless there is evidence to show that the keeper or proprietor derives profit from the establishment in the capacity of a third party. When questioned by the police, the women always state a rent that is moderate, whereas in reality they either have to pay a higher one or have to make over a certain proportion (generally a half) of their takings.

As regards public order, the Penal Code contains no special provisions concerning the conduct of prostitutes in the street. With a view to preventing offensive or objectionable behaviour in public, a number of communes have established regulations, as follows :

Amsterdam (Article 256, General Police Regulations) and The Hague (Article 190, General Police Regulations) have an article containing practically the same provisions :

“ It is prohibited for women :

“ (a) To take up their position on the steps or at the doors of cafés, cabarets or other premises where liquor is sold, or, within such establishments, deliberately to make any gesture or sign in order to attract the attention of passers-by ;

“ (b) To stop or loiter in the public street in front of or in the vicinity of the establishments mentioned in (a), or at the corners of streets or passages where such establishments are situated, after a police official has ordered them to move on. ”

Amsterdam adds the further provision :

“ (c) To stop or loiter in the streets named by the Burgomaster and Aldermen during the hours specified by the latter, after a police official has ordered them to move on. ”

At Rotterdam, the following provision is in force (Article 18 (a), 1919, No. 26) :

“ It is prohibited for persons of the female sex addicted to immoral conduct to incite persons of the male sex in or in the vicinity of the street by means of words or gestures, or to take up their position at the entrance to or in the vicinity of the entrance to any house. ”

There is a similar provision at The Hague (Article 299, General Police Regulations).

These local provisions are sometimes criticised as being directed exclusively against women and thus giving rise to undesirable discrimination. The criticism refers chiefly to the article which speaks of “ persons of the female sex addicted to immoral conduct ”.

An article which admits of no criticism in this respect and which applies to men as well as women was in force at Arnhem, as follows :

“ It is prohibited in the public street or in the vicinity of the public street or in any place visible therefrom to incite anyone to immoral conduct by words, gestures or signs, or by any other means. ”

As in other countries, two currents of opinion are found in the Netherlands as regards the infliction of penalties for abetting immoral conduct. Some think it illogical to make soliciting a punishable offence when prostitution itself is not punishable. Others regard such a provision as essential, as a means of repressing the embarrassing and insolent conduct of prostitutes, should this be necessary. That it is sometimes necessary is proved by the large number of convictions for offences against this regulation. Proceedings were taken at Amsterdam under this head in 146 and 240 cases respectively during the years 1927 and 1928, the figures at Rotterdam being 101 and 87 respectively.

The local provision concerning "persons of the female sex addicted to immoral conduct" is deemed by the courts to be applicable only when the woman is known to be a prostitute, the fact of her name having been noted as such by the police being considered proof (this is not the same as compulsory registration as in the case of regulation).

Criticisms have been received from various quarters pointing out the gap in these provisions, which do not admit of action being taken against prostitutes in establishments to which the public are admitted on payment of a charge; some therefore recommend an extension of the provisions which are now applicable only to places included within the terms: "in or in the vicinity of the public street."

The police, being responsible for the execution of the various legal provisions governing prostitution, *inter alia*, are to a certain extent obliged to deal with this problem, but their attitude towards the question has undergone a complete change.

The chief towns in the Netherlands have a section of "special police" (*police des mœurs*), but the duties of this body are quite different from those of the special police in regulationist countries. The purpose of police intervention under the regulationist system is to obviate risks to the health of clients from intercourse with women and girls addicted to immoral conduct; but the special police in the Netherlands, far from looking on prostitution as a useful institution, are concerned with duties of an entirely different nature.

In most towns, the special police have to investigate all offences against public morals, or possibly only certain offences of this nature, such as sexual offences. This section is generally attached to the section of the police which deals with children.

With the spread of modern ideas on the preventive duties of the police, the latter's work in the big towns has taken on a new social aspect, as a natural result of the child welfare laws (the so-called "Kinderwetten"). These laws made it necessary for the police (in some cases the children's police) to deal with the particular part of the procedure connected with civil law and of a purely social character. It is generally felt that the social welfare work of the police, in which women can render important services, should continue to be in the nature of "first aid".

Flexner claimed in his work "Prostitution in Europe" that abolition in the Netherlands must not be regarded as identical with *laissez-faire* and there are added grounds for this view at the present day. Mention might be made in this connection of the Amsterdam section of the special police, which embodies the most modern tendencies. It specialises in prostitution, and differs from other similar bodies in the Netherlands in that it also aims at the prevention of prostitution.

This statement requires some explanation, since at first sight it would seem illogical for the police to employ preventive measures when prostitution as such does not constitute a punishable offence.

Their preventive action, however, bears no relation to the repressive attitude of the Middle Ages as imposed by a theocratic society. Although the profession of prostitute is not technically illegal, opinion in the Netherlands realises the incalculable economic damage to society arising out of this social vice. It is not surprising, then, that the Municipality of Amsterdam should have instructed one of its organs to take preventive measures.

What institution could be better fitted to carry out this duty than the special police?

The Amsterdam special police has realised that once the abolitionist principle has been adopted there can be no question of measures of constraint. The most pressing need is not to combat prostitution in its visible forms — which would simply amount to taking proceedings against the prostitutes themselves — but to attack the very root of the evil. This means using indirect measures of prevention.

In studying the problem, the special police had first to consider the symptoms. Like so many other experts, they realised that prostitution in the big towns could not be abolished in a day. What would happen to all the prostitutes if thus suddenly deprived of their means of livelihood? Society is hard on the prostitute — a fact that is borne in on the police in connection with their rescue work. Prostitution is bound up, as it were, with a whole nucleus of socio-pathological elements around which are grouped numbers of parasitic types. The nucleus feels the influence of various social conditions, and the only solution would be to cut off the supply by which it is fed. This means beginning with young people. With a view to joint work the special police and the children's police are placed under the same direction, both services co-operating with a number of public institutions and private societies. This joint work, it need hardly be said, arouses great interest everywhere, and the publication of results prevents many people from remaining supporters of the old system simply from ignorance.

To deal next with the second point — the campaign against venereal diseases — the Netherlands have no laws governing the matter. There are laws concerning infectious diseases, but as these do not apply to venereal diseases the latter are not notifiable.

At the second International Conference for Preventive Measures against Syphilis and other Venereal Diseases, held at Brussels in 1912, the Netherlands delegate, Dr. Rethaan Macaré, Advocate-General at The Netherlands High Court, dealt exhaustively with the articles of the Penal Code technically applicable to the transmission of venereal disease. In actual practice, however, these articles are not applied in such cases.

As in other countries, it is impossible to give the exact morbidity figures for venereal diseases in the Netherlands. The statistical tables compiled relate to the army, the navy, lunatic asylums, the results of an enquiry carried out by the Central Public Health Board, the data supplied by specialists, etc., but although these are not reflected in the statistics for the whole population, they are important from the standpoint of the campaign against venereal diseases.

In many towns, there are venereal specialists and also polyclinics for venereal diseases while free communal polyclinics exist at Amsterdam and Rotterdam and at the Universities of Leyden, Utrecht and Groningen. Glancing at the Rotterdam Polyclinic attendance figures, one is struck by the number of foreign sailors who continue their treatment there.

The Netherlands Law on Public Relief makes the communes responsible for the medical treatment of indigent persons, and lays down that provident funds shall pay for the medical treatment of their own members.

Several of these funds accord special treatment to syphilitic patients without increased contributions, and supply salvarsan and neo-salvarsan. Apart from these arrangements for indigent persons and members of provident funds, there are in the Netherlands special polyclinics for people in reduced circumstances where patients receive for a small sum a card entitling them to treatment for a certain period.

The Central Government Laboratory at Utrecht carries out all bacteriological and serological analyses free of charge. There are also communal and private laboratories in a number of towns which carry out the Wassermann test, as well as the laboratories attached to the big hospitals. It has been realised in the Netherlands that something more is required than facilities for specific treatment, even free of charge, as may be seen from what follows. Full account has been taken of the social difficulties which often prevent patients from following the doctor's advice and persons who are unaware that they are suffering from, or who have not yet recovered from, a venereal disease have to be persuaded to submit to treatment voluntarily.

A rapid survey such as the present cannot include a detailed account of the various methods followed in the different towns.

Some idea may be obtained from a description of the methods employed in the Wilhelmina Hospital (1,500 beds) at Amsterdam.

The section for diseases of the skin and venereal diseases is housed in two outlying annexes. Venereal cases are nursed along with others and do not know what particular disease their fellow-patients are suffering from. Each patient has his separate articles for personal use, all of which are numbered. The nurses (male and female) are highly efficient and no case of accidental contagion has ever occurred in the wards. The matron allots beds to newcomers, a task calling for much tact and discrimination if a proper feeling and friendly relations are to be established between the patients.

After a thorough clinical examination and preliminary attention, the treatment is continued in a polyclinical form at the hospital, one very important point being that the patient does not have to change his doctor, as the polyclinic and the clinic are under the same doctors.

Patients suffering from venereal disease are not the only ones that attend the section for diseases of the skin and venereal diseases. It serves as a venereal centre for the whole hospital: should the doctors discover venereal cases in other sections of the hospital — for example, the ophthalmological clinic, the gynaecological section or the obstetrical section — they report them to the central office, and they also consult the venereal specialist in suspect cases, while the school medical officers note and report cases of vulvo-vaginitis in children.

Any hospital that realises its social mission finds that in the majority of cases the venereal disease does not constitute an isolated instance; the patient has his or her family or circle, and may be betrothed or married or have children, or if he or she is still quite young probably has brothers or sisters.

In short, it is essential to detect further cases of venereal disease, whether manifest or latent, that exist or may exist in the patient's particular circle.

The important part played nowadays by social welfare for patients in the medical and public health service needs no emphasis. The Wilhelmina Hospital has a social welfare section for patients, and to it is attached, for purposes of venereal disease, the social welfare nurse of the Amsterdam Committee of the Netherlands Association for the Campaign against Venereal Diseases. She, together with the other social welfare sisters, the sister in charge of the section for venereal diseases and the medical director, has to deal each day with the various requirements of each individual case.

Her duties consist largely in helping the patient to reconcile what the doctor has ordered in his interest and what the patient can actually do in his particular social circumstances. Anyone aware of the ignorance that prevails on the subject of venereal diseases among the less educated classes will realise that such work calls for abundance of tact and patience to overcome ignorance, carelessness and indifference. Numbers of people after a time — generally between two courses of treatment — abandon the cure; the social welfare sister then visits them and does her best to persuade them to continue. At the

Amsterdam Polyclinic, a percentage of 95 successful cases was obtained, a result which has not been surpassed in any country where treatment is compulsory. It must be remembered, however, that the direction of this Amsterdam institution is in the hands of an exceptionally keen doctor, assisted by a highly efficient staff.

Some further details may be given concerning the Netherlands Association for the Campaign against Venereal Diseases, of which the local committee details a sister for this special social work. The Association was founded in 1914 as the outcome of the valuable report submitted in 1911, by an *ad hoc* Committee, to the Netherlands Medical Society.

Later, a policy of decentralisation was pursued, and the work of the Association was entrusted to local committees. The latter run welfare bureaux for persons suffering from venereal diseases, the purpose of these bureaux being to facilitate cures and co-operate in preventing infection.

Efforts are made locally to provide venereal sufferers with adequate assistance by increasing sick benefits from provident funds and providing a sufficient number of free polyclinics and, further, by giving relief in indigent cases and keeping the polyclinics open so as to admit of attendance after working hours.

The bureaux are under the direction of a doctor with social training, assisted by one or more venereal specialists. Sisters are attached to the bureaux for social work and receive persons who apply or are sent by their medical adviser.

The sister examines difficulties in the way of special treatment, gives advice and submits proposals to the director of the bureau as regards steps to be taken with a view to medical treatment. If necessary, patients are examined by the specialists of the bureaux and are then sent to the proper polyclinic.

The bureau acts as a disinterested intermediary and allows the patient full freedom in the choice of a doctor.

The Association carries on propaganda and enlightens the public by means of pamphlets and posters, urging the importance of early medical treatment.

The Netherlands Association receives an annual Government subsidy of 10,000 florins, conditional on its undertaking not to carry on propaganda in favour of prophylactic measures or the regulation of prostitution.

Energetic measures are now being taken to extend the campaign against venereal diseases to the country districts, and the Green Cross provincial societies are about to set up committees for this purpose.

The prevailing opinion in the Netherlands is that general voluntary treatment, carried out free of charge, if necessary, and with discretion, is the best means of combating venereal diseases. Although in the majority of countries prostitution is still controlled either under the old Roman system or on the lines of the new Scandinavian system, Holland finds herself unable to adopt it, if only for the reason that such measures of constraint would not be in keeping with the character of the Netherlands people.

TABLES CONCERNING VENEREAL DISEASES, SUPPLIED BY THE INSPECTOR-GENERAL OF PUBLIC HEALTH (VENEREAL DISEASES SECTION)

		<i>Syphilis</i>				
<i>Navy.</i>		Total number of cases of primary syphilis				
		1923	1924	1925	1926	1927
Europeans (except in the Dutch East Indies)		16	17	14	24	16
Europeans in the Dutch East Indies		62	58	45	64	76
Asiatics		50	37	36	30	39
	Total	128	112	95	118	131
		Per 100 men on the strength				
		1923	1924	1925	1926	1927
Europeans (except in the Dutch East Indies)		0.32	0.36	0.29	0.52	0.37
Europeans in the Dutch East Indies		4.72	3.73	2.81	3.84	3.67
Europeans		1.23	1.16	0.92	1.39	1.43
Asiatics		3.46	2.37	2.28	1.84	2.00
	Total	1.64	1.40	1.19	1.48	1.56

	Total number of cases of syphilis recidiva treated	Per 100 men on the strength
1923	173	2.23
1924	100	1.28
1925	47	0.59
1926	15	0.20
1927	17	0.21

Percentage of cases of syphilis treated per 100 men on the strength.

1923	3.86
1924	2.70
1925	1.77
1926	1.54
1927	1.76

Army.

	Total number of cases of primary syphilis	Per 100 men on the strength
1924	7	0.08
1925	5	0.03
1926	12	0.08
1927	9	0.05

	Total number of cases of syphilis recidiva	Per 100 men on the strength
1924	1	0.006
1925	6	0.04
1926	1	0.006
1927	1	0.006

Percentage of cases of syphilis treated per 100 men on the strength

1924	0.05
1925	0.07
1926	0.08
1927	0.06

The following table gives a summary for the whole of the Netherlands, according to the data received, of the number of cases of primary syphilis observed by specialists.

These data, however, are very incomplete, and do not reflect the actual state of affairs, since for 1926 and 1927, out of the 90 specialists known to the Public Health Inspectorate, 66 furnished statistics, whereas for 1928 only 58 did so.

Further, the Amsterdam Polyclinic figures for venereal diseases are not yet available.

Number of Cases of Primary Syphilis.

	Private treatment			Polyclinical treatment		
	1926	1927	1928	1926	1927	1928
The Hague	20	18	21	19	22	41
Amsterdam	57	60	46	28	17	34
Rotterdam	49	37	24	31	27	32
Utrecht	21	19	4	22	22	22
Helder	18 ¹	7 ¹		2	2	
Dordrecht	8	15		7	11	
Other towns	96	97	33	50	23	47
Total	269	253	128	159	124	176

¹ Clinical treatment.

The total number of cases of primary syphilis, on the basis of the above figures, was as follows :

1926	428
1927	377
1928	304

Navy.

Gonorrhœa

	1923	Total number of cases			1927
		1924	1925	1926	
Europeans (except in the Dutch East Indies)	106	102	97	99	97
Europeans in the Dutch East Indies	211	333	234	244	281
Asiatics	215	299	193	184	196
Total	532	664	524	527	574

	1923	Per 100 men on the strength			1927
		1924	1925	1926	
Europeans (except in the Dutch East Indies)	2.11	2.17	2.02	2.13	2.22
Europeans in the Dutch East Indies	16.06	21.44	14.62	14.65	13.56
Europeans	5.00	6.92	5.17	5.43	5.87
Asiatics	14.86	14.67	12.22	11.27	10.04
Total	6.83	8.45	6.57	6.63	6.84

Army.

	Total number of cases	Per 100 men on the strength
1924	71	0.44
1925	60	0.40
1926	69	0.46
1927	73	0.49

APPENDIX II.

C.T.F.E.466(c).

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.

Reply from the German Government. ¹

[Translation.]

March 11th, 1930.

In accordance with sections 16 (I) and 17 of the Law for Combating Venereal Diseases, dated February 18th, 1927 (*German Law Gazette*, Vol. I, page 61), the maintenance of a brothel or similar establishment and the concentration of prostitutes on certain premises (*Kasernierung*) is prohibited. This provision has binding force for the Federal States, and, in consequence, such institutions have been abolished throughout Germany. In their place there is inspection by the public health authorities of persons suffering from contagious venereal diseases. Generally speaking, this measure has proved its worth. There is a marked increase in the number of known venereal cases, and particularly in the number of those who present themselves voluntarily for treatment. Moreover, many persons who have resort to prostitution are willing to report, when requested, for periodical medical examination. Those difficulties which are still encountered are mainly due to the fact that there is not as yet an adequate staff of trained social workers in all centres. The appointment of a sufficient number of such workers is often prevented by lack of funds. The fight against prostitution is also made more difficult because of the present widespread unemployment, which frequently makes it impossible to obtain work for prostitutes who are willing to abandon their profession.

The authorities still appear to be somewhat uncertain in regard to the execution of the new regulations directed against the plying of their trade by prostitutes in public places. Moreover there are not enough police officers, since the successful enforcement of the new regulations necessitate conscientious and unceasing vigilance in the streets. Clandestine prostitution is bolder than it used to be in public places. There are certain disadvantages in this, but on the other hand it means that the prostitutes can be more easily induced to undergo medical examination and treatment than formerly, when they kept themselves hidden from fear of punishment. More active measures must be taken to get hold of young persons in moral danger, and in this connection the women police force, which is now being formed, should be able to render useful service.

¹ Annexes mentioned in this report can be consulted in the Secretariat of the League of Nations.

The abolition of brothels and the accommodation of prostitutes in other quarters is, to some extent, a housing problem, and therefore, in view of the great housing shortage at the present day, by no means easy to solve. There are no more brothels in the strict sense, that is to say, commercial undertakings in which persons are used for immoral purposes by reason of their dependence upon the owner of the enterprise. The compulsory accommodation of public women in special houses or streets has also been abolished. Such women cannot be prevented from living together, if they wish, but as soon as their quarters assume the character of an establishment used for prostitution, the owner thereof can be punished as a procurer.

In conclusion, it may be said that the abolition of the regulation system and of brothels has undoubtedly proved a step forward, and there can be no question of reverting to the former system.

Enclosed will be found seven copies of a memorandum showing the history of the Law for combating Venereal Diseases, its results to date, and the measures for the protection of public order and health which have replaced the system of regulating prostitution.

Sub-Annex.¹

II.A.1604/12.

SHORT SURVEY OF THE PROVISIONS OF THE LAW DATED FEBRUARY 18TH, 1927, FOR COMBATING VENEREAL DISEASES AND ITS RESULTS TO DATE, WITH SPECIAL REFERENCE TO THE QUESTION OF THE PROSTITUTION AND TO THE MEASURES ADOPTED INSTEAD OF THE SYSTEM OF REGULATION, IN ORDER TO PRESERVE THE PUBLIC FROM THE DANGER TO HEALTH AND MORALS RESULTING FROM PROSTITUTION.

In 1917, the Government of the Reich submitted to the Federal Council the first bill for the combating of venereal disease, together with a bill for the prevention of abortion. Two further bills followed. It was only after almost ten years of parliamentary effort that the Law for Combating Venereal Diseases was finally passed on February 18th, 1927. The solution of the problem of prostitution, an inherent part of any law which is not to be a partial measure, presented the greatest difficulties, as well as the question of treatment; that is to say, the abolition, in cases of venereal disease, of the patient's right to choose whether he will be treated or not. In the past, Germany had employed the so-called regulation system, that is to say, all females known to be engaged in an immoral calling were registered by the police; they were subject to regular police supervision, were obliged to undergo periodical medical examination, might not frequent certain streets, public squares and public premises, and were also subjected to special regulations in regard to their place of habitation. A large number of these persons were housed in brothels which, in the large cities, were usually grouped together in certain streets. In other towns the so-called concentration system (*Kasernierungs*) was in force; that is to say, prostitutes were only permitted to carry on their calling from dwellings in certain streets or blocks of flats.

In consequence of regular examination by the police, a considerable number of persons were ascertained to be suffering from venereal disease and were forthwith compelled to go into hospital as possible sources of infection. Under the system of regulations it was not, however, possible to secure the supervision of all, or even of the majority of the women engaged in professional prostitution. Female prostitutes — many of them by origin and temperament anti-social elements — were afraid of the coercive measures inseparably bound up with the system of regulation, and particularly the dreaded compulsory treatment in the event of illness, and the inevitable resultant loss of personal freedom. As a consequence, the number of clandestine prostitutes was, in the opinion of all experts, far larger than that of those registered by the police. Thus, secret prostitution, embracing the majority of professional prostitutes, escaped the measures of regulation and was not subject to any control in the interests of health. This fact, as well as the important objections raised against the whole system of regulation, led to a demand for a new solution of the problem of prostitution, and this was finally embodied in the Law for combatting Venereal Diseases.

This Law is, as its name shows, mainly designed to prevent the spread of venereal disease. It is a measure for the promotion of public health and welfare, concerned to combat not merely one special agency in the transmission of venereal disease, namely, prostitution, but venereal diseases and their transmission in every form, utilising for this purpose public

¹ The various printed annexes mentioned during this report were distributed to the members and assessors of the Committee during the Session which opened on April 2nd, 1930.

health, welfare and educational organs. The Law accordingly takes into consideration the fact that extra-marital sexual intercourse is not essentially restricted to prostitution and that the latter can therefore no longer be regarded as the main source of venereal diseases. The goal of this legislation is to be reached in three ways :

- (1) Every patient is to be given suitable treatment ;
- (2) A sequence of prevention measures is to be adopted in order to avoid risk of infection ;
- (3) Prostitution is to be submitted to a new form of legal regulation.

1. Suitable treatment of patients is to be secured in the following manner :

Section 2 of the Law requires any person suffering from an infectious venereal disease, whether male or female, to let himself be treated, by a doctor certified to practice in Germany. If the patient, owing to his youth or his mental condition, is unable to provide treatment for himself, his parents, guardians or other persons responsible for his upbringing, shall provide the necessary treatment. The patient may select his own doctor. The treatment of persons of small means who can otherwise lay no claim to free medical treatment or for whom treatment under an insurance system would involve economic disadvantages, shall be provided from public funds.

Section 4 sets forth the measures tending to provide persons suspected of having venereal disease and of carrying infection, with the necessary treatment. Such persons can be required to produce a medical certificate and even to furnish a certificate of health. This measure is useful for discovering dangerous sources of infection. It should also help the authorities to see that the person thus challenged lets himself be medically treated if the examination has shown him to be diseased and a source of infection. Such persons may be subjected to curative treatment and even removed to hospital if this seems necessary for the prevention of transmission of the disease. In order to secure the necessary examination and treatment, the use of direct compulsion is permissible in the last resort. Although these coercive measures are a dangerous encroachment upon the individual liberty of the person concerned, they can nevertheless be justified in regard to those who, by their mode of living, constitute a permanent danger to the public. On the other hand, such coercive measures, which may be directed not only against female prostitutes but against both sexes without distinction, are only applicable where experience shows that it is impossible, by any other method, to prevent the patient from spreading the disease to other persons.

The provisions for the suppression of optional treatment (*Kurierfreiheit*) in the case of venereal disease and diseases or ailments of the sexual organs, and, similarly, the embargo on long-distance treatment and the giving of advice as to self-treatment (section 7 of the Law), also aim at providing suitable and early treatment for the patient. It was considered essential that uncertified medical practitioners should be excluded because there is no field of medicine in which such persons can do more harm than in that of venereal disease. On the one hand, inappropriate treatment leads to the serious aggravation of the disease ; on the other hand, treatment by unqualified persons postpones the date when proper medical attention is demanded, and thus the disease usually enters upon a chronic stage in which it is difficult to cure and in which it will remain contagious for a long time, if not permanently.

2. The risks of contagion are to be diminished by the following preventive measures. The most important of these is the duty of the doctor to notify the authorities, thus, to a limited extent, breaking the rule of professional secrecy (section 9 of the Law). The underlying principle is that contained in section 300 of the Penal Code, whereby medical men and their assistants are punished if they divulge, without authorisation, secrets with which they have been entrusted in virtue of their office, rank or profession. The Law for combating Venereal Diseases, however, waives this principle in a few instances. Under section 8, paragraph 1, the doctor is to instruct the patient as to the nature of the disease and the danger of contagion, and as to his liability to punishment if he has sexual intercourse while he is still diseased. If the patient lacks the understanding to appreciate the danger of contagion, the instruction shall be given to such as are responsible for his or her personal welfare. Section 9 sets forth the duty of the doctor in regard to notification. Generally speaking, the doctor must preserve professional secrecy, as already stated. If, however, a patient suffering from a contagious venereal disease ceases to submit himself to the prescribed regular medical treatment or observation, the doctor is required to notify the public health authorities so that the latter can take the necessary measures against the patient in order to prevent the transmission of the disease. The doctor is also liable to notify the authorities if the patient constitutes a special danger to others owing to his profession or his personal circumstances. In order to compensate this departure from the rule of professional secrecy for medical practitioners, section 10 of the law places all

officials or employees of the public health authorities and advisory centres under an obligation to preserve secrecy. This liability to preserve secrecy is, however, no longer valid if an authority or an individual has a justifiable hygienic interest in being informed of the venereal disease of another. Here again, permission to reveal such information is primarily for the purpose of protecting other people from risk. The law endeavours to maintain the professional secrecy of medical practitioners as far as possible, provided this is compatible with the character of venereal disease, for otherwise there might be a serious loss of confidence in the profession. However, in cases where the imminent risk of transmitting the disease to other persons calls for immediate action, the authors of the Law feel that the protection of the public justifies them in permitting this exception to the law of professional secrecy amongst medical men.

Further precautionary measures for the avoidance of infection are embodied in section 11 of the law, which prohibits the public advertisement of medicines, articles or methods for the cure of venereal diseases. A similar object is aimed at in section 16 (II) of the Law, which facilitates the sale of remedies against contagion, subject to certain conditions.

Lastly, the Law embodies a number of penalties against dangerous acts which may cause the transmission of venereal disease. For example, section 5, dealing with the risks attendant on sexual intercourse, section 6, the prohibition of the marriage of a person suffering from venereal disease without previously informing his or her partner concerning the disease, and sections 14 and 15 concerning the risks attendant on wet-nursing.

3. The question of prostitution has therefore been settled on a new basis. Professional immorality is, in principle, not punishable. The concentration of women in particular streets or blocks of houses for the exercise of professional immorality (*Kasernierung*) are forbidden. The release of professional immorality from restrictions and the abolition of regulation by the removal of its legal basis (section 361, No. 6, Penal Code) have made it necessary, however, to provide guarantees against the dangers inseparable from a regime of complete liberty. The guarantees from the point of view of health have already been described in detail above. In addition, the necessary steps have been taken to safeguard propriety and decency and to protect the young from moral danger. Section 16 punishes any person who publicly incites to immorality or offers himself or herself for immoral purposes in a manner contrary to propriety or decency or in any other offensive manner. The provision applies equally to men and women. In section 16 (IV) the law provides that certain places shall be kept entirely free from the unedifying sights which necessarily accompany the exercise of professional immorality. It is forbidden to habitually walk the streets for purposes of gain in the neighbourhood of churches. For the protection of the young, it is also prohibited to ply the prostitute's trade in the neighbourhood of schools or other localities frequented by children or adolescents. Furthermore, the practice of professional immorality is forbidden in dwellings inhabited by children or adolescents between the ages of three and eighteen. Lastly, the law empowers the supreme provincial authorities to forbid altogether the practice of professional immorality in communes of less than 15,000 inhabitants.

The provisions in regard to procuring have also been changed. Section 16 (I) of the Law (section 180, Penal Code) states, it is true, that the provisions against procuring are in themselves to remain unchanged. The law lays down, however, that lodgings may be let to a person over eighteen years of age even for purposes of immorality. Apart from the serious cases provided for in section 181, liability to punishment for procuring is only incurred if the letting of lodgings is accompanied by an exploitation of the lodger or by incitement or inducement to immorality. This provision is based on the recognition, after the experience of centuries, of the fact that prostitution is ineradicable, and that consequently prostitutes cannot be forbidden by threat of punishment to have a dwelling and exercise their calling therein, since otherwise they will be forced to ply their trade in the streets.

As the regulation of prostitution has been abolished, the basis on which brothels could be permitted or tolerated by the police has also disappeared; accordingly, the law provides that the keeping of brothels or enterprises of a similar character is punishable as procuring.

Since, under the new Law, the centre of gravity of the campaign against venereal diseases has been removed from the sphere of the police to that of public health and welfare, the police, which were formerly the centre of all official measures against venereal diseases and particularly against prostitution, have, to a considerable extent, been relieved of their former functions. Apart from taking action against breaches of the provisions of section 16, their duties are largely confined to passing on to the health authorities the notifications made to them in cases covered by section 4 and to giving their assistance in enforcing the compulsory examination and treatment prescribed in section 4 of the law. Otherwise the police are only called upon to assist in the application of public health and welfare measures at the request of the health authorities. Raids for the exclusive purpose of discovering persons suspected of engaging in indiscriminate sexual intercourse have been generally discontinued.

The application of the health duties imposed by the Law has been transferred to the health authorities. In carrying out these duties, the latter are required in particular to do all in their power to support the welfare offices in their work on behalf of minors. They are further enjoined to enlist the assistance of the advisory centres for venereal diseases, of the offices for the protection of youth, as well as of other institutions for social welfare, and to keep in permanent touch with these organisations. Furthermore, co-operation must be arranged with the medical profession and the insurance associations. If the assistance of all these authorities is not sufficient to ensure success, the help of the welfare police, and, if this does not suffice, of the regular police, may be enlisted. In the case of the welfare police there is a particularly good opening for the services of *women* police.

Under Section 18 the application of the Law is left to the Governments of the Federal States, which must issue the necessary executive regulations for the purpose. The principles of these executive regulations are similar to those of the Law, but they vary in the details of application, owing to the differences existing in the individual States and districts, particularly in respect of administrative machinery.

As regards the effects of the Law up to the present, it is impossible, owing to the comparatively short time during which it has been in force, to draw any definite conclusions as to its success or failure from the point of view of increasing or reducing venereal disease. During the period between November 14th and December 15th, 1927, *i.e.*, shortly after the entry into force of the Law, a census was held in Germany of all new cases of venereal diseases coming up for treatment. The results of the census for the whole of Germany — with the exception of Saxony and Thuringia — will be seen in Annex I, supplemented by the results of the census for Saxony and Thuringia (Annex II, page 587). This census will provide a valuable basis for comparison with future figures. It should be pointed out, however, that even increase of venereal disease would not necessarily mean that the Law had failed. Experience of the Law up to the present has shown that one of its purposes, that of gathering in as many patients as possible, is being better attained than was previously the case. This success is chiefly due to the fact that doctors can bring pressure to bear on patients who have interrupted their treatment, to resume it, and can also make enquiries as to the source of infection. The number of persons voluntarily offering themselves for treatment is continually growing. The comprehensive work of the welfare institutions is also having the effect of inducing numerous persons who had previously neglected themselves, to apply for treatment. This considerable increase in the number of cases treated may, therefore, quite easily lead to an apparent increase in the amount of venereal disease. As to whether this is actually the case, no definite figures are yet available, as already explained. Generally speaking, however, we are inclined to take the view that the Law provides an excellent prospect of effectively combating venereal disease.

Apart from the obligation to undergo treatment, the prohibition of treatment of venereal patients by unqualified persons seems, according to the information received, to have fully proved its worth.

As regards the effects of the new regulations regarding prostitution, there is also no conclusive information available. It could hardly be expected that in the short time which has elapsed since the Law came into force the number of persons exposed to danger would have greatly diminished. The co-operation of the protection offices in the work of looking after those exposed to danger may, however, be described as an important improvement. The transformation which these offices have had to effect in order to be able to cope with the duties falling upon them as a result of the Law, and how manifold are their tasks, may be seen from the annual report of the Hamburg Protection Office for 1928 (published in the *Bulletins of the German Society for Combating Venereal Disease*, No. 7, Vol. 27) (see Annex III, page 241).

The following interesting figures are taken from the report of the Municipal Protection Office of Altona for 1929. The number of cases dealt with rose from 2,293 in 1926 to 3,422 in 1928 and 3,684 in 1929. New cases numbered 1,487 in 1928 and 3,684 in 1929. A high percentage of these cases were referred to the Office by the Health Department, advisory centres, doctors and welfare offices, often in connection with venereal disease.

We may further make a brief reference to certain reports of the health offices.

The Director of Public Health at Magdeburg writes that, in comparison with the time before the law came into force, the number of people suspected of suffering from and spreading venereal diseases has greatly increased. As to females professionally and openly practising prostitution, the numbers under medical supervision varied from month to month in 1929 between 170 and 198. Before the law came into force, the number subject to police inspection was about 115. To these must be added women who are not, strictly speaking, professional prostitutes, but who engage in more or less indiscriminate prostitution,

and thus come under suspicion of suffering from and spreading venereal disease. There were seventy-two of these last year. A real and important step in the campaign against venereal disease consists in the fact that the law now extends to men. Last year the public health authorities at Magdeburg had thirty-five different male persons under intermittent observation, on account of a change in their mode of life which suggested that they might be suffering from venereal disease. Among these were more particularly husbands or old friends of prostitutes. The number of men known to the public health authorities has arisen to such an extent that at the end of the year almost as many men as women were under their notice. In December 1929, there were 94 men and 102 women.

The Director of Public Health at Hamburg gives the following account in a report on the measures taken against venereal disease in his city. There are between 5,000 and 5,500 persons attending the treatment centres for venereal diseases. Of these one-third are men and two-thirds women. This proportion of the sexes clearly shows that practice really corresponds to the intention of the law, which was not meant to apply to women only. The number of medical examinations and treatments in respect of these people is 3,000 to 4,500 monthly. The curve has lately shown a sharp downward tendency, because more people suffering from venereal disease have been referred to the medical officers for treatment. Out of about 200 examinations made monthly, an average of seventy-five, that is more than one-third, are new cases. This is clear proof that the work of the venereal treatment centres is quite different from that of the former system of supervision, which was always bringing up the same people for regular examination. For further interesting details, reference may be made to the *Bulletins of the German Society for Combating Venereal Disease*, No. 6, Vol. 27 (Annex IV).

The Director of Public Health for the city of Berlin reported on "The Development of Public Health Authorities since the Law came into force" to a meeting of the German Society for the Care of Public Health in 1929. He referred to a questionnaire which had been answered by twenty-four towns containing about 12,000,000 inhabitants. The report states: It has been proved that those former opponents of the Law who feared that persons previously controlled would escape and that new ones would not be brought in — thus practically producing a vacuum — were mistaken. Under the new system the necessity for the continuous medical supervision of endangered persons has been maintained. Is the number of people under such continuous supervision larger or smaller? It is larger. The available figures show that on October 1st, 1927, that is, the day when the law came into force, the number of persons in all towns taken over by the police for continuous medical supervision was at the most 6,000 to 7,000. There are now about 11,500 persons under the medical supervision of the public health authorities — supervision, of course, of quite a different kind. In addition, there are the numerous cases voluntarily treated from time to time by the advisory centres. Thus, in this respect also, the public health authorities have greatly intensified their work under the new law. The new procedure has made it possible considerably to extend the number of persons who (being dangerous) need constant medical treatment in their own interest and in that of others, and in this way to avoid, in great measure, the former serious effects.

Smooth co-operation between the health authorities, welfare organisations, the police, the medical profession and insurance institutions is generally assured. Annex V shows how the co-operation of the health authorities with the various bodies is organised, while Annex VI gives a short survey of the facilities for treatment at the disposal of patients.

In contrast to this undoubtedly successful effect of the law, there are certain drawbacks to be noticed. In particular, complaints are made from various quarters that the closing of brothels and the provision whereby procuring and soliciting are only punishable when they are carried on in a manner openly contrary to decency and propriety, or in any other offensive manner, have made the state of the streets in the large towns worse since the law came into force, and have led to a great increase of prostitution. In this connection it must be remembered that, in former days, many professional prostitutes did not so often show themselves in public, because they did not wish to attract the notice of the *police des mœurs*, and thus come under public supervision, but that they were all the more dangerous to the community since they escaped any sort of health inspection. Everyone knows that prostitution on the streets and in public resorts existed everywhere, including those towns where there were brothels and brothel quarters. It will probably never be possible to suppress this form of prostitution altogether. The police are still solely responsible for the maintenance of public order in the streets. Wherever they have

undertaken this duty and have been properly supported by the sympathetic collaboration of the competent offices for public health and welfare offices — frequently also by the public — matters have already improved, and, we may be sure, will go on improving. It may be taken as proved that those who practice professional immorality will obey the regulations for the maintenance of public order in the streets as soon as they know that these regulations are supported by a strong determination to carry them out.

From many parts of the country complaints have also been made that the *souteneur* nuisance is on the increase. It is further pointed out that before the law came into force professional prostitutes could often be brought under the influence of the welfare authorities earlier than now, since the mere practice of professional prostitution by a person not registered with the police was at that time a punishable offence, and the police could consequently take action on the mere suspicion of an offence against Article 361, No. 6, of the Penal Code (old edition), and could hand over the persons concerned to a protection office or other social welfare institution. Now the police are no longer allowed to proceed against a person solely on the ground of professional immorality, which is no longer punishable. On the other hand, the health authorities generally only learn through a third party that there is a case for their intervention under Article 4 of the Law. As the Law stands at present, therefore, it is much more likely that one who becomes a professional prostitute will be brought to the notice of the police, or the health or social welfare authorities at a late stage — often too late for treatment to be successful. But here, too, we may hope that further experience will enable us to overcome this deficiency by co-operation between the authorities whose duty it is to carry out the Law on venereal diseases.

To sum up, it can already be said that the Law for combating venereal diseases (Annex VII) has provided a suitable basis for more effective protection against the dangers of prostitution to health and morals, than was the case before the regulation system was abolished.

APPENDIX III

C.T.F.E.466(d).

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.

ADDITIONAL INFORMATION FROM THE DANISH GOVERNMENT CONCERNING VENEREAL DISEASE.

The final report drawn up in 1916 by the British Royal Commission appointed to study the question of the prophylaxis of venereal disease embodies (Annex XXIX, pages 185-191) a report by Dr. Sv. Lomholt on venereal disease in Denmark, which goes down to the year 1913 inclusive. The particulars in this report complete the information for the period prior to 1913 which appears on page 22 and 23 of document C.T.F.E.466 on the Study of the Laws and Regulations with a View to protecting Public Order and Health in Countries where the System of Licensed Houses has been abolished.

The appended tables will serve to complete the particulars given in this document.

Table 1 shows the number of cases of chancre, syphilis and gonorrhoea per ten thousand inhabitants notified in Copenhagen down to 1928, and thus illustrates the position since the abolition of regulated prostitution in 1906. These figures are given with the reserve that is necessary in regard to all statistics of notified cases of venereal disease.

Table 2 gives statistics of :

(a) Medical inspections carried out under Article 10 of the law of March 30th, 1906, the provisions of which are reproduced in document C.T.F.E.466 and in the notes to the table ;

(b) Charges and convictions under section 181 of the Penal Code, which reads as follows :

“ Any person who, knowing or believing herself to be suffering from venereal disease, engages in prostitution, shall be liable to imprisonment or, in the case of circumstances aggravating the offence, to penal servitude ” ;

(c) Cases notified to the police by the twelve municipal medical officers who give free treatment for venereal disease.

Lastly, special mention should be made of the important institution known as the Wassermann Station which belongs to the State Serotherapeutic Institute and has as its aim to diagnose and endeavour to suppress syphilis. Every year the Wassermann Station receives from all parts of Denmark more than 70,000 blood samples (some of which come from cases dealt with by all the hospital medical services), and these are subjected to the Wassermann test. By a special system of registration under which the names of patients are not given but only their initials, date of birth, etc., cards are drawn up and are kept up to-date by subsequent Wassermann tests on the same patient, so that doctors can at any time ascertain, by telephone or in writing, the results of any previous tests which the patients they are treating may have undergone.

Table 1.

NUMBER OF CASES NOTIFIED IN COPENHAGEN PER 10,000 OF POPULATION.

Year	Gonorrhoea	Chancre	Syphilis	Year	Gonorrhoea	Chancre	Syphilis	Year	Gonorrhoea	Chancre	Syphilis
1867	128	50	49	1888	174	24	41	1909	134	23	49
1868	144	73	56	1889	148	31	31	1910	132	18	53
1869	152	92	58	1890	140	28	30	1911	140	15	58
1870	158	59	47	1891	129	25	31	1912	122	14	50
1871	148	49	42	1892	129	24	28	1913	121	11	35
1872	160	72	45	1893	135	20	32	1914	141	12	45
1873	147	71	39	1894	122	20	36	1915	147	16	46
1874	159	69	40	1895	118	13	40	1916	144	17	49
1875	162	42	33	1896	124	16	39	1917	135	10	44
1876	178	53	32	1897	128	22	42	1918	158	9	44
1877	186	46	32	1898	133	22	48	1919	159	12	54
1878	196	37	32	1899	125	19	48	1920	131	13	52
1879	194	38	41	1900	129	17	50	1921	117	10	44
1880	190	40	40	1901	137	24	57	1922	106	6	27
1881	200	54	40	1902	127	14	46	1923	109	4	23
1882	222	60	42	1903	125	11	43	1924	103	3	21
1883	226	51	45	1904	115	11	39	1925	106	2	22
1884	207	61	49	1905	114	11	32	1926	114	3	27
1885	212	51	66	1906	112	18	33	1927	102	2	21
1886	202	55	73	1907	129	17	45	1928	98	1	16
1887	183	32	59	1908	142	26	56				

Table 2.

COPENHAGEN.

Year	Medical Examinations according to paragraph 10: Law of 30th March, 1906.					Penal Civil Code, paragraph 181.				Patients notified to the Police by the Twelve Municipal Physicians.			
	Total number	Men	Men with symptoms	Women	Women with symptoms	Men accused	Men punished	Women accused	Women punished	Total number	Men	Women	Not to be found
1914	812	42	24	770	202	19	9	41	28	868	665	203	306
1915	1,000	49	20	951	267	19	12	36	26	773	571	202	287
1916	1,084	29	15	1,055	332	11	6	57	39	886	620	266	308
1917	902	35	12	867	252	9	3	41	26	1,099	697	402	384
1918	964	34	13	930	247	22	12	59	32	926	570	356	272
1919	735	25	10	710	172	14	9	46	31	1,154	741	413	395
1920	672	32	12	640	173	18	9	52	39	1,088	673	415	340
1921	791	57	24	734	175	20	19	48	39	1,015	616	399	328
1922	704	34	17	670	164	13	10	43	32	1,056	718	338	316
1923	665	42	20	623	104	14	10	26	21	1,250	872	378	346
1924	612	38	17	574	122	23	16	33	19	1,121	756	365	305
1925	630	38	12	592	141	43	9	69	28	1,163	785	378	265
1926	635	29	11	606	151	40	10	74	31	1,176	809	367	251
1927	632	16	5	616	132	30	14	57	26	1,378	962	416	269
1928	553	22	8	531	75	29	9	35	16	1,340	938	402	216

The Law of March 30th, 1906, provides as follows :

“ § 1. — The regulation of prostitution is abolished, and the police are authorised to take action under the Vagrancy Act against any person engaging in prostitution.

“ § 2. — Any person who induces another person to commit immoral acts or openly leads a dissolute life so that it results in an offence against decency, a scandal or the annoyance of the neighbourhood, is liable to imprisonment, or, in the case of aggravating circumstances, or offences subsequent to the first offence, punishment by penal servitude.

“ Should there be extenuating circumstances, the said punishment may be reduced to a fine.

“ Any woman who makes a profession of prostitution shall be liable to the same penalty if an adult man or a child over two years of age lives with her, or if she receives, for the purpose of engaging in prostitution, men of the age of less than eighteen years.

“ If the offender has not been punished previously, and has not received a warning, the penalty provided for above may be replaced by a police warning, unless the accused person requests a trial.

“ § 3. — The keeping of licensed houses is prohibited. Any person who infringes this prohibition shall be liable to internment in a penitentiary, or to penal servitude, or to ordinary imprisonment. Any person who is guilty of procuring shall be liable to the same penalty.

“ Any person who, for purposes of gain, admits to his house persons of different sex, in order that they may engage in immoral acts, and lets rooms not for the purpose of permanent residence but in order to facilitate immorality, and any person who admits to his house women below the age of eighteen who make a profession of prostitution, shall be punished by imprisonment or by penal servitude.

“ § 4. — Any person who has infected his wife (her husband) shall be liable to the penalty provided in section 181 of the Penal Code if the wife (husband) lays a complaint within one year. Any person who has incurred the said penalty shall further be sentenced, if the wife (husband) was ignorant of the risk of infection, not only to refund the cost of treating the infected person, but also to pay damages to the latter.

.....
“ § 9. — No syphilitic child may be nursed except by its mother. No wet-nurse, knowing or believing herself to be suffering from syphilis, may nurse another woman's child. Any person who has incurred the penalty provided in section 181 of the Penal Code shall further be sentenced, in the event of infection, not only to refund the cost of treatment, but also to pay damages.

“ This latter sentence shall also be imposed upon any person who puts out to nurse a child known or believed to be suffering from syphilis, without having previously warned the person to whom the child is to be entrusted of the known or presumed existence of the disease and the consequent risk of infection. No child suffering, or believed to be suffering, from the disease may be put out to nurse if other children would thereby be exposed to infection ; any person infringing this rule shall be liable to the penalty provided in sub-paragraph 1.

“ § 10. — Any person who is charged with any of the offences mentioned in sections 1, 2, 4 or 9, paragraph 2, of the present Law, or in section 181 of the ordinary Penal Code, may, by the action of the police, be subjected to medical examination with his explicit consent. Should he refuse, the Court shall determine (by a decision) whether the medical examination shall take place without the consent of the person concerned. ”

Section 181 of the Penal Code reads as follows :

“ Any person who, knowing or believing herself to be suffering from venereal disease, engages in prostitution, shall be liable to imprisonment or, in the case of circumstances aggravating the offence, to penal servitude. ”

ANNEX 11.

WORK OF THE TRAFFIC IN WOMEN AND CHILDREN COMMITTEE DURING
ITS NINTH SESSION.

(Held at Geneva from April 2nd to 9th, 1930.)

REPORT OF THE COMMITTEE, SUBMITTED TO THE COUNCIL ON MAY 13TH, 1930.

The Traffic in Women and Children Committee met at Geneva from April 2nd to 9th, 1930, and also held a joint meeting with the Child Welfare Committee on the afternoon of April 9th.

The session was attended by the following:

Government Delegates:

M. ITO, delegate (<i>Chairman</i>)	<i>Japan.</i>
His Excellency M. CHODZKO, delegate (<i>Vice-Chairman</i>)	<i>Poland.</i>
Dr. Gertrud BÄUMER, delegate	<i>Germany.</i>
Dr. Elsa MATZ, technical expert	
Professor JADASSOHN, technical expert	
His Excellency Count CARTON DE WIART, delegate	<i>Belgium.</i>
M. MAUS, technical expert	
Dr. Estrid HEIN, delegate	<i>Denmark.</i>
Mr. S. W. HARRIS, delegate	<i>Great Britain.</i>
Miss WALL, substitute delegate	
The Marquis DE GUAD-EL-JELU, delegate	<i>Spain.</i>
M. Martinez AMADOR, substitute delegate	
M. J. Sanchez DOMINGUEZ, substitute delegate	
His Excellency M. REGNAULT, delegate	<i>France.</i>
M. BOURGOIS, substitute delegate	
M. LE LUC, substitute delegate	
Professor Ugo CONTI, substitute delegate	<i>Italy.</i>
M. S. KUSAMA, substitute delegate	<i>Japan.</i>
Mme. GRABINSKA, substitute delegate	<i>Poland.</i>
Mme. ROMNICIANO, substitute delegate	<i>Roumania.</i>

Assessors representing Voluntary Organisations:

Baroness DE MONTENACH	Association catholique internationale des Œuvres de protection de la jeune fille.
Mme. AVRIL DE SAINTE-CROIX	International Women's Associations.
Mme. CURCHOD-SECRETAN	Fédération internationale des Amies de la jeune fille.
Mr. 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. LAVIELLE	International Union of Catholic Women's Leagues.

Liaison Officer:

Mr. G. A. JOHNSTON

International Labour Office.

Secretary:

Dame Rachel CROWDY

Chief of the Social Questions and Opium Traffic Section.

M. ITO, delegate of Japan, presided over the ninth session in succession to the Italian delegate, Professor Ugo CONTI, who occupied the chair on the first day of the session.

His Excellency M. CHODZKO, delegate of Poland, was appointed Vice-Chairman.

The Chairman expressed the Committee's regret at the absence of Don Pedro Sangro y Ros de Olano, the Marquis de Guad-el-Jelu (Spanish Minister of Labour), Miss Grace Abbott (United States delegate), the Marquis Paulucci di Calboli (Italian delegate), His Excellency M. Sato (Japanese delegate), Senator Posner (Polish delegate) and Dr. Luisi (the delegate for Uruguay).

He welcomed Professor Jadassohn (German technical expert), His Excellency M. Chodzko (delegate of Poland) and Judge Grabinska (substitute delegate).

I. ADOPTION OF THE AGENDA.

The Committee first examined its provisional agenda, which it found extremely heavy. For the sake of convenience, therefore, it thought it would be better to make a selection from among the questions studied. A permanent agenda sub-committee was appointed consisting of the CHAIRMAN for the next session, Count CARTON DE WIART, Dr. HEIN, M. BOURGOIS, Mr. HARRIS, Mme. AVRIL DE SAINTE-CROIX (assessor) and Mr. JOHNSTON (liaison officer with the International Labour Office).

After this Sub-Committee had reported, the items on the agenda were sub-divided into Category A (subjects to be discussed) and Category B (subjects on which statements only should be made or subjects for study).

2. PROGRESS REPORT BY THE SECRETARY.

Ten years having elapsed since the League of Nations undertook the duties entrusted to it by the Covenant in regard to the suppression of the traffic in women and children, the Secretary thought it a suitable occasion to review in her report the results of these ten years of work.

She emphasised the importance of the 1921 Conference, which had led to the coming into force of the Convention, now ratified by the majority of the signatory powers, and to the creation of the Permanent Advisory Committee, which had originally been intended to consist of five or six delegates and from three to five assessors, but now included the representatives of twelve Governments and of six voluntary organisations. The Final Act of that Conference had also recommended that Governments should furnish annual reports. In 1928 twenty-five Governments had complied with this recommendation, not to mention numerous colonies and mandated territories. Nevertheless, thirty States Members of the League, two of them represented on the Committee, had failed to submit this annual report.

The very complicated question of the abolition of the system of licensed houses had passed through many phases, both in the Committee and in the Assembly, and had gradually assumed its present international importance. The first stage had been the proposal to prohibit foreign women from being employed in licensed houses. Members of the League were then applied to for information concerning the system of licensed houses and the reasons for which they maintained or had abandoned it. Some Governments replied that licensed houses encouraged the international traffic; others maintained that it was for the country concerned to decide what system would best safeguard the health of the community and help to mitigate the effects of this scourge by placing it under control. After an enquiry, which was the great achievement of the League of Nations in connection with the traffic, the Experts' Committee, in its 1927 reports, stressed the fact that the licensed house was an encouragement to the traffic, both nationally and internationally. Ever since the first questionnaire had been sent to Governments, the Council and the Assembly had instructed the Committee to pursue its enquiries on this question, which had since appeared annually on its agenda.

The Secretary next passed in review the various matters which had formed the subject of preliminary enquiries or exchanges of views during the past year, including suppression of obscene publications, extension of the experts' enquiry in the East, punishment of *souteneurs*, elimination of the age-limit of 21 from the Conventions, collection of laws on traffic in women and children, recommendation of the Joint Maritime Commission.

The Committee thanked the Secretary for her interesting report. The Polish delegate took the opportunity afforded by this review of the past ten years to point out that important results had also been obtained in Poland during this period, for instance, the abolition of licensed houses, control of prostitution by police, and the creation of a women's police force. He paid a tribute to his predecessor, Senator Posner.

The Secretary's report was adopted with the Committee's thanks.

3. SUMMARY OF THE ANNUAL REPORTS OF GOVERNMENTS FOR 1928.

The Committee examined, question by question, the summary of the annual reports of Governments for 1928. It noted that on the whole the reports were more complete and precise. A number of countries, however, still replied to many questions that they had nothing to report. This was a procedure to be avoided, since replies should be as full as possible. This absence of information appeared to be due to a rather narrow interpretation of the first question in the annual report. Some countries confined themselves to mentioning cases of international traffic and omitted national cases or cases of procuring. The Committee asks that these three kinds of acts should, however, all be reported. The Committee decided to request the Council to instruct the Secretary-General to forward a letter to Governments on this matter.

The delegates of various countries then submitted special observations on their respective reports.

It was pointed out that, under the 1921 Convention, acts preliminary to traffic offences were punishable and that the laws of the contracting countries should be made to conform to this clause.

In conclusion, the Polish delegate drew attention to the fact that the annual reports reflected the work of the central authorities set up under the International Agreement of 1904 and suggested that some enquiry into the development of this system of international co-operation might usefully be undertaken by the Committee at a later date. He proposed the following resolution which was adopted by the Committee:

“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 I 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.”

The summary of annual reports for 1928 was adopted by the Committee unanimously.

4. EXAMINATION OF THE REPORTS OF PRIVATE ORGANISATIONS.

The Committee heard the statements of the six assessors representing private organisations.

The International Bureau for the Suppression of Traffic in Women and Children has achieved important results in all its national groups in Egypt and especially in Alexandria. Here a force of women police had been established and the Committee paid a tribute to Miss McCall's work in Egypt. In order that this campaign against the traffic may be more effective, it is desirable that Egypt should accede to the Convention of 1921, and in particular should appoint a central authority. The Egyptian Government might be approached on this subject.

Several delegates referred to the useful suggestions contained in the International Bureau's plan for the repatriation of prostitutes; this plan, which will be discussed at the Warsaw Congress, is not, however, yet ripe for any practical settlement.

The Belgian delegate drew attention to the very interesting account communicated by Mr. Sempkins of the Conference on Preventive Work in Stations, which was organised in February 1929 by the Polish National Committee for the Campaign against the Traffic in Women. It contained details on the ritual marriage of the traditionalist Jews. This marriage, which requires neither the presence of the rabbi nor official registration, but only an exchange of symbolic gifts in the presence of an adult Jew, is capable of gross abuse by traffickers. Mr. Cohen explained that this question, although a very delicate one, since it touches upon religious customs, can nevertheless be settled by ensuring the simultaneous performance of the religious and civil marriage. The Polish delegate pointed out that the custom of the ritual marriage exists not only in Poland, but in Hungary, Roumania and in several other countries. In Poland the marriage code is at present being revised and it is hoped that with the help of the Jewish communities the existing difficulties may be removed.

Madame Curchod-Secrétan, President of the Fédération internationale des Amies de la Jeune Fille, gave a report on the development of her work, particularly in the railway station and port of Algiers and in the station and port at Riga. Intensive propaganda is still being conducted and the Federation cannot meet the numerous demands for lecturers. A film dealing with the preventive work of the Federation has been a great success. During the past year the Federation has established an organisation for the protection of prostitutes deported from Luxemburg to Germany. The help of private organisations in these cases is particularly desirable.

The Roumanian delegate supported this report and emphasised the well-organised work of this Federation in Roumania, which was greatly aided and generously subsidised by the Government.

The Baroness de Montenach, General President of the Association catholique internationale des Œuvres de protection de la Jeune Fille, reported on the development of work in Italy, particularly at Bari, Syracuse and Messina, and in Yugoslavia, especially at Ljubljana, Zagreb and Belgrade. She paid a tribute to the 310 Institutions of the Good Shepherd, which carry on work in Europe, Africa, America and Asia especially for the reclaiming of prostitutes.

The Polish delegate expressed his thanks for the admirable work done in Poland by the railway station missions organised by the International Association.

On behalf of the International Union of Catholic Women's Leagues, Mlle. Lavielle explained the methods to be employed in order to reclaim women coming out of prison. When seeking the cause of moral downfalls she found, after careful enquiry, that the majority of fallen women belonged to families that had been broken up. She recommended the professional organisations as the most effective means of protecting music-hall artistes. The Catholic Women's Leagues have also carried out important enquiries in many countries concerning the campaign against obscene publications. In conclusion, Mlle. Lavielle referred to the services which the missionaries could render to the League of Nations in the course of the enquiry on the traffic in women in the East.

Mr. Cohen, Secretary of the Jewish Association for the Protection of Girls and Women, reported upon the work of his Association, particularly at Buenos Aires, where its vigilance has successfully frustrated the efforts of traffickers who had entered the Argentine via Montevideo, but who, in some cases, were arrested. He hoped that the authorities in South American countries would grant still more effective assistance in the campaign against the traffic. He especially regretted that no annual reports were communicated by the Governments of those countries. He thanked the Polish authorities for the assistance they had given in the campaign against traffic between Poland and South America.

Mr. Cohen suggested that, in view of the reports received from Mexico as to the extent of the traffic, the co-operation of that country was desirable.

Mme. Avril de Sainte-Croix, delegate of the International Women's Associations, reviewed women's work in the different countries, directed more particularly against venereal diseases and obscene publications, and on the questions of the age-limit and the measures to be taken against *souteneurs*. The National Council of Women of France had protested some time back against a circular of the French Ministry of Health which appeared to be in contradiction with the very liberal statements of the French delegate at the last session of the Traffic in Women and Children Committee. The reply of the French authorities, which was confirmed by M. Regnault, was as follows: The circular in question did not in any way prejudice the adoption in France of either a regulationist or abolitionist system. The Minister declared that it even constituted progress since it transferred the control of prostitution, from the point of view of health, from the police to the health authorities. On this matter, M. Regnault communicated a declaration by his Government which allayed the anxiety that had been expressed.

Mme. Avril de Sainte-Croix also gave the results of a detailed enquiry into conditions of public order and health in a number of towns in Alsace, more especially Strasburg, which had abolished licensed houses. This enquiry had revealed an appreciable decrease in venereal disease, both among civilians and in the army, and showed satisfactory conditions as regards the maintenance of public order and decency in the streets.

The Chairman thanked the private organisations for their valuable assistance and hoped that they would continue their efforts during the coming year.

5. EXAMINATION OF THE REPORT BY THE LIAISON OFFICER WITH THE INTERNATIONAL LABOUR OFFICE.

Mr. Johnston, representative of the International Labour Office, noted with satisfaction that the recommendation concerning the strict medical examination of women, adopted in 1926 by the Sub-Committee of the Joint Maritime Commission for the Protection of Sailors in Ports, had been eliminated in conformity with the recommendation of the Traffic in Women and Children Committee. This matter no longer figured in the questionnaire sent out by the International Labour Office, since problems relating to prostitution were regarded as coming within the competence of the Social Section of the League and the Traffic in Women and Children Committee.

The International Labour Office had also forwarded information on the protection of young music-hall artistes furnished by the professional organisations and on the minimum age for the admission of children to employments of a non-industrial character. The Committee expressed its great satisfaction that the action of the Secretary which had been supported by the Committee at its last session and by the International Labour Office had led to so effective a result. It also expressed its appreciation of the valuable assistance of Don Pedro Sangro at the International Labour Conference in this direction.

6. EXPEDIENCY OF ELIMINATING THE AGE-LIMIT FROM THE CONVENTION OF 1910 AS AMENDED BY THE CONVENTION OF 1921.

The Committee examined the replies received from Governments, most of which are in favour of eliminating the age-limit. Although it was of opinion that this age-limit, owing to false papers or false statements, frequently hindered the suppression of the traffic, the Committee thought

that the question was not yet sufficiently ripe and that fresh replies should be awaited before a decision could be taken. Accordingly it adopted 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."

7. PUNISHMENT OF PERSONS WHO LIVE ON THE IMMORAL EARNINGS OF WOMEN: ESTABLISHMENT OF A SUB-COMMITTEE TO STUDY THIS QUESTION.

The Chairman reminded members that, according to the recommendation of the tenth Assembly, the Committee was instructed to set up a sub-committee to propose more effective measures against *souteneurs*. An exchange of views on the subject took place between the various delegates, who came to the conclusion that the sub-committee should not consist entirely of lawyers, but should also include persons having some knowledge of the practical aspects of the problem, more especially from the police point of view. They also laid stress upon the desirability of the sub-committee's being able to call in experts, should it think that expedient. Having regard to these considerations, the Committee unanimously adopted the following resolution, proposed by its Chairman:

"The Assembly of the League of Nations, at its tenth ordinary session, having considered the report of the Traffic in Women and Children Committee and that of the Fifth Committee—representing the necessity of inflicting severe penalties on *souteneurs* and more effectually suppressing their activities—recommend that a sub-committee of the Traffic in Women and Children Committee should be appointed to enquire into this question.

"The Committee considers that this sub-committee should be composed of the Government representatives serving on the Legal Sub-Committee of the Child Welfare Committee, together with M. Chodzko and M. Le Luc. The work of this sub-committee would be to study the laws and regulations tending to the more effectual punishment of *souteneurs*, and especially the nature of the penalties which could be imposed for that purpose. The sub-committee should report to the Traffic in Women and Children Committee at its next session."

8. COLLECTION OF LAWS AND REGULATIONS ON THE TRAFFIC IN WOMEN AND CHILDREN.

The Committee learned with interest that the laws of ninety countries, mandated territories and colonies on the question of the traffic in women and children had already been collected, and that the texts had been submitted to the Governments concerned for any necessary corrections and additions.

Thirty-three Governments have already returned the texts completed and checked, so that it will probably be possible to begin publishing the collection this year.

The Committee instructed the Secretariat to continue its work on the lines already adopted and to send a reminder in June to those Governments that have not yet replied.

The collection will be published in French and English and the Secretariat will keep in its archives the authentic texts of the laws and regulations, which can be consulted by Governments, if desired.

9. (a) ADDITIONAL INFORMATION SENT BY GOVERNMENTS IN REGARD TO THE SUPPRESSION OF THE TRAFFIC IN OBSCENE PUBLICATIONS.

The representative of the International Bureau for the Suppression of the Traffic in Women and Children wished to complete the Committee's information by calling its attention to the new Irish censorship law and to the new Austrian law, which imposes severe penalties, more especially for offering obscene literature to young people.

The British delegate mentioned that the British and French central authorities had met in order to settle certain difficulties. This exchange of views had proved most useful and might afford a good precedent for the future.

The Danish and Spanish delegates pointed out that the new penal codes in their respective countries contained severe provisions against the traffic in obscene publications. In Poland the circular of the Minister of the Interior, dated February 1930, settled the question of the campaign against obscene publications. The Roumanian delegate supplemented the information supplied by drawing attention to the censorship of gramophone records, which were regarded in Roumania as a possible new form of obscene publication. In Italy it was found that since the police had been taking more energetic action obscene literature was tending to disappear from the market. In Germany the influence of the law of 1926 had been mainly preventive. Publishers of this kind of literature had altered the style of their publications in order to avoid the risk of financial loss through prohibition.

The assessors emphasised the importance of the co-operation of voluntary organisations in the effort to suppress obscene publications.

9. (b) CONSIDERATION OF THE POSSIBILITY OF OBTAINING ANNUAL REPORTS FROM GOVERNMENTS ON THE SUPPRESSION OF THE TRAFFIC IN OBSCENE PUBLICATIONS.

The Committee accepted the idea that annual reports might be sent in on this question, but asked that the reports on the traffic in women and children and those on obscene publications should be sent in simultaneously.

The form of annual report on obscene publications, submitted by the British delegate (Appendix I), was, after consideration by a drafting Sub-Committee, unanimously adopted by the Committee.

The Committee accordingly requests the Council to forward this form of report on obscene publications to the Governments and to ask them to send in an annual report on these lines.

10. 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.

The Committee, having examined the Secretariat's survey of laws and regulations with a view to protecting public order and health in countries where the system of licensed houses has been abolished, held a long and interesting discussion on the various methods employed from the point of view both of public health and public order.

When the highly complicated question of the treatment of venereal disease is considered, it will be found that two systems are current — the system of voluntary treatment and the system of compulsory treatment.

The technical adviser to the Belgian delegation made a statement demonstrating, in the first place, that the system of regulation is of no avail in protecting public health. It touches only a small proportion of prostitutes. He then showed the satisfactory effects of voluntary treatment, basing his arguments on statistics prior to 1905, since which year new methods of treatment have enabled great progress to be made, quite apart from any system. He also quoted experiments carried out in Belgium by the Government and by the League against venereal dangers. He was opposed to compulsory treatment, which, in his opinion was humiliating and would inevitably be applied most exclusively to indigent persons and to the poorest among prostitutes.

The Danish delegate, on the other hand, dwelt upon the satisfactory results of compulsory treatment, which had been applied in her country for the last twenty-four years. Referring to the paper prepared by the Secretariat she emphasised the distinction to be drawn between compulsory examination of offenders against public order and compulsory treatment of venereal diseases in those cases where the patients did not continue their treatment. She also produced statistics illustrating the decline of venereal disease in her country.

The German technical adviser pointed out that the new system adopted in Germany consisted in dealing with venereal diseases by the same methods as with other infectious diseases. He thought there should be some restrictions on liberty for the sake of the preservation of health. At the same time the sufferer should apply for treatment primarily out of conviction, and compulsion should only be resorted to in extreme cases. It was exercised by the health authorities and not by the police, and was in practice seldom found necessary. Speaking generally, more prostitutes voluntarily applied for treatment than in the days of regulation. With regard to the results in the field of public health obtained from the law, he must speak with all due reserve, for two years and a-half was much too short a period for conclusions to be drawn regarding widespread diseases. The German delegate supplemented the foregoing statement and furnished information on several questions, especially public order and housing.

The Italian delegate hoped that the system of licensed houses might soon be abolished in his country. At his request the German technical expert gave special explanations in regard to the recent German law.

The British delegate explained that the system of dealing with venereal disease adopted in Great Britain was based on voluntary principles, and treatment was provided free of cost at clinics maintained by the local authorities and at hospitals. He pointed out that it was not always possible to draw a sharp distinction between the voluntary and compulsory forms of treatment. He emphasised the importance of gaining the patients' co-operation. From the point of view of the liberty of the subject, he drew attention to the danger of applying the compulsory system to one class of the community only and thus reviving some of the main objections to the system of official regulation.

The Roumanian delegate pointed out that, in the opinion of her Government, the campaign against prostitution and venereal disease should go hand in hand with an improvement of economic and social conditions in the country if the closing of licensed houses was to prove effective.

The Polish delegate, emphasising the danger to health and the social dangers of prostitution, mentioned the Polish Bills on the campaign against venereal disease and prostitution, which were based on the abolitionist principle.

Several assessors urged that the question should not be discussed exclusively from the medical point of view; the moral problem was equally important and must not be neglected.

As the outcome of this debate, the Committee reached the conclusion that in none of the countries which had abolished the system of licensed houses had the fear of an increase in venereal disease been in any way justified.

In some countries it was thought that the prevalence of disease bore no relation to any particular system that might be applied to prostitution. In other countries it was believed that the prevalence was declining in consequence of the closing of licensed houses.

Public order did not seem to have suffered in any way; indeed, the period of transition from one system to the other seemed to be short, as the case of Germany proved.

The French delegate mentioned the experiment in abolition which had been tried at Strasburg. The conclusion appeared to be that neither public order nor public health had suffered in any way. There had been a decline both in disease and in crime. In addition to Strasburg, moreover, twelve more French towns had abolished licensed houses and, encouraged by this success, six other towns, one of which was an important industrial centre, and another a great port—St. Etienne and Nantes—had asked their municipalities to investigate the possibility of abolition.

Having regard to all these statements, to the great progress made towards abolition and to general considerations, the Traffic in Women and Children Committee unanimously adopted the following resolution:

“ The Traffic in Women and Children Committee,

“ Having considered the reports on the maintenance of public order and good health received from the Governments of those countries where the system of licensed houses has been abolished,

“ Notes that the fear that abolition would result in an increase of venereal disease or would be prejudicial to public order has been proved to be unfounded, and that the danger of international traffic has been diminished by the closing of the houses.

“ The Committee therefore, being of the opinion that the study of these replies would be of interest and assistance to those Governments which are considering the possibility of abolishing the licensed house system,

“ Asks the Council to forward document C.T.F.E. 466(1) to the States Members and non-Members of the League of Nations.”

II. PROTECTION OF YOUNG FEMALE ARTISTES EMPLOYED IN MUSIC-HALLS AND OTHER SIMILAR PLACES OF ENTERTAINMENT WHEN ON TOUR ABROAD.

The Committee, having examined the very full information submitted by the Secretariat and the International Labour Office on this question, thinks that it would be useful to define a few points more specifically for guidance in its future work. One of the most urgent questions in connection with the protection of artistes is the need of co-ordinating the efforts of the various authorities concerned with the matter.

Taking these suggestions into account, the Committee appointed the British delegate Rapporteur and asked him to make a report at the next session.

12. EMPLOYMENT OF WOMEN POLICE.

Several delegates gave particulars of the growth of the women police forces in their respective countries.

In Spain, women police were introduced at the time of the International Exhibition at Barcelona. With regard to Great Britain, it was reported that the women police in London, who at present numbered fifty, were to be increased to a hundred and that a temporary appointment had been made of an experienced woman to act as adviser to the Commissioner of Metropolitan Police. In Poland there are fifty policewomen, and thirty-six of these had recently completed a new course of training. All the chief towns in Poland were anxious to secure the services of policewomen.

The Committee is in possession of a good deal of material regarding the existence and formation of women police forces in various countries, but its information regarding the organisation and grading of those forces is inadequate. In some countries the policewoman is placed on exactly the same footing as the policeman, and indeed forms part of the same force. In other countries her status rather resembles that of a social worker. In the view of certain members it would be useful to hold an enquiry to enable the Committee to understand the various systems in existence.

The Committee instructed the Secretariat to prepare a report on this question for its next session.

13. REPATRIATION OF FOREIGN PROSTITUTES.

Although the Committee is watching with interest the question of the repatriation of prostitutes, it considers that the matter is still in too early a stage for immediate action. It has accordingly adopted the following resolution unanimously:

" This subject of repatriation of prostitutes has been considered at several previous sessions of the Committee, and at the sixth session it was deferred to a later date to permit the collecting of information.

" The Committee has now received definite proposals submitted by M. Maus, technical adviser to the Belgian Government, and by the International Bureau for the Suppression of Traffic in Women and Children.

" It also understands that the subject will be discussed at a Congress to be held by that Bureau in October of this year.

" It therefore proposes to continue the study of the question at the next session in the hope that it will be possible eventually to make helpful suggestions towards the solution of a difficult and delicate problem."

14. ASSISTANCE TO DISCHARGED FEMALE PRISONERS.

The Secretary reminded the Committee that the question of assisting discharged female prisoners was linked up with the general question of prison reform. At its last session the Council instructed the Secretariat to ask the International Prison Commission and the Howard League for Penal Reform what aspects of this problem might, in their view, usefully be dealt with on international lines by the League. When the replies of these two organisations are received, the Council will consult certain international bodies, including the Advisory Commission for the Protection and Welfare of Children and Young People, on such of the points raised as may be within its province.

Accordingly the Traffic in Women and Children Committee will in all probability be called upon to give its opinion on these questions at its next session.

Having noted this communication, the Committee decided to keep the question of assistance to discharged female prisoners on the agenda of its next session and to invite the members of the Committee and the representatives of voluntary organisations to make such communications and suggestions as they considered useful.

15. CO-OPERATION WITH THE INTERNATIONAL CRIMINAL POLICE COMMISSION.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, examined the correspondence between the Secretariat and the International Criminal Police Commission on the possibility of co-operation.

After an exchange of views as to the expediency of such co-operation and the methods to be employed, the Committee, on the proposal of the Belgian delegate, unanimously adopted the following resolution:

" The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

" They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of those Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take."

16. CODIFICATION OF CONVENTIONS.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, noted the resolution adopted on September 24th, 1929, by the tenth assembly of the League of Nations, which resolution was communicated to the two Committees by a Council resolution of January 13th, 1930, concerning the codification of conventions. The two Committees noted further that, in the Council's opinion, the Assembly's suggestion is not of equal interest to all the organisations; it concerns those which deal with subjects in regard to which a considerable number of conventions are in force.

17. REVISION OF RULES OF PROCEDURE.

The Secretariat having, as requested, prepared revised draft Rules of Procedure, the Traffic in Women and Children Committee, meeting in joint session, examined the draft and adopted it unanimously (Appendix II).

18. BUDGET.

The Secretary, in submitting the budget estimates for 1931, observed that a further reduction of 500 francs had been made under the heading of "Sessions of Committees."
The draft with this amendment was accepted unanimously.

19. DATE OF THE NEXT SESSION.

The Secretary reminded the Committee that, as in the past, the sessions of the Traffic in Women and Children Committee and the Child Welfare Committee would change their order; as the Traffic in Women and Children Committee had opened the session this year, it would be the Child Welfare Committee's turn next year.

The Committee decided on April 21st, 1931, as the date for its next session.

REGRETS EXPRESSED BY THE COMMITTEE AT THE DEPARTURE OF DAME RACHEL CROWDY.

The Committee has learnt with sincere regret that the term of office of Dame Rachel Crowdy, as Chief of the Social Questions and Opium Traffic Section, and hence as Secretary of the Committee, will shortly expire.

Throughout the nine years since the 1921 Conference, when the Traffic in Women and Children Committee was first set up, Dame Rachel has devoted herself wholeheartedly to this work. She has invariably done everything possible to assist the Committee as a whole and to facilitate the task of its individual members. It is most desirable that her experience should still remain at the disposal of the Committee. The latter desires to avail itself of this opportunity to express its most grateful thanks to Dame Rachel and to convey to her, on behalf of all the members, Government delegates and assessors, its best wishes for the future.

RESOLUTIONS.

I. 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.

II. 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.

III. The Assembly of the League of Nations, at its tenth ordinary session, having considered the report of the Traffic in Women and Children Committee and that of the Fifth Committee—representing the necessity of inflicting severe penalties on *souteneurs* and more effectually suppressing their activities—recommended that a sub-committee of the Traffic in Women and Children Committee should be appointed to enquire into this question.

The Committee considers that this sub-committee should be composed of the Government representatives serving on the Legal Sub-Committee of the Child Welfare Committee, together with M. Chodzko and M. Le Luc. The work of this sub-committee would be to study the laws and regulations tending to the more effectual punishment of *souteneurs*, and especially the nature of the penalties which could be imposed for that purpose. The sub-committee should report to the Traffic in Women and Children Committee at its next session.

IV. The Traffic in Women and Children Committee,

Having considered the reports on the maintenance of public order and good health received from the Governments of those countries where the system of licensed houses has been abolished,

Notes that the fear that abolition would result in an increase of venereal disease or would be prejudicial to public order has been proved to be unfounded and that the danger of international traffic has been diminished by the closing of the houses.

The Committee therefore, being of the opinion that the study of these replies would be of interest and assistance to those Governments which are considering the possibility of abolishing the licensed house system,

Asks the Council to forward document C.T.F.E.466(1) to the States Members and non-Members of the League of Nations.

V. This subject of repatriation of prostitutes has been considered at several previous sessions of the Committee, and at the sixth session it was deferred to a later date to permit the collecting of information.

The Committee has now received definite proposals submitted by M. Maus, technical adviser to the Belgian Government, and by the International Bureau for the Suppression of Traffic in Women and Children.

It also understands that the subject will be discussed at a Congress to be held by that Bureau in October of this year.

It therefore proposes to continue the study of the question at the next session in the hope that it will be possible eventually to make helpful suggestions towards the solution of a difficult and delicate problem.

VI. The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of those Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take.

(Signed) N. ITO,

President.

(Signed) Rachel E. CROWDY,

Secretary.

(Signed) CHODZKO,

Vice-President.

Appendix I.

OBSCENE PUBLICATIONS.

FORM OF ANNUAL REPORT ADOPTED BY THE COMMITTEE.

1. What are the legal measures in your country for suppressing the traffic in obscene publications? Is there any definition in your law or any judicial decision as to the definition of the word "obscene"? Is any new legislation contemplated? (Please send a statement and full text of the law on the subject).

2. Give the name and address of the central authority established under the Agreement of 1910.

3. What difficulties has your country experienced in dealing with obscene publications originating (a) in your own country; (b) in another country? Please give particulars.

4. Please give particulars of cases discovered during the year and the number in which prosecutions were found possible, distinguishing between cases originating (a) in your own country; (b) in another country.

5. Please give information as to cases reported to or by central authorities of other countries.
6. Does the experience of the last few years indicate that these publications are increasing or decreasing or assuming other forms? Have you any further suggestions or observations?

Appendix II.

RULES OF PROCEDURE REVISED AND ADOPTED BY THE COMMITTEE.

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 appointments 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 provisional agenda for each session of the Committee shall be prepared by the Secretariat and forwarded to the members and assessors of the Committee. Any items proposed in writing to the Secretariat two months before a meeting by a member of the Committee or by an assessor shall be placed provisionally on the agenda. Members who propose a question to be placed on the agenda must, at the same time, supply information in support of their proposals.

Article 6.

The agenda and, so far as possible, all documents relating to it shall be circulated to members and assessors of the Committee at least one month in advance of the session of the Committee. Documents submitted to the Committee for examination should be sent in to the Secretariat two months before the meeting.

Nevertheless, urgent questions may, with the approval of the majority of the members, be added to the agenda during or shortly before the session.

Article 7.

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 8.

A majority of the members of the Committee shall constitute a quorum. 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 the votes being equal, his vote shall decide the voting¹.

¹ At its meeting of May 13th, 1930, the Council of the League of Nations amended as follows the last sentence of Article 8: "In the case of votes being equal, the motion will be regarded as lost, except in questions of procedure where the Chairman will have the casting vote".

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and the Members of the League.]

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Genève, July 20th, 1930.

LEAGUE OF NATIONS

ADVISORY COMMISSION FOR THE PROTECTION AND
WELFARE OF CHILDREN AND YOUNG PEOPLE.

CHILD WELFARE COMMITTEE

MINUTES

OF THE

SIXTH SESSION

Held at Geneva, from Wednesday, April 9th, to Wednesday, April 16th, 1930.

Series of League of Nations Publications

IV. SOCIAL ✓
1930. IV. 7.

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CHILD WELFARE COMMITTEE

MINUTES OF THE SIXTH SESSION

Held at Geneva from Wednesday, April 9th, to Wednesday, April 16th, 1930.

LIST OF MEMBERS.

Government Delegates :

M. ITO (<i>Chairman</i>),	<i>Japan.</i>
His Excellency Dr. CHODZKO (<i>Vice-Chairman</i>),	<i>Poland.</i>
Dr. Gertrud BAÜMER, Dr. Elsa MATZ (<i>Technical Expert</i>).	<i>Germany.</i>
His Excellency Count CARTON DE WIART, M. MAUS (<i>Technical Expert</i>).	<i>Belgium.</i>
Dr. Estrid HEIN,	<i>Denmark.</i>
S. W. HARRIS, Esq., C.B., M.V.O., Miss WALL (<i>Substitute Delegate</i>).	<i>Great Britain.</i>
His Excellency Marquis DE GUAD-EL-JELU, M. Martinez AMADOR (<i>Substitute Delegate</i>).	<i>Spain.</i>
His Excellency M. REGNAULT, M. BOURGOIS (<i>Substitute Delegate</i>), Mlle. CHAPTAL (<i>Substitute Delegate</i>), M. MARTIN (<i>Technical Expert</i>).	<i>France.</i>
Professor Ugo CONTI (<i>Substitute Delegate</i>),	<i>Italy.</i>
M. S. KUSAMA (<i>Substitute Delegate</i>),	<i>Japan.</i>
Mme. GRABINSKA (<i>Substitute Delegate</i>),	<i>Poland.</i>
Mme. ROMNICIANO (<i>Substitute Delegate</i>),	<i>Roumania.</i>

Assessors :

Mlle. BURNIAUX, International Federation of Trade Unions (Amsterdam).
Dr. DALMAZZO, International Union of Catholic Women's Leagues.
Dame Katharine FURSE, International Boy Scouts and Girl Guides Organisations.
Mlle. E. GOURD, International Women's Organisations.
Dr. F. R. HUMBERT, League of Red Cross Societies.
Mr. Bascom JOHNSON.
Dr. W. POLLIGKEIT, "Save the Children" International Union.
M. Henri ROLLET, Association internationale pour la protection de l'enfance.

Liaison Officers :

Mr. JOHNSTON, International Labour Office.
M. O. VELGHE, Health Organisation of the League of Nations.

Secretary :

Dame Rachel CROWDY, Chief of the Social Questions and Opium Traffic Section.

ADVISORY COMMISSION FOR PROTECTION AND WELFARE
OF CHILDREN AND YOUNG PEOPLE

Joint Meeting of the Traffic in Women and Children Committee
and the Child Welfare Committee

Held on Wednesday, April 9th, 1930, at 4.15 p. m.

Chairman : M. ITO (Japan).

1. Examination of the Report of the International Criminal Police Commission on the Method of Co-operation with the Advisory Commission for the Protection and Welfare of Children and Young People.

The SECRETARY said that the document that had been distributed (document C.P.E.232.) made it clear what action had so far been taken by the Secretariat and the International Criminal Police Commission. The resolution adopted by the tenth Assembly of the League of Nations read as follows :

" The Assembly decides to ask the Council to consider inviting the International Criminal Police Commission to present, after consulting all the police authorities represented upon it, suggestions as to the ways in which the Commission, and the authorities represented on it, can best assist the League of Nations and the States Members of the League, in the suppression of the illicit traffic in opium and other dangerous drugs and for the protection of women and children. In the light of those suggestions, the appropriate Committees of the League will be able to judge whether it would be advisable to arrange for Conferences between those Committees and representatives of the Commission."

This resolution had been adopted on the proposal of the Fifth Committee of the Assembly with a view to securing the effective co-operation of the police authorities in the various countries in connection with the League's work as regards traffic in opium and the protection of women and children.

The letter dated January 24th, 1930, received from the International Criminal Police Commission, contained suggestions and proposals regarding the way in which co-operation could usefully be effected between the Traffic in Women and Children Committee, the Child Welfare Committee, and the International Criminal Police Commission.

The Secretary pointed out that many of the suggestions contained in the memorandum in question had already been carried out by the two Committees.

Count CARTON DE WIART (Belgium) thought that the offer of collaboration with the International Criminal Police Commission should be welcomed with gratitude and sympathy. He agreed that the Commission might be able to furnish the two Committees with useful information on several subjects, such as the problem of *souteneurs*. He thought, however, that collaboration between the two Committees and the police should not be permanent in character, but that, when either the Traffic in Women and Children Committee or the Child Welfare Committee wished to obtain information or to have a consultation in common on any particular subject, they should make use of their power to apply to the International Criminal Police Commission.

Mr. HARRIS (Great Britain) thought that it would be useful if the Secretary could say what action had already been taken in this matter by the Opium Committee.

He drew attention to the passage in the last paragraph of the letter from the International Criminal Police Commission which said that " to prepare material for discussion and to attend the League Committees the Commission had also selected for each Committee a delegation of three members ". He asked if that meant that three members would attend the meetings of each of the League Committees or whether only one member would attend each Committee.

He quite agreed with Count Carton de Wiart that police co-operation would be very valuable when dealing with the question of *souteneurs*, and he thought that the decision as to when police co-operation would be necessary might safely be left to the Chairman, assisted by the Secretary. He added that he did not think that cases of co-operation would arise frequently so far as the Child Welfare Committee was concerned.

Mme. AVRIL DE SAINTE-CROIX pointed out the close connection between the traffic in women and children, prostitution and the drug traffic. She thought it would be useful for

these matters also to be studied in co-operation with the Commission on Penal Law, in order to see if the legislation dealing with *souteneurs* could be made stricter and more severe, since *souteneurs* and prostitutes were often, at the same time, traffickers in drugs.

Mr. SEMPKINS realised the advantage there would be in keeping in contact with the International Criminal Police Commission, but he was a little doubtful as to how the police might assist only for special subjects, such as, for instance, the discussions of *souteneurs*, at any particular session. On any such subjects, the discussions were continued from one session to another, and for co-operation to be useful, it should be continuous. He thought the members of the Advisory Commission should realise not only the effect which the presence of a police representative might have on them, but also the reaction of their presence on him. He thought it would be better for mutual understanding if a police representative could attend all the meetings of the Committees, in which case he would be able to give his continuous and unbroken collaboration.

Professor CONTI (Italy) pointed out that the duties of criminal police were twofold : they had to prevent offences if possible, and to deal with those that occurred. He was convinced that collaboration between the police and the Committees would be extremely useful.

He pointed out to Mme. Avril de Sainte-Croix that the new Italian penal code dealt systematically with such interrelated questions as prostitution, *souteneurs*, procuring and traffic in drugs.

Dr. Gertrud BAUMER (Germany) agreed with Mr. Harris that, although police co-operation would be useful in the Traffic in Women and Children Committee, there was no need to have a police representative on the Child Welfare Committee. She pointed out that the six ways in which the International Criminal Police Commission had suggested that co-operation might prove of use related to matters which did not call for co-operation with the Child Welfare Committee.

The SECRETARY, in answer to Mr. Harris, said that the Opium Committee had suggested that the different questions raised by the International Criminal Police Commission should be considered at its next year's session, and had already invited the Criminal Police to send representatives to attend two or three of the meetings held during the present year. Owing, however, to the short notice given, the Police Commission had been unable to accept the invitation.

As regards the delegation of three members mentioned in the last paragraph of the letter from the International Criminal Police Commission, she thought that this passage must mean that a delegation of three members had been appointed for each Committee.

She added that, if Count Carton de Wiart's proposal were accepted, the Advisory Commission might add that it would be the duty of the Chairman, assisted by the Secretary, to decide in what cases a representative should be asked to attend the meetings.

M. MAUS (Belgium) thought there was no doubt that the collaboration of the police would be useful in certain cases, but he drew attention to the following extracts from the letter received from the International Criminal Police Commission :

"The private reports are often rather subjective, though this is not meant as a criticism, because the author of a private report naturally sees the effects in a different light from the authorities."

"The arguments of the authorities are not necessarily always right, but since the satisfactory execution of any decision depends upon the authorities, their views ought logically to be heard."

"Personal contact between the representatives of the authorities who are responsible for taking action in certain matters, and the League Committees, certainly seems one of the best means of carrying out the League's ideas."

If the police wished to be represented with these aims in view, he thought it would be better for the Traffic in Women and Children Committee and the Child Welfare Committee to apply direct to the central authorities who were really qualified to help and to give information. He pointed out that many of the discussions of the two Committees were based on reports and documents of private and voluntary associations, and those associations would certainly not wish their statements to be contested by the representatives of a police association which had not the same authority as the central authorities.

The CHAIRMAN said that the two points to be decided were : Was it desirable to collaborate with the International Criminal Police Commission ; and, If so, in what way could this collaboration best be carried out ?

Mme. ROMNICIANO (Roumania), in support of Mme. Avril de Sainte-Croix, said that she had made enquiries in four countries and had secured irrefutable proof of the connection

between prostitution, *souteneurs*, procuring and the drug traffic. She agreed that, as the whole trend of the child welfare movement was in a direction away from punishment, it would be unnecessary to have co-operation between the police and that Committee.

Mr. SEMPKINS wished to explain that his previous remarks referred only to the Traffic in Women and Children Committee and not to the Child Welfare Committee.

Mr. COHEN, in reply to the Chairman, said that there was no doubt that it would be useful to collaborate with the International Criminal Police Commission; this, however had already been done before, and there had been cases in which a police officer had attended the meetings of the Committee in order to give information. He agreed with M. Maus that it would be dangerous to have a fixed police representative on the Committees as an assessor. He hoped that, if it were decided to admit a representative of the police, his co-operation would be confined to answering questions relating to such matters as the traffic in women and children, *souteneurs*; procuring, etc., and not to domestic matters.

Dr. Estrid HEIN (Denmark) agreed that police collaboration would be unnecessary in the Child Welfare Committee, but said that she would welcome it in the Traffic in Women and Children Committee. She thought that the police should be given an opportunity to follow the annual Government reports and to give the Committee unbroken help from year to year. In fact, it might be decided each year on what subjects the police should be asked to give their collaboration at the following session.

Dr. HUMBERT suggested that the problem should be divided into two, and that the offer of police collaboration on the Child Welfare Committee should be politely declined. As one of the reasons for this step he thought it most necessary not to increase the existing number of members of the Committee.

Mr. Bascom JOHNSON was in favour of police collaboration in the Traffic in Women and Children Committee. As director of a visiting body of experts which had visited twenty-one countries, he was persuaded that the police were not always convinced of the value of exchanging information with the police of other countries concerning the numbers of prostitutes, etc. He thought the suggestion of the International Criminal Police Commission for "the establishment of national central offices on the lines of the central offices for the suppression of counterfeiting" might possibly be of great value.

The CHAIRMAN said that it was clear that, as the International Criminal Police Commission had made this offer of collaboration, it must be thanked for it. It seemed that, so far as the Child Welfare Committee was concerned, this co-operation would hardly be expedient at the present moment. In the Traffic in Women and Children Committee, however, it was both necessary and indispensable. He informed the Advisory Commission that Count Carton de Wiart had prepared a draft resolution on these lines.

Count CARTON DE WIART (Belgium) submitted his draft resolution which read as follows:

"The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and rendering their thanks.

"They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committee on the request of these Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take."

Mr. HARRIS (Great Britain) suggested the following amendment, since it was unlikely that occasions for collaboration with the Child Welfare Committee would arise:

"It is not anticipated, however, that any need for collaboration is likely to arise in connection with the Child Welfare Committee."

The CHAIRMAN thought it would be unwise to exclude the right of the Child Welfare Committee to ask for police co-operation should it find it necessary.

Mr. HARRIS (Great Britain) said that he would not press his amendment.

The draft resolution was adopted.

2. Codification of Conventions.

The SECRETARY said that, on September 24th, 1929, the Assembly adopted the following resolution :

" The Assembly,

" Having examined with the greatest interest the report of the Committee of Three Jurists,

" Takes note of the Systematic Survey of the Subjects of International Law drawn up by the jurists with a view to a general codification ;

" Observes that the report of the Committee upon the publication in the form of a code of the Conventions which are open to States in general shows that such a publication could not, at present, be achieved in a satisfactory manner ;

" Is of opinion, in particular, that it would be necessary first to proceed to codify the various successive Conventions which deal with certain particular subjects so as to determine what precisely are the texts in force and the States which are parties thereto ;

" Requests the Council to call the attention of the technical organisations of the League to the possibility that it might be desirable to make an effort in this direction, with the assistance of the Secretariat and in collaboration where desirable, with the international bureaux, with a view to having the results of their work eventually brought into force by appropriate international conferences."

As the Assembly's suggestion was evidently not of equal interest to all the technical associations, as it concerned those which dealt with subjects in regard to which a considerable number of conventions were in force, the Italian representative had proposed that the Council

" . . . should ask the Secretary-General to instruct the competent officials of the Secretariat to bring the Assembly's resolution, and the present report, to the attention of the Economic and Financial Organisation, the Organisation for Communications and Transit, the Health Organisation, the Committees on Traffic in Women and Children and on Child Welfare, the Advisory Committee on Traffic in Opium and other Dangerous Drugs, and the Committee on Intellectual Co-operation, for such action, if any, as it might be thought possible and desirable to take."

The Secretary said that it was for the Committee to decide whether it had any suggestions to make on this subject or whether it would agree to codification.

Mr. HARRIS (Great Britain) said that, so far as the traffic in women and children was concerned, the matter was quite simple, since only three Conventions were in existence, those of 1904, 1910 and 1921. It was quite certain that at some date in the future it would be necessary to consolidate these three Conventions.

A consolidating convention for obscene publications had already been drawn up in 1923.

He thought it would be enough to say that the Advisory Commission had taken note of the Council's recommendation.

M. REGNAULT (France) agreed with Mr. Harris.

Mme. ROMNICIANO (Roumania) said that, as the recent International Conference for the Codification of International Law, at The Hague, had not given encouraging results, she agreed with Mr. Harris that it was premature to contemplate the international codification of the three Conventions dealing with the traffic in women and children.

Professor CONTI (Italy) pointed out that it was difficult even to fix domestic codes. In Italy some of the efforts made in that direction had remained as drafts and never came into force ; he thought, however, that the two Committees might safely accept the idea of codification.

The CHAIRMAN said that in that case the combined Committees might decide to take note of the Assembly resolution and to discuss it when the time arrived.

This proposal was adopted.

3. Examination of the Rules of Procedure.

The SECRETARY said that, at the last session, both Committees had suggested that the Rules of Procedure should be revised by the Secretariat where necessary. The most important of the revisions concerned Rules 2 and 3. Rule 2 read ;

" 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."

This would meet the difficulty that had already been pointed out by M. Regnault at a previous meeting.

As it had been resolved that the constitution of the Committee should change from time to time, Rule 3 made suggestions as to the period of assessorship. The old text of Rule 2, as adopted by the Committee in May 1927 read as follows:

"The members of the Committee shall serve in turn as Chairman of the Committee. The Chairman will hold office for one year from the date of his appointment and for the subsequent period until it next meets. The order of rotation in which the members shall serve as Chairman shall be the alphabetical order adopted by the Assembly of the League of the States which they respectively represent."

Rule 2 (new text).

"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."

Rule 3 (old text).

"Assessors shall have the same rights as members except the right of voting and the right to act as Chairman."

Rule 3 (new text).

"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 recognised as acting on behalf of large groups of children and young persons. Their appointments 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."

The Secretary pointed out that the decision of the Committee concerning assessors had not been taken into consideration; but the whole matter would be examined in 1933.

Rule 2 was adopted.

Mlle. GOURD could not understand the passage in Rule 3, which said:

"They shall, *except in special cases*, represent international organisations recognised as acting on behalf of large groups of children and young persons."

Mlle. LAVIELLE suggested that the word "women" should be added to the phrase "large groups of children and young persons."

Mr. HARRIS (Great Britain) suggested that as the English version of Rule 3 was quite clear, and it was only the French text that was at fault, the English version should be accepted and that the French text should be revised and brought into conformity.

The SECRETARY suggested that the French text might be collated with the text of the paragraph dealing with the same matter in the resolutions adopted at the eighth session of the Traffic in Women and Children Committee in 1929.

The CHAIRMAN asked if the Committee would agree to that form of draft.

This proposal was adopted.

4. Dates of the Next Sessions of the Committees.

The CHAIRMAN reminded the delegates that the Child Welfare Committee would be meeting next year on Tuesday, April 14th, and the Traffic in Women and Children Committee on Tuesday, April 21st.

(The Joint Meeting was closed.)

CHILD WELFARE COMMITTEE

FIRST MEETING

Held on Thursday, April 10th, 1930, at 10.15 a.m.

Chairman: M. Ito (Japan).

131. Opening of the Session.

The CHAIRMAN announced that Miss Abbott and Dr. Paulina Luisi were unable to be present and had not sent substitutes.

Professor CONTI was replacing the Marquis Paulucci di Calboli, who would arrive later.

M. AMADOR (Spain) was replacing the Marquis de Guad-el-Jelu, who would arrive later.

Miss Rathbone had been obliged to retire from the Committee, but was replaced by Mlle. GOURD.

Miss C. Whitton, who was absent, was replaced by Mme. THIBAudeau.

Miss Lathrop, M. Casares and M. Valdés-Mendeville were also absent.

132. Adoption of the Agenda of the Session (document C.P.E.232).

The CHAIRMAN submitted the agenda, *which was adopted* (Annex 1).

133. International Educational Cinematographic Institute at Rome : Statement by the Director of the Institute (document C.P.E.245).

M. de Feo, Director of the International Educational Cinematographic Institute at Rome, came to the table of the Committee.

M. DE FEO referred the Committee to the short report by the Institute on the present position of the cinema, considered from the standpoint of its recreational, instructive and educational value in regard to children (Annex 5). Much information had been collected by the Institute since the last session, and the problem of recreational films for children had proved to be one of the most difficult with which it had had to deal. It was obvious that children were bored by the films specially provided for them at present. There were, therefore, two problems to be solved; first, to ascertain the type of films that were both amusing and instructive to children, and, secondly, to ascertain the type of film that appealed both to children and adults, in order that the important producers might be persuaded to take them up.

For a general study of the action taken on this question, he would refer the members of the Committee to the *International Review of Educational Cinematography* which had been published by the Institute since July 1929. Each number of this *Review* was devoted to a special problem, and in the March number would be found, first, a questionnaire on the subject of recreative films for children, and secondly, a review of all the questions that would have to be studied in connection with the problem. The Institute hoped to achieve important results with the co-operation of the League, and particularly of the Child Welfare Committee. It had, furthermore, appointed an International Committee of Experts consisting of Dr. de Sanctis, Sir Maurice Craig, M. Rouvroy, M. Adler, M. Lund and M. Jeanjean.

With regard to the enquiry described in the *Review*, it was hoped to collect by this means a vast and complete body of information, in order to discover what kind of films children liked, and, therefore, what mental and moral effect films were likely to have upon them. A total of 330,000 copies of this questionnaire had been sent to eleven different countries in eleven languages, and, so far, 34,000 replies had been received. The enquiry was being made with the assistance of the Government authorities. The questionnaire was sent by the Minister for Education to both boys' and girls' schools, to primary schools for children between eight and eleven years, and to secondary schools for children between eleven and eighteen years. A great deal of information was expected during the coming year, and the Institute had begun cataloguing it at once.

At the last session, M. Casares had suggested an enquiry into the effects of the cinema on the eyesight. This enquiry had now been made, and a report drawn up by twelve eminent scientists was to be published in May 1930.

The March number of the *Review* also contained the results of an enquiry into the legislation concerning the certificates of release for films. The absence of any limit to the permission given by the censor for the exhibition of films had disastrous results in the survival of old films. This was a very grave question, because the cinema had a great effect on children and also influenced juvenile crime. Until 1925 and 1926 all the censorship laws had been either police measures or revenue measures. It was only during 1925 and 1926 that discussion of the moral side of the cinema had begun. Before that period 44,502 certificates had been issued for films which still circulated in villages and small towns.

M. de Feo considered that the Child Welfare Committee might usefully make a recommendation that attention should be paid to the revision of the rules of censorship. Certain countries—such as the Netherlands, Roumania and Hungary—had rescinded all the old certificates. Films had to be presented for re-examination, and certificates were now only given for short periods. The period of six months allowed in Russia was, perhaps, too short, but the essential point was to have some limit, and he was sure that this proposal would be considered favourably by many countries.

The CHAIRMAN said that the examination of the report would take place later, M. de Feo, however, was prepared to reply to any questions arising out of the report.

Dr. HUMBERT thought it would be extremely valuable if M. de Feo could give the Committee some information on the text of the draft Convention submitted to the League with the object of having films of a cultural and educational nature exempted from revenue duties.

Dr. Gertrud BÄUMER (Germany) raised the question of the duration of the certificates. Would decisions to grant permission for the exhibition of films and to refuse it be equally provisional?

Mr. HARRIS (Great Britain) wished to know, in the first place, by what means the suggested measures could be successfully enforced, and, secondly, had M. de Feo any suggestions to offer as to the period of validity desirable?

Mme. ROMNICIANO (Roumania) thanked M. de Feo for his references to Roumania. If the period of five years for which films were licensed in Roumania was too long, efforts would be made to reduce it.

The CHAIRMAN reminded members that they would have an opportunity of describing the state of affairs in their own countries later and should confine themselves at present to asking questions.

Mr. HARRIS (Great Britain) asked what effect provisional certificates would have on the commercial value of films.

Mlle. DALMAZZO wished to know whether the Institute was paying any attention to the music-hall turns inserted in cinematographic spectacles; these music-hall turns were not submitted to censorship and were very often of an undesirable nature.

Dr. Estrid HEIN (Denmark) asked whether the report on the effects of the cinema on eyesight was the result of an enquiry or expressed the personal views of the scientists who had drawn it up.

M. MAUS (Belgium) wished to know if any action could be taken about posters, which often reproduced the cut passages from films.

Mr. Bascom JOHNSON asked for a list of the countries to which the questionnaire had been sent.

Professor CONTI (Italy) wondered whether the fixing of an age-limit for children in cinemas had been considered, as quite small children were often seen there.

Count CARTON DE WIART (Belgium) wished to know what progress had been made on the question of non-inflammable films.

M. DE FEO, replying to Dr. Humbert's question on the removal of import duties on educational films, said that the Institute had studied the question and had presented a report in October 1929. The experts had met at Geneva in December of that year and had produced a draft Convention, which had been submitted to the Permanent Committee of Experts in January 1930. In March, the Governing Body had asked the Economic Committee to examine the proposal, in order not to waste any time. The position now was that the Secretary-General had already distributed the draft Convention, which was to be submitted to the Council at its next session. He would be glad to leave a copy of the Convention with the Secretary. There was also a suggestion that the Red Cross Society and kindred societies should be able to obtain films from other countries free of duty.

In reply to Dr. Bäumer, M. de Feo said that rejected films might be re-submitted for examination under the present regulations, and therefore no change would be made.

Replying to Mr. Harris, M. de Feo did not anticipate any difficulty in the enforcement of these proposals. Details relating to censorship already appeared in the general Act to which the proposals in question might be added. As to the period desirable, he considered that three years would be suitable. The essential point was that there should be a limit of some kind, and he thought that this proposal was likely to be favourably considered in many countries.

With regard to variety turns played in cinemas, this question was not within the competence of the Institute, although the question might be raised in the *Review*.

Replying to Dr. Hein on the question of the scientists' report, M. de Feo said that it was based on the results of three questionnaires. The countries to which questionnaires had been sent were Italy, Spain, France, Bulgaria, Greece, Poland, Brazil, the Netherlands, Sweden, Hungary and Chile. An endeavour had been made to include countries, as different as

possible from each other. The question of an age-limit for children in cinemas depended on the censorship laws operating in different countries.

With regard to non-inflammable films, the question had been studied and a report was in course of preparation. It was a difficult problem, because of the opposition of the manufacturers and owners of films. Countries which had already passed legislation on the subject had not yet been able to put it into effect, but something might be achieved by indirect methods. There were two technical objections to non-inflammable films: first, they were said to be less clear than the others; secondly, the life of all non-inflammable films was shorter. A new film, however, had now been invented and was being considered by the firms of Eastman-Kodak and Agfa. Meanwhile, information on the damage caused by inflammable films was being collected. The French Government had sent circulars to the police authorities in various districts, dealing very thoroughly with the question.

As regards the effect of temporary certificates on the commercial value of films, the answer was that bad films would certainly suffer; all regulations, however, had an adverse economic effect on inferior films, and this tended to improve the quality of production. The extra cost involved by temporary certificates would be negligible. The second examination might even be given free.

M. MAUS (Belgium) suggested that the Institute should recommend that films authorised for children should be exclusively cinematographic. This would exclude variety turns.

M. DE FEO, replying to a question by M. Regnault, said, first, that recreative films were being catalogued, and secondly, that the *Review* had begun to publish scenarios for good films, such as "Las Casas", "Geneviève de Brabant", and a film by Mlle. Mistral. It was hoped that producers would make use of these scenarios.

The CHAIRMAN thanked M. de Feo for his very interesting exposé, which would be discussed later.

134. Examination of the Progress Report by the Secretary (document C.P.E. 247).

The SECRETARY read the progress report (Annex 2).

With reference to paragraph 7 of the report, the CHAIRMAN took the opportunity of congratulating Count Carton de Wiart on his election to the Governing Body of the International Educational Cinematographic Institute at Rome.

Count CARTON DE WIART (Belgium) thanked the CHAIRMAN and assured him that he would do his best to uphold the views of the Committee on that body.

Dr. Elsa MATZ (Germany) asked, with reference to paragraph 11 of the report (Purchase of Books for the Child Welfare Section of the League Library), first, if a catalogue could be provided, and secondly, if the grant would be renewed next year.

The SECRETARY replied that a catalogue of social publications already existed. On the second point she could not prophesy. There was, however, a certain amount of the money still unused.

135. Examination of the Report of the Representative of the International Labour Office (document C.P.E. 234).

Mr. JOHNSTON, in presenting his report (Annex 3), called attention to the three most important points mentioned: the draft Conventions and Recommendations adopted by the International Labour Conference from 1919 to 1928, forced labour and family allowances.

Perhaps the most important Conventions adopted were those fixing the minimum age-limit for the admission of children to industry, to agriculture and to employment at sea respectively. The International Labour Organisation was anxious to complete the body of international minimum-age legislation, and, at its session in February, the Governing Body decided to place upon the agenda of its 1931 session the question of fixing the minimum age for the admission of children into "non-industrial" occupations.

In accordance with the usual procedure, the International Labour Office would prepare for submission to the Conference a report giving the facts regarding legislation and practice.

With regard to forced labour, the International Labour Conference was anxious to prevent it from being imposed on children, either directly or indirectly. It was hoped that any Convention on forced labour adopted by the Conference would contain a clause prohibiting the employment on forced labour of any person other than adult males of not less than eighteen years of age. It had also been suggested that there should be a general recommendation preventing the indirect passing on to children or young persons of the burden of forced labour.

The Committee would see from the pamphlet on the family allowance system circulated as an annex to the report, that France and Belgium were still the two countries in which the family allowance system was developing most rapidly. It was from those countries that

information was available in regard to the influence of the system on the birth rate and on infant mortality, which were questions of great interest to the Committee.

Mr. Johnston also called attention to the resolution adopted by the Preparatory Technical Conference on Conditions of Work in the Coal-mining Industry.

Count CARTON DE WIART (Belgium) expressed his appreciation of the work of the International Labour Office in connection with the problems which interested the Committee, and thanked Mr. Johnston for following up the subject of family allowances.

He drew attention to the fact that the Belgian Act of April 14th, 1928, which imposed on producers supplying the State, provinces or communes and on contractors carrying out work for the State, the provinces and the communes, the obligation to pay family allowances to their staff, was working very satisfactorily. As a result, the number of equalisation funds was increasing and public opinion was becoming familiar with the idea of the extension of the system of family allowances to all industries. That result had been achieved more rapidly than had been anticipated, and the Government had submitted to Parliament a draft Bill providing that family allowances should be paid to all workers. The proposal made it obligatory for all employers to pay to their employees or workmen family allowances, which would be paid monthly and graduated according to the number of children. The payments would be made by equalisation boards which would have complete autonomy subject to approval by the State. The advantage of that system was that it reconciled the legal obligation imposed on the employer with the principle of liberty, by the recognition and progress of the equalisation boards already existing.

These equalisation boards almost always organised auxiliary welfare services, such as consultations for mothers and children as well as home visits. They often worked in co-operation with other welfare and social organisations.

The beneficial influence of the system was incontestable as regards child mortality and the protection of infants. It also had the advantage of encouraging the wife to stay at home. The children on behalf of whom the allowances were paid were liable to be better cared for, and their condition of life improved.

Count Carton de Wiart hoped that, in a year's time, the Belgian draft establishing a general system of family allowances would be voted and ready to be put into force.

He would add that it was interesting to note that the obligatory and general character of family allowances had been welcomed in Belgium not only by employers and workers but by citizens of all classes of opinion, of whatever philosophical or political school of thought.

He wished to thank the International Labour Office for the very valuable impulse it had given in regard to this system. The question was only ten or fifteen years old, and it must not be forgotten that the merit for its birth was due above all to the action of certain employers in France who had been broadminded and generous enough to introduce the system of family allowances and equalisation funds in Grenoble (Isère). Nevertheless, the studies made by the International Labour Office, the discussions in the Child Welfare Committee and the publications issued, especially during the last few years, had been of the greatest interest, and had given very valuable assistance in the development of this reform, which was so closely connected with child welfare.

Miss WALL (Great Britain) associated herself with Count Carton de Wiart in thanking Mr. Johnston for his extremely interesting report. She would be glad to know whether he could give the Committee some information in regard to forced labour for children and, in particular, as to its extent and the form which it took.

She would also be glad to know whether any countries had already fixed the age of admission to non-industrial occupations and whether it did not as a rule correspond with the school-leaving age.

M. REGNAULT (France) observed that the explanation which Count Carton de Wiart had given in regard to the Belgian legislation was applicable to France. In 1929, the Chamber of Deputies had had before it a draft Bill which embodied many of the provisions included in the Belgian law.

The question of family allowances had developed considerably in France. In 1919, only eleven equalisation funds had been formed, and the total annual amount paid in family allowances was four million francs. In 1929 it had risen to one and a-half milliards. In addition, State contributions for the encouragement and support of large families were also provided. The total credits allocated by the State for the year 1929 were as follows:

	(In thousands of francs)
State share in child endowment bonuses granted by departments and communes	17,000
National encouragement of large families (Act of July 22nd, 1923)	132,000
Assistance of women in childbirth	10,500
Assistance of mothers nursing their children	32,000
Grant to societies for assisting mothers and protecting early childhood	7,500
Assistance to large families and indigent widows	8,000
State share in expenditure on the assistance of children	50,000

Valuable help had thus been given, though the large number of individuals participating should be kept in mind.

He wished to thank Count Carton de Wiart for having called the attention of the Committee to the question of family allowances which he was of opinion would become more and more important. In order fully to appreciate the value of the work already done, account should be taken of the social services instituted by the equalisation funds, which included the employment of visiting nurses, medical advice to mothers before and after childbirth, medical inspection, dispensaries, holiday colonies, rest homes, artificial sun-baths and so on.

He felt sure that the Committee would agree that considerable assistance had been provided in France for the children of large families and trusted that the Committee would approve the very interesting report of the International Labour Office.

Mlle. BURNIAUX said that her organisation was particularly interested in the work of the International Labour Office in regard to family allowances. She wished to associate herself with Miss Wall's remarks in regard to the correlation of the age for admission to employment and the school-leaving age. In certain countries there was a discrepancy between the two which might lead to certain dangers in connection with the enforcement of the law regarding the former. It would be remembered that she had raised the question at a previous session, when a resolution had been adopted. Could the representative of the International Labour Office give a table showing the relation between the minimum age for admission to employment and the school-leaving age in the various countries?

Dame Katharine FURSE asked whether the draft Convention of 1919 was being applied to children in the countries of the Near East. She understood that in many cases very young children were working in carpet factories under very unsuitable conditions which might endanger their health in the future.

Dr. Elsa MATZ (Germany) said that great interest was taken in the question of family allowances in Germany. As the result of a law enacted in 1927, dealing with the salaries of officials, an allowance was no longer granted to wives but an allowance, amounting to 20 marks per month, was paid to each child whether legitimate or illegitimate.

As regarded the workers, a number of Bills had been brought before the Reichstag by the Centre Party and the Bavarian Popular Party. Their structure was similar to that of the laws on health and unemployment insurance, and they had in view the setting up of a form of parenthood insurance by means of a system of State subsidies. Owing, however, to the unfortunate financial situation of Germany, there was very little immediate prospect of their coming into force. Germany would be interested to know whether a similar system had been contemplated in other countries.

Mme. ROMNICIANO (Roumania), referring to the questionnaire addressed to Governments on the subject of forced labour, asked what standard had been adopted for the purpose of dealing with the question of the maintenance in each community of the number of adult able-bodied men indispensable to family and social life. This standard must necessarily vary according to the district and the needs of the different countries.

She would also like to know what was intended by (e) "Respect for conjugal and family ties".

Mr. JOHNSTON thanked the Committee for its appreciation of the work of the International Labour Office.

In reply to Miss Wall, he would say that he had before him a document containing information with regard to the minimum age fixed by legislation in various countries for admission to non-industrial occupations. There were four main tables, which applied to the age-limit for admission (1) to commerce, shops and offices; (2) to public entertainments; (3) to street trading; and (4) to miscellaneous occupations, such as employment in bars. No fewer than twenty-five countries had already some form of legislation fixing a minimum age for admission to commerce. In a considerable number, the minimum age was fourteen years, which corresponded with the minimum age for admission to employment in industry, agriculture and at sea.

Information with regard to forced labour for minors was given in the "Grey Report on Forced Labour" issued by the International Labour Office. The Conference was very anxious to ensure that whatever regulations were made, the burden of forced labour should not be passed on, either directly or indirectly, to children.

As Mlle. Burniaux had pointed out, at one of its earlier sessions, the Committee had adopted a resolution with regard to the correlation of the age for admission to employment and the school-leaving age. The International Labour Office was very glad that it had done so, for it was undoubtedly the case that the fact that the school-leaving age did not reach fourteen years in a certain number of countries had prevented the ratification of the minimum-age Conventions. A number of voluntary organisations, such as the International Association for Social Progress, the International Federation of League of Nations Societies, and the International Educational Conference, were also interested in the question, and had adopted resolutions with a view to the avoidance of a gap between the school-leaving age and the age for admission to employment. He would be glad to prepare the table for which Mlle. Burniaux had asked.

The minimum-age Conventions were not subject to ratification by mandated areas. Probably the areas to which Dame Katharine Furse had referred were Syria and Palestine,

which could not ratify the Conventions, though they could be made applicable in those countries. The International Labour Office was already pre-occupied with the question of the position of children in certain areas in the Near East, and was grateful to Dame Katharine herself ~~for~~ having directly called its attention to the matter.

In reply to Mme. Romnicio, he would say that the question of forced labour was in a preparatory stage. The questionnaire from which he had quoted had been sent out, but only when the replies from Governments were received would he be in a position to answer her questions.

With regard to Dr. Matz's enquiry, the report on family allowances prepared by the International Labour Office referred to one or two cases of the kind which she had in mind. He would certainly ask the service which dealt with the matter whether there was any further information which could be communicated to her.

The CHAIRMAN thanked the representative of the International Labour Office sincerely for his report.

SECOND MEETING

Held on Thursday, April 10th, 1930, at 3.15 p.m.

Chairman: M. Ito (Japan).

136. Departure of Dr. Elsa Matz.

The CHAIRMAN announced that Dr. Matz had received a telegram from her Government that afternoon recalling her immediately to Berlin.

137. Examination of the Report by the Representative of the League Health Organisation (document C.P.E.244).

M. VELGHE said that the report on the work of the Health Organisation on matters relating to child welfare was short but intentionally so (Annex 4). He himself would not go over the ground already covered by the report but would confine himself to giving a few additional explanations.

Of special interest were the results of the anti-tuberculosis vaccination by the Calmette-Guérin bacillus (BCG). As a rule, BCG vaccination was applied to children as soon as possible after birth, in the hope that it would render them immune from tuberculosis. This method had been pronounced both innocuous and effective by the Congress of Bacteriologists two years ago in Paris, but although the Health Organisation had not yet ventured on a definite pronouncement as to its value, it thought that it was of the utmost importance that the experiments with this vaccination should be continued.

He had little new information to give the Committee concerning smallpox and post-vaccinal encephalitis since the last session. It was the opinion of the Health Organisation that the number of such fatal cases was so rare that there was no reason why vaccination should be discontinued. It had been discovered that these cases usually occurred when children had been vaccinated about the age of five or six years. The best solution was for children to be vaccinated in their first year, and this was done in many countries.

There was a new vaccination against diphtheria and scarlet fever. The Health Organisation had not yet dared to recommend the method unreservedly, but thought that a Conference might be held to discuss its value. Certain cases had occurred in which children had suffered from diphtheria although so vaccinated. He hoped to be able to give more details on this subject at the next session.

Of considerable importance were the figures for infant mortality and still-birth. The causes of this mortality were both physical and social, and the social causes certainly fell within the scope of the Child Welfare Committee.

Since the report had been drawn up, certain new details had been received. Enquiries into infant mortality had been made in Germany, Austria, France, Great Britain, Italy, the Netherlands and Norway; and also in the Argentine, Brazil, Chile and Uruguay. It had been decided to organise similar enquiries in Spain, Denmark, Czechoslovakia, Yugoslavia, Roumania; also in Bolivia, Colombia, Ecuador, Paraguay, Peru and Venezuela; and in Japan and British India as well. A conference of health experts would meet at Lima next July to deal with the protection of children.

The enquiry into infant mortality had been conducted from a social, medical and hygienic point of view. The results would be contained in a memorandum of the Health Organisation which would probably appear in a few months when it would certainly be distributed to all the members of the Child Welfare Committee. This memorandum would give a detailed description of the enquiry, compare the results obtained in different districts and describe

the methods used. Moreover, national reports containing the results of the investigations of each country would be published by the various experts. The reports of the Netherlands and of Great Britain had already appeared.

In this examination care had been taken to analyse as far as possible the medical and hygienic, as well as the social, sides of the question. Such enquiries had been carried out in four districts of Germany, dealing with all births during the last two years and the condition of children during their first year of life.

The CHAIRMAN thought that it was appropriate that, as M. Velghe was an assessor on the Child Welfare Committee, he should also represent the views of the Committee before the Health Organisation and bring the desiderata of the Child Welfare Committee to its notice.

Dr. HUMBERT found that, although the report of the Health Organisation was short, yet it was of great interest and offered considerable scope for collaboration.

The International Anti-Tuberculosis Union was holding a meeting at Oslo in August. There were only three points on its agenda, one of which was the BCG vaccination, and ten members had entered their names as speakers in order to report the result of the experiments in which their countries had been engaged. Consequently, the information on the subject before the Committee would be much fuller and more precise at the next session.

BCG vaccination had immense possibilities as a basis for experiment. Nearly 300,000 children had already been vaccinated in this way, and in Germany and Norway the remarkable result had been observed that there was a diminution not only in mortality from tuberculosis but also in general mortality. It seemed possible that the reason for this was that BCG vaccination strengthened children and that there might have been lesions in certain weak children that had previously not been recognised as signs of tuberculosis.

It was not yet certain how long the immunity given by this vaccination would last. Children in Norway, for example, continued to be vaccinated until the age of eighteen or even twenty years.

He thought that it was very important for the Committee to have the additional information at the next session.

When it was emphasised that the social as well as the medical causes of infant mortality must be dealt with, it must be realised that it was not yet certain how the necessary collaboration would be effected. Personally, he welcomed M. Velghe's suggestion that, while the hygienic side of the matter was being dealt with by the Congress of Experts, the social side might be discussed by the Child Welfare Committee. He ventured to hope that the Committee would put the question on its agenda for the next session.

Dr. Estrid HEIN (Denmark) said that the report on the results of the BCG vaccination was most encouraging. Statistics concerning tuberculosis showed that about 68 per cent of the population in certain towns gave a positive reaction. It was equally important that children should be protected against smallpox; but naturally such cases of post-vaccinal encephalitis as had occurred had frightened the public considerably. In spite of that, however, she was certain that no country would now think of giving up vaccination.

She wished to compliment M. Velghe on the clear way in which his report had been prepared.

Mlle. GOURD thanked M. Velghe, in the name of the associations that she represented, for his report. She was glad to see that the question of the protection of maternity by legislation and health insurance had been taken up by the Health Organisation.

Mme. ROMNICIANO (Roumania) asked why the enquiry of the Health Organisation had been limited to the western countries of Europe, which were just those which had the best means for combating infant mortality and still-birth. She was convinced that enquiry into these problems in the eastern countries of Europe would have been most useful and would have led to interesting results. She noted that it was stated in the report that enquiries in the countries of Latin America had, in some respects, been more complete than those undertaken in Europe. She asked the reason for this.

She was in complete agreement with the passage on page 3 of the report, which said that the experts "urged the value of financial aid and other forms of relief for pregnant women, as well as legislative methods, such as sickness insurance, which enabled women to rest during the later months of pregnancy". She thought that in this connection the members of the Committee could not do better than work for the world-wide ratification of the Conventions of the International Labour Organisation.

As regards the need for assistance to women during pregnancy, the Roumanian Minister for Social Hygiene had arranged for the organisation of these services since 1925; the activity of the Roumanian social insurance had been considerably extended. It included the protection of the mother and of the child from birth up to school age; it attacked social ills by giving medical assistance to mothers in general and material assistance both before, during and after confinement.

Dr. POLLICKEIT asked if the experts had made a special enquiry into the mortality of illegitimate children.

M. AMADOR (Spain) asked if there were reliable statistics on the connection between nursing mothers and the diminution of infant mortality.

Dr. CHODZKO (Poland) thought that the attention of the general public ought to be drawn to nearly all the questions mentioned in the report. Dr. Humbert had promised to give important new information on the BCG vaccination to the Oslo Congress in the summer, but as yet not all the European countries had sent in information in reply to the questionnaire.

Four years ago there had been a scare in certain countries owing to the occurrence of a few cases of post-vaccinal encephalitis. Enquiries had shown that if children were vaccinated in their first year, they ran no risk at all. Cases of post-vaccinal encephalitis had only occurred when children had been vaccinated comparatively late in life, that was to say, when six or seven years of age. Dr. Chodzko thought he was right in saying that no cases had occurred in Italy, almost none in Poland and only ten in Germany. It was necessary that the public's natural fear should be dissipated by a clear explanation of the actual facts, and he thought that the Child Welfare Committee ought to approach the problem in an objective and scientific manner.

Vaccination for diphtheria and scarlet fever was a comparatively new method which had reached Europe from the United States of America. As yet the experiments with this form of vaccination in Europe had been too few to give any tangible results.

Dr. Chodzko recalled that he had already raised the question of the mortality of illegitimate children in the Health Organisation. There was an immense difference in the figures for the large European towns. In Warsaw the proportion of the mortality of illegitimate children was as high as 60 to 75 per cent, in Paris it was only 27 per cent, while, curiously enough, in Copenhagen, the percentage was the same for legitimate and for illegitimate children. This result was due to the wonderful Danish organisation of assistance to children.

The question of the protection of maternity was not one that could be solved by social means alone. In Poland, ten years of social insurance had given certain results, but social insurance was not enough and much more could be done in the future to diminish this mortality by medical science. He thought it would be useful for the Health Organisation to enquire into the medical methods of assisting women during pregnancy and confinement.

Three years ago an interesting experiment had been made in Aberdeen when it was discovered that the mortality of mothers in hospitals was greater than that in private houses. There was also a difference in the percentage of the deaths of women delivered by doctors and those delivered by midwives. This was no doubt partly to be explained by the fact that the more serious cases had been sent to hospitals. The question needed profound study and he hoped that the Health Organisation would in future be able to throw new light on the reasons for the mortality of mothers, the figures of which were still much too high even in the most civilised countries.

In all this work the collaboration of the Child Welfare Committee might be found of considerable use, especially concerning the preventive vaccination of children. It was obviously impossible to try to introduce compulsory vaccination for diphtheria and scarlet fever into Europe at the moment, since public opinion was not ready for it. In Poland, however, it had been noticed that cases of vaccination increased as soon as an epidemic began; naturally, however, such vaccination was too late, since the stage of immunity for anti-diphtheritic vaccine was only reached about six months after vaccination. In that case, since the dangerous period for epidemics was the autumn, children should, if possible, be vaccinated in the spring.

Mlle. CHAPTAL (France) believed that France had been the first country to introduce legislation to give bonuses to nursing mothers. The results had been so excellent that it was hoped to extend the application of this law in future.

Much progress had been made in combating the mortality of illegitimate children during the last few years. A distinction should be drawn between (1) illegitimate children who remained with their mothers and (2) those who had been abandoned and were brought up by the Poor Law authorities. The children in category 1 were treated the same as legitimate children, their growth was watched over by the infant welfare centres, and it was unlikely that there was any great difference in the proportion of deaths between legitimate and illegitimate children in this case. In the case of category 2, illegitimate children who had been abandoned by their mothers, there had been a great difference formerly, but now a system of "placing-out", with visiting nurses attached, had been organised for these children in the country near Paris and some other big towns, with the result that the mortality figures were decreasing considerably.

Dr. CHODZKO (Poland) wished to explain that the figures he had given in his speech for the rate of infant mortality were pre-war figures which he had worked out himself, and that he had not obtained them from the enquiry of the Health Organisation.

Dame Katharine FURSE asked if the Health Organisation could help the Child Welfare Committee by also studying mental hygiene. The reports often mentioned the fact that children were referred to psychologists, and she thought that, although ideas might differ on the subject, an enquiry might be of considerable value.

M. VELGHE said that he was delighted by the interest that had been shown in his report and was very pleased to serve as a liaison officer between the Child Welfare Committee and the Health Organisation.

He thanked Dame Katharine Furse for her suggestion which he would communicate to the Health Organisation.

The discussion had covered wider ground than he had allowed himself to cover in his report, since he had tried to confine himself to facts. Personally, he had great confidence in BCG vaccination, but he pointed out that, so far, no one knew how long its effects would last.

He was glad that Dr. Hein had not been too much frightened by the few cases of post-vaccinal encephalitis. This was a question that had been much discussed and not a little exaggerated by the Press. Such cases were exceedingly rare and, as had already been pointed out, only occurred in the cases of children who had been vaccinated comparatively late in childhood.

In reply to the question whether the enquiry of the Health Organisation on child mortality would distinguish between the deaths of legitimate and illegitimate children, he hoped that the enquiry would include all children, and he pointed out that it was not the fact of illegitimacy that was responsible for their death, but the way in which those children had been looked after. When illegitimate children were properly cared for, there should be no difference in the proportion of the deaths of legitimate and illegitimate children.

The enquiry of the Health Organisation would certainly deal with nursing mothers, for an increase in infant mortality was often due to defective feeding.

In reply to Mme. Romnicanó, he explained that the countries of Eastern Europe had been left on one side by the health experts in the past for the simple reason that it was impossible to deal with all countries at once; their enquiries, however, would now be extended to Yugoslavia and Roumania.

Certain of the enquiries in countries of Latin America had been more complete and the results had been more favourable because it had been possible to hold post mortems there and to examine cases of congenital syphilis.

He agreed with Dr. Chodzko that measures should be taken to look after women before and after confinement.

In conclusion, he recalled a souvenir of his dating back to the early post-war years in Belgium, when it had been discovered with considerable astonishment, that, in spite of the privations the population had suffered during the war, infant mortality had decreased. The reason was that, owing to the cessation of the normal business routine of life, mothers had been able to devote themselves almost entirely to their children and their upbringing.

It was his earnest hope that, in future, there would be increased collaboration between the Health Organisation and the Child Welfare Committee.

The CHAIRMAN thanked M. Velghe for his report which had been most interesting and instructive. Health questions particularly concerned the Child Welfare Committee. The Committee was very glad to welcome M. Velghe and looked forward to a fruitful collaboration between the Health Organisation and the Child Welfare Committee in future.

138. Examination of the Report by the Representative of the International Women's Organisations (documents C.P.E.243 and 243 (a)).

The CHAIRMAN said he had read this report with care and thanked Mlle. Gourd for presenting it. In view of the fact, however, that it expressed the views of the International Women's Organisations, which she represented, on various items appearing on the agenda, he suggested that, instead of presenting the report now, she should state the views of the organisations on each item as it arose.

Mlle. GOURD accepted the Chairman's suggestion.

139. Examination of the Summary of the Observations of Governments on the Draft Agreement (documents C.P.E.240, 240 (a) and 240 (b)) regarding the Return to their Homes of Children and Young People.

The SECRETARY said that observations had been received from twenty-one countries. No special modifications had been submitted except by Greece which suggested that a distinction should be made between boys and girls, the age for the former being seventeen and for the latter nineteen years.

M. REGNAULT (France) said that France did not appear in the list although a reply had been sent some time ago.

The SECRETARY said that the reply must have been lost as none had been received.

M. REGNAULT (France) said that France agreed in principle with the draft.

M. AMADOR (Spain) said that Spain was not included in the list, but that he had just handed in the reply of his Government which was in agreement, in principle, with the draft.

Mr. HARRIS (Great Britain) reminded the Committee that this subject had been discussed many times before and he thought the time had come to dispose of it finally. It appeared that the Governments were in favour of the principle, but there were certain difficulties in its application. The problem only existed in some countries, while others did not need the

Convention. He would therefore suggest that the Committee should recommend it as a model convention for those countries which should wish to conclude bilateral agreements.

The CHAIRMAN agreed that the time had come when some definite action should be taken. Replies had now been received from twenty-three Governments and the question was what should now be done with the Convention? He invited the members to discuss the definite proposal that had been put before them.

COUNT CARTON DE WIART (Belgium) thanked the Secretariat for its diligence in obtaining the replies from Governments, and his satisfaction at the number of replies already received. He noted that Germany fully approved of the draft Convention, and so did Switzerland, but such was not the case as regards other countries. Great Britain and Norway did not feel the need for such a Convention and it was likely to be more useful for countries with migratory populations, such as Germany and Poland. It seemed, therefore, that there was no scope for a wide international agreement, but rather for bilateral or plurilateral agreements such as already existed between Belgium and the Netherlands and Belgium and France. He considered, therefore, that the Committee should postpone any decision on this matter. He proposed that a statement should be made of the countries which appreciated the utility of such a Convention so that eventually those countries might be invited to get in touch with each other. In the meanwhile the question would be placed on the agenda of the next session of the Committee.

Dr. Estrid HEIN (Denmark) wished to explain, on behalf of her Government, whose reply had come rather late, that Denmark had no objection to such a Convention, but that the need for it was not felt there.

M. REGNAULT (France) said that France would send an official letter confirming its acceptance in principle. An analysis of the table would show that fifteen countries had no objection to offer and considered the project very favourably, while seven others had no objection but did not consider it expedient for them. He thought it would be a great pity to shelve the Convention entirely. He therefore supported Count Carton de Wiart's suggestion that it should be put on the agenda for the next session of the Committee.

M. AMADOR (Spain) said that, though Spain's reply was favourable in principle, he would also support Count Carton de Wiart. The problem was not urgent, but he did not think it should be shelved altogether. It was obviously useless for such countries as Spain and Denmark to sign an international convention since no such case was likely to arise between them, and other countries already had bilateral agreements.

Mme. ROMNICIANO (Roumania) said that although Roumania accepted the Convention in principle, it considered that the conclusion of bilateral agreements would be a better solution. She therefore considered that the subject should be referred to the next session for more detailed study.

Dr. Gertrud BÄUMER (Germany) thought that, although there were perhaps only a few cases in which the Convention would be useful, it would be valuable particularly as a precedent. She therefore considered that the Committee should recommend it at once as a model as there would be nothing of value to discuss in the following year. She did not think the League was necessary as an intermediary between countries which might wish to conclude bilateral agreements.

Professor CONTI (Italy) said that the observations of the Italian Government would be found in document C.P.E.240(b). He supported Count Carton de Wiart.

Miss WALL (Great Britain) thought that the Convention could now be taken off the agenda without fear of its being permanently shelved. The Committee could await further information from other countries. The agenda was already so crowded that the Committee might perhaps not be able to deal with other and even more important items if it continued to discuss this Convention at subsequent sessions.

Dr. CHODZKO (Poland) said that though the reply of his Government had not yet been received, he was authorised to say that Poland had nothing against the Convention. He supported the proposal to postpone the matter till the following year.

M. ROLLET supported Dr. Bäumer. He thought that the Council should at once recommend States which had approved the Convention to conclude bilateral agreements and that the Committee should ask the Secretariat to try to obtain replies from other Governments, which might be considered at the next session.

The CHAIRMAN said that the possibility of a Convention of wide scope was obviously excluded on the evidence of the replies already received.

It had been proposed that the Committee should recommend the Council to present the Agreement as a model for bilateral treaties. He thought it his duty to suggest that there was another solution. The Committee might ask the Council to invite groups of countries to conclude regional agreements between themselves under the auspices of the League, on the model of railway and traffic agreements between countries of Central Europe. In this way the matter would not be entirely removed from the influence of the League as would be the case if bilateral agreements were concluded.

Count CARTON DE WIART (Belgium) did not think that enough replies had yet been received for final action to be taken immediately. He therefore proposed a draft resolution to the effect that a decision on the matter should be postponed until the next session.

The CHAIRMAN said he merely wished to draw the Committee's attention to an alternative solution and had not intended to suggest that action should be taken at once.

Mr. HARRIS (Great Britain) wished to explain that his suggestion had by no means been intended to shelve the Agreement permanently. He thought that the replies already received formed a sufficient basis for action to be taken, and that perhaps more progress might be made in the way he had suggested. He was perfectly willing, however, to accept Count Carton de Wiart's suggestion.

The CHAIRMAN suggested that, as the Committee appeared to be agreed in principle, M. REGNAULT, Count CARTON DE WIART and Mr. HARRIS should form a small Drafting Committee in order to draw up a draft resolution which would be presented to the Committee at a later meeting.

Mr. HARRIS (Great Britain) professed himself perfectly willing to accept a resolution drafted by Count Carton de Wiart and M. Renault.

It was agreed that a draft resolution on this subject should be submitted by the Drafting Committee at a later meeting.

THIRD MEETING

Held on Friday, April 11th, 1930, at 10 a.m.

Chairman : M. Ito (Japan).

140. Examination of the Summary of the Observations of Governments on the Draft Convention on Assistance to Minors of Foreign Nationality (documents C.P.E.241, and 241(a), (b), (c) and (d)).

Mlle. COLIN (Member of the Social Section) pointed out that the replies received from Governments had been classified under the following headings :

I. Summary of the observations of Governments which made no reservation with regard either to the principles on which the preliminary draft Convention is based, or to its provisions or form.

II. Summary of the observations of Governments which, although making no objection of principle, consider that the preliminary draft Convention is not adapted to their special situation.

III. Summary of general observations concerning the principles of the Convention.

IV. Summary of observations referring only to certain special provisions of the preliminary draft.

China, Italy and Spain should be added to the Governments indicated under the first heading, together with Denmark. The Danish Government, though making several observations, had stated that there would be no objection to the adhesion of Denmark to the Convention.

Denmark should be added to the list of countries under the third heading, the Danish Government having made the same remark as that of Germany, namely, that it was thought that the problem of assistance to minors could not be dealt with separately but formed part of the problem of assistance to adults.

Denmark should also be added to the list of countries under the fourth heading. The Danish Government considered that the period of thirty days for temporary assistance was too short, and that it should be extended to sixty days.

Dr. Estrid HEIN (Denmark) stated that a Convention had been concluded in 1928 between the four Scandinavian countries. It was based on principles similar to those of the preliminary draft Convention now before the Committee, but included both adults and children. The Danish Government feared that, if assistance to minors only were dealt with, difficult situations might arise in cases where assistance to a child depended on assistance to its parents. Consequently, it was not very much interested in the proposed Convention, though it admitted that it was based on sound principles. Denmark was nevertheless willing to adhere to the Convention, particularly in view of the fact that it would enable her to obtain the refund of a greater proportion of her expenditure than hitherto.

Dr. POLLIGKEIT observed that, as he had already pointed out, the principles on which the draft Convention was based had been received very favourably. Nevertheless, he believed that there would at present be little possibility of its ratification by a large number of Governments.

There were several important objections which would have to be examined. The first concerned overseas countries. When the Legal Sub-Committee had considered the question, it had felt that it was necessary first of all to study the relations between neighbouring countries, or countries in the same continent. The situation in regard to overseas countries, however, was quite different, and the experience of the voluntary organisations dealing with emigration showed that it was absolutely essential to study the question from the point of view of the relations between the countries of different continents. It would therefore be desirable to ask the Legal Sub-Committee to examine it from that aspect.

The second objection concerned financial questions. The Roumanian Government had replied that, so far as it was concerned, there was little chance of ratification at the moment, owing to the economic situation of the country. It was possible that the same reply might be made by other countries, especially in regard to the refund of expenditure as between countries with different exchanges, such as the United States of America, for instance, and a European country which had suffered from inflation. It might even be necessary to consider the advisability of introducing a scale of payments.

Again, he was not sure whether it would be possible to introduce such a Convention without preliminary changes in the national legislations in regard to public assistance. In Austria, for instance, public assistance was based on the *Heimatrecht*, and foreigners, who possessed no *Heimatrecht*, could not benefit from public assistance.

Finally, it would be necessary to consider whether it was possible to deal with the problem of assistance to minors apart from assistance to adults. In his opinion, as he had already explained in the Legal Sub-Committee, it was impossible to separate them. The Committee would note that the British Government was very doubtful whether the draft Convention concerned children living apart from their families or whether it also included children living with their families. The experts who had been consulted at the previous session had stated that it included both, but he ventured to doubt it.

Dr. Polligkeit would ask, in the first place, whether it was not desirable, or even necessary, to request the Legal Sub-Committee to examine the above objections and the other observations made by Governments, and secondly, whether it would not be desirable to extend the competence of the Legal Sub-Committee, in accordance with the suggestions made in the Danish and German replies, in order that it might also examine the problem of assistance to adult foreigners.

He sincerely hoped and believed that the work of the Child Welfare Committee would stimulate once again the movement for the reform of international law in the matter of public assistance. He believed that the preliminary draft Convention was a step in the right direction.

Mr. HARRIS (Great Britain) observed that the question of assistance to indigent foreigners was of the greatest importance. He would remind the Committee that, when it was first proposed to draw up a draft Convention on assistance to minors of foreign nationality, he had pointed out that the best way of considering the problem was to deal with it as a whole, and not to separate the minor from the adult. The replies received from Governments confirmed that opinion.

Dr. Polligkeit had proposed that the draft Convention should be referred back to the Legal Sub-Committee for consideration of the objections which had been raised, and that the powers of the Sub-Committee should be widened so as to include the whole question of public assistance.

Mr. Harris would venture to suggest that not only was the Legal Sub-Committee not competent to deal with the latter aspect of the problem, but that the Child Welfare Committee had no power to give it wider jurisdiction. He would therefore make the alternative suggestion that the Committee should clearly inform the Council that, in its opinion, the whole question of the treatment of foreigners, which had been in abeyance since the Paris Conference of 1912, needed consideration, and should invite the Council to consult Governments as to whether they would be willing to take part in an international conference on the subject. He ventured to think that such a course would lead to real progress.

He did not wish for the moment to go into the details of the draft Convention. There was, however, one important objection to the basis on which it was framed. British legislation dealt with the national and the foreigner alike in the matter of public assistance, and the British Government could not agree to the proposed system for either asking for, or contributing to, a refund of the cost of maintaining a foreigner.

Mlle. DALMAZZO hoped that the Committee would not be deterred from considering the draft Convention by the fact that the matter was necessarily connected with the wider problem of assistance to adults. In her view, that point had already been met in the introduction to the Convention, where the hope was expressed that the whole question of assistance for indigent foreigners would eventually be settled.

The object of international congresses for the protection of children and the object of the Child Welfare Committee was to help those who were weakest and most in need of protection. Not only as the representative of an international association, but speaking personally and from a personal feeling was that if a child needed assistance, it

was not necessary first to enquire into its nationality, and that both the assessors and the Government delegates desired to have that feeling translated into practice in the legislation of the various countries.

She would suggest, however, that the Committee should press for the consideration of the wider problem, which was perhaps outside its own scope, of assistance to indigent adults of foreign nationality.

Dr. Gertrud BÄUMER (Germany), supported Dr. Polligkeit's proposal. It should be remembered that the draft was not a proposal for a general international convention, but only a model for bilateral or multilateral conventions. Several such conventions were already in force, such as that between Germany and Switzerland.

It was true that the Committee had no competence to deal with the question of indigent adults of foreign nationality, but the protection of children was very closely related to it. In Germany it was not considered that the draft Convention offered a definitive solution of the problem, but the need for assistance arose in the most touching and urgent manner in connection with children, and it was there that a beginning could be made towards dealing with the more general question.

It would be most desirable to ask the Legal Sub-Committee to formulate the principles on which an international settlement in regard to assistance to indigent foreigners should be based. It could do so, in her opinion, without exceeding its competence.

M. REGNAULT (France) said that, unfortunately, the reply of his Government had been lost, but he asked the Secretariat to note that France approved the draft Convention without observation.

He had been very much touched by what Mlle. Dalmazzo had said. After all, it was the Committee's business to improve the conditions of children, and since it had before it a draft Convention which would have that effect, it should not reject or adjourn the matter on the plea that even more could be done if the general question of assistance to indigent adults of foreign nationality were settled first.

As regards the question of extending the competence of the Committee for the examination of the question of assistance to adult foreigners, he agreed with Dr. Polligkeit. That, however, did not constitute *a priori* a fundamental objection to the study of the draft scheme limited to foreign minors. Such a study would be a step in advance. The Council might then be asked if it would be prepared to allow the Committee to study the vaster subject of assistance to indigent foreigners in general. M. Renault believed that the idea of the reform was already to some extent accepted and he did not think that the Council would see anything subversive in the proposal to enlarge the competence of the Legal Sub-Committee in this matter.

In his view, the Committee should endeavour to obtain the adhesion of Governments to the draft Convention, and should at the same time declare its readiness to investigate the wider question of assistance to adult foreigners in general.

COUNT CARTON DE WIART (Belgium) recognised that the question of assistance to minors was only one aspect of the problem of assistance to foreigners in general; it was, however, the most interesting and most urgent aspect of that problem. The fact that the matter gave rise to difficulties should not in any way lead to discouragement. On the contrary, the replies which the Governments had been good enough to send in so large a number were, on the whole, satisfactory. He thanked the Secretariat for having analysed those replies so carefully, at the same time extracting their general sense.

He had been particularly struck by the reply of the Finnish Government, which opened up new aspects of the problem.

Perhaps the draft Convention was not sufficiently clear. This explained why several Governments, and amongst others the British Government, had observed that the rights of States to deport aliens for reasons of public order must not be affected. The draft Convention clearly recognised this principle. Several Governments had expressed themselves in favour of the principle that financial claims arising out of the assistance given to foreigners should be waived reciprocally. Such an idea was a mark of progress and solidarity which the Committee could not fail to praise, though without claiming that it should be the absolute condition of an international agreement.

As was emphasised in the German Government's reply, assistance to foreign children was connected with assistance to adult foreigners.

Nevertheless, it was desirable that the international agreements should deal first with the fate of the children. This procedure had already been followed in connection with labour legislation, both national and international. The laws and treaties had dealt first with the protection of children. Gradually measures of protection had been extended, *mutatis mutandis*, to adults.

It would be remembered that, in 1912, the problem of assistance to foreigners seemed about to be solved, but unfortunately the war had supervened. In all social matters, progress was made by two steps forward and one step backwards, and the Committee should endeavour, by means of its draft Convention, to interest Governments in a system of assistance to minors in the hope that, later on, its provisions might be extended to adults.

Was it necessary to ask the Council to extend the competence of the Committee? Count Carton de Wiart hoped that the optimism shown by M. Renault regarding the opinion of the Council of the League would not be belied by the facts.

He did not, however, see any objection to referring back to the Legal Sub-Committee the replies from Governments as well as their objections, and asking it to make such

amendments in the draft Convention as were justified by the replies from the Governments. It would no doubt be wise to include the idea that financial claims arising out of the expenditure by the various Governments should be reciprocally waived, as suggested by the British Government. It would also be desirable to include the principle of the right of States to resort to measures of expulsion when they judged it necessary.

It was important, in any case, for the Committee to indicate its intention of pursuing the subject and endeavouring to hasten its solution. The studies which the Legal Sub-Committee would undertake and the conclusions it would reach would prepare the way to a solution. That solution, as all the members of the Committee saw it, must be the introduction of an international regime assimilating foreign to national children, in all civilised countries in so far as their right to hospital treatment, education and assistance was concerned.

M. ROLLET had very little to add to the admirable statement of Count Carton de Wiart. He would merely assure Mr. Harris that, in drawing up the draft Convention, the Legal Sub-Committee had followed the text of the Convention adopted by the 1912 Conference, which had already served as a basis for the preparation of various international conventions, such as that on repatriation.

He did not think that the Committee would be exceeding its competence if it referred the matter back to the Legal Sub-Committee, which could deal with the question of the minor outside his or her own family as well as the minor living with his or her family.

Professor CONTI (Italy) said that the question of assistance to foreigners in general was, in his opinion, outside the special competence of the Committee, which could only deal with the matter in so far as it concerned minors.

Italy had examined and approved the draft Convention, and he could assure the Committee that the Italian authorities never asked minors who were in need of assistance whether they were nationals or foreigners, but fulfilled its duty in a humanitarian way. It might later be necessary to re-examine the matter but, in the meantime, he did not think that there was any need to study it further.

Mlle. BURNIAUX wished, on behalf of her organisation, to associate herself with those who had spoken in favour of the draft Convention. The first step in solving the question was to recognise the right of the child, whatever his nationality, to the means of life. The draft before the Committee was calculated to bring about the recognition of that right.

Dr. CHODZKO (Poland) stated that the Polish Government approved the draft Convention, but thought it was not sufficiently clear. His Government was not sure whether it applied only to abandoned children or to children in general. The question of the separation of children from their parents was of great importance. It was not desirable, from the health point of view, that they should be so separated. On other points also the Convention was not clear.

Poland was in agreement with Great Britain in regard to the refund of expenses incurred, and with the representative of Denmark in regard to the period of thirty days, which would obviously be insufficient in the case of the many Polish emigrants to Brazil and the Argentine.

Dr. Chodzko entirely supported the view of Dr. Polligkeit and the proposal of Count Carton de Wiart to submit the question to further study by the Legal Sub-Committee.

Mme. ROMNICIANO (Roumania) was glad to note that Italy and Roumania were quite in agreement. She had received from the Roumanian Ministry for Public Health an exposé, dated 1927, pointing out that minors in Roumania had the right to public assistance irrespective of nationality or religion. She referred to thousands of cases where assistance without any distinction had been given as much by the State as by private institutions. Roumania proclaimed the right of every child to sympathy and social assistance.

The Roumanian Government would be willing to accept the draft Convention in principle, but its present economic situation necessitated certain reservations.

Dr. POLLIGKEIT said that, as far as the possibility of treating children separately from adults was concerned, he agreed that the Committee should first deal with the problem from the point of view of minors. Count Carton de Wiart had referred to the fact that labour legislation covered this ground, but workers were individuals who had to be treated in an individual manner, whereas other cases arose where groups of people had to be treated, such as families. Should a child fall ill, it was the duty of the law to find out whether the parents or guardians could afford to keep the child and to care for it. Consequently, he feared that the principles of the draft Convention might not have exactly the desired effect, since it would be necessary to examine the resolution to make it cover countries which had such legislation.

The Child Welfare Committee was a branch of the Social Section. He thought that it was at the beginning of a new period of construction and that the present moment was the right time to find out whether the competence of the Committee was not too limited as far as certain questions were concerned, such as the repatriation of foreign prostitutes and the enforcement of maintenance orders abroad. The Legal Sub-Committee might examine in what circumstances assistance should be limited to minors and should also report whether it thought it necessary that the scope of the Child Welfare Committee should be extended.

M. AMADOR (Spain) said that, in principle, his country agreed with the draft Convention, but he expressed the wish that the Committee should not try to cover too much ground.

He agreed with Mlle. Dalmazzo that the Convention was meant primarily to deal with children. If the question was to be extended and the Committee asked to deal with the general problem, he thought that much of this ground was already covered by the International Labour Office.

He agreed with Count Carton de Wiart that the matter should be referred to the Legal Sub-Committee, which should examine the replies received from Governments.

He did not think the question of finance was serious and in any case it was not a problem for the present Committee to solve.

He approved Mr. Harris's suggestion that the Committee should ask the Council to consult the various Governments concerned as to the expediency of convening an international conference to deal with these matters.

Mme. GRABINSKA (Poland) thought that the question of minors should not be separated from that of adults. Children living in families were so closely connected with their parents that it would be dangerous to make any such distinction. She agreed with Dr. Polligkeit that these questions could be simultaneously settled in the interests of the minors.

M. REGNAULT (France) wished to deal with some of the questions that had been raised by the different Governments.

It had been objected that the draft Convention did not stipulate clearly the right of the Governments to expel undesirables. This question, however, had been dealt with in the former draft Convention in a provision expressly inserted in Article 7. The experts, however, had asked for the provision to be suppressed, the right of expulsion being so obvious that it was quite useless to insist upon it.

It had also been said that the thirty-day period was not sufficient to allow replies to be received from overseas countries. This point had not escaped the attention of the Legal Sub-Committee, and a note had been added at the end of the text of the Convention indicating that the various time-limits provided could be modified according to the geographical position of the countries concerned.

The experts had nevertheless thought that the thirty-day period should be indicated, since it was sufficient for the majority of the European countries, and that, as regards the others, the special conditions of each would certainly be indicated in the Conventions to be prepared.

As regards the question of expenses, the country possessing legislation which enabled it to help foreign minors, without distinction of nationality, would not have to claim repayment of its expenses from the country of origin and would not wish to be embarrassed by the necessity of preparing useless statements of expenses and accounts. As regards the other countries they would have to decide in their agreements whether these expenses might in certain cases constitute a sufficiently heavy charge to justify their repayment, or whether they should be waived in virtue of reciprocal clauses.

The Sub-Committee had thought that this question of expenses, like that of the time-limit, should be left to be freely examined by the contracting States.

M. Regnault added that France already gave assistance to foreign minors and did not claim its expenses from the countries of origin.

M. Regnault, therefore, proposed that the Council should be asked to instruct the Sub-Committee to examine the whole question of assistance to foreign minors and even to children who were living with their parents in a state of misery. It seemed to him that no existing Section of the League of Nations could be considered competent to settle the question.

On the other hand, the Child Welfare Committee had, on the instructions of the Council, been requested to deal with the social aspect of the physical and moral misery of children. Consequently, M. Regnault did not consider that the proposal to extend the competence of the Committee to the cases mentioned above was ambitious or unjustified. He insisted on the necessity of making the utmost efforts to reach a conclusion. The question of assistance to foreign minors had already been discussed by the Committee in 1926. Since then, this study had been continued on several occasions and then adjourned. The Sub-Committee had now submitted to the Committee a text which had not given rise to any objection of real importance or of such a nature that it would hinder the examination of the matter. It was necessary to facilitate the conclusion of Conventions destined to alleviate the misery of poor children who were abroad and without support.

The Committee would no doubt draw the sympathetic attention of the Council to the efforts made in this direction and ask it for the necessary competence to ensure that this serious question would be settled.

Dr. Estrid HEIN (Denmark) said that it must not be thought that those members who emphasised the connection between children and adults were not also interested in assistance to minors. She thought that the scope of the Convention would not be too limited if the Committee agreed to the suggestions of Dr. Polligkeit. It was necessary to make it quite clear in what cases the Convention could be applied. She agreed with M. Regnault that it was time for the Committee to reach some definite result in this matter.

Mr. HARRIS (Great Britain) said that there seemed to be general agreement that the matter should be referred to the Legal Sub-Committee, but he doubted whether the Sub-Committee was competent to deal with all the problems involved, such, for example, as the general question of public assistance. Some provision should be made that indigent foreign children should be treated in the same way as the children of the country itself. The draft in its present form might be considered as a suitable draft for bilateral treaties. Similar

questions had been raised in the Traffic in Women and Children Committee in connection with the repatriation of prostitutes. It might be suggested to the Council that the matter might best be dealt with by the Governments concerned.

COUNT CARTON DE WIART (Belgium) also thought that the competence of the Committee was limited, until further notice, to matters of child welfare. He agreed with Mr. Harris that the Government replies should be sent to the Legal Sub-Committee. Nothing prevented the Committee, moreover, from immediately expressing, in its report to the Council, its desire that its powers should be increased, unless the Council preferred to entrust all questions of assistance to another body. Such a body did not exist at the moment, since the Social Section only dealt with opium, on the one hand, and the traffic in women and children and child welfare on the other. In future perhaps this diptych could be transformed into a triptych. He would submit to his colleagues the following draft resolution :

“ The Child Welfare Committee, having noted with the deepest interest the replies sent by twenty-three Governments concerning the preliminary draft Convention on Assistance for Foreign Minors ;

“ Whereas several of these replies contain observations which would justify further examination of the problem, more particularly as regards the connection between assistance for minors and general assistance for indigent foreigners, and the refund of the cost of assistance by the country of which the assisted person is a national ;

“ Refers to the Legal Sub-Committee the study of the aforesaid Governments' replies, requesting the Sub-Committee to submit for its next session proposals or suggestions with a view to ensuring as favourable a solution as possible of the problem of the assimilation of foreign minors to national minors from the standpoint of assistance.”

The CHAIRMAN believed that Mr. Harris was now also persuaded that it was right for the matter to be referred to the Legal Sub-Committee. It was for the Committee to decide whether the examination by the Legal Sub-Committee should be confined to the question of assistance to minors or be extended to the question of assistance to aliens also. That was a matter on which the Committee still seemed to be divided in opinion, but he thought that the draft resolution proposed by Count Carton de Wiart would be agreeable to all. The case of isolated or abandoned minors would have to be considered separately. That of minors living with their families must be treated generally, together with the question of assistance to aliens. In these circumstances the Committee would wait for the report of the Legal Sub-Committee and would be able to come to a decision on the matter next year.

FOURTH MEETING

Held on Friday, April 11th, 1930, at 3 p.m.

Chairman : M. ITO (Japan).

141. Cinematograph : Report of the Representative of the Child Welfare Committee at the International Educational Cinematographic Institute at Rome.

The PRESIDENT reminded the Committee that it had already heard the report of M. de Feo (Annex 5). As the Marquis de Guad-el-Jelu, who is a member of the Child Welfare Committee and of the Governing Body of the International Educational Cinematographic Institute, was now present, he would ask him to present his report before he invited discussion on the subject.

The Marquis DE GUAD-EL-JELU (Spain) said that he had great pleasure in presenting his report to the Child Welfare Committee. He regretted his unavoidable absence from the last session, but hoped that the written reports he had presented had given the Committee some idea of the work accomplished during the first few months of the Institute's life. He had not presented a written report this year, partly because he doubted its usefulness, as the Governing Body published its own report to the Council, and, partly because, since the publication of the report of the Governing Body, which he would have had to take into consideration in drawing up his own, he had been occupied with other work. He would therefore make his report orally.

At its second meeting in October 1929, the Governing Body had worked on the basis of the reports presented by M. de Feo (document C.3.M.I.1930.XII, page 7) and by himself on the activities of the Permanent Executive Committee. The Child Welfare Committee would see from the documents, and had no doubt realised from the speech of M. de Feo, that, thanks chiefly to the interest shown by M. Rocco and M. de Feo, all the questions of special interest to it had been taken up in October, and it could be satisfied of the very cordial manner in which its various recommendations had been received at Rome.

He wished, however, to offer certain explanations on one point, that was to say, on the question, raised in the previous year by Count Carton de Wiart, of instructive and recreational films. He had himself taken up the matter, and in the summer of 1929 he had drawn up a report (document C.3.M.I, page 13) which he had presented to the Secretariat of the Rome Institute. The Committee would notice that at the end of the document he had tried, while bearing in mind the recommendations of the Child Welfare Committee, to conciliate the opinion of certain members of the Permanent Executive Committee who feared that the Child Welfare Committee wanted to suggest that the Institute should interfere in the matter of dramatic films and that its proposals were too comprehensive. He had done this because he feared that, by presenting a maximum programme, he might cause the principle itself to be rejected. This report had been submitted to the Governing Body at its second session in April, and, after a short discussion, it had been decided that he should draft a text acceptable to the Governing Body to form the basis of an enquiry, which, in its turn, should result in definite proposals being put forward. Mlle. Colin would bear him out in saying that the resolution had been presented and adopted, although no vote had been taken upon it, but as, in the report to the Council (document C.3.M.I, 1930.XII, page 4, Article 7) this resolution was not given in the form in which it had been adopted, he would read it to the Committee now :

“ The Governing Body, having received communication of a resolution adopted by the Child Welfare Committee during its fifth session, on the expediency of studying the means for promoting and encouraging the production, exchange and representation of recreational films specially intended for children and of a character to amuse them while contributing to their moral and intellectual progress, invites the Director of the Institute to make a preliminary study of the present position of the cinematograph adapted to the use of children, and at once recreational and instructive or educational.

“ It is understood that for the purpose of this preliminary study, (1) the term ‘ children ’ shall indicate minors of under fifteen years ; and (2) the film considered as at once recreational, instructive and educational is one which is inserted in a programme, and which, while amusing children by its elements of fancy and imagination, yet contains a visible teaching element.”

The Committee would see that, although the actual text of the resolution had not been inserted in the report, the principle of enquiry and study had been accepted. As the report had already been approved by the Council when he had read it, he had no alternative but to accept it as it stood, and he offered these remarks as an explanation to the Child Welfare Committee, and in no sense as a criticism. The Committee could rest assured that its wishes were being taken into consideration in this matter, as also in the matter of the abolition of Customs barriers against educational films.

He had also proposed that a number of the *International Review of Educational Cinematography* should be devoted to this subject when sufficient information had been collected. He assured the Committee that he had done his best to uphold its views on all points and he hoped to do still better in future with the assistance of Count Carton de Wiart, whose election as a second delegate to the Institute had been greeted with particular pleasure.

The CHAIRMAN thanked the Marquis de Guad-el-Jelu on behalf of the Committee for his report. Taken in conjunction with M. de Feo's report, it put the Committee in a position to form a very clear idea of the work that was being done at Rome. The Committee was happy to have two representatives at the Institute and he would repeat his congratulations to Count Carton de Wiart on his election. Discussion was now open on the whole subject of the cinematograph.

142. Cinematograph : General Discussion.

M. REGNAULT (France) regretted that M. Martin, who usually dealt with the subject of non-inflammable films, was not present, but he wished to draw the Committee's attention to several points in document C.P.E.248 concerning the use of non-inflammable or non-combustible films in France. Since 1922, great attention had been paid to this question with the object of substituting non-inflammable films for those at present in use. Non-inflammable films were now used for all official purposes by the Army, Topographical Survey Department, by the Ministry for Agriculture and by the Regional Offices of Educational Cinematography. The Committee would notice, on page 3, that a special apparatus had been invented.

There were two kinds of non-inflammable films. The “ Cinélux ”, which he understood was very interesting technically, and the “ Ozaphane ” which was not only non-inflammable but non-combustible. Both of these had proved very successful and in the halls where these films only were used many precautions previously insisted on had now been dispensed with.

Dr. HUMBERT wished to make several remarks on the reports which the Committee had heard. With regard to recreational films, he had been struck by the interest taken in this subject by the Committee's representative at the Rome Institute. His own organisation, and especially the Junior Red Cross Division, had prepared a film called “ Widening Horizons ” which was a recreational and educative film intended to teach intellectual co-operation and geography by showing how children lived in different countries. He would like to show the

film to the Committee if an opportunity could be arranged and he would ask his colleagues to look at it through the eyes of childhood which, in some respects, were more lenient but in others much more critical than those of adults.

With regard to the report of the Institute he thought that an astonishing volume of work had already been accomplished on the lines laid down by the Child Welfare Committee. On page 1 of the preliminary report of the Institute (document C.P.E.245), he would suggest that the words "special cinemas" should be replaced by the words "special projection halls". He thought that it was important that there should be halls that were not theatres as in this way certain taxes would be avoided.

He did not agree with M. de Feo in his classification of films (pages 2 and 3). He thought that it was a mistake to exclude the dramatic form if the films were good—even politicians read detective novels and it seemed a pity that children should not have the same licence. The question was rather one of quality than of kind. On page 5, there was the almost contradictory statement that the educational factor should not loom too large in children's films. He thought that everybody was inclined to shirk effort but that this was no reason for not demanding more concentrated attention every now and again, and that the children should not always be allowed to take the line of least resistance.

On page 6, M. de Feo referred to a most important point, the production and exchange of films. The draft Convention (document I.C.E./C.E.P.5) which had been produced on this subject with such admirable speed was very logically drawn up. Examination was only to be given on presentation of a certificate granted by the Institute. He thought the Committee should press for this proposal very strongly. Educational films in France were already exempted from duties, but his organisation often encountered difficulties when exporting films to other countries. He was certain that such a privilege would not be abused.

Dr. Humbert thought that, if the Committee adopted a resolution in favour of this proposal, it would be of immense help to the Institute and he would like to propose one somewhat on the following lines:

"The Child Welfare Committee has read with the greatest interest the reports of the Marquis de Guad-el-Jelu, the Committee's delegate to the International Educational Cinematographic Institute, and M. de Feo, Director of the Institute, and notes with the utmost satisfaction that its recommendations regarding educational and recreational films for the young are being put into effect.

"The Committee is also convinced that a draft 'International Convention for the abolition of tariff barriers against educational films', prepared by the International Educational Cinematographic Institute, is admirably calculated to promote the circulation of films of value to the young, and trusts that this draft Convention will shortly become effective."

Mr. HARRIS (Great Britain) thought that the Committee should express its gratitude to the Marquis de Guad-el-Jelu for his valuable work at the Institute and its confidence that it would be continued.

With regard to the question of non-inflammable films, he very much regretted the absence of M. Martin. He thought that they were both in favour of them in principle though they differed in their opinion on the immediate possibility of their employment. He would like to read an expert's statement on the difficulties which at present existed with regard to the use of these films:

"SHORT SUMMARY OF THE DIFFERENCE BETWEEN SAFETY CINEMATOGRAPH FILM AND THE INFLAMMABLE VARIETY.

"Safety film, or so-called 'Non-Flam' cinematograph film, usually consists of photographic emulsion coated on film support made from cellulose acetate, whilst inflammable film is coated with similar emulsion on a nitro-cellulose support. Apart from certain drawbacks which the safety film has in respect of keeping qualities in the sensitised state, the photographic qualities of the two films are practically the same. It is in the resistance to wear, brittleness after use in the projector, difficulty of joining, and cost, that the chief differences exist between acetate and nitrate film, the difference being so great that acetate film, as at present known, is not entirely commercially usable.

"The chief reason for the difference in wearing quality is due to fundamental differences in the film base. Cellulose acetate film freely gives up its moisture content under the influence of heat much more readily than the nitro-cellulose variety, and possibly undergoes chemical change, and it is these characteristics that, in a large measure, account for the difference in wear between them. In commercial use in the cinemas films are in constant use week in and week out, being projected at least three times daily; in fact, the films, apart from being kept in a hot operating room, retain for some time the heat absorbed in passing through the projector mechanism. Under these conditions, acetate film rapidly becomes brittle and breaks up in projection. The greater the heat in projection the quicker the break-up of the film. The

same conditions also cause shrinkage of acetate films, with consequent interference by the sprocket teeth and damage to the perforations. Nitro-cellulose being more stable in this respect does not suffer so much or so quickly.

" For many years the Eastman Kodak Company and its associated companies have striven unceasingly to find a safety film which could replace the existing nitro-cellulose film commercially. Many promising patents have been acquired in various parts of the world, and huge sums of money expended in endeavouring to perfect the product. In 1927 and 1928, in one department of the Eastman Kodak Company, £60,000 was spent in research work on safety cinematograph film alone. To date, progress has been slow, inventions which looked full of promise failing in some essential or other when put to prolonged and practical test.

" In 1910, it was believed, after exhaustive tests, that the Eastman Company had produced an efficient safety film, yet less than six months' experience proved that the film which on test had seemed so good, in practice with the cinema failed hopelessly to stand up to the exacting conditions imposed.

" There has been slight improvement in some directions, but substantially the safety film of 1910 was the same as that obtainable to-day. Any slight improvement, however, has been more than offset by the conditions in the cinemas becoming even more exacting as time has progressed. Greater power illuminants with increased heat are now used and the speed of projection considerably increased, both being factors against the prolonged life of cinematograph film and acetate film in particular.

" It has been asked : ' If safety film can be used successfully in the home cinema apparatus, why is it not equally good for the large-size pictures ? ' The answer is that conditions of use are entirely different. They are set out briefly below :

" (1) Home cinema films (that is to say, films of sub-standard size) are only projected occasionally and have time to regain the moisture content before being used again. The metal containers in which these films are stored when not in use in the projector are fitted with moisture pads to humidify the film.

" (2) The heat from the illuminant in the home projectors is very small compared with that used in professional apparatus.

" (3) Home cinema films are run on projectors all built to one standard of sprocket ; standard cinema films are used on machines varying considerably in this respect.

" (4) Home cinema films are carefully examined and repaired by us after each hiring.

" (5) Home cinema films are run much slower in the projector than films shown in cinemas. This helps the safety film to withstand wear, as before mentioned."

The Committee would note that these disadvantages did not apply to films of sub-standard size all of which in England at present were of non-inflammable material. Certain safety regulations, of which he would circulate a copy, were at present in force in England. The Committee had probably heard of the disaster which had recently occurred in Paisley, the first big disaster which had occurred in Great Britain. The manager of this cinema was at present being prosecuted, for not having carried out the safety regulations, but he thought it could safely be said that the cause of the disaster was a regrettable panic and not fire.

With regard to children's films, it was indubitable that a large number of those being shown at present were unsuitable, but he did not consider it commercially possible to produce a number of films intended for children alone. The cinema was a family entertainment, and children could not be prevented from attending it with their parents. He thought the only practical solution was to raise the standard of all films.

In England, there were two classes of certificates issued to films, one for universal exhibition, the other for adults only, but it was found that whenever the regulations governing the second were properly enforced, the exhibitors took steps to use films passed for universal exhibition. A circular had recently been issued from the Home Office drawing attention to the necessity of enforcing the regulations.

He had received a letter on this subject from a schoolmistress who sent him some essays written by school-children on films they had seen, and he had been shocked by the character of these films. On enquiry, he found that these films had all been passed for adults only, but the regulations had not been enforced by the local authorities. He drew the attention of the Committee to this matter.

He thought there must be some mistake in the statement on page 2 of document C.P.E.245 that " children and young people sometimes constitute 90 per cent of the audience in American cinemas ". This seemed to be contrary to experience.

With regard to a time-limit for censorship certificates, all that the censor could do was to suppress objectionable passages in films ; he could not make a bad film into a good one. He therefore saw no practical advantage in the limitation of the validity of certificates. It would be opposed by the vested interests concerned. It would impose a great deal of extra and heavy work on the censors, who were already a very hard-working body, and it would entail many difficulties in its enforcement because each film would fall due for re-examination at a different time. He thought that the draft Convention on the abolition of import duties on educational films was of very great interest and that the matter should be pressed as strongly as possible.

Dr. Gertrud BÄUMER (Germany) said that, as far as she was aware, the position of the German industry was a little more favourable. The safety films in commercial use were equivalent in quality to the celluloid films, so far as their pictorial quality was concerned, though their durability was inferior. The lifetime of a safety film was about one-half that of a celluloid film, and a safety film would cost about five pfennigs per metre more than a celluloid film, chiefly owing to its reduced durability, but also to the higher price of the necessary raw materials. The German industry was, however, of opinion that it would be technically possible to replace the celluloid film by the safety film in a short time, though the burden on the industry and on the cinema halls would be heavier on account of the higher cost.

It was also considered possible to avoid the danger of celluloid films by means of safety appliances. The matter was already controlled by a police regulation, but provisions were about to be introduced into legislation, and a Bill was before the Cabinet to the effect that in all rooms not permanently used for film productions and not equipped with safety appliances, only safety films should be used.

With regard to the very interesting report of the Marquis de Guad-el-Jelu, Dr. Bäumer shared the opinion of Dr. Humbert. She did not see why such a strict distinction should be drawn between educational films and theatrical films. In Germany, there were two groups : educational films which were purely instructive, and films of cultural value. The second group included theatrical films. The quality of cultural value was attributed to films by a special jury for aesthetic and other reasons, and the taxes on such films were reduced.

As regards the censorship, an amendment to the *Reichspielgesetz* was before the Reichstag, and a number of questions were being re-examined. Germany's experience was that the chief effect of the censorship was preventive. At first 20 per cent of the films presented to the censor were rejected ; the percentage was now reduced to three, which meant that the existence of the censorship had indirectly changed the quality of the films.

The age-limit for young people who were admitted to adult films was eighteen years. Germany was considering whether that age-limit should be retained, but it was felt that, in order to exclude children of fourteen, it was necessary to put the limit at eighteen years. Again, if young people of sixteen years of age were admitted, it would be necessary to recensor all the films passed on the assumption that the age-limit was eighteen years.

Dr. Bäumer agreed with Mr. Harris that it would appear to be impossible to undertake such a vast piece of work as the periodical censoring of films which had already passed the censor.

She added that she would be interested to know whether, in other countries, children who went to performances to which they were not entitled to admission were punished. In Germany, up to the present time, they were simply shown out and lost the price of their ticket. Cinema proprietors felt that in such circumstances it was very difficult to enforce the regulations, and, in the new Bill, provision was made for the possibility of punishment. In her opinion, however, there was a danger in bringing children into touch with the police and the juvenile courts, simply because they had gone into a forbidden entertainment.

Dame Katharine FURSE thanked the Marquis de Guad-el-Jelu on behalf of all the boys and girls whom she represented for having asked that films should be recreational as well as educational. His report was most encouraging, and she looked forward to great developments on the lines suggested. At the same time, she could not help being a little anxious when she saw in the report of the Director of the Institute at Rome that a film suitable for children could only be produced by a psychologist, an artist and a producer working together. Could not further opinions be brought to bear on the question, such as that of parents, and especially of mothers, and that of women teachers dealing with the small child ? A great deal of help might also be obtained from the young social workers, men and women, many of whom were in contact with young persons of an age when they were going frequently to the cinema. She wondered whether it would be possible to prepare a more simple form of questionnaire which could be sent to such people as she had enumerated. She was often asked to suggest subjects for discussion by the members of the older branch of her Organisation.

She had been especially asked by the Director of the Boy Scouts' International Bureau to try to get something done with regard to the reduction of Customs duties on films. At present the exchange of films between countries was practically impossible, owing to the prohibitive duties.

In conclusion, she repeated that she was delighted to know that the Institute proposed to consider recreation when it considered education.

Dr. Estrid HEIN (Denmark) asked whether the Spanish representative could give further information in regard to the censorship. Personally, she saw no reason for a revision every three or five years of films which had once been passed by the censor. The only justification for such a revision would be, first, that the conception of morality or ethics had changed, or second, that the censorship had been carried out in an unsatisfactory manner. In her opinion, however, ideas of morality were not becoming more narrow, but were broadening, and it was more desirable to have a good censorship from the beginning than a periodical revision.

In reply to Dr. Bäumer, so far as she was aware, children were not punished in Denmark for seeing films intended for adults.

Mlle. GOURD said that the women's associations which she represented were greatly interested in the work of the Child Welfare Committee in connection with the cinema and of the Cinematographic Institute at Rome, and several of them had passed resolutions regarding the kind of films which they considered suitable for children. It was natural that, where those associations had special objects in view, they should recommend films which encouraged such objects. Thus, the peace societies had advocated films which would bring out international understanding and solidarity, and the International Council of Nurses had drawn attention to the need for films which would improve habits of hygiene. The Y.W.C.A. of Germany and the United States of America had drawn attention to the interest which they took in the production of good films.

A special committee of the International Council of Women dealt with cinema questions. It was particularly interested in the proposal to remove Customs duties from educational films and also in the work of classification, cataloguing and card-indexing which was being undertaken by the Cinematographic Institute. This Committee was in close touch with the International Committee for Educational and Social Films, and laid great stress upon the value of the various resolutions passed by the latter Committee, particularly concerning educational films, the hygienic requirements for cinema halls, the importance of non-inflammable films, etc.

Mlle. Gourd was aware that the above points were not new to the Committee, but she felt that it would be interested to know of the great interest taken in them by the International Women's Associations, which were prepared to put forward their best efforts in order to help forward the Committee's work.

M. REGNAULT (France) observed that he was not particularly grateful to Mr. Harris for having accepted the principle of the exclusive use of non-inflammable films; to refuse to do so would be to take too great a responsibility. There was no doubt that once non-inflammable films had become general, a great step would have been taken towards safeguarding the lives of children.

Mr. Harris had said that, whilst he accepted the principle, he saw little prospect of translating it into practice in the near future. He had given various reasons, but the main reason was that the reform would hamper industry. M. Regnault was not very much worried by that argument. It was not the Committee's object to defend the interests of industry, but to protect children and to prevent the distress which was periodically caused and the considerable loss of life incurred.

He was of opinion that the cinema industry could be trusted to show its usual ingenuity in overcoming the difficulties caused by the fact that the safety film was narrow and brittle by the production of a more elastic and more supple film. Even if the durability of the safety film was only half that of the ordinary film, he would not be surprised to find the cinemas passing on the extra burden to the spectator. Moreover, he had been told that safety films could be made with a width of 24 mm. and full length.

He was somewhat diffident about expressing an opinion on the cinematograph, because the facts were often contradicted by other facts between one session and the next. The Committee had been told that fires were not likely to occur in countries where the regulations were properly drawn up and enforced, but the facts had shown that they did occur. It could not be argued that the loss of life was the fault of the children because there was a panic. It was the fault of the inflammable film if a panic occurred.

He recognised that immediate reform was not possible, but he could quote a series of decrees issued in France, year by year, laying down successive time-limits, after which inflammable films would be prohibited. The last time-limit laid down was 1932. Until the final prohibition of such films could be introduced, more and more drastic action was being taken in regard to fireproof cabins and other precautions. It was essential that the impending measures should be recalled periodically to the attention of the cinema industry in order that it would be unable to argue that it had not had sufficient time to adapt itself to the new regulations. Moreover, the research and inventions made in connection with non-inflammable films would act as a stimulus to the industry.

He would ask the Committee to consider the importance of this question but solely from the point of view of the child, leaving on one side the question whether the industry would be

hampered. Possibly it might be suggested to the Institute at Rome that it should deal with the matter, which had already had careful consideration on the part of the Director.

Mme. ROMNICIANO (Roumania) wished to reply to two points raised by Dr. Bäumer. Under Roumanian law, pupils of secondary schools up to the age of eighteen or nineteen years were prohibited from attending film projections other than those passed as instructive or educational. Moreover, they were obliged to wear uniform, even when accompanied by their parents, so as to facilitate police control.

Dr. Gertrud BÄUMER (Germany) asked whether that provision applied to all children, or only to those attending secondary schools?

Mme. ROMNICIANO (Roumania) replied that it was not quite clear from the law. She would obtain further information.

The same class of children were compelled to wear their school uniforms when attending a cinema, even if they were accompanied by their parents. Any breach of the rule was severely punished.

As regards the punishment of children who attended films intended for adults, she was of opinion that the penalty should be imposed not upon the child but upon the ticket-office. It was quite easy to distinguish between children of twelve or thirteen and young persons of eighteen or nineteen.

Dr. CHODZKO (Poland) said that, in 1919, the Ministry for the Interior had issued an Ordinance dealing with public entertainments, Article 12 of which stated that young people up to the age of seventeen years were only permitted to see films passed as fit for them by the censor. Cinema owners were obliged to exhibit a poster outside the cinema to the effect that the film had been passed for display to children and young people. They were not permitted to state that the film was only for adults and was prohibited to children and young people.

He would add that the law made no provision for punishing the children who attended prohibited entertainments.

Mr. HARRIS (Great Britain) said that he had evidently failed to make clear his meaning. He, like M. Regnault, was anxious to make the cinemas safe both for children and adults, and every member of the Committee must be in favour of any step in that direction, including the use of non-inflammable films. His sole object had been to try to explain why no country had as yet been able to enforce the use of such films. He would remind M. Regnault that even France had been unable to do so.

The British Government was watching the position with keen interest. Experiments were being made, and, as soon as it was thought possible to enforce the use of the non-inflammable film, England would do so, as would every country represented on the Committee. He agreed with Dr. Bäumer that the time was coming when such a step might be possible, and he hoped that it would be soon.

M. REGNAULT (France) replied that he had perhaps not fully understood Mr. Harris's previous statements. He was convinced that Mr. Harris realised the necessity for introducing non-inflammable films at the earliest possible moment, and he was glad of it.

Count CARTON DE WIART (Belgium) said that, under the Law of 1919, two kinds of films were known in Belgium. Those intended for adults were not censored, but those to which children of less than 16 years of age were admitted had to be approved by the official Committee of Control. Penalties were imposed upon the owners or managers of the halls if they admitted children under sixteen years of age to films not approved by the Committee of Control.

No penalty, other than possible expulsion, was imposed on children who slipped into the hall. In his opinion it would be very difficult to introduce punishment for the children. Nevertheless, if they were repeatedly found in cinemas from which they were officially excluded, he considered that it would be justifiable to send them before a juvenile court. Such action was provided by the law on compulsory education in the case of children who played truant.

He agreed with Dr. Bäumer and Dr. Hein in thinking that there was no need to revise films already censored. Control ought to be instituted at the beginning.

With regard to non-inflammable films, the Committee had heard the opinion of M. de Feo who still saw serious technical objections against the enforcement of their use. He was not competent to give an opinion on the technical aspect of the matter. All the Committee could do was to continue impartially the study of this question, dealing, above all, with the welfare and protection of children. If humour were allowed in this matter, the Committee might console itself by reflecting that there were a great many films which ought to be burnt. In any case, the Institute at Rome was qualified to seek a solution with the assistance of the expert opinion at its disposal.

He would congratulate the Institute on having already, in its infancy, given practical and concrete proof of its usefulness by drawing up the draft Convention for the abolition of Customs barriers against educational films. It was desirable that such films should pass freely from one country to another, and it was a good idea to contemplate the issue of a certificate which would justify the granting of that privilege. The Institute should certainly exercise the greatest caution in issuing such certificates. In Article 4 of the draft Convention the films

which were to be regarded as educational were enumerated, but recreational films for children were not expressly mentioned. He agreed with Dame Katharine Furse that it would be unfortunate to exclude recreational films, and he did not doubt that the Institute would grant its certificate for freedom from Customs duties to films which would be at the same time recreative and educational.

Dr. POLLIGKEIT called attention to a very interesting study made by the National Committee for the study of social values in motion pictures in the United States of America. He had been very much struck, in reading the paper, by the efforts made to reform the production of films. He would suggest that the Committee should invite Miss Lathrop or Mr. Johnson to report on the American situation at the next session of the Committee.

Mr. Bascom JOHNSON called attention to the conflicting statistics of children attending motion pictures in America. The National Producers' and Distributors' Association of Motion Pictures insisted that only about eight per cent of the audiences were composed of children, and studies and researches made in various cities and by the universities and crime commissions showed clearly that the percentage varied with the day of the week and the time of the day, and with the cost of the picture. The statement that, on any day of the week and at any hour of the day, children and young people sometimes constituted as much as 90 per cent of the audience was manifestly incorrect. There was at present no possibility of giving statistics which were universally applicable throughout the United States, but it would be safe to assume that, in urban areas, the percentage was 15, and that it increased in the suburban areas and the country. At no time, however, did it go beyond 50 per cent.

Dr. Polligkeit had made a very good suggestion, seeing that at least 50 per cent of the pictures shown throughout the world were made in the United States, which was, moreover, very preoccupied with the question. It was one of the most serious social problems with which the United States was faced, and was too involved and difficult for him to discuss fully at the moment. Briefly, the situation was that there were two possible methods of improving motion pictures for children: to raise the general standard, or to devise some kind of educational picture which was both recreational and harmless and commercially profitable. As had been suggested, the results of the second method had not as yet been very encouraging. Possibly it would be useful if the International Cinematographic Institute could give a demonstration of such a picture.

He was sorry to say that very little progress had been made in regard to the raising of the general standard of motion pictures in America. The various types of consorship which had been tried and the efforts of the motion-picture industry to reform itself from within had not produced entirely satisfactory results, but an attempt was still being made to solve the problem. Any suggestions which the Institute or any country represented on the Committee could make would be very welcome.

Mlle. DALMAZZO wished to draw attention to the point which she had raised previously with regard to music-hall turns in the cinema halls. She had quite understood M. de Feo's reason for saying that the matter did not concern the Institute. It might, however, be possible to contemplate a rule whereby, when cinema shows were approved for children, it would be understood that they were to be only cinematographic. Cinema shows were, as a general rule, family entertainments. It was essential to protect the child's morals, as well as its life, but most legislations left the door open to the danger of their seeing immoral turns interspersed between the films. She had ventured to prepare the following draft resolution on this subject, which she hoped the Committee would accept:

"The Child Welfare Committee, in view of the moral danger attaching to the very general system of including variety turns in cinema performances, directs the attention of Governments to the necessity of taking measures to ensure that the beneficial effects of film censorship shall not be frustrated by the inclusion of uncensored variety turns when children are admitted to the performance."

Mlle. BURNIAUX strongly supported Mlle. Dalmazzo's proposal.

The CHAIRMAN observed that the discussion could now be considered closed. Two resolutions had been presented: one by Dr. Humbert and one by Mlle. Dalmazzo. He would ask the Committee whether they were prepared to adopt these resolutions in principle.

The Committee adopted in principle the resolutions of Dr. Humbert and Mlle. Dalmazzo.

Dr. POLLIGKEIT asked whether the Committee was prepared to accept his suggestion.

The CHAIRMAN replied that it would be open to any member of the Committee to speak on the subject at the next session, and he was sure that it would be interested to hear a statement from the American assessor regarding the position in his country. He did not think, however, that there was any need to adopt a formal resolution.

FIFTH MEETING

Held on Saturday, April 12th, 1930, at 10.15 a.m.

Chairman : M. ITO (Japan).

143. **Draft Convention on the Return of Children and Young People to their Homes :
Observations of Governments : Adoption of a Draft Resolution.**

The CHAIRMAN drew attention to the amended form of the draft resolution which had been distributed to the members of the Committee. The text read as follows :

“ The Child Welfare Committee has taken note with interest of the replies already sent by twenty-four Governments concerning the preliminary draft Convention on the return of children and young people to their homes ;

“ Observing that in their replies certain Governments express formal approval of the draft, but that others see no necessity, as far as they are concerned, for international agreements of this kind,

“ And considering that several of the Governments consulted have not yet forwarded their replies,

“ The Committee requests the Secretariat to take the necessary steps to obtain these answers, and also to see that document C.P.E.240, when complete, is sent to Governments.

“ The Committee decides to place this question on the agenda of its next session.”

Mlle. COLIN thought that the words “ when complete ” in the last paragraph but one might suggest that it would be necessary to put all the answers received from Governments into the report.

M. REGNAULT (France) suggested that in that case the words “ when brought up to date ” might be substituted for “ when complete ”.

The draft resolution was adopted with this modification.

144. **Preliminary Draft Convention on Assistance to Minors of Foreign Nationality :
Observations of Governments : Adoption of a Draft Resolution.**

The following draft resolution was read :

“ The Child Welfare Committee, having noted with the deepest interest the replies sent by twenty-three Governments concerning the Preliminary Draft Convention on Assistance for Foreign Minors ;

“ Whereas several of these replies contain observations which would justify further examination of the problem, more particularly as regards the connection between assistance for minors and general assistance for indigent foreigners, and the refund of the cost of assistance by the country of which the assisted person is a national ;

“ Refers to the Legal Sub-Committee the study of the aforesaid Government replies, requesting the Sub-Committee to submit for its next session proposals or suggestions with a view to ensuring as favourable a solution as possible of the problem of the assimilation of foreign minors to national minors from the standpoint of assistance.”

Dr. Gertrud BAUMER (Germany) suggested that a slight addition should be made at the end of the last paragraph so that it should read : “ . . . of assistance *and protection* ”.

M. REGNAULT (France) thought that the last paragraph of the draft resolution might convey the unfortunate impression that the Legal Sub-Committee had not anticipated and considered the matter sufficiently in the past. He suggested that this paragraph should merely read :

“ Refers to the Legal Sub-Committee the study of the aforesaid Government replies.”

The CHAIRMAN pointed out that the remaining part of the paragraph had been inserted in order to allow the Legal Sub-Committee to make proposals concerning the general problem of assistance.

M. REGNAULT (France) suggested that in that case the paragraph might be retained as it stood and the word “ general ” added before the phrase, “ problem of the assimilation of foreign minors ”.

The CHAIRMAN pointed out that this addition might bring upon the Committee the accusation that it was acting *ultra vires*.

Count CARTON DE WIART (Belgium) agreed with the suggestion of Dr. Bäumer. He considered that the text reflected sufficiently accurately the opinion of the Committee as shown in previous debates, when it had been suggested that the connection between assistance for minors and general assistance should be considered. He did not think the Legal Sub-Committee would be hurt if it were asked to make proposals or suggestions based on the new ideas that had arisen in the course of the recent discussion.

M. REGNAULT (France) suggested that the following alteration should be made in the last paragraph :

" . . . submit for its next session proposals or suggestions with a view to ensuring a solution in the widest possible sense."

Mr. HARRIS (Great Britain) was prepared to agree to the draft resolution as it stood but in order to meet the objections of M. Regnault, he suggested the following modifications :

" . . . requesting the Sub-Committee in *light of these replies* to submit, etc. . . ."

M. REGNAULT (France) thought that the Committee might accept Mr. Harris's suggestion. The record of the present discussion in the Minutes would give sufficient indication to the Legal Sub-Committee of the spirit in which the resolution had been adopted.

Count CARTON DE WIART (Belgium) suggested that the additional phrase proposed by Mr. Harris, "in light of these replies", should be inserted after the words "for its next session".

The draft resolution was adopted subject to the amendments proposed by Dr. Bäumer and Mr. Harris.

145. Cinematograph : Adoption of Draft Resolutions.

The following draft resolution proposed by Dr. Humbert was read :

" The Child Welfare Committee has read with the greatest interest the reports of the Marquis de Guad-el-Jelu, the Committee's delegate to the International Educational Cinematographic Institute, and M. de Feo, Director of the Institute, and notes with the utmost satisfaction that its recommendations regarding educational and recreational films for the young are being put into effect.

" The Committee is also convinced that a draft International Convention for the Abolition of Tariff Barriers against Educational Films, prepared by the International Educational Cinematographic Institute, is admirably calculated to promote the circulation of films of value to the young, and trusts that this draft Convention will shortly become effective."

Marquis DE GUAD-EL-JELU (Spain) said that he had no intention of modifying Dr. Humbert's proposal ; but, since M. de Feo was absent, he thought it was necessary to answer points that had been raised in debate of the previous day and to give the Committee some information about the Institute at Rome.

In reply to M. Regnault he said that much had been done to perfect non-inflammable films, and for a detailed account of the progress made he would refer him to the Institute at Rome.

Dr. Humbert had advocated that special projection halls should be used instead of ordinary theatrical buildings. He would bring this point to the attention of the Institute.

He thought that Count Carton de Wiart, who had emphasised the importance of recreational films, would be satisfied by the work already done by the Institute. It had concentrated particularly on propaganda, but had found certain difficulty in obtaining an acceptable definition of recreational films. He drew attention to the fact that the draft Convention contained a recommendation on this subject.

Dr. Bäumer had asked for information on the penalties inflicted on children who attended forbidden performances in cinemas. The Institute at Rome was investigating the whole question of censorship, but it had experienced very great difficulties since the legislation and customs of countries differed so considerably that it seemed almost impossible to arrive at any form of international agreement. In Belgium, where most people carried a *carte d'identité* it was easy to prevent children attending such performances, but in other countries where this system was not in force it was very difficult to gauge the age of a child. It seemed unfair for a boy of sixteen or seventeen years to be punished for attending the same performance as his parents.

Dr. Hein had asked why films should be re-censored after a period of five or six years. The reasons for this depended on the progress in many spheres of life : for example, the progress of science was now so rapid that the standards used in censoring films might alter in a very short time. It could be easily understood that war films that might have been passed a few years ago would, in the future, be found to be contrary to public taste. The continual evolution

of ideas in every sphere of life was sufficient, he thought, to warrant this revision of the censorship.

The work done by the Institute at Rome might be divided into three parts :

(1) It was the aim of the Institute to transform and to purify the cinema, while keeping in mind that this transformation depended directly on public standards, to the improvement of which its efforts should be mainly directed.

(2) The Institute endeavoured to make its work constructive by concentrating on propaganda and producing a review of publications. In this connection it took into account both political and legislative considerations in its enquiry into the bad effects of the cinema. He personally thought that the time had come to investigate the good, as well as the bad, effects of the cinema.

(3) The Institute endeavoured to work in close collaboration with the cinematographic producers, for it should not be forgotten that the cinema was an industry which, in the United States of America, had risen to the third place of importance, and, whatever its artistic merits, it was always from the commercial point of view that it had to be considered.

Mr. HARRIS (Great Britain), referring to the draft resolution submitted by Dr. Humbert, considered that its second paragraph stressed too greatly the international Convention. He suggested that the expression : " The Committee is also convinced that a draft international Convention . . . is admirably calculated to promote . . . ", should be changed to : " The Committee believes that a draft international Convention . . . may help to promote . . . ", and he asked if the matter could also be dealt with in the Chairman's report.

The CHAIRMAN, in reply to Mr. Harris, said that he had noted down certain points that had arisen during the debate of the previous day but, as he had found that no draft resolution on these points had been proposed, he had come to the conclusion that it would be best to make a special mention of them in the report.

Dr. HUMBERT hoped that the resolution would not be made too weak, and he felt uncertain as to how the English word " believes " might be translated into French.

The CHAIRMAN said that in that case the English text would be altered to : " The Committee believes that a draft international Convention . . . may help to promote . . . ", whereas, in the French, " believes " would be translated by " convaincu " and the word " grandement " would be omitted.

The draft resolution was adopted, subject to these modifications.

Mlle. COLIN read the amended form of the draft resolution proposed by Mlle. Dalmazzo :

" The Child Welfare Committee,

" In view of the moral danger attaching to the very general system of including variety turns in cinema performances,

" Directs the attention of Governments to the necessity of taking measures in order to ensure that the beneficial effects of film censorship shall not be frustrated by the inclusion of uncensored variety turns when children and adults are admitted to the performance."

Mr. HARRIS (Great Britain) suggested that either the second paragraph should be omitted or it should be altered to read :

" . . . as the inclusion of uncensored variety turns in cinema performances may prove of moral danger to the young."

Count CARTON DE WIART (Belgium) thought that the expression " directs the attention . . . " at the beginning of paragraph 3 might be replaced by the following : " draws attention to . . . "

He also thought that, in the French text, " préventive " might be omitted from the expression " censure préventive ".

Professor CONTI (Italy) explained that variety turns were often included in cinematographic performances for financial reasons. He suggested that paragraph 2 of the resolution might be omitted if slight modifications were made to the third paragraph.

The CHAIRMAN asked if Mlle. Dalmazzo would withdraw her resolution and be satisfied by a reference to the matter in the report, where it could be dealt with and explained at greater length.

Mlle. DALMAZZO said that she was satisfied with the almost unanimous agreement as to the substance of her resolution, and she would accept all the changes suggested. She preferred, however, to maintain her resolution, since in that form it would be more comprehensible in countries like Belgium and more useful for purposes of propaganda.

M. REGNAULT (France) said that the censor was not accustomed to receiving compliments and might be made uncomfortable thereby. He suggested that "beneficial" should be omitted from the phrase "beneficial effects of censorship".

The draft resolution was adopted in the following form, subject to Professor Conti's amendment and the modification proposed by M. Regnault:

"The Child Welfare Committee directs the attention of Governments to the necessity of issuing regulations to ensure that the effects of the film censorship shall not be imperilled by the performance of uncensored variety turns as interludes when children and young persons are admitted to the cinema."

146. **Recognition and Enforcement abroad of Maintenance Orders : Preparatory Report of the Legal Sub-Committee (document C.P.E.227) : Report of the Permanent Conference for the Protection of Migrants (document C.P.E. 252).**

The CHAIRMAN said that the Committee would note that document C.P.E.227 contained, in the first place, a preliminary question raised by the Legal Sub-Committee on which he would invite the views of the Committee, and, secondly, a number of principles which the Sub-Committee thought it would be desirable to accept.

Mr. HARRIS (Great Britain) wished to raise a point of order. In view of the importance of document C.P.E.252, he wondered if it would be advisable to read it before the discussion began. He asked if Mlle. Ferrière might explain its main points.

The CHAIRMAN thought that all the members had had ample opportunity to read the documents. He would, however, be glad to call upon Mlle. Ferrière to take her seat at the Committee table, if she had anything further to add to the report.

Mlle. FERRIÈRE was glad to have the opportunity of saying a few words with regard to the report of the International Migration Service. This report consisted only of extracts from a much longer report which she hoped that the Legal Sub-Committee would have an opportunity to study. It was based on the practical experience of her organisation rather than on recommendations, as it was thought that an analysis of the difficulties encountered in securing maintenance orders when the breadwinner had gone abroad would be most helpful.

The main difficulties were the difficulty of identifying the residence of the migrant, lack of uniformity in the legislation of the different countries, technical difficulties such as the insufficiency of treaties providing for the enforcement of maintenance orders made in other countries, for example, in countries such as the United States of America, where Courts were not competent to hear complaints outside their *venue*, the difficulty of obtaining legal aid for poor persons and the difficulty of communication between lawyers of different nationalities and languages. In view of all these difficulties, it appeared that persuasive methods, though not infallible, were likely to be of more assistance than legal measures.

Part II of the report dealt with the role of the social worker and included a survey of the whole problem and an enquiry into social, economic and psychological factors. It was obvious that only private organisations could undertake a task of this magnitude but it was nevertheless necessary that there should be close collaboration between private institutions and public authorities. Her organisation would welcome the entry into force of a Convention for the enforcement of maintenance orders abroad and considered that it should certainly be made to apply also to the parties responsible for the children.

Mlle. GOURD said that two of the organisations which she represented, in particular, the International Alliance for Women's Suffrage, were very glad to see this subject on the agenda. At its 1923 Congress, this Alliance had adopted a resolution asking Governments to conclude agreements among themselves for the enforcement of the payment of maintenance orders, on the basis of the arrangements existing between Great Britain and the Dominions. She had herself approached the Swiss Government on this subject and had been assured of its interest in the question.

She had been a little alarmed by the number of difficulties which had been mentioned in Mlle. Ferrière's statement, but was glad to note that she supported the idea of a Convention. As a representative of women's organisations, she was necessarily in favour of the extension of these provisions to women and to legitimate and illegitimate children without distinction.

Mme. GRABINSKA (Poland) wished to congratulate Mlle. Ferrière on her report, and herself supported the idea of a draft Convention. The subject was being studied in Poland, and suggestions would no doubt be offered to the Legal Sub-Committee at a later date.

Dr. Estrid HEIN (Denmark) wished to say, on behalf of her Government, that a Convention for the Enforcement of Maintenance Orders had been drawn up between the four Scandinavian countries, but had not yet been put into force. She hoped that the Sub-Committee knew of

this draft Convention, which provided for the enforcement both of awards made in Courts and of private agreements confirmed by public authorities. Paragraph I read as follows :

“ In respect of any valid award, administrative decision or written agreement, by which a person in one of the contracting States has agreed to pay maintenance to husband or wife, previous husband or wife, legitimate child, stepchild, adopted child, illegitimate child and to the mother of such a child, such an award, decision or agreement being enforceable in the State of its origin, shall, at request, be enforced in any one of the other States parties to the Convention.”

Then followed some reservations and exceptions.

The ordinary procedure followed in Denmark on questions of maintenance was that sentence was pronounced by a Court or a decision given by the public authorities, but the actual amount to be paid was settled by an administrative arrangement or agreement between the parties concerned. Her Government had asked her to stress the fact that it would have very little interest in any Convention that was not drafted so as to include all these provisions.

With regard to the preliminary question raised by the Sub-Committee, she considered it impossible to limit the operation of the Convention to cases concerning children alone, and she thought that steps should be taken to have the terms of reference of the Legal Sub-Committee extended.

COUNT CARTON DE WIART (Belgium) thought that Mlle. Ferrière's report was extremely interesting as regards the practical aspect of the question. He did not agree, however, with the too general statement made on page 8 of document C.P.E.252 regarding the difficulty encountered by poor people in obtaining legal aid. In Belgium, and in other countries as well, this problem was solved satisfactorily by the law and by the Bar itself, which gave free assistance to litigants requiring it.

With regard to the preliminary question raised by the Legal Sub-Committee as to the competence of the Child Welfare Committee, the same difficulties were being encountered as those which had arisen in connection with the draft Convention on Assistance to foreign minors. It seemed to him that it was not a question for the Child Welfare Committee but for the Council of the League of Nations to decide. He would therefore suggest that the Chairman should see that the point was clearly brought out in the report of the Child Welfare Committee.

Dr. POLLIGKEIT said he understood from the Minutes of the Child Welfare Committee that the Council had asked for a study to be made of this question as a result of proposals made by the International Child Welfare Association (Brussels), and the International Migration Service (Geneva). Both these bodies aimed at the conclusion of an international Convention for the enforcement of maintenance orders abroad, which they thought could best be achieved by the recognition and execution of the awards of foreign Courts in the State where the offender was domiciled. This, however, would not provide for the case of a defaulter against whom action had not yet been taken in his country of origin, and the full results desired by the International Migration Service would therefore not be achieved. Perhaps it might be possible to include in the Convention a clause determining, in the domain of international law, on the principle of domicile, the Court competent to hear actions for maintenance. Such an agreement in principle would be a real step forward, but could be obtained only with considerable difficulty, in view of the great diversity in the legislation of various countries in the matter of actions against foreigners.

The Convention on the Recognition and Execution of Legal Decisions, drafted by the Diplomatic Conference at The Hague in 1925, and completed in 1928, was an important preparatory document, but, so far, none of the States present at the Conference had ratified it, and it would not, in any case, offer a satisfactory solution of the problem, since it made the recognition and execution of the awards of a foreign Court dependent on the condition that they should not be contrary to public order, and many such awards might be so considered if they differed from local law.

He would like to raise two further points. With regard to the extension of the terms of reference of the Legal Sub-Committee, he considered this absolutely necessary. The problem was an urgent one, and he thought that their deliberations should not be held up for purely technical reasons. He thought a resolution to this effect should be adopted and submitted to the Council. He also considered that the Chairman of the Legal Sub-Committee should be given power to co-opt experts if necessary. The question was a very complicated one which could not be dealt with except with the help of experts.

M. ROLLET expressed his appreciation of the work of Mlle. Ferrière, and his agreement with the other speakers. With reference to the point just raised by Dr. Polligkeit, he thought that the League might allow the Sub-Committee to appoint a legal expert from the International Institute at The Hague.

Dr. Gertrud BAUMER (Germany) said that the interesting report of Mlle. Ferrière had emphasised the practical difficulties of the enforcement of maintenance orders. She thought

that these problems should not discourage the Committee from advocating measures to help their enforcement. It must be realised that the question was not only one of emigration, but included the problem of fluctuating populations such as the seasonal workers, and that the quantitative aspect of it was likely to increase in future. It was therefore important that the League should deal with it as soon as possible.

She supported Count Carton de Wiart and Dr. Polligkeit in their proposal that the question of extending the terms of reference of the Legal Sub-Committee should be put very definitely before the Council. The German Government had stressed the fact that The Hague Convention was unsatisfactory because it only enforced legal decisions and awards if they were not contrary to public order. She thought, therefore, that the Legal Sub-Committee, with the assistance of experts, should study the question on a wide basis.

The continuation of the discussion was adjourned to the next meeting.

SIXTH MEETING.

Held on Saturday, April 12th, 1930, at 3 p.m.

Chairman : M. Iro (Japan).

147. Recognition and Enforcement abroad of Maintenance Orders : Preparatory Report of the Legal Sub-Committee : Report of the Permanent Conference for the Protection of Migrants (continuation).

Mr. HARRIS (Great Britain) observed that the practical difficulties in connection with the recognition and enforcement abroad of maintenance orders had been so well put forward in Mlle. Ferrière's report that he would suggest that, at its next session, the Committee should have before it a full report from the International Migration Service.

It was clear, as Count Carton de Wiart and the Legal Sub-Committee had pointed out, that the matter went beyond the province of child welfare, since judgments were made against the parents and not the child. He agreed with Count Carton de Wiart that it would be necessary to ask the Council whether it was prepared to extend the scope of the Committee.

The matter was difficult, not only from the practical but from the legal point of view, and it would not be very easy to find a solution.

In 1920, the British Parliament had passed the Maintenance Orders (Facilities for Enforcement) Act, which was designed to enforce maintenance orders in the different parts of the British Empire. The Act did not apply to affiliation orders. To some extent the system had worked well, but various difficulties had had to be overcome, and the number of cases dealt with had been comparatively small. If the Committee felt that it would be of use, he would be willing to prepare a memorandum for the next session, explaining the system and the difficulties experienced, in order that it might be in a position to consider how far a similar system could be applied generally. It had been possible to adopt it within the British Empire because the courts were all based on the same legal principles, but some hesitation had been felt in suggesting its adoption by countries whose legal procedure was different.

He would remind the Committee of the memorandum circulated at the last session (document C.P.E.204), enclosing a letter to the Secretary-General from M. Scialoja, as President of the Governing Body of the Institute for the Unification of Private Law. In that letter, M. Scialoja requested the Child Welfare Committee to bear in mind that the Institute was considering the matter, and Mr. Harris would suggest that the Secretary be invited to find out whether any progress had been made. The conclusions of the Institute might be of great value to the Committee in the pursuit of its investigations.

He agreed with Count Carton de Wiart that the Committee should definitely draw the Council's attention to the importance of the problem, and should express the opinion that an attempt ought to be made to solve it.

He doubted, however, whether the Legal Sub-Committee would be able to deal with so difficult a point of international law. It might be preferable for the League of Nations to nominate a special Committee composed of persons with a special knowledge of international law. Perhaps the resolution could be so worded as to leave the Council free to decide whether the Child Welfare Committee should continue to study the matter, or whether it would be preferable to appoint a special committee. In the latter event, he hoped that the Child Welfare Committee would be represented.

The CHAIRMAN observed that he was the first to recognise the legal difficulties. The Committee would be very happy if Mr. Harris could provide it with information on the working of the British system.

It would be remembered that the Legal Sub-Committee had decided to submit document C.P.E.227 to the Institute. The opportunity for doing so would no doubt arise in due course.

M. REGNAULT (France) was in entire agreement with Dr. Polligkeit and M. Rollet. He believed that Mr. Harris was also in agreement. It would be most desirable to ask the Council to extend the scope of the Committee's work and, at the same time, to suggest the possibility of strengthening the Legal Sub-Committee by the addition of experts. M. Regnault also approved the proposal to ask the Institute at Rome for a technical advisory opinion.

If the Committee adopted a resolution in the sense suggested, the matter could be held over until the next session in the hope that the Legal Sub-Committee, assisted possibly by outside experts, would be able to find a solution.

M. ROLLET believed that the following draft resolution which he and Dr. Polligkeit had drawn up would meet the various points raised in the discussion and would also satisfy Mr. Harris:

"The Child Welfare Committee,

"Expressing its approval of the study already made by the Legal Sub-Committee of the problem of the enforcement of maintenance orders made in respect of minors;

"Fully appreciating the value of the well-documented and practical material laid before it by the Permanent Conference for the Protection of Emigrants;

"Requests the Council of the League of Nations to authorise its Child Welfare Committee to extend the scope of its work to include the question of the enforcement of maintenance orders as between husband and wife;

"Requests the Legal Sub-Committee to complete its enquiry on the basis of the new material put before the Child Welfare Committee and with the assistance, as far as may be thought expedient, of experts in legal and social matters."

Mr. HARRIS (Great Britain) thought that the resolution might provide the basis for a settlement. He could not, however, agree to the wording without further consideration. He felt very strongly that the Council should be given the choice of referring the matter to the Legal Sub-Committee or to a special committee. He would suggest that the resolution be circulated and discussed later.

The CHAIRMAN agreed that the resolution should be circulated.

In reply to Mr. Harris's proposal he would suggest that it might be sufficient to leave the resolution as it stood and to say in the report that certain members were in favour of leaving it open to the Council to appoint an *ad hoc* committee if it thought desirable.

In closing the general discussion, he wished to thank Mlle. Ferrière for the report which she had been good enough to present and for the verbal explanations which had accompanied it. The Committee would be very grateful if the International Migration Service would furnish it with practical information which would assist it in its study of the problem.

148. **Illegitimate Children : Report of the Legal Sub-Committee (documents C.P.E. 229, 229(a) and 141(b)).**

The CHAIRMAN reminded the Committee that the Legal Sub-Committee had been asked to examine the information supplied by Governments (Annex 6) in regard to the position of the illegitimate child and to decide what questions should be specially studied and in what order.

Mlle. BURNIAUX was glad to note that the Committee's resolution had been well received by a number of countries. Bulgaria, Colombia and Lithuania had pointed out that their legislation on the protection of the illegitimate child was being revised and that they would take into account the Committee's suggestions. This proved that the calling of the attention of Governments to various special points led to progress in the national legislation, even before the study of a problem was concluded.

In regard to the statistical data which the Secretariat had drawn up, she would point out that their value was not great, though she did not wish in any way to criticise the work of the Secretariat. Such statistics were very difficult to compile, and the material provided was sometimes fragmentary and unsuitable as a basis for definite conclusions. It would be preferable to adopt the method of the Health Committee, and to carry out an enquiry in special areas or in countries representing particular tendencies.

Miss WALL (Great Britain) agreed with Mlle. Burniaux in regard to the statistical data. She had thought at first that they would be useful, and at least they had enabled the Committee to see that the statistical method was not the one which it would be most useful to follow.

The Secretariat had been asked to prepare statistics on three points; first—the number of illegitimate births in the various countries. These were particularly interesting in connection with infant mortality, a subject falling within the scope of the Health Committee. In regard to the second—the proportion of illegitimate children acknowledged, legitimated or adopted—any information which her country could send would be incomplete, because the

records were not kept in that particular form. As to the third—the proportion of illegitimate children supported by their mothers or received into public or private institutions—it might have been possible fifty years ago to give such information. At the present time, however, much less importance was attached to the legal status of the child in regard to legitimacy or illegitimacy, and the records were not well kept. It might be possible to give the information for a limited number of institutions but it would not be very valuable from the point of view of an international study.

There were two other questions to which the Legal Sub-Committee had drawn attention. She would deal first with the acknowledgment, legitimation and adoption of children, and particularly with the question of adoption. She hoped that the Committee would not confine its discussions on this subject to the very limited aspect of adoption as a method for improving the status of the illegitimate child. In speaking at an earlier meeting of the urgent matters which were awaiting a place on the Committee's agenda, she had been thinking particularly of the subject of the adoption of children. This subject was of interest, not only to all the countries represented on the Committee, but to those countries with old civilisations which were awakening to the fact that some of their traditional practices required re-examination in the light of modern ideas. It would be useful to such countries if the whole question of adoption could be discussed at an early date.

Secondly, the Legal Sub-Committee had asked the Committee to give priority to social insurance and social welfare measures. It had probably had a special reason for the order which it had proposed, and she agreed that any social measures which provided maternity expenses and an adequate living for the mother and child were of the greatest importance. It would be interesting to know what countries made allowances on behalf of illegitimate children.

With regard, however, to social work and administrative measures, she would have thought that the two divisions to be made in studying the question was what was done for the mother at the time of her confinement and for the short period after, and what was done to help her when she took her place once again in the working world. All countries were interested in the subject of maternity homes. Various methods had been adopted in England: the maternity hospital, which is the ordinary institution for public relief, and the small home for eight to twelve mothers and their babies. The latter was an interesting development. In the small home it was possible to provide the personal influence which the mother needed. She could be taught how to care for her child and helped to take affiliation proceedings and to learn a trade on leaving the home. It would be interesting to know what social measures were undertaken by other countries.

Mlle. Chaptal had raised the question of what was to be done when the mother again took her place in society. Miss Wall would like to hear more about the system of boarding-out babies in the country round Paris. Great Britain was very interested in the matter, and hostels had been started where the mother and child could be kept together, and from which the mother could go out to work. It was also interested in the guardianship system which, she believed, existed in a number of countries—in particular, in Germany and Belgium. Her Government was not as yet entirely convinced of the usefulness of the system—probably because it was not familiar with the details.

Miss Wall wished to associate herself with Mlle. Burniaux's suggestion. A study of the social measures undertaken in a selected number of countries would be most useful. The Committee had already heard of the boarding-out system in Paris, the guardianship system in Germany, and the State Maternity Home in Brussels. The British hostels were also of interest. She believed that enough information could be supplied, with the assistance of the assessors, to make a very interesting report.

Count CARTON DE WIART (Belgium) said that the statistics prepared should be accepted with circumspection. He noted that the report on statistical data gave the number of illegitimate children per 10,000 births in Belgium in 1927 as 460, while in Denmark the number was 1,107. The only explanation of the disproportion was that the two countries adopted different methods of evaluation. The same disproportion was apparent in the figures for Great Britain. Such statistics were always more or less conjectural, and could have only a relative importance.

With regard to the order of priority which the Legal Sub-Committee had assigned to the various subjects, he agreed with Miss Wall that the legitimacy or illegitimacy of the child was not so strictly regarded now as formerly. Nevertheless, the illegitimate child laboured under social, physical and legal handicaps which it was useless to contest. He would call attention to the following passage in document C.P.E.229:

“As regards the practical measures to ensure protection and aid for the illegitimate child and its mother, it is generally admitted that the best method of protection is to secure for the child the opportunities it would have had in an ordinary family. Obviously, therefore, all reforms facilitating the celebration of marriage or legitimation will tend to diminish the adverse risks to which the illegitimate child is exposed.”

Such reforms could be realised fairly easily and might have a very useful preventive effect. Everyone who was interested in the conditions of the working population was aware that there were many illegitimate children among the foreign colony formed by migrations of workers. Sometimes the parents did not take the trouble to marry or, owing to laziness or carelessness, to legitimate the children. Often, however, they were prevented from doing so by reason of the expense and formalities involved. Certain countries sent hundreds of thousands of their workers to other countries: if those workers wished to contract a marriage abroad, they were put to considerable expense for the translation and registration of documents, stamp duties, etc. The parents were put off by these complications, and adjourned the marriage indefinitely. He was convinced that, if all countries could be persuaded in such cases to supply the necessary documents free of charge, valuable progress would have been made. Perhaps the Secretariat could study, before the next session, this particular aspect of the question.

He now came to the important problem of the Committee's competence. Was it necessary to ask the Council of the League of Nations to authorise the Committee to extend its activity to problems touching not only the situation of children but also of certain adults, or would it be preferable to create a special organisation to work side by side with the Committee? The examination of the question of maintenance orders strengthened the impression which the Committee had already formed.

He would draw attention to the following passage in the Supplement to the Report of the International Women's Organisations:

" . . . This organisation would, however, prefer the League's Committee to devote its attention mainly to legal measures. These measures might include international agreements to facilitate legitimation by marriage, means of ensuring to the illegitimate child the recognition and enforcement of its claims on its father and mother, action to establish paternity and maternity, the child's right to bear its father's name, rights of inheritance, etc."

The Women's Organisations therefore took the same view. By facilitating marriage and legitimation the Committee would be doing more than to improve the fate of illegitimate children. It would thereby be removing from many human beings the stigma of this abnormal situation.

Mlle. GOURD thanked Count Carton de Wiart for his reference to her report. The views of the eight international organisations which she represented might sometimes appear to differ, but, in actual fact, the contradiction was only apparent and had arisen merely in connection with the point in question. The International Council of Women had asked that particular attention should be paid to legal measures, and had thought it desirable that the more advanced countries should establish a general standard of legislation which would serve as a model to other countries. Other organisations, such as the International Council of Nurses, were more interested in social measures, while the International Alliance for Women's Suffrage, which had studied the question of the illegitimate child through the intermediary of a special Committee, considered that the various aspects of the problem were very closely bound together.

The International Alliance for Women's Suffrage had asked her to point out, in particular, that certain measures would be more suitable to countries where the sense of social obligation was highly developed, and that measures for assistance were better adapted to other countries. In certain countries with an advanced legislation, for instance, the method of social insurance would give the best results, because it implied the acceptance of responsibility on the part of the person receiving the allowance. This responsibility, however, could not be demanded of persons belonging to countries with a less-developed system, and for which the system of maternity allowances would be preferable. The Women's Organisations also took great interest in the guardianship system as understood in Germany where it had been so perfected.

In studying the replies received from the various Governments, she had arrived, as had other members of the Committee, at the conclusion that, in endeavouring to improve the situation of the illegitimate child, it was essential to consider also the situation of the mother. As M. Velghe had pointed out in his report, the best means of dealing with infantile mortality was to improve the situation of the mother before, during and, after confinement. The position of the mother and that of the child were necessarily closely related, and it was in that direction that the women's organisations desired the Committee to move.

The CHAIRMAN reminded the Committee that the details of the matter had been discussed during the previous session. He hoped speakers would confine their remarks to the report of the Legal Sub-Committee.

149. Recognition and Enforcement abroad of Maintenance Orders : Draft Resolution submitted by Dr. Polligkeit and M. Rollet.

The CHAIRMAN asked that the following draft resolution, proposed by Dr. Polligkeit and M. Rollet, might be examined immediately, since Dr. Polligkeit was compelled to leave Geneva that evening:

" The Child Welfare Committee,

" Expressing its approval of the study already made by the Legal Sub-Committee of the problem of the enforcement of maintenance orders made in respect of minors, and,

" Fully appreciating the value of the well documented and practical material laid before it by the Permanent Commission for the Protection of Emigrants :

" Requests the Council of the League of Nations to authorise its Child Welfare Committee to extend the scope of its work to include the question of the enforcement of maintenance orders as between husband and wife, and,

" Requests the Legal Sub-Committee to complete its enquiry on the basis of the new material put before the Child Welfare Committee and with the assistance, as far as may be thought expedient, of experts in legal and social matters."

Count CARTON DE WIART (Belgium) thought that it was desirable to explain that the motive for the Committee's appeal to the Council was based on the consideration that, in order to be thoroughly effective, an international convention of this kind should apply not only to judicial decisions in favour of minors, but also to decisions given in favour of the father or the mother, particularly if the parent in question has been granted the custody of the children.

Mr. HARRIS (Great Britain) thought that the terms of the resolution might be improved if the Committee were given longer time in which to consider it.

The CHAIRMAN said that it had already been proposed to refer the resolution to a small Drafting Committee.

M. ROLLET thought that Mr. Harris might be satisfied with Count Carton de Wiart's suggestion, and pointed out that, as Dr. Polligkeit was leaving that evening, it would be better to pass the resolution immediately, if possible.

Mr. HARRIS (Great Britain) thought that Dr. Polligkeit might safely leave the question to the care of a small Drafting Committee.

Dr. POLLIGKEIT was quite prepared for the matter to be dealt with in that way during his absence.

The CHAIRMAN agreed with Mr. Harris. He pointed out that the Committee had sometimes been reproached by the Council for endeavouring to extend its scope too far. The matter was one that demanded careful thought and attention, and he would propose the appointment of a small Sub-Committee to consider the draft.

This proposal was adopted.

It was agreed to appoint M. ROLLET, Count CARTON DE WIART and Mr. HARRIS as members of this Sub-Committee.

150. Illegitimate Children : Report of the Legal Sub-Committee (continuation).

Mlle. DALMAZZO said that it was not her intention to criticise the statistics, but she thought that two categories of illegitimate children might be clearly indicated in the future by those countries which at the moment included them under a general figure. There were (1) the illegitimate children of women who had been abandoned by the man responsible ; and (2) illegitimate children of men and women whose marriage was possible.

The second category was the one referred to under the first point to which the Legal Sub-Committee drew the Committee's attention. She thought that the Committee should attempt to define the scope of the Legal Sub-Committee's work so far as the assistance, protection, and legitimation of illegitimate children were concerned, and the possibilities of bringing about a marriage between their parents. These two measures ought to be co-ordinated as far as possible.

She gave an interesting illustration of the working of the new Italian legislation. In Italy, it was the duty of the Government to look after all illegitimate children who were being nursed by their mothers, and to pay the mothers an allowance for each child. But certain difficulties arose in the application of this law. It sometimes happened that, for some quite comprehensible reason, such as the difficulty of getting the necessary marriage papers, a woman lived with a man without being married. Attempts had sometimes been made to facilitate marriage in such cases, but it was usually discovered that such women were unwilling to marry, since by doing so they would lose the Government allowance for their illegitimate children. Recently, however, the Government had sent round a circular allowing such women to continue to draw their allowance, even after marriage. But in this case yet another difficulty arose, because, if such a woman, when married, were to have more children, these children being legitimate, her allowance from the Government would not be increased.

All these points were matters for very serious study, and she considered that one of the Committee's most important tasks was to facilitate legitimation and marriage.

Dr. CHODZKO (Poland) said that last year he had had the pleasure of congratulating Count Carton de Wiart on the report presented to the Fifth Committee of the Assembly, and at that time he had drawn attention to the status of illegitimate children and the statistics of their mortality.

From the report it was possible to distinguish two groups of countries : those where the status was sufficiently good (for example, the Scandinavian countries, Great Britain, etc.) had the lowest mortality as compared with countries where the search to establish paternity was not admitted. The question of depopulation was so very urgent in Europe at the moment, and the mortality of illegitimate children so important an argument for the improvement of their legal status, that it was disappointing that statistics of their mortality had not been

included. He would like to recommend that the Health Organisation should study the question of the mortality of illegitimate children in different countries.

He was pleased to see that his recommendation to the Fifth Committee of the Assembly—that the Legal Sub-Committee should draw up a report and lay its proposals before the Child Welfare Committee—had been carried out.

In Poland, the Codification Committee, which was attempting to define the legal status of illegitimate children and followed the work of the League of Nations with great interest, considered that there was close connection between the status of such children and the statistics of their mortality.

In 1929, the Legal Sub-Committee had given a list of questions which it recommended for study, and which included "Administrative Measures prohibiting the Separation of the Child from its Mother . . .", etc. He thought that that was a subject on which the Committee might secure the help of the International Labour Office, so that the Legal Sub-Committee might set on foot an international effort to facilitate marriage and legitimation.

Since document C.P.E.141 (b) (Annex 6) had been drawn up, further information from Governments had been received, and he hoped that it would be possible to produce a new document, including this information, some time during the year. The document that was before the Committee gave an incomplete idea of conditions in Germany and Austria. Personally, he would like to have precise information on the working of the German *Generalvormundschaft*, which had formerly given good results in certain parts of Poland. It would be useful to know what repercussions the *Generalvormundschaft* had on the mortality of illegitimate children in Germany and Austria, and also its relations with the offices for minors (*Jugendämter*).

Dr. POLLIGKEIT said that he thought that the discussion must be confined to the question raised by the Legal Sub-Committee. The problem of illegitimate children was extremely complex, and the members of the Legal Sub-Committee had tried to find a satisfactory method to approach it without isolating its social from its medical aspects. In reading the documents drawn up by the Legal Sub-Committee, the members of the Child Welfare Committee would find it suggested that it would be best to deal with assistance in all its forms. Personally, Dr. Polligkeit had doubted if this method would be of value. Every kind of social improvement had to be effected step by step, starting with charity and passing through the stages of public assistance and welfare to the legal sanction of previous efforts.

When examining the social question raised in the document of the Legal Sub-Committee, he thought it necessary to have some guiding idea or criterion. A Congress of Women's Organisations, that had met at Berlin in 1929, had emphasised the fundamental necessity of avoiding the separation of mother and child during the first few months of the child's life. He recommended that the proposals of the Legal Sub-Committee should be adopted, with the rider that the study of these questions should always be carried out in the light of this fundamental idea. It was surely self-evident that the situation of an illegitimate child in the early months of its life depended very closely on that of its mother. He added that, in Germany, it was becoming customary to speak, not of illegitimate children, but of children having no family.

He suggested that when the examination of the legal status and the statistics of mortality of illegitimate children was carried out, countries should be divided into certain categories. There was, for instance, a great difference between the legal codes of the Latin, Teutonic and Scandinavian countries. A detailed examination might be made of the countries in one category and the members of the Child Welfare Committee, who represented these countries, might be asked to collect information and submit such a report.

The continuation of the discussion was adjourned to the next meeting.

SEVENTH MEETING.

Held on Monday, April 14th, 1930, at 10.15 a.m.

Chairman : M. ITO (Japan).

151. Illegitimate Children : Report of the Legal Sub-Committee (continuation).

Dr. Estrid HEIN (Denmark) said that of the three kinds of statistics mentioned in the report, document C.P.E.229, her country could only provide those on the number of illegitimate children. She had some additional information for 1928 which tended to confirm the proportion of 11 per cent, of the whole number of children born. She could not explain the difference between the figures for Belgium and Denmark, but would point out that Denmark was not the only country with such a large percentage of illegitimate children, and the low mortality figures showed that the illegitimate children were well treated in her country.

With regard to the order of study of the problems set forth by the Legal Sub-Committee (page 3), she thought that the question of financial aid was the most important. In Denmark, maintenance was granted out of public funds when the father was unable to pay, and this afforded a very great security to mothers. Another question in close relation to this was that of the supervision exercised over both illegitimate and legitimate children enjoying State aid. This was very valuable and appreciated by the mothers themselves. She wished to support the proposal of Mlle. Burniaux that a study should be made of the position of illegitimate children in certain countries, with special reference to the questions of financial aid, supervision and infant mortality.

Mme. ROMNICIANO (Roumania) had followed the discussion with the greatest interest. She thought it essential to press for any measures that tended to re-establish social justice in order to combat the moral disorder at present existing. Since June 30th, 1929, a new law had been voted in Roumania dealing with the status of illegitimate children (see document C.P.E.141 (b), page 12). Mme. Romniciano read this law, which fulfilled the need for unification of the laws of the new and old provinces and marked an advance along the lines followed in some western countries. These new measures had been adopted because of the high death-rate among illegitimate children and was due in part to the initiative of the National Council of Roumanian Women. She was particularly glad to report this to the Child Welfare Committee as she herself for 22 years had worked for this result. She felt that if Roumania had been able to overcome the difficulties involved in this new legislation it should not prove impossible for other countries.

Mr. JOHNSTON wished to reply to the question put by the delegate for Poland regarding the information that might be supplied by the International Labour Office on the question of social insurance. Such information had been received from twenty-two countries, and it appeared that in many countries the status of illegitimate children differed in different branches of social insurance owing to the lack of uniformity in insurance measures, various Acts having been passed at various times. In Canada, for instance, the provision for allowances differed from province to province. In most provinces no distinction was explicitly made between legitimate and illegitimate children, but in Manitoba and Ontario illegitimate children were tacitly excluded. Unmarried mothers were only allowed State aid in British Columbia.

In the matter of workmen's compensation for accidents, legislation was more uniform, but in the Netherlands, for instance, benefits were only payable to illegitimate children if they were acknowledged at the date of the accident. Efforts were being made to extend the system of benefits, and the new French legislation, passed on April 5th, 1928, was admirably comprehensive. The International Labour Office would be glad to give any information that was desired.

Mlle. CHAPTAL wished to comment on two points raised by the Legal Sub-Committee (document C.P.E.229, page 3, (a) and (b)). It was essential that care should be taken, firstly, not to encourage the separation of unmarried mothers from their children and, secondly, to remove any temptation for mothers not to marry the father of the child for fear of losing their allowance. The French legislation had tried to deal with this problem by two different laws for assistance. One of these, dating from 1904, gave to every unmarried mother, as well as to those whose husbands had left them or who were widows, a monthly allowance to enable them to bring up their children. The other law, known as the "law for large families", dating from 1913, gave a monthly allowance for each child in excess of three, but if the mother were alone she received the allowance for each child after the second.

With regard to Miss Wall's question, she would give her full information privately, but she would like to point out that children might be boarded out, even if they had not been abandoned by their mothers. An arrangement existed in Paris whereby the child remained ten days in the hospital with its mother, and then for one month under supervision in a special ward in order to determine the kind of food that suited it. It was then boarded out in the country within easy distance of Paris where it could be visited by its mother and where it was supervised by special nurses.

Professor CONTI (Italy) wished to support the proposals made by Mlle. Dalmazzo. Some countries already possessed complete legislation on this subject, but others did not, and the principle that it was the duty of the State to help the legitimation of children often conflicted with the actual condition of legislation, according to which children who were legitimised might lose their allowance. He thought that steps should be taken to put workers who were concerned with children in moral danger into contact with those dealing with illegitimate children.

M. MAUS (Belgium) thought a definite proposal should be put forward regarding the order in which the problems set out by the Legal Sub-Committee should be studied. He considered that the first question ("Legal and Administrative Reforms and International Agreements to Facilitate Marriage and Legitimation") was the most important of all, both for moral reasons and for reasons of welfare. The essential point was to give the child a family, and this could be done by facilitating marriage and legitimation. Fifty per cent of delinquent children came from disorganised families and the proportion was eighty per cent if families which neglected their educational obligations were included. He therefore thought that the Committee should

study, firstly, the causes that prevented marriage, secondly, the legal and administrative measures which should be taken to encourage marriage, as in the case of seasonal workers who had difficulties with their papers, and, thirdly, the part that could be played by voluntary organisations such as the society of St. François Régis which had facilitated the marriage of thousands of indigent people, especially foreigners, and was doing very valuable work.

Mme. GRABINSKA (Poland) wished to support the proposal of M. Maus. She was particularly interested in the question of juvenile crime, and thought that statistics might throw a very valuable if rather terrible light upon the subject.

Mlle. BURNIAUX was quite in agreement with M. Maus, but thought that it should not be forgotten that legitimation was not possible for various reasons in an enormous number of cases. In her experience these cases were both the most frequent and the most distressing of all, and she thought that, if the principle of insurance for mothers could be preferred to that of allowances to mothers, a great step would have been taken towards helping these unfortunate cases.

The CHAIRMAN reminded the Committee that he wished for their views on the immediate problem to be studied during the coming year. All the proposals, with the possible exception of that made by Count Carton de Wiart, had, so far, been too wide in scope. He would therefore ask the members of the Committee to confine themselves to suggestions on one particular problem to be tackled by the Legal Sub-Committee.

Mr. HARRIS (Great Britain) had noticed that, though the Committee dealt with a great number of subjects, it seldom managed to bring any one to a conclusion. He thought that this was partly because the agenda was too heavily charged and partly because the Committee was apt to stray to general social questions such as that of marriage.

The Legal Sub-Committee had noted, in document C.P.E.229, page 2, that many of the questions concerning the legal status of the illegitimate child were connected with the philosophical or moral conceptions embodied in the legislation of various countries and that measures which avoided those delicate problems would be easiest to adopt. He proposed, therefore, that the Committee should devote its attention to social measures, and, further, the legal side had been dealt with by the reports from Governments. He agreed with Miss Wall that the question of adoption could best be discussed in connection with all children.

He, therefore, supported Dr. Hein in her suggestion that a study should be made of the social measures adopted in certain countries and proposed a draft resolution to that effect.

The CHAIRMAN said that, besides the draft resolution proposed by Mr. Harris, proposals had been submitted by Mlle. Burniaux, Dr. Hein and Count Carton de Wiart. There was much common ground between these four proposals and he would therefore suggest that their authors should form a Drafting Committee in order to agree on a single text, which should be presented to the Committee at the afternoon meeting.

Count CARTON DE WIART (Belgium) pointed out, in order to facilitate the work of the Drafting Committee, that the question of insurance for mothers and of infant mortality were rather within the competence of other bodies, that was to say, of the International Labour Office and the Health Organisation, but the subject proposed by M. Maus was specially within the competence of the Legal Sub-Committee.

Dr. Estrid HEIN (Denmark) wished to point out that the question of legitimation was comparatively unimportant in many countries, and notably in Scandinavia. She thought the work of the Sub-Committee should therefore not be limited to this question.

The CHAIRMAN insisted again that the members should confine themselves to a discussion on the kind of problem suggested by the Sub-Committee to be studied during the coming year.

M. REGNAULT (France) rose to a point of order. He thought that the report of the Legal Sub-Committee should be presented and upheld by the Chairman of that body, and urged that next year this procedure should be adopted.

Mr. HARRIS (Great Britain), speaking as a member of the Legal Sub-Committee, explained that the report was not perhaps clear enough in its recommendations as the Sub-Committee had been divided in its opinion.

With regard to the proposal of Count Carton de Wiart, he would suggest that the question of legitimation should be postponed until the following year as the Sub-Committee already had a great deal of work before it, and he would recommend that it should study some social measures.

The CHAIRMAN proposed that Mr. Johnston should also join the Drafting Committee in order to explain in what way the International Labour Office might help.

Adopted.

It was agreed that the Drafting Committee, consisting of Mr. HARRIS, Mlle. BURNIAUX, Dr. HEIN, Count CARTON DE WIART and Mr. JOHNSTON should meet before the afternoon meeting in order to draft a resolution.

152. **Auxiliary Services of Juvenile Courts : Discussion on the Form of the Document prepared by the Secretariat** (document C.P.E.238, 238(a-g), and C.P.E.251).

On the invitation of the Chairman, M. Simon van der Aa, Secretary-General of the International Prison Commission, came to the table of the Committee.

The CHAIRMAN thanked the Secretariat for the way in which it had compiled, from the replies received from Governments, the document on the auxiliary services of juvenile courts.

Professor CONTI (Italy) said that the Committee was fortunate in having with it the Secretary-General of the International Prison Commission. In 1927, the Commission had asked its member States to reply to a questionnaire on the subject of juvenile courts, and twenty-two States had replied. In 1929, the League of Nations had sent a questionnaire to all States in regard to the auxiliary services of juvenile courts, and replies had been received from nineteen countries.

The problem was of fundamental importance and, in his view, it was essential to obtain information not only from those countries which possessed juvenile courts, but also from those which did not. It would also be useful to have information in regard to the institutions or establishments to which children were sent by the courts, and the provisions taken in regard to parents who were incapable of exercising control over their children.

There has been some confusion in regard to the two types of courts—those for young people, which had special jurisdiction, and those which exercised discretionary powers and whose object was to study the child and to endeavour to provide the educational facilities which it needed. The two types should co-exist in order that it might be possible to deal, on the one hand, with children in moral and social danger who were not delinquents and, on the other, with those who had become delinquents.

The Joint Committee, consisting of three members of the International Prison Commission and three members of the Child Welfare Committee, had done useful work, and the co-operation between the Commission and the League had been perfect. He would suggest that the Joint Committee should continue its work by carrying out an enquiry in regard to the institutes and establishments to which children were sent by the courts. Such an enquiry had already been approved in principle. Furthermore, he would suggest that the enquiry undertaken by the International Prison Commission in 1927 should be extended to all States in order to put it on the same basis as the other enquiries.

He hoped that it would be possible to include in the report information about the auxiliary services of the juvenile courts in the United States of America. Fortunately, a certain amount of literature was available on the subject.

The CHAIRMAN pointed out that the Committee had decided at its last session to enquire into the auxiliary services of the juvenile courts, and contemplated studying in due course the institutions and establishments to which children were sent. For the moment, however, he would ask the members to be good enough to confine their remarks to the special item appearing on the agenda, namely, the document prepared by the Secretariat.

M. SIMON VAN DER AA agreed with the Chairman that it was important to confine attention to the document before the Committee. He was afraid, however, that it would be impossible to avoid discussing the juvenile courts, since they formed the basis of any discussion on the auxiliary services.

He would like to emphasise the observation made by Professor Conti that it was desirable to extend the enquiry made by the International Prison Commission to those countries which were not members of the Commission. If he had rightly understood the discussion at the previous session, the Committee had desired to follow the work of the International Prison Commission in two directions—firstly, to obtain information from those States which were not represented on the Commission in regard to the working of the juvenile courts, and, secondly, to study the auxiliary services of the juvenile courts. He believed that had been the sense of the meeting though it was not expressed in the text of the resolution passed by the Committee.

M. ROLLET observed that he had very little to add to what Professor Conti had said. In order to dispose of the matter, he had ventured to draw up the following draft resolution :

“ The Child Welfare Committee,

“ Having obtained most interesting replies to the questionnaire which it had prepared in consultation with the International Prison Commission on auxiliary services of juvenile courts ;

“ Whereas these replies prove that, generally speaking, in the interests of society, it is expedient to substitute educative measures for repressive measures with a view to the moral reform of children who have committed anti-social acts, and that it is expedient further, with a view to enacting adequate measures, to obtain full information concerning the child's character, physical and mental state and family and the surroundings in which it has hitherto lived ;

" In view of the fact that twenty-two Governments replied that they did not possess juvenile courts or that, if they did possess special courts, the latter were not assisted by auxiliary services ;

" Decides to keep on its agenda the question of the study of auxiliary services ;

" Requests the Council to recommend to States which do not yet possess special courts for minors that they should institute juvenile courts and to direct the attention of all Governments to the excellent results obtained by these courts owing to the regular co-operation between specialist magistrates, more particularly women magistrates, with auxiliary services, especially when an arrangement exists between the public child welfare offices and private institutions, when women can be appointed to assist in social enquiries and police investigations, when neuro-psychiatric doctors are employed and when the persons who are responsible for supervision over minors have received technical training.

" The Committee, taking into account, further, the suggestions of the International Prison Commission, requests the Council to authorise it, in agreement with this Commission, to carry out a supplementary enquiry into auxiliary services and all public or private institutions entrusted with the duty of enforcing the measures ordered by the juvenile courts and of seeing to the moral reform of children."

Mlle. GOURD said that the question of juvenile courts was one which greatly interested the women's associations. She wished to congratulate the Secretariat on the manner in which it had prepared the report on the auxiliary services. The details which it contained would provide those who were interested with a veritable mine of information.

She was not representing the Swiss Government on the Committee, but she wished to explain, however, that if it had failed to send in a reply it was not because Switzerland was not interested in the question, but because it had no Federal penal code. Such matters were therefore dealt with by the cantons. Six of the latter—Geneva, Neuchatel, Basle, Zurich, St. Gall and Appenzel—had special courts for children, and Berne was about to institute one. The draft penal code which had recently passed one of the Federal Chambers stipulated that judgments in respect of minors should be given separately from those in respect of adults, which opened the way to the formation of juvenile courts.

She had proposed at the Congress of the International Alliance for Women's Suffrage in Berlin that an enquiry should be made in regard to the collaboration of women police and the auxiliary services of the juvenile courts. That enquiry was not as yet complete, but information had already been furnished by Switzerland and Germany. That received from Switzerland showed that the opinion still existed in certain cantons that the woman's place was the home; while in others the collaboration of women in general, and women police in particular, had been much appreciated.

She would draw attention above all to the reply of Frau Erkens, Inspector of Criminal Police at Hamburg, to question four of the questionnaire, which showed what valuable work was being done in Prussia and Hamburg, where all offences committed by girls under eighteen and by boys below sixteen years of age were referred to the women police. In Hamburg, the women police also dealt with moral crimes committed by male minors.

In conclusion, she felt that the Committee would be fully justified in arriving at the general conclusion that, where the women police co-operated with the auxiliary services of the juvenile courts, the results had been extremely efficacious.

Since the resolution which M. Rollet had proposed was general in character, she wished to present, in addition, the following, which was more specialised :

" The Child Welfare Committee, appreciating the effective assistance given by women police in several countries, notably in Germany, in the re-educating work of the Juvenile Courts, requests that special consideration should be given to this co-operation during the subsequent course of the enquiry."

Mr. HARRIS (Great Britain) thought that the Committee would be well advised in the short time at its disposal, and as the document was in its first stage, to limit its discussion to the form rather than to the substance of the document before it. He wished, however, in the first place, to make some observations of a general nature.

He agreed with M. Simon van der Aa that the Committee should contemplate a general report dealing with the juvenile courts, the auxiliary services, and the methods of treatment adopted. A complete survey of the whole work of the juvenile courts would thus be available.

With reference to Mlle. Gourd's proposal in regard to women police, he would deprecate dealing again with that question. He was fully aware of the valuable services of the women police, but it was not desirable to emphasise police work, whether of men or women, in connection with young people and the juvenile courts.

He wished to express his appreciation of the smaller form of the document, but hoped he would not be misunderstood if he made one or two observations in connection with it. The Secretary would be the first to realise that a great deal of work would have to be done before it could be regarded as complete. It was not satisfactory, for instance, that there should be no reply from the United States of America. He believed such information was given in printed documents issued by Miss Abbott's organisation, which he had no doubt were available to the

Secretariat. If it were impossible to give information with regard to a number of States in the United States of America it might be possible to give some typical examples.

Again, there was some inequality in regard to the space devoted to the different countries. He was surprised to find that, while four pages were devoted to Belgium, no less than ten were devoted to Mexico. Much valuable information might be given in regard to Belgium. He would like, for instance, to see in the report a description of the interesting observation work carried out in the institution at Moll. Various countries—such as Denmark, which had not instituted juvenile courts—were also doing valuable work of the same kind of which some explanation might be given.

He would suggest that if the volume became too large its size might be reduced by leaving out the laws or printing them in smaller type. In regard to his own country, he would be prepared to sacrifice the laws; they added little to the value of the report. Similarly, he was not at all sure whether the synoptical tables could not be omitted if it were desired to find more space for other reports. He wondered whether the information supplied by the "Save-the-Children" International Union could not be incorporated in the document if the information given in it had not already been supplied by the Governments.

Finally, perhaps, the Secretary might consider whether she could draw attention in a summary to some of the principal points in the practice of various countries. In Belgium, for instance, there was a system by which the judge's responsibility extended through the whole period of training. It might also be useful to draw attention to Remand Homes for the observation of children.

M. MAUS (Belgium) said that both he and Count Carton de Wiart realised that the information concerning Belgium was somewhat brief and would do their best to supplement it. Meanwhile, he would ask the Chairman's permission to have circulated a pamphlet on the auxiliary services in Belgium and a pamphlet on the Child Welfare Service in which the observation centre at Moll, set up by Royal Decree at the instance of Count Carton de Wiart, was described in detail.

Dr. HUMBERT observed that, in view of the Chairman's remarks, he would not discuss the medico-psychological services, but would merely ask that when the complete report was under discussion the item of auxiliary services be subdivided. The best method would be to adopt the suggestion of Dr. Polligkeit, who had come to the conclusion that the best means of dealing with the matter from the social point of view was by means of the medico-psychological services of the pedagogical consultation centres and the Young People's Associations, which played a preventive rôle. It would be very difficult to go into the question without considering the organisation of the pedagogical centres, their relations with the juvenile courts, and the regularity with which their assistance was called in.

He hoped that it would be possible to obtain a reply from Austria. In Vienna a mental hygiene service had been organised in connection with offenders, and a compulsory mental examination was imposed on all persons who attempted suicide. It was astonishing to note how often the examination led to the discovery of mental and psychological abnormalities.

Dr. Estrid HEIN (Denmark) did not wish to express any opinion regarding the documents, which she had not yet had time to study. The Agenda Committee had been doubtful whether it should place the subject among the most important items on the Agenda.

When she had discussed the matter with the authorities in Denmark they had protested against their institutions and procedure not being made known. She had explained that since Denmark had no juvenile courts it could not be asked for information regarding the auxiliary services, but the authorities were not entirely satisfied. In the Scandinavian countries the matter had developed on different lines. There were no children's courts, but the auxiliary services, to use an illogical expression, had developed to a high degree. There was no intention of changing the system and of introducing children's courts.

When she had heard Mme. Grabinska's description of the psychiatric method of treatment she had wondered whether, if she were proposing to set up a new institution, she would give it the old-fashioned name of "court" and would call its head a "judge"?

She regretted that she would be unable to vote for the draft resolution proposed by M. Rollet, since she did not wish to recommend to others what she herself was not prepared to do.

The continuation of the discussion was adjourned to the next meeting.

EIGHTH MEETING.

Held on Monday, April 14th, 1930, at 3.15 p.m.

Chairman : M. ITO (Japan).

153. Auxiliary Services of Juvenile Courts : Discussion of the Form of the Document prepared by the Secretariat (continuation).

COUNT CARTON DE WIART (Belgium) noted that the Child Welfare Committee had before it a document in proof form, compiled from information which had been given to the Secretariat by certain Governments in answer to a questionnaire. The Governments, however, had not always understood in the same manner the formula that had been sent to them. Some interpreted it *in stricto sensu* and others *in lato sensu*. That was the reason why some countries had only sent information about the services working directly under the supervision of the courts. It also explained why the Belgian report was only four pages long, whereas the Mexican report was ten pages long. The Secretariat had found itself in rather an embarrassing position, because it was difficult for it to substitute its own information for the Government replies, even if it considered that the Government replies would give rise to a misunderstanding. On the other hand, the document would not serve its purpose well if it had to be published in the form in which it had been submitted in proof to the Committee.

The previous resolution adopted by the Committee read as follows :

" The Child Welfare Committee decides to keep on its agenda the study of the question of juvenile courts, and proposes at a future meeting to undertake, in agreement with the International Prison Commission, a study of the institutions which enforce the decisions of the juvenile courts."

Care must be taken not to confuse the services which collaborated in giving the judgment and the very varied institutions to which children were sent by the Courts : Refuges, schools, homes, where they had partial freedom, etc. He suggested that the Committee should wait until the enquiry regarding these institutions was finished before publishing the proof document on the auxiliary services of juvenile courts. One of the pressing reasons for this was that it was difficult to discriminate generally between auxiliary services and the institutions which were called upon to enforce the decisions of the juvenile courts. Some services collaborated both with the judge in taking the decision and in the execution of that decision. This was the case in Belgium and elsewhere.

Moreover, it was not necessary for the document on the auxiliary services of juvenile courts to appear in its definite form before the next two or three years had elapsed. What was important was that it should be as clear and complete as possible. He thought that the document submitted in proof form ought to be revised, and that it would be useless and perhaps dangerous to publish the Government replies in their present form.

Mme. GRABINSKA (Poland) said that the reply from Poland had only been received that morning. She would not read the whole report to the Committee, but would merely touch on some of its more important points.

A special protection society for minors had been created in Poland in order to co-operate with the juvenile courts. The presiding judge of the juvenile courts was *ipso facto* created president of this society. There were other institutions in existence, but they did not really come under the heading of auxiliary services.

In answer to question 5 of the questionnaire, as to the duties of doctors in connection with juvenile courts, and what steps were taken in regard to abnormal children, Mme. Grabinska explained that according to Polish law when children suffered from physical or mental deformities the judge of the juvenile courts could call in a doctor to examine the offenders and prescribe the necessary treatment. Such a psychological examination was sometimes very necessary, because it was often difficult for the judge alone to discover mental abnormalities in juvenile offenders.

All investigators who were interested in juvenile crime had drawn attention to the high percentage of weak-minded cases that occurred. For example, Grégor and Gruhlé had discovered in twenty per cent of young delinquents examined the existence of oligotremia, and, in 56 per cent, anomalies of character and intelligence. Henyer, in examining the data provided by the juvenile court in Paris, had stated that debility existed in forty per cent of the cases ; Rabinovitsch had confirmed this figure. Mme. Grabinska was convinced that this medical work was very necessary in connection with children, and hoped that Dr. Hein had not meant that medical assistance should be excluded from courts.

She herself had been present at a session of the juvenile court at Brussels, and had noticed that up to sixteen years of age children were not punished. In spite of that fact, however, the court had the same name and was held in a building of the Law Courts, so that its correctional nature was still obvious.

In conclusion, she wished to emphasise the necessity for judges to have a certain amount of medical and psychological knowledge and also the fact that the auxiliary services were essential for juvenile courts and could not be discussed separately from them.

M. SIMON VAN DER AA, in reply to Count Carton de Wiart, thought that it would be best not to combine the second and third enquiries, but to keep to the order of work as conceived by the Secretariat, and not to change the form of the document on the auxiliary services for juvenile courts. After the first enquiry came the enquiry regarding auxiliary services, and it was easy to distinguish between these auxiliary services and the other institutions which enforced the decisions of the juvenile courts, because auxiliary services gave direct, while the other institutions gave only indirect, assistance. For that reason the document in its proof form had been left as the Committee saw it. He considered that it would be useful to complete the replies received from Governments, but he would warn the Committee not to confuse the auxiliary services and the judges with the other institutions, which were merely penitentiary and pedagogic. That distinction ought to be maintained. The second enquiry should be completed by sending the questionnaire to those States which had not yet been circularised before any attempt was made to start on the third enquiry.

Mme. ROMNICIANO (Roumania) agreed with Professor Conti and Dr. Hein that juvenile courts ought to work in collaboration with institutions for moral reclamation; but when such institutions did not exist how could a judge sentence a child to be sent to a penitentiary to be reformed? The Roumanian law of 1929 provided for the setting up provisionally of a large number of moral correctional institutions for physical training and religious instruction. These institutions were to be placed by the sea and in the hills, under the supervision of a picked staff. Roumania had replied that it had no auxiliary services, but it already possessed a certain number of correctional and penitentiary institutions run both by the State and by private organisations that received subventions from the State.

She thought that the paragraph in the draft resolution submitted by M. Rollet, requesting the Council to recommend the States which had not yet organised special courts for minors to institute juvenile courts, was somewhat premature in the light of the resolution submitted by the Rapporteurs and adopted by the Committee, namely, that the Child Welfare Committee proposed at a future session to undertake a study of the institutions which might enforce the decisions of these courts.

Dr. CHODZKO (Poland) thanked the Secretariat for the document it had prepared. He understood the criticism made by Mr. Harris, but pointed out that the Secretariat could do no more than print the replies it had received. He would ask the Secretariat to keep the information contained in the proof document for the new edition, and to add any fresh replies which might be received. He also hoped that the synoptic tables at the end would be retained, since he had found them very useful.

In answer to Mme. Romniciano, he thought that there were still about twenty countries without juvenile courts; it was of real importance that these countries should try the experiment of establishing them. He was therefore pleased to support the resolution proposed by M. Rollet.

Mr. HARRIS (Great Britain) said that there seemed to be some confusion in the debate, since some speakers were discussing the form, and others the substance, of the report on the auxiliary services to juvenile courts. He suggested that, in accordance with the sub-heading of this item of the agenda, the Committee should decide to ignore the substance of the report this year, and he thought that Mlle. Gourd and M. Rollet might leave their draft resolutions on record until the coming year.

As far as the form of the report was concerned, he sympathised with Count Carton de Wiart, but agreed with M. Simon van der Aa that it was too late for the Committee to go back on the scheme followed by the Rapporteurs. He would suggest the following draft resolution:

"The Child Welfare Committee wishes to express its appreciation of the valuable information which so many Governments have given as to the auxiliary services of their juvenile courts, and also to express the hope that other Governments may be willing to give similar information.

"The Committee asks the Secretary to examine and collate the information obtained so as to present the review of these auxiliary services in as complete a form as possible."

The CHAIRMAN wished to bring back some kind of order to the debate.

In the previous year there had been an enquiry into the working of the juvenile courts. Since then an enquiry into the auxiliary services had been carried out, the results of which were before the Committee in the form of the draft document. At a later date an enquiry would be made into the other institutions which enforced the decisions of the juvenile courts. This year's Agenda Committee had decided that the Child Welfare Committee should discuss only the form of the document submitted.

Four draft resolutions on this subject had already been submitted; those of Mlle. Gourd, M. Rollet, Mr. Harris, and that of Professor Conti, with the terms of which the Committee was not yet acquainted.

Mr. Harris and Dr. Chodzko had spoken clearly on the necessity of widening the scope of the enquiry. Count Carton de Wiart had suggested that the Rapporteurs should proceed without delay to the third enquiry. Professor Conti had suggested that, to begin with, the material for the first enquiry should be completed and then that the second enquiry should be finished.

In reply to Mr. Harris's demand for supplementary information, the Chairman said that a reply had been received from the United States of America, saying that, it was impossible to give such information since their juvenile courts were organised locally. In this case it was quite impossible for the Secretariat to go behind the back of the Government of the United States by making a separate enquiry. The information contained in the reply sent in by the "Save-the-Children" Fund had not been included in the document since it had been decided to utilise Government replies only.

It had been suggested that information should be obtained from countries without juvenile courts, but this would be difficult as it would completely change the manner in which the enquiries had been made in the past.

It would also be difficult to adopt the suggestion concerning the format of the document, namely, that the text of laws should be printed in different type. Such a step would add considerably to the expense.

He asked Count Carton de Wiart if he insisted on his suggestion that the Rapporteurs should proceed to the third enquiry.

Count CARTON DE WIART (Belgium) did not insist on his proposal.

The Committee agreed (1) that the first enquiry should be supplemented by obtaining information from countries which were not members of the International Prison Commission, and (2) that the documentation on auxiliary services should be completed by obtaining further information from those Governments that had not yet replied.

The CHAIRMAN asked Mlle. Gourd, M. Rollet, Professor Conti and Mr. Harris whether, since the above two points had been agreed to, they could not now endeavour to bring their draft resolutions into line.

M. REGNAULT (France) said that if, at this stage in the discussion, these four members maintained their four draft resolutions, it did not seem likely that a practical result would be achieved. He would welcome a recommendation on the part of the Committee that countries which had no juvenile courts should set them up.

The CHAIRMAN pointed out that although the question of setting up juvenile courts was a very interesting one, it had not been discussed in Committee, and therefore no resolution could be adopted. Moreover, the agenda of the present session was very limited and the point happened to lie outside that agenda.

M. ROLLET was glad that so few objections had been raised to his draft resolution. He hoped that the Rapporteurs would continue their work on the second enquiry into the auxiliary services of juvenile courts, and that in the coming year they would lay before the Child Welfare Committee the results of their collaboration with the International Prison Commission.

Concerning the proposal to change the name of juvenile courts, he pointed out that even a doctor or psychologist must be invested with something of the powers and character of a magistrate in order to deal satisfactorily with juvenile offenders. He saw no reason why the Committee should not find it possible to adopt his draft resolution.

Professor CONTI (Italy) thought that the time had come to reveal the terms of his own resolution:

"The Child Welfare Committee, after having examined the instructive report submitted by the Secretariat concerning the enquiry into the auxiliary services of juvenile courts, and also the reports received from States subsequent to this enquiry, decides:

"(1) To forward the questionnaire on juvenile courts relating to the enquiry of the International Prison Commission to all the States, including States not Members of the League of Nations, in addition to the questionnaire on auxiliary services which they have already received;

"(2) To retain on its agenda the present enquiry on auxiliary services, since the Secretariat is to submit a report on the question at the next session;

"(3) To approve a third and last enquiry on the institutions which enforce the decisions of the juvenile courts, pursuant to the Committee's resolution, as approved by the Council on June 12th, 1929."

The CHAIRMAN asked Mlle. Gourd if she wished a vote to be taken on her draft resolution.

Mlle. GOURD said that she had submitted her draft resolution because she considered that M. Rollet's draft did not lay sufficient emphasis on the matter of the co-operation of women police. All she wanted was that mention should be made in the questionnaire of women police. If that were done she did not insist upon her draft resolution.

The CHAIRMAN asked Mr. Harris if he wished to press his draft resolution.

Mr. HARRIS (Great Britain) said he was ready to accept the resolution proposed by Professor Conti.

The CHAIRMAN, in reply to Mlle. Gourd, pointed out that it was too late to modify the questionnaire now, but that the matter could be raised at the next session.

Dr. Estrid HEIN (Denmark) had great belief in the work done by women police and wished to protest against the way in which the whole question had been treated by the Committee. The documents had only been circulated a few days previously, and it was impossible to express an opinion in so short a time on juvenile courts or auxiliary services. She was willing to support Professor Conti's resolution.

M. Simon VAN DER AA agreed with Dr. Hein that the Committee had not had sufficient time to study the documents, and suggested that a circular might be drawn up to facilitate the discussion at the next session.

The CHAIRMAN thought that, in that case, Professor Conti's resolution could be adopted in principle by the Committee. Its wording might, of course, be modified later, if necessary.

Mr. HARRIS (Great Britain) suggested that Mme. Grabinska and M. Rollet should be appointed Rapporteurs for the coming year.

Professor CONTI (Italy) said he would be very pleased if Mme. Grabinska were appointed a member of the Committee of Enquiry.

The CHAIRMAN said that last year three Rapporteurs had been appointed to consult with the International Prison Commission on the subject of juvenile courts, and he understood that there was now a proposal that Mme. Grabinska should be appointed as a fourth Rapporteur.

Dr. Estrid HEIN (Denmark) said that it would be very useful for the Committee to have the matter laid before it in a convenient form by the Rapporteurs.

The CHAIRMAN pointed out that "Rapporteur" was not a precise term, and that Dr. Hein and Professor Conti were using it in different senses. He asked Mr. Harris to make it quite clear what his proposal really was.

Mr. HARRIS (Great Britain) said that last year three Rapporteurs had been appointed to collaborate with the International Prison Commission and to draw up the questionnaire. His proposal was that Mme. Grabinska and M. Rollet should be appointed to draw up a new report to facilitate the discussion at the next session.

The CHAIRMAN said that, in that case, Mr. Harris's proposal was quite concrete and clear. It was that Mme. Grabinska and M. Rollet should be appointed as Rapporteurs for the coming year.

The SECRETARY, replying to Dr. Hein, said that it was true that the documents on the auxiliary services of juvenile courts had only been distributed a fortnight before the meeting of the Child Welfare Committee, whereas, by the rules of procedure, it should have been distributed one month before. The same rules of procedure, however, laid down that all replies were to be received by the Secretariat at least two months before the meeting of the Committee. Since the document under discussion had been drawn up, further replies had been received from Italy, the Netherlands, Poland, Australia, part of Canada and France. She made an appeal that all documents might be received in proper time by the Secretariat and that, wherever possible, they should be written in one of the League languages, either French or English.

Dr. Estrid HEIN (Denmark) explained that she had had no wish to criticise the Secretariat. She knew that her own Government was among the worst offenders.

Professor CONTI (Italy) objected to the vagueness of Mr. Harris's proposal. He asked what these two Rapporteurs were going to do, and what kind of report they were to draw up, whether scientific or general. He emphasised the necessity for defining clearly the nature of their task.

Dr. HUMBERT wished to reply to M. Conti's question regarding the Rapporteurs. He supported the proposal of Dr. Hein and Mr. Harris, and took it to mean that, after the experts had made a thorough study of the questions submitted to them, the two Rapporteurs should explain the most important points to the Committee and define the problems to be tackled, such as the relations between the medical and legal aspects of the courts.

The Committee agreed to appoint Mme. GRABINSKA and M. ROLLET as Rapporteurs.

Mme. GRABINSKA and M. ROLLET thanked the Committee, and said that they would do their best to fulfil their duties satisfactorily.

154. **Illegitimate Children : Adoption of a Draft Resolution proposed by the Sub-Committee.**

The Sub-Committee proposed the following draft resolution on the subject of illegitimate children :

“ The Child Welfare Committee has given careful consideration to the report of its Legal Sub-Committee on the subject of the illegitimate child.

“ The legal status of the illegitimate child has already been dealt with in the replies which the Governments were good enough to give to the questionnaire issued in 1927 and which were summarised in the report prepared by the Secretariat, but the Committee proposes to return to some aspects of legal status (for instance, legitimation) at the next session, with a view to these being referred to the Legal Sub-Committee.

“ The Child Welfare Committee therefore thinks that it would be valuable to study, in various countries, those social measures which are more directly concerned with the welfare of the illegitimate child, such as financial aid, guardianship, etc., and it requests the Secretariat, with the aid of members of the Committee and the voluntary organisations, to prepare in collaboration with the International Labour Office a report on these questions.

“ The Child Welfare Committee also thinks that it would be useful to examine in the same countries, with the co-operation of the Health Organisation, the comparative mortality of illegitimate and legitimate children.”

M. VELGHE thought that the term “comparative mortality” in the last paragraph was too limited. The enquiry should cover still-births, and it would also be valuable to have statistics on the subject of morbidity. He therefore proposed that the sentence should read : “ comparative rates of death, still-birth and morbidity”.

The CHAIRMAN suggested that this proposal should be recorded in the Minutes instead of forming an amendment to the resolution.

M. VELGHE agreed to this procedure.

Mlle. GOURD thought that the words “financial aid” were too vague, and that they should be defined as “allowances for, and insurance of, mothers”.

Dr. Estrid HEIN (Denmark) said that the expression “financial aid” was used in the report to cover both these forms of aid.

Mlle. BURNIAUX thought that the expression should not be more closely defined, in order not to exclude any other forms of financial aid which might be found, during the course of the enquiry, to be expedient.

Count CARTON DE WIART (Belgium) objected to the use of the word “guardianship” in the third paragraph. Guardianship was a legal institution and should appear in the second paragraph.

Dr. Estrid HEIN (Denmark) thought that supervision rather than legal guardianship had been intended.

M. VELGHE thought that there had been a misunderstanding, as guardianship had a purely legal meaning in Latin countries. He thought, however, that financial aid was not enough to describe the protective work before and after birth and during infancy which Dr. Hein had in mind, and which was most valuable.

The CHAIRMAN pointed out, after some further discussion, that three items of the report had been adopted—financial aid, social measures and administrative action. The Committee might therefore either delete financial aid entirely or follow the wording of the report.

Mr. HARRIS (Great Britain) proposed that the examples in both paragraphs, 2 and 3, should be deleted.

Count CARTON DE WIART (Belgium) feared that the resolution would be too vague in that form.

M. VELGHE considered that the Committee's report to the Council would explain the matter sufficiently.

Mr. Harris (Great Britain) proposed alternatively that the resolution should be accepted with the omission of the examples, and that a full explanation should be given in the report.

Dr. Estrid HEIN (Denmark) thought that the countries suggested in paragraph 3 should be defined. She proposed France, Great Britain, Belgium, Germany, Italy, Sweden, Canada, Japan, Uruguay and, if possible, the United States of America.

Mlle. BURNIAUX said she had raised this point in the Sub-Committee, but had been told that the choice of countries should be left to the Secretariat.

M. REGNAULT (France) agreed that the choice of countries should be left to the Secretariat and thought that the enquiry should be limited as much as possible, as it was not likely to yield any very new information.

Dr. Estrid HEIN (Denmark) did not know that the point had already been raised and therefore wished to withdraw her proposal.

The draft resolution was adopted with the modification suggested by Mr. Harris.

DRAFT RESOLUTION PROPOSED BY DR. CHODZKO (POLAND).

Dr. CHODZKO (Poland) wished to propose the following additional draft resolution :

“Considering that the struggle for the welfare of children, which is the principle object of the Child Welfare Committee, cannot be carried on successfully unless the welfare of mothers is also taken into account, and that technical considerations might, in existing circumstances, be invoked to separate the question of the welfare of the child from that of the mother, the Child Welfare Committee requests the Council of the League of Nations to be so good as to change the name of this Committee to ‘Committee on the Welfare of Children and Mothers.’”

He hoped that, if this were done, the Committee would also be granted more money in order to carry on its increased activities.

Mr. HARRIS (Great Britain) hoped that Dr. Chodzko would not press his proposal, because he himself would then feel obliged to propose the inclusion of the welfare of fathers. He thought that the proposal was rather premature, but the point would certainly be taken into consideration.

Count CARTON DE WIART (Belgium) agreed that the proposal was premature. Since the Committee had asked for a general extension of its terms of reference, the problem would automatically arise.

M. REGNAULT (France) agreed with Count Carton de Wiart.

Dr. CHODZKO (Poland) consented to withdraw his proposal on condition that the point should be mentioned in the Minutes.

The draft resolution was withdrawn.

155. **Recognition and Enforcement abroad of Maintenance Orders : Adoption of a Draft Resolution proposed by the Sub-Committee.**

The following draft resolution was presented by the Sub-Committee :

“The Child Welfare Committee has had before it the report of its Legal Sub-Committee on the subject of the recognition and enforcement abroad of maintenance orders, and also a valuable report presented to it by the Permanent Conference for the Protection of Migrants, which sets forth the practical difficulties experienced in connection with this problem.

“The Child Welfare Committee recognises, as pointed out by its Legal Sub-Committee, that any adequate consideration of the problem must have regard, not only to judicial decisions given in favour of minors but also to judicial decisions given in favour of either parent, especially where the parent has been granted the custody of the minor.

“The Child Welfare Committee, with full appreciation of the legal and administrative difficulties, is of opinion that an effort should be made to frame international agreements, either generally or among groups of countries with the same legal principles, so as to ensure the mutual recognition and enforcement of maintenance orders.

“Unless the Council has some other procedure in view, the Child Welfare Committee proposes to examine with such expert advice as it can obtain the whole problem in greater detail, and to make recommendations to the Council.”

M. REGNAULT (France) and Count CARTON DE WIART (Belgium) raised certain objections to the wording of the French text of the resolution.

Mr. HARRIS (Great Britain) suggested that the English text should be adopted and the French text brought into line with it.

The draft resolution was adopted in the English text.

NINTH MEETING

Held on Tuesday, April 15th, 1930, at 10 a.m.

Chairman : M. ITO (Japan).

156. **Enquiry into the Question of Children in Moral and Social Danger : Statement by Mlle. Chaptal on the Progress of the Work (documents C.P.E. 239 and 246).**

The CHAIRMAN thanked Mlle. Chaptal for her reports. In view of the fact that they were progress reports dealing with part only of the enquiry, he felt sure that the Committee would agree that Mlle. Chaptal should have full freedom to make any modifications and corrections which she desired before the final text was printed.

Mlle. CHAPTAL explained that, in order to comply with the Secretariat's requirements in regard to the length of roneoed documents, she had been obliged to shorten her reports considerably. Consequently, she had had to omit certain explanations which she now desired to give orally.

1. In the United States of America she had been able to visit only the great centres, but it should be remembered that conditions differed in those centres from those in rural districts and the small towns. It was therefore very difficult to draw a complete picture of the child's condition. Through the great kindness of social workers in agencies and institutions which she had visited, she had received a great deal of literature for study, and, in spite of all the work she had done, she had been unable to include in her report all the information provided.

It was impossible for one person working alone to make a general survey on scientific and methodical lines unless she was able to include numerous quotations and to indicate various opinions expressed. The mission with which she had been entrusted by the Committee, however, as she understood it, was that she should study the methods employed in certain countries for the safeguarding of children in moral and social danger.

In order to give a fair idea of the work done, it must be possible to appreciate the difficulties encountered in the country itself owing to the mode of living, since the best methods were not always the same for all countries. The first was the probation system, operating through probation officers attached to the children's courts and placed under the authority of the judge. The probation system was, of course, well known in Europe. In America, however, it had reached a higher stage of development. In Europe, probation officers were usually unpaid voluntary workers, whereas in the United States they formed a professional body. They had to take special training and pass examinations. She would be glad to give further details if the Committee desired.

The second method was carried out by the visiting teacher, who had, however, nothing in common with the school-nurse who worked in other countries as well as in the United States. The visiting teacher was attached to the school and knew the difficulties of teaching. The United States had a particularly difficult problem to solve in view of the number of half civilised immigrants who had to be civilised and assimilated. The rôle of the visiting teacher was to visit the child's home in order to find out whether there were family difficulties which prevented it from doing well at school and to see whether it was in the class best suited to its degree of intelligence, and finally whether its case should be referred to the juvenile court or to some social organisation. She also co-operated with the probation officers and other social workers, gave advice to the child's parents and acquainted them with the existing laws and institutions of the district.

The work of the visiting teacher was very interesting, but it was not certain that similar methods would give the same results in every country.

The third method was the women-police system. In some towns the women-police organisation was highly developed and worked extremely well, especially where the corps was under a woman police-commissioner and not merely subordinated to a male police officer. The work of the women police, unlike that of the men which was rather of a repressive nature, was preventive.

In Washington, there were twenty-three women police under a woman commissioner, Mrs. van Winkel. In Detroit, the work of the women police was extremely efficacious. Miss Eleanor Hutzel was in charge of forty-three women police, four of whom were coloured. One coloured man also accompanied the women into the quarters inhabited by the coloured population.

Mlle. Chaptal had noted that the women police entered into all the details of a case, and their work of co-ordination was of the greatest value in preventing children from becoming delinquents, relieving the strain of difficult circumstances in which they lived, tracing young girls who had disappeared and restoring them to their families, and so on. In Detroit and elsewhere, the women police did not wear uniforms because the uniform often alarmed the

people whom it was desired to help. One duty with which the women police were often charged was the supervision of dancing-halls. It appeared that the managers of the halls were often amenable to suggestions made to them by the women police, for they realised that it was in their own interest to run their halls on proper lines in order to avoid coming into contact with the police.

The women-police system could not fail to be of the greatest interest to the Child Welfare Committee. There were many other interesting points to which she might refer in connection with the methods so successfully adopted in the United States, but they would be studied more in detail in the final report.

2. The difficulties of the enquiry were not so great in regard to Canada, where instead of forty-eight States there were nine provinces. She regretted that the page, in which she had expressed her sincere thanks not only to Miss Whitton and to the Canadian Council of Child Welfare but to all the societies and organisations which had helped her, as well as the Governments of the provinces which she had visited, had accidentally been omitted.

In shortening the report she had unfortunately been obliged to omit various points. She wished to speak briefly about one matter which might be considered outside the scope of the Committee, but which, in her view, was of the greatest importance. In Toronto, as well as in the greater part of the Province of Ontario, the child welfare work was very well done because it was based on a sound organisation of the social hygiene and public health work. It was evident that, when such organisations existed, almost all the working-class families were visited, and the visitors, nurses, or social workers were in a position to find children who were in moral or social danger and whose condition was due to the fact that they were abnormal or that their family life was anti-social. It was thus much more easy to withdraw them from a dangerous atmosphere before it was too late and not to wait until it was necessary to bring them before the children's courts. They could be quickly placed either in families or institutions when it was necessary to give them psychiatric treatment.

In the American countries, a medical auxiliary service was often attached to the juvenile courts, and the mental hygiene clinic was in the same building as the court. Thus, while the judge was hearing one case, a child could be sent to the clinic for examination, and could return with the beginnings of a dossier on the basis of which the judge could decide, if necessary, to send the child at once to an institution in order to prevent its return to an environment where it was in moral and social danger.

She would be very glad to give any supplementary information which the Committee desired to have.

The CHAIRMAN thanked Mlle. Chaptal for her verbal explanations.

He would suggest that, in order to avoid a repetition of the same discussion, the members of the Committee should wait until the whole report was complete before discussing the matter fully, and should, for the moment, confine themselves to any questions which they might wish to ask.

M. MAUS (Belgium) asked Mlle. Chaptal whether she would be prepared to extend her enquiry on visiting teachers to social workers. He was in agreement with her in regard to the probation system and women police. As regarded visiting teachers, however, while it was essential to study the child both in the school and in the home, he was of opinion that such work was better done by social workers.

Experience in Belgium had shown that teachers usually had merely a book knowledge of the subject and were not well qualified for social work. Better results had been obtained by social workers with practical experience, even when they belonged to the working classes. In Belgium, facilities were given to candidates to take their diploma in social work and nursing at the same time. It was considered that they were thus better qualified than visiting teachers to carry out social work in connection with a child's family.

Dr. Estrid HEIN (Denmark) asked Mlle. Chaptal whether it would not be of help to her to show her report to a qualified person in the country itself, in order that minor errors of judgment might be avoided.

Secondly, she wondered whether the scope of the enquiry was too wide. Should it not be limited in some way?

Dame Katharine FURSE suggested that some reference to recreation might be included in the report. In certain countries there were large societies which endeavoured to help children to keep out of mischief by organising recreation for them.

Dr. HUMBERT observed that it was important that the final report should be as lucid as possible. Would it not be possible for the Secretariat to relax its regulations in regard to the maximum number of pages which could be produced?

Mr. Bascom JOHNSON hoped to have an opportunity of discussing the report on the United States of America with Miss Abbott and Miss Lathrop on his return to America and, if the Committee approved, he would prepare a memorandum containing information and suggestions which might be of use to Mlle. Chaptal.

Dr. CHODZKO (Poland) wished to emphasise the importance of the passage in Mlle. Chaptal's report on collaboration between the public health service and social assistance. The question was very important for the aim which the Committee had in view. The results

had been very satisfactory in those countries, such as Hungary and Austria, in which co-operation already existed.

He would ask Mlle. Chaptal, in her future enquiries, to concentrate attention on that point which appeared to him to be of capital importance for the success of the Committee's work in general.

He supported the observations of Dr. Humbert in regard to the length of the report.

Miss WALL (Great Britain) wished to know whether she was right in reading into the report that Mlle. Chaptal had discovered methods of detecting a child in moral danger before it had, in fact, suffered from that danger. The weakness of many systems of child welfare was that it was not discovered that the child was in danger until he or she had already been contaminated. The point was worth emphasising.

She would also ask whether it would be useful to Mlle. Chaptal to have one or two observations on the report which had occurred to the British delegation.

Mme. ROMNICIANO (Roumania) wished to draw attention to the very interesting observation by the American Social Hygiene Association :

"The advancement of social hygiene is dependent fundamentally upon the inculcation of sound ideas and attitudes in children and youth."

She agreed with what Dame Katharine Furse had said in regard to recreation, and would ask Mlle. Chaptal to be good enough to pay special attention, in the study to be undertaken, to vacation camps and school excursions. Mme. Romniciano was authorised to say that Dr. Matz, speaking in the name of Germany, supported this request.

Roumania attached great importance to these questions. It was for this reason that the syllabuses for elementary and secondary education included excursions and vacation camps as an effective moral training for young people.

Count CARTON DE WIART (Belgium) asked whether Mlle. Chaptal's attention had been drawn to the housing conditions of the poorer classes in such countries as Canada. In Europe, considerable efforts were made to clear the slums. He would be glad to know what was the position in this matter in the newer countries which had more room and often greater resources. What was the effect of overcrowding in unhealthy areas and the resulting promiscuity upon the morality of the child ?

The SECRETARY, in reply to Dr. Humbert, said that there was a general rule throughout the Secretariat that roneoed documents should not be longer than fifty pages.

She was glad to be able to inform the Committee, however, that permission had been obtained for printing the final report which might be of any length that Mlle. Chaptal might think suitable. In the meantime, since it was in an interim stage, Mlle. Chaptal had preferred not to have it printed, but to shorten it in conformity with the general rule.

The CHAIRMAN said that the Committee would be glad to receive a communication from Mr. Bascom Johnson.

Mlle. CHAPTAL, in reply to M. Maus, said that his observation emphasised the fact that the best methods were not the same for all countries. She had studied the question of social workers and was at his disposal for any information he desired to have.

To Dr. Hein she would reply that, if she had had more time, she would certainly have consulted Miss Abbott. The definitive text would be submitted to the delegates of the countries concerned before it was printed, and she would be grateful for any information they cared to give. The question of the limitation of the scope of the enquiry was extremely difficult and delicate. She would talk it over with the Secretariat.

Dame Katharine Furse and Mme. Romniciano had spoken of recreation. It was undeniable that well-organised recreation was of the greatest importance in child welfare work, and holiday camps, sports grounds and other such measures were among the best for dealing with children in moral danger.

As regards the length of the report, she agreed with what the Secretary had said in reply to Dr. Humbert.

She was glad to know that Mr. Bascom Johnson proposed to discuss the report on the United States of America with Miss Abbott and Miss Lathrop, and would be grateful if he would take into account the verbal observations which she had just made.

She agreed with Dr. Chodzko that co-operation with the public health services was of the greatest importance.

Miss Wall had asked whether she had discovered a means of detecting whether children were in moral danger before they had become tainted. Such a means existed, especially when public health and social work were well organised, and the family was visited by the visiting teacher or social worker on the one hand, while, on the other, the child was under observation in the school. It was then possible to deal with the problem at both ends, and to discover whether the child's condition was due to its environment or to its own abnormal mentality. She would be glad to have any observations which Miss Wall cared to make.

Count Carton de Wiart's reference to housing raised a very interesting point. Even in new countries, slums were sometimes found. Much depended on the families concerned. At the same time, the influence of the slum was not so great as might be thought and the number of children in moral and social danger in the slums did not appear to her to be greater than elsewhere. She believed that the moral standards of the people as well as the work of the various organisations had more effect on the child than the slum in which it might live.

The CHAIRMAN thanked Mlle. Chaptal for her communication. The Committee would look forward to the subsequent sections of her report.

157. Blind Children : Statement by Dr. Hein (document C.P.E.237) relating to the Document of the Health Organisation (document C.H.818) and Report from the International Labour Office (document C.P.E.236).

Dr. Estrid HEIN (Denmark) said that she had treated the question as the Committee's Rapporteur and not as the representative of Denmark. If she had added certain personal conclusions at the end of her report, it was because she felt herself to be in some measure an ambassador from the country of the blind. She would ask the Committee to contemplate the matter in that spirit.

Those members who had had time to read the excellent and interesting report of the Health Organisation would have remarked that it was not concerned only with the hygienic and medical aspects of the welfare of the blind, but even more with the social aspects, which were of special interest to the Child Welfare Committee. It fully justified the standpoint of the Committee at its last session, when it postponed the discussion on the blind child until it had seen the report in question.

It had not been Dr. Hein's intention to summarise the contents of the report, but she had ventured in her circular letter to lay stress on certain points of special interest, though she did not intend that all the questions which she had drawn up should be discussed. Possibly some of them might be considered as outside the Committee's competence. If so, some form of co-operation with the Health Organisation might perhaps be established.

She did not wish to enter into details before the members had had an opportunity of discussing the report itself and the procedure which should be followed. She wished, however, to thank the International Labour Office, and especially Mr. Johnston, for the documents submitted.

She had for twenty-five years been a specialist in eye diseases, though that was not the same as being a specialist in blindness, and had for more than fifteen years been a member of the Board of the Royal Institute for the Blind in Denmark. Though she had followed with the greatest interest the developments that had been made, however, she did not feel competent to guide the Committee in such an important field.

In her opinion, it should continue to consider the matter and to co-operate with experts, in order that conclusions might be reached which would be of value to those countries where the care of blind children was not as yet developed to a satisfactory degree. The aim should be to develop blind children into healthy, happy and useful members of society.

The CHAIRMAN felt sure the Committee would wish him to thank its Rapporteur for the excellent and succinct report which she had presented.

Dr. Estrid HEIN (Denmark) pointed out that, in the table of statistics of blind persons, the last column should be headed per 1,000 and not per cent.

M. VELGHE thanked Dr. Hein for her favourable opinion on the report of the Health Organisation, and congratulated her on having brought out so clearly in her own report the various points which were of particular interest to the Child Welfare Committee.

He wished to refer briefly to the Health Organisation's report. Various definitions of blindness had been laid down, for both children and adults. In some countries, the definition was official in character and was laid down in the laws, or in the educational or censorship regulations. There were, however, various criteria, and it was desirable to arrive at a generally accepted definition in order, on the one hand, to secure greater uniformity in the treatment of the blind and, on the other, to facilitate the comparison of statistics of blindness. There were considerable differences in the statistics of the various countries, and while that was to some extent due to local circumstances, it was also due to the methods of compiling statistics.

Until a definition was established, it would be useful to draw a distinction between blind people who were teachable and could be trained to work, and those who were incapable of earning their own living. It might be argued that he was going outside the scope of the Committee and dealing with adults. So far, however, as children were concerned, it was easy to give a definition of blindness for school-children. The rule could be adopted that those children would be considered as blind who had great difficulty in reading school-books, or could read only at the risk of injuring their eyesight. That definition had often been adopted, and, in his view, it should be made the general rule.

For the children who were not yet of school-age, he had sought in vain for a definition. The difficulty of the matter was increased in that, if the limits were too narrow, certain children who were threatened with blindness would be excluded from benefiting by the special arrangements of which they were in particular need. The rule should therefore be very general, and should include all children who were threatened with blindness for causes which were described in the report.

There had been a considerable decrease in most countries of *ophthalmia neonatorum*, as a result of the campaign against it which had been undertaken. There was still, however, a considerable amount of blindness among children up to the age of five years, and more medical treatment was needed. In certain countries special provisions were made, but in others no treatment was given. The great difficulty was the detection of the existence of blindness.

Legislation on the primary education of blind children was of recent date. Schools were originally set up by voluntary organisations, and subsequently taken over by the State, which either made use of the existing schools or opened new ones. In some countries special schools were provided, whilst in others attendance at the ordinary schools was compulsory. It was obvious that, owing to the enormous practical difficulties which arose, the provisions could not be applied strictly. Reference should be made to the experiment conducted in the Union of Soviet Socialist Republics in teaching blind children in the ordinary primary schools.

The period of school-age varied from country to country, and the syllabus usually covered the same ground as that of ordinary schools, but, owing to the importance of creating the sensory world through the intermediary of the tactile senses, the syllabus usually included the handling of objects of all kinds, bead work, modelling and elementary instruction in manual work. Girls were taught housework and needlework. The question whether, in view of the danger of fire, cooking should be taught was somewhat controversial.

The majority of schools devoted considerable attention to music, which was often a means of earning a living. On leaving school, the blind children were sent to workshops or institutions to receive vocational training, and sometimes attended supplementary courses.

The cost of education and maintenance was borne in different degrees by the States, the communes, the voluntary associations, and the public health departments concerned. In certain countries, expenditure was incurred for the training of a special teaching staff. Blind people themselves were frequently trained for this purpose. In a number of countries, schools were provided for children with bad eyesight, in some cases in connection with the blind institutions, and the staff was specially trained.

The question arose as to the extent to which the Child Welfare Committee could intervene. He was of opinion that it could do so in several ways. There was, for instance, the question whether schools for the blind should be built in the country or in town. Certainly, they should be as hygienic as possible, and in a general way he would suggest that, as in the case of orphanages, they should be set up in the country.

It was desirable that blind children should, if he might so express it, be progressively liberated. It was important from the point of view of their physical formation and the development of character, that they should be habituated, as soon as possible, to move freely in the towns.

The Child Welfare Committee should study what was being done in the various countries. There were special institutions in most countries, and an international organisation for the blind to which he believed Dr. Humbert proposed to call attention.

It should ascertain whether the number of blind was increasing or decreasing, what were the causes, and whether sufficient attention was given to prophylactic measures. If the causes could be detected and the Committee could reach definite conclusions and spread them abroad throughout the world with all the authority attaching to the name of the Committee, countries might be induced to accept rules which had proved successful elsewhere. Thus the Committee would have contributed towards decreasing the number of the blind, increasing the assistance given, and thus assisting a particularly unfortunate section of the public.

The CHAIRMAN wished to thank M. Velghe for the very interesting report which he had presented on behalf of the Health Organisation. The Committee also had before it Dr. Hein's list of questions to be studied, and he would welcome suggestions as to the lines on which the Committee should work during the coming year.

M. MARTIN (France) expressed his great appreciation of the documents before the Committee. He would like, however, to point out certain omissions in document C.H.818. On page 25, there was no mention of certain vocational schools in France where blind and deaf children were being most successfully educated and trained. On page 140, the number of books in the Valentin Haüy Library should have been 90,000, and with regard to transport facilities there was no mention of the fact that in Paris the tram and bus companies allowed transport free for blind people and at half-fare for those who accompanied them.

With regard to occupational diseases there was no mention of the fact that, in order to prevent them, provisions for the protection of women and children had existed since 1893 which prohibited their working in the industries which were particularly dangerous owing to dust, disagreeable or dangerous gases. M. Martin added that the women and children,

like the adult workers, benefited from the provision of the Law of April 9th, 1898, if they contracted occupational diseases as a result of working in lead, mercury or their compounds. They received half salary, free medical treatment and, in the case of disablement or death, pension was granted for the worker or those dependent upon him.

Referring to the other questions proposed for study, M. Martin thought that, as the Committee now had reports from a great many countries, little more information could be expected, and the Committee was in a position to put forward recommendations for the improvement of the condition of blind children in backward countries.

Dr. HUMBERT wished, in the first place, to express his great appreciation of the document submitted by the Health Organisation. He had mentioned it in the report of the International Association for the Prevention of Blindness, for which it had provided much valuable information. With regard to Dr. Hein's report (doc. C.P.E. 237), he thought that the Committee was not competent to take measures to prevent some of the causes of blindness (page 6, paragraph i) but he would be glad to lay before the Committee any further information on this subject that might result from the studies of his organisation.

He thought that the most important problem suggested by Dr. Hein was what he might call the study of the legislative and social measures that might be taken to ensure equivalence in educational matters between blind and normal children, and he suggested that the Committee might deal with this subject first. He had thought of adding "semi-blind children", but after M. Velghe's remarks he considered this unnecessary. He proposed that this subject should be put on the agenda for the next session. In the meantime, members of the Committee might collect information on the state of affairs in their own countries. It would also be possible for the International Association for the Prevention of Blindness to submit further information on the subject of sight-saving classes mentioned on page 82 of its report. He would circulate a *mémoire* by Dr. Lapersonne on these classes, which had originated in Great Britain and had been greatly developed in the United States.

Dr. Humbert thought that special measures should be devised for blind children on the one hand and semi-blind children on the other. He had discussed the matter with various experts, and it appeared that the experiment of educating blind and semi-blind children together was not successful. He would say one word on what he considered the rather excessive optimism of M. Martin on the subject of schools for the blind. Cases of blind people who rose to the top of their profession were unfortunately exceptional. Blindness was a very severe handicap in any profession if only because of the fact that a blind person had to be accompanied wherever he went. It was for this reason that certain countries had instituted a system of pensions for the blind. The age at which such a pension was payable varied in different countries, and he thought perhaps the Committee might consider the question of a uniform age at which the pension should be payable, and also whether it would be possible for the parents or guardians to receive the pension before the child came of age in order to facilitate its education. He thought it was very important to try to obtain equality in education between blind and normal children.

M. VELGHE said, in reply to M. Martin, that the omissions in the report of the Health Organisation were not the fault of that body but were due to defective information supplied by the Governments. A second edition was, however, in preparation, and all errors and omissions would be rectified as far as possible.

M. MARTIN (France) had not intended any criticism of the Health Organisation. He had merely wished to suggest that members of the Child Welfare Committee should be approached in case they had any information additional to that supplied by their Governments.

Mr. HARRIS (Great Britain) wished to make a few brief remarks. He agreed with M. Martin's observation on the aptitude of blind people for music, but would like to draw the Committee's attention to the fact that they were successful in other work also. He had noticed on page 56 of the report of the Health Organisation (document C.H.818) the description of an experiment in team-work, made in a factory near Birmingham, where a team of five blind and two sighted girls had managed to produce 90 per cent of the work done by a team composed entirely of sighted girls.

It was obviously impossible to decide on any recommendations to submit to Governments during the present year. The question, therefore, was what particular points should be studied before the next session. With regard to the questions proposed by Dr. Hein, he thought that a small sub-committee, consisting of Dr. Hein, M. Velghe, and possibly Dr. Humbert, and Mr. Johnston, should be formed to discuss how the subjects might be most usefully divided and studied. He would like to support Dr. Humbert's proposal that an enquiry should first be made on the subject of the education of blind children. Members of the Committee who were not experts on this subject might collect information from their own countries and be prepared to take a useful part in the discussion next year.

Count CARTON DE WIART (Belgium) agreed with Mr. Harris. With regard to Dr. Hein's report, he thought that there should be a change of wording in question 1, page 6, and that the words "make recommendations" should be substituted for "do anything".

Dr. Hein had rightly insisted on the importance of educative measures. He drew attention to one difficulty experienced by blind pupils with special gifts who wished to receive higher education. Such students had great difficulty in obtaining the necessary books for their studies, and he would suggest the possibility of an international exchange of classical texts in Braille, particularly in Latin and Greek. He therefore proposed the addition of this question to the list supplied by Dr. Hein.

The CHAIRMAN said that it was obvious that the subject must be limited for the next session. A proposal had been made by Mr. Harris and seconded by Count Carton de Wiart that a sub-committee should be formed of Dr. Hein, Dr. Humbert, M. Martin and M. Velghe, to study the matter, with the help of the International Labour Office and of other expert bodies, and to submit a report to the Committee at the next session.

Dr. Estrid HEIN (Denmark) wished to thank the members of the Committee for the interest they had taken in this discussion. She was quite prepared to accept the setting-up of such a sub-committee as the Chairman had suggested. She would like to answer some of the questions that had been put to her in writing, and had also drawn up a kind of Magna Charta of the claims that blind children might have on the State, which she would beg leave to append to her supplementary report.

The proposal to appoint a Sub-Committee was adopted.

158. **Petition sent by the English Women's Co-operative Guild to the International Labour Office and to the Health Committee of the League (document C.P.E.231).**

Mr. HARRIS (Great Britain) said that he was fulfilling a duty that had been entrusted to him in presenting this petition to the Committee. He understood that the same petition had been presented to the Health Organisation. He was not sure that it was within the terms of reference of the Child Welfare Committee, and it could not in any case be discussed at the present session. He would suggest that it should be brought to the notice of the Agenda Committee, with a view to its being dealt with the following year.

This proposal was adopted.

159. **Examination of the Draft Budget for 1931.**

The following draft budget for 1931 was submitted :

	Estimates			Expenditure
	1931 ¹	1930	1929	1929
	Francs	Francs	Francs	Francs
Sessions of the Committees (including Traffic in Women and Children)	1,500	2,500	2,000	100.75
Sessions of Sub-Committees	9,000	9,000	8,000	6,882.35
Work of experts	6,000	8,000	10,000	3,898.50
Printing and documentation	12,000	12,000	13,000	10,814.85
Cables, telegrams and miscellaneous	500	500	1,000	57.65

The SECRETARY drew attention to the fact that the allowance of 1,500 francs for sessions of the Advisory Committee had been cut down to 1,000 francs. Her remarks on the budget of the Traffic in Women and Children Committee applied to this Committee also.

The draft budget was adopted without discussion.

TENTH MEETING

Held on Wednesday, April 16th, 1930, at 3 p.m.

Chairman : M. Iro (Japan).

160. **Examination of the Draft Report to the Council on the Work of the Sixth Session of the Committee.**

In presenting the Committee with the draft report, the CHAIRMAN wished to thank Dame Rachel Crowdy and Mlle. Colin for the work they had done. There had been but a short time

¹ As submitted to the Supervisory Committee.

² Expenditure under this item for 1928 was 2,341 francs. The difference is explained by the fact that other Committees of the League were in session at the same time and that consequently the cost of extra staff had to be met.

in which to draw up the report, and he would ask the Committee for its indulgence in regard to the lacunæ and corrigenda that were bound to occur in it.

Dr. CHODZKO (Poland) said that, in spite of the Chairman's appeal, he felt bound to express his astonishment that the statements of delegates had been reported so unequally in the draft report. The document actually contained such unimportant statements as : "The delegate of . . . said that the question was very serious", whereas no mention at all was made of a declaration by Dr. Chodzko himself, on the express request of his Government, regarding the Convention on Assistance for Foreign Minors and the fact that he had asked the Health Committee for information concerning the mortality of illegitimate children. This put him in a very awkward position, since the Minutes were not usually considered as such an official document as the report itself. In addition to this, the report had been received late by the members of the Committee, so that there had been no time to compare it with the Minutes. He asked if, in these circumstances, it was necessary for the Committee to accept and pass the report. Other forms of procedure were possible; for example, the Health Committee was not in the habit of adopting a report at all. It merely adopted the resolutions.

The CHAIRMAN said that Dr. Chodzko had raised a question of principle. He would point out that the Health Committee was not the one and only League Committee in existence. If it were necessary to make a record of every statement that had been made, there would be no need to have a report at all, and the Minutes would suffice. The report was a résumé of the more important points that had been brought to light during the debates and was meant to be taken in conjunction with the Minutes. If Dr. Chodzko were making general reservations, there would be no need for the Committee to discuss the report at all. Those who had drawn it up had done all they could to bring it into as satisfactory a form as possible, and it had been distributed as early as 10 o'clock that morning.

Dr. CHODZKO (Poland) emphasised the fact that, as the Polish delegate, he was responsible to his Government, and that, when a Government asked for specific information, it was the duty of its delegate to give it that information and to see that the question was inserted in the report.

The CHAIRMAN said that, if Dr. Chodzko meant to suggest that all the opinions of all Government delegates should be mentioned in the report, the matter, as a point of general principle, would have to be referred to the Committee to decide.

Dr. Estrid HEIN (Denmark) agreed with Dr. Chodzko on the unequal way statements made by Government delegates had been treated in the report, but she suggested that it would usually be sufficient to mention the fact that such and such a delegate had made a statement on behalf of his Government.

Mr. HARRIS (Great Britain) sympathised with the position of the Chairman who had found himself with very limited time at his disposal in which to draw up the report. He thought that, as in previous years the report had always been adopted, it would be better to keep it as it was and to make it as acceptable as possible. He would like to suggest that the report should not mention delegates by name, but merely by country.

Dr. CHODZKO (Poland) said that he had not asked that all the opinions of all Government delegates should be mentioned in the report, but only that their statements should be recorded when any particular delegate was speaking directly on behalf of his Government. He declared himself willing to accept the draft report with certain reservations.

The CHAIRMAN said that in that case the Committee would consider the report in the light of the statements that had been made.

(The Committee considered the draft report to the Council, section by section.)

The introduction and Sections I, II and III (a) of the report were adopted with minor amendments.

SECTION III (b) : PRELIMINARY DRAFT CONVENTION ON ASSISTANCE FOR FOREIGN MINORS.

Mr. HARRIS (Great Britain) said that the third and fourth paragraphs of the draft report did not contain an accurate report of what he had said. He proposed the following new paragraph to take the place of these two :

"The British delegate pointed out that the question dealt with in this draft Convention was a very important one but, in his view, it was impossible to separate the treatment of minors from that of adults. As the Committee was not competent to consider the problem of assistance as a whole, he proposed that the Child Welfare Committee should request the Council to consult the various Governments as to the desirability of convening an International Conference on this question."

Section III (b) was adopted with the amendment proposed by Mr. Harris and with a textual addition suggested by Dr. Hein.

SECTION IV : RECOGNITION AND ENFORCEMENT OF MAINTENANCE ORDERS ABROAD.

Mr. HARRIS (Great Britain) wished particularly that the following paragraph should be substituted for the last paragraph of the section before the resolution :

"The British delegate pointed out that any International Agreement for the enforcement of maintenance orders must be mainly concerned with orders made in respect of parents, and for this reason and also because difficult questions of international law were involved, he considered that the question was largely beyond the competence of the Child Welfare Committee. Several members, however, expressed the view that the Council should be asked to take steps for the consideration of the question either by extending the powers of the Child Welfare Committee or in some other way."

Section IV was adopted with the amendment proposed by Mr. Harris.

SECTION V : ILLEGITIMATE CHILDREN.

Section V was adopted with certain minor modifications.

SECTION VI : AUXILIARY SERVICES OF JUVENILE COURTS.

After a discussion as to whether the terms of the resolution could be brought into line with the text of the report, *it was decided to adopt this section as it stood.*

SECTION VII : CINEMATOGRAPH.

Professor CONTI (Italy) proposed that, after the words "Another draft resolution was submitted by Mlle. Dalmazzo", the words "in agreement with the Italian delegate" should be inserted.

This proposal was adopted.

Mr. HARRIS (Great Britain) proposed that, after the word "films" in the paragraph beginning "During the discussion which followed, the statements of the Marquis de Guad-el-Jelu . . .", the following words should be inserted :

" . . . and the British delegate gave a statement of the reasons why it had not yet been possible to bring the less inflammable types of films into commercial use."

This proposal was adopted.

Mlle. COLIN wished to explain why the Marquis de Guad-el-Jelu was mentioned by name in Section VII : although he had been appointed to the Governing Body of the International Educational Cinematograph Institute because he was a member of the Child Welfare Committee, the Marquis de Guad-el-Jelu served on the Governing Body in his personal capacity and not as a delegate of the Committee.

Section VII was adopted as amended.

Section VIII was adopted without comment.

SECTION IX : THE BLIND CHILD.

Dr. HUMBERT proposed that the fourth paragraph of this section should begin as follows :

"Dr. Humbert had submitted a report on the 'Prophylaxis of Blindness', which had been prepared by his Organisation, and he expressed the hope . . ."

He also suggested that, in the same paragraph, the words "special sight-saving" should be inserted before "classes"

These proposals were adopted.

Mr. JOHNSTON proposed the deletion of the words "when examining questions relating to labour conditions" occurring in the last paragraph of the section.

This proposal was adopted.

Section IX as a whole was adopted as amended.

SECTION X : PETITION ADDRESSED BY THE ENGLISH WOMEN'S CO-OPERATIVE GUILD TO THE INTERNATIONAL LABOUR OFFICE AND THE HEALTH COMMITTEE OF THE LEAGUE OF NATIONS.

Mr. HARRIS (Great Britain) proposed that the following phrase should be added at the end of the paragraph :

"The Secretariat was asked to ascertain what action had been taken on this petition by the International Labour Office and by the Health Organisation of the League."

This proposal was adopted.

Section X was adopted as amended.

SECTION XI : BUDGET.

This section was adopted without comment.

PROPOSALS OF THE POLISH DELEGATION ON THE REPORT AS A WHOLE.

Mme. GRABINSKA (Poland) announced that the Polish delegation was prepared to withdraw its objections to the report on condition that the following passages should be inserted :

“Section III (b).—The Polish delegate stated that his Government accepted in principle the draft Convention, but thought that further study should be given to the various suggestions concerning repayment of costs, delays, kinds of children affected by the Convention and simultaneous solution of the problems of assistance to adults and to minors.

“Section IV.—The substitute delegate for Poland stated that her Government was in favour of the principles proposed by the Legal Sub-Committee for the recognition and execution abroad of maintenance orders. She asked that account should be taken, in preparing the draft, of any suggestions received from Governments and, in particular, from the Polish Government.”

Mention should be made of the Polish delegate as well as of the delegates of France and of Belgium in the eighth paragraph of Section III (b).

The proposals were adopted.

DISCUSSION ON THE ANNEX TO THE REPORT (document C.P.E.265 Annex).

The CHAIRMAN wished the Committee to understand that he had drafted this annex to the report at the request of various members of the Committee who were no longer present. His colleagues would notice that it was very cautiously worded. It was not put forward as an immediate recommendation to the Council but merely with the object of providing an opportunity for a later discussion of the matter at the Assembly and at the next session of the Committee.

Mr. HARRIS (Great Britain) appreciated the motives which had led the Chairman to draw up this annex, but rather doubted its wisdom. At present the question only arose on the subject of maintenance orders, since the others had been postponed. The problem was already mentioned in the Minutes of the meetings, and he was afraid that the Council might be alarmed at the prospect of extending the powers of the Committee.

Dr. Estrid HEIN (Denmark) wondered why this question formed an annex to the report. In her view, some suggestion of the difficulties encountered in this matter should have been inserted in the report itself.

The CHAIRMAN pointed out that an annex was the most convenient place, since the problem arose in connection with various points in the report.

Dr. CHODZKO (Poland) agreed with the Chairman that it was most important that this point should be brought up. The Committee had constantly experienced the same difficulty during its discussions, and it had been with the object of overcoming that difficulty that he himself had presented the draft resolution.

M. AMADOR (Spain) suggested that Mr. Harris might be satisfied by the suppression of the second paragraph of the annex. The Council might then take the initiative of extending the powers of the Committee without a more definite recommendation.

Mr. HARRIS (Great Britain) thought that this course was possible if the first paragraph were then inserted in the report after the section “Adoption of the Agenda”.

M. BOURGOIS (France) proposed certain other modifications.

Mr. HARRIS (Great Britain) feared that the Council would take them as a request for a decision and would reply in the negative.

The CHAIRMAN reminded the Committee again that the drafting of this annex was not due to his own initiative. He was prepared to accept the deletion of the second paragraph, although, like Dr. Chodzko, he thought personally that it served a useful purpose. Several members of the Committee had expressed the intention of raising the matter at the Assembly, and so in any case the problem would have to be faced.

M. MAUS (Belgium) objected to the expression “indispensable” as being too strong.

Mr. HARRIS (Great Britain) wished to explain his objection to the annex, as he thought it was most important. He thought the Council would almost certainly refuse to grant a general extension of the powers of the Committee but would quite possibly grant it on particular occasions. He proposed therefore to substitute the following for the second paragraph :

"The Committee proposes to examine the question at an opportune moment", and to insert the document in this form after the adoption of the agenda.

This proposal was adopted.

REGRETS EXPRESSED BY THE COMMITTEE AT THE DEPARTURE OF DAME RACHEL CROWDY.

M. AMADOR (Spain) proposed the following draft resolution :

"The Child Welfare Committee learns with deep regret of the departure of Dame Rachel Crowdy, Chief of the Social Questions and Opium Traffic Section and Secretary to the Committee.

"Never since the Committee's formation has Dame Rachel Crowdy for a moment flagged in devoting all her zeal, intelligence and loyalty to the welfare work which all the members of the Committee have so much at heart.

"The Child Welfare Committee desires to offer Dame Rachel Crowdy its best wishes for the future and trusts that it will always be able to count upon her experience as it has always in the past been sure of her valuable assistance, both in the work of the Committee as a whole and in the individual work of each member."

Mr. HARRIS (Great Britain) was glad to support M. Amador, both as a fellow-countryman of Dame Rachel Crowdy and as her ally in the initial history of the Committee. The Committee would remember that it was on the recommendation of Dame Rachel that the Traffic in Women and Children Committee was first formed. He thought that Dame Rachel Crowdy and himself had hardly realised at the time that they would shortly be nursing an infant Child Welfare Committee together.

The Child Welfare Committee could not look back on such a long life as the ten years of the Traffic in Women and Children Committee, but it had in the course of its career achieved certain definite and important results. It had influenced the legislation of certain countries ; it was, for instance, directly responsible for the alteration of the marriage law in Great Britain, and certain Canadian provinces had since followed this example. It had drawn attention to the important problem of the cinema and had very largely contributed to the formation of the International Educational Cinematographic Institute. It had also succeeded in collecting very important documentation on the subject of illegitimacy. He thought that Dame Rachel Crowdy might look back with satisfaction on the past history of the Committee and might consider its future with confidence.

Dr. HUMBERT rose to express the feelings of the assessors. The Committee was now holding its sixth session and could look back and appreciate the perseverance with which Dame Rachel Crowdy had inaugurated and fostered it. He remembered the rather turbulent beginnings of the assessors on the Committee. They had now, he thought, grown wiser, but Dame Rachel Crowdy's wisdom had never failed them, and it had always been sufficient for her to say "I do not think this procedure wise" to inspire them with patience.

He wished to express the feelings of gratitude and friendship which the assessors felt for Dame Rachel Crowdy. It would once have been said that her achievements had been remarkable for a woman. Such a remark no longer applied, since men and women were now on a footing of equality, and it could now only be said that she excelled in the human qualities necessary for all great work. Thanks to her efforts, the Committee was now, as it were, in its adolescence. Though it regretted her departure, it hoped to continue to profit by her wisdom and experience.

M. MAUS (Belgium) wished to associate himself with the remarks made by other delegates.

Mlle. GOURD also wished to associate herself with these remarks in the name of the eight women's associations which she represented. She thought that the women's associations, in particular, could realise the value of personal contact with Dame Rachel, and she wished to express on their behalf a worldwide tribute of gratitude and affection to Dame Rachel Crowdy.

Dr. CHÓDZKO (Poland) was glad to associate his country with these sentiments. Poland owed a debt of particular gratitude to Dame Rachel Crowdy, and had not forgotten that at the time of the great epidemics there she had visited the country, thus proving her interest in all humanitarian causes.

Dame Rachel Crowdy thanked all the members of the Committee. She assured them that she would always follow the activities of the Committee with the greatest interest and would do her best to promote its work.

The CHAIRMAN thought that after the eloquent speeches of so many members of the Committee, there was no need for him to add his personal testimony. He proposed that the

Committee should insert in its report a passage extending a cordial invitation to Dame Rachel Crowdy to continue to attend its sessions as a member of the Committee as often as should be convenient to her.

This proposal was unanimously adopted.

The draft resolution proposed by M. Amador was adopted.

The report as a whole was adopted as amended (Annex 8).

161. Close of the Session.

Mr. HARRIS (Great Britain) was sure that the Committee would not like to rise without expressing its thanks to the Chairman for his patience and fairness, and for the businesslike way in which he had conducted the meetings. It was largely due to him that the Committee had been able to finish its work and to leave Geneva before Easter.

The CHAIRMAN thanked Mr. Harris, and wished to express his gratitude for the kindness with which the Committee had excused his shortcomings.

He declared the sixth session of the Committee closed.

ANNEX 1.

C.P.E.185(4).

AGENDA OF THE SESSION.

Adopted by the Committee on April 10th, 1930.

- I. Reports :
 - (a) Of the Secretary on the Progress of the Work (document C.P.E.195);
 - (b) Of the Representative of the International Labour Office (document C.P.E.193);
 - (c) Of the Representative of the Health Organisation of the League of Nations (document C.P.E.196).
- II. Blind Children :

Communication from the Rapporteur (document C.P.E.186).
- III. Children in Moral and Social Danger :

Report by Mlle. Chaptal on the State of the Enquiry (document C.P.E.205).
- IV. Illegitimate Children :

Examination of the Report prepared by the Secretariat (document C.P.E.141(1)).
- V. Report of the Legal Sub-Committee :
 - (a) Draft Convention for the Repatriation of Minors who have escaped from the Custody of their Parents or Guardians (document C.P.E.190);
 - (b) Proposals relating to a Preliminary Draft Convention on Assistance to Minors of Foreign Nationality (document C.P.E.197).
- VI. Cinematograph :
 - (a) International Educational Cinematographic Institute (document C.P.E.198);
 - (b) Programme of Work for the Child Welfare Committee.
- VII. Reorganisation of the Committee (Council Resolution of December 13th, 1928 (document C.P.E.189,189A and 189B)).
- VIII. Juvenile Courts :

Examination of the Report (document C.P.E.194).
- IX. Draft Budget (document C.P.E.194).

ANNEX 2.

C.P.E.247.

PROGRESS REPORT BY THE SECRETARY.

Submitted to the Committee on April 10th, 1930.

The report on the fifth session was approved by the Council at its fifty-fifth meeting on June 12th, 1929.

The Council adopted the following resolution for the purpose of giving effect to the Committee's recommendations :

"The Council, having considered the report of the fifth session of the Child Welfare Committee, approves that report and instructs the Secretary-General :

"(1) To communicate to all Governments the provisional draft Agreement on return to their homes of children and young people, and the provisional draft Convention on assistance to minors of foreign nationality, with the request that they forward their observations to the Secretariat before December 31st, 1929.

"(2) To thank such Governments as have replied to the questionnaire on the position of illegitimate children, and to invite Governments to continue to send information as to any changes in their laws.

"(3) To send to all Governments, including those which are not Members of the League, the questionnaire concerning the auxiliary services of juvenile courts."

I. RESIGNATION OF MISS RATHBONE AND NOMINATION OF Mlle. GOURD.

Miss Rathbone, who was assessor on the Child Welfare Committee for the International Women's Organisations, sent in her resignation to the President of the Council on January 4th, 1930.

The Council expressed its regret that Miss Rathbone has been constrained by the pressure of her various other duties to give up her work on the Committee, and at its meeting on January 14th it instructed the Secretary-General to invite Mlle. Gourd to take Miss Rathbone's place. Mlle. Gourd has accepted this invitation.

II. PROVISIONAL DRAFT CONVENTIONS : (1) ON THE RETURN OF CHILDREN AND YOUNG PEOPLE TO THEIR HOMES ; (2) ON ASSISTANCE TO FOREIGN MINORS.

As instructed by the Council, the Secretary-General submitted these two draft Conventions, which were approved by the Child Welfare Committee at its fifth session, to all Governments, with the request that they would forward their observations to the Secretariat before December 31st, 1929.

Observations received have been published in documents C.P.E.240 and C.P.E.241.

III. ILLEGITIMATE CHILDREN.

In accordance with the Council's instructions, the Secretary-General invited Governments to forward any changes in their laws on the situation of illegitimate children. The information so far received by the Secretariat (document C.P.E.141 (b)) supplements document C.P.E.141(I), dated March 1st, 1929.

Further, the Child Welfare Committee, at its fifth session, requested the Legal Sub-Committee to examine the particulars collected, with a view to determining what questions should be studied, and the order in which they should be taken.

The Legal Sub-Committee met in Paris in November 1929. Its conclusions have been circulated in document C.P.E.229.

The Legal Sub-Committee thinks that the Secretariat should collect all statistics which might throw light on the problem of the illegitimate child. Certain countries have already published statistics on this subject, and the Secretariat has taken all the data it can from the League's publications and archives, and has circulated them to the Child Welfare Committee in document C.P.E.229 (a).

IV. AUXILIARY SERVICES OF JUVENILE COURTS.

The third point in the resolution adopted by the Council was the despatch of the questionnaire on auxiliary services of juvenile courts to all States, including those not Members of the League.

A large number of countries have replied (document C.P.E.238) to the questionnaire.

This information shows that the organisation and working of the auxiliary services of juvenile courts vary greatly in different countries. On this account, it has been deemed impossible to summarise the replies. Moreover, this information was meant to form a sequel to the report on juvenile courts published in December 1927 by the International Prisons Commission, and it seemed better to adopt a plan similar to that of the Prison Commission's report. The replies have been somewhat re-arranged on a common system and published separately for each country. A small synoptic table has been added to show at a glance which countries have auxiliary services and what the services and the laws governing them are.

The Committee has frequently expressed the wish that its documents might be published in a more convenient size. A new format has accordingly been adopted for the report on auxiliary services. I would, however, point out that the new size makes it impossible to publish this report as an appendix to the Minutes.

V. BLIND CHILDREN.

The Committee adopted the following resolution at its 1929 session :

"The Child Welfare Committee, having taken note of the report of the delegate of Denmark on the question of blind children, requests her to continue to keep in touch with the enquiries into this problem now being conducted by the other organisations of the League of Nations, and empowers her to establish contact with these bodies for this purpose. It requests her to make a fresh report to the Committee at its next session on the state of the question."

In September 1929, the Health Organisation of the League issued a report on the protection of the blind in different countries, based on the replies to a questionnaire sent to fifty-seven countries, of which twenty-six replied (document C.H.818).

This report contains a great deal of information on the social aspects of the question. The Health Section has circulated it to the members and assessors of the Child Welfare Committee at the request of Dr. Hein, who has made a general commentary on that part of the report which deals with the questions directly interesting the Child Welfare Committee (document C.P.E.237).

The liaison officer of the International Labour Office has asked us to circulate a note on the guidance and vocational training of the handicapped (document C.P.E.236).

VI. PRELIMINARY INVESTIGATIONS ON CHILDREN IN MORAL AND SOCIAL DANGER.

Mlle. Chaptal, who was instructed by the Council to make preliminary investigations on the problem of children in moral and social danger, this year visited the United States and Canada, and presents the results of her enquiry in these two countries in documents C.P.E.239 and C.P.E.246.

VII. CINEMATOGRAPH.

The Council at the request of the Committee cancelled its decision taken at its fiftieth session, and agreed to appoint a second member of the Child Welfare Committee to the Governing Body of the International Educational Cinematographic Institute at Rome. On September 25th, 1929, it appointed Count Carton de Wiart, delegate of Belgium, for this purpose.

At the request of Marquis de Guad-el-Jelu, the report to the Council on the second session of the Governing Body of the International Educational Cinematographic Institute (document C.3.M.I.1930.XII) has been circulated to all members and assessors of the Child Welfare Committee. He will also make a verbal statement on the subject.

The Marquis de Guad-el-Jelu has brought to the notice of the Governing Body of the Rome Institute the following resolution adopted last year by the Child Welfare Committee and approved by the Council :

"The Child Welfare Committee requests its representative on the International Educational Cinematographic Institute to direct the attention of the latter to a study of the means for promoting and encouraging the production, exchange and representation of recreational films intended specially for children and of a character to amuse them while contributing towards their intellectual and moral progress."

The Governing Body of the Rome Institute recognises the importance of the question, and has asked the Director of the Institute to draw up a report to serve as a basis for the discussions at the Child Welfare Committee at its sixth session.

This report has been circulated in document C.P.E.245.

VIII. EXECUTION OF JUDGMENTS ENFORCING MAINTENANCE OBLIGATIONS ON BEHALF OF MINORS ON PERSONS RESPONSIBLE FOR THEIR MAINTENANCE AND LIVING ABROAD.

In November 1929, the Legal Sub-Committee examined the question of the recognition and execution abroad of maintenance orders. After noting the data collected by the Secretariat, the Committee came to the conclusion that it would be premature to suggest the text of a provisional draft agreement to the Child Welfare Committee, and that it would be better to ask the Committee to give a ruling on a preliminary question and on certain principles, which have been communicated to members and assessors in document C.P.E.227.

IX. CODIFICATION OF CONVENTIONS.

Documents A.78.1929.V and C.583.1929.V, which explain the question, have been circulated to all members and assessors of the Committee.

X. REVISION OF THE RULES OF PROCEDURE.

At its fifth session, the Committee instructed the Secretariat to draft a revision of the present rules of procedure. This draft is contained in document C.P.E.124(1).

XI. PURCHASE OF BOOKS FOR THE CHILD WELFARE SECTION OF THE LIBRARY OF THE LEAGUE OF NATIONS.

Some forty books have been added to the Child Welfare Section of the Library this year. These were bought out of a donation of 1,500 dollars from the Friends of the League of Nations, earmarked for this purpose.

I avail myself of this opportunity to repeat my request to members and assessors of the Child Welfare Committee to keep the Secretariat informed of all important books of child welfare appearing in their respective countries, so that purchases may be systematically made.

C.P.E.234.

ANNEX 3.

REPORT OF THE REPRESENTATIVE OF THE INTERNATIONAL
LABOUR OFFICE.

Submitted to the Committee on April 10th, 1930.

The representative of the International Labour Office has the honour to submit herewith, for the information of the Child Welfare Committee and in accordance with its request, his second report on those aspects of the work of the International Labour Organisation in 1929 which would appear to be of special interest to the Child Welfare Committee.

1. In accordance with a request made at the last meeting of the Committee, there is annexed to the present report the text of the draft Conventions and Recommendations adopted by the International Labour Conference from 1919 to 1928 inclusive. (The decisions of the Conference of 1929 do not contain anything of interest to the Child Welfare Committee.) It will be seen from this document that seven of the draft Conventions and Recommendations relate directly to the protection of children and young persons. They are:

- 1919. Draft Convention fixing the Minimum Age for Admission of Children to Industrial Employment.
- 1919. Recommendation concerning the Protection of Women and Children against Lead Poisoning.
- 1920. Draft Convention fixing the Minimum Age for Admission of Children to Employment at Sea.
- 1921. Draft Convention concerning the Age for Admission of Children to Employment in Agriculture.
- 1921. Draft Convention fixing the Minimum Age for the Admission of Young Persons to Employment as Trimmers or Stokers.
- 1921. Draft Convention concerning the Compulsory Medical Examination of Children and Young Persons employed at Sea.
- 1921. Recommendation concerning Night Work of Children and Young Persons in Agriculture.

There is also annexed to this report a chart which shows the States Members of the Organisation which have ratified the various Conventions.

2. It was pointed out in the report submitted to the last session of the Committee that the 1929 session of the International Labour Conference included on its agenda the question of forced labour. In accordance with the general procedure of the International Labour Conference, the International Labour Office prepared and sent to the Governments of all States Members of the Organisation a report in which the law and practice with regard to forced labour was analysed. This report also included a draft questionnaire prepared with a view to the conclusion of a draft convention on the one hand, and a series of recommendations on the other. The draft questionnaire was submitted by the Office to the Conference as a basis of discussion in the event of the Conference deciding upon the issue of questionnaires on forced labour to the Governments of the States Members of the Organisation. The draft questionnaire in the report contained two questions relating to the protection of children, which were inspired by the desire to ensure that forced labour should not be imposed directly or indirectly on children. The 1929 session of the Conference fully shared this preoccupation and, in the definite questionnaire which it drew up to be addressed to Governments, it put the following questions, with a view to safeguarding the children:

" 16. Do you consider that only adult males of not less than 18 years of age should be called upon for forced or compulsory labour, subject to the following limitations and conditions:

"(a) Prior determination by a Government medical officer that the persons concerned are not suffering from any contagious disease and that they are physically fit for the work required and for the conditions under which it is to be carried out;

"(b) Exemption for persons already bound by a contract of employment;

"(c) Exemption for school-teachers and pupils;

"(d) The maintenance in each community of the number of adult able-bodied men indispensable to family and social life;

"(e) Respect for conjugal and family ties?

"Do you consider that the International Labour Conference should recommend, in regard to forced or compulsory labour imposed upon men, that every care be taken that the burden of that labour is not passed on to women and children?"

The 1930 session of the Conference will consider the adoption of draft Conventions and/or Recommendations covering these questions.

3. The Governing Body, at its forty-sixth session, held in Geneva from October 4th to 8th, 1929, considered the question of the subjects which might be included in the agenda of the 1931 session of the International Labour Conference. It was decided to ask the International Labour Office to prepare reports on legislation and practice in respect of four questions, one of which is the age for admission of children to employment in non-industrial undertakings. The Governing Body will finally decide, at its forty-seventh session, which opens on February 4th, 1930, which of these four subjects are to be placed on the agenda of the 1931 session of the Conference.

It will be seen, on reference to the document referred to in the first section of this report, that the International Labour Conference began to deal with the protection of children by adopting, at its first session (1919), a draft Convention fixing the Minimum Age for Admission of Children to Industrial Employment. At its second session (1920), it adopted a draft Convention fixing the Age for the Admission of Children to Employment at Sea, and, at its third session (1921), a draft Convention concerning the Age of Admission of Children to Employment in Agriculture. If a convention dealing with the admission of children to employments other than those connected with industry, marine and agricultural employment were also to be adopted, it would complete the body of international minimum age legislation constituted by the other three.

The report of the International Labour Office required by the Governing Body has been duly prepared. It points out that by "non-industrial occupations" is meant any form of employment not regulated by the laws relating to industry, agriculture and work on board ship. It includes not only commerce properly so called (*i.e.*, work in, or performed for, shops, offices, warehouses and commercial establishments generally), but also street trading by a child on its own account or on account of another person, the employment of children in public entertainments, whether as performers or to sell programmes, etc., work in studios for the production of cinematograph films, employment in bars, etc., and the general employment of school-children out of school hours by their parents or others.

4. On the question of family allowances, the International Labour Office has continued to collect information of interest to the Committee. A detailed report on this fresh information, which is intended to supplement that already communicated to the Committee in previous years, is being published in the *International Labour Review*, March 1930, under the title: "The Family Allowance System: A Survey of Recent Developments". Copies of this document are being communicated to all members of the Child Welfare Committee as an annex to the present report.

It may also be of interest to the Committee to know that the International Labour Office communicated to the Preparatory Technical Conference on Conditions of Work in the Coal-Mining Industry, which opened in Geneva on January 6th, 1930, a report, on family allowances in the coal-mining industry. The information in this report, which might be of special interest to the Child Welfare Committee, is incorporated in the report on "The Family Allowance System: A Survey of Recent Developments", which is communicated to the Child Welfare Committee.

The Coal Conference adopted the following resolution for submission to the Governing Body:

"The Conference,

"Considering the value of the institution of family allowances for workers in mines;

"Considering, however, that the numerous differences which exist between the various systems and between the amounts of family allowances are at present an obstacle in the way of adopting a uniform and generally applicable system;

"Proposes that the Governing Body should ask the International Labour Office to continue its study of the working of the various systems of family allowances in European coal-mines."

5. On the question of the employment of children in cinema studios, to which reference was made in the report submitted to the Child Welfare Committee last year, further progress has been made. A preliminary report on conditions of work in cinema studios, including the question of the employment of children in cinema studios, was prepared by the International Labour Office and submitted to the second session of the Advisory Committee on Professional Workers, held in Geneva on December 6th and 7th, 1929. This report, in the portions relating to the employment of children, does not contain any other information than that to which the attention of the Committee has previously been directed.

The Advisory Committee on Professional Workers, after considering the report, adopted the following resolution for submission to the Governing Body :

"The Advisory Committee on Professional Workers, having taken note of the preliminary report of the International Labour Office on conditions of work in cinema studios,

"Decides, subject to the approval of the Governing Body, to keep this question on its agenda, and requests the International Labour Office to continue its investigations on this subject, in close collaboration with the organisations of employers and artistes, and with the assistance of competent experts.

"The first question to be considered are hours of work, health, and safety, and the employment of children."

6. The Office has continued to collect information on vocational guidance and training of blind children and young persons and other categories of the "handicapped". The information available on the subject is somewhat sparse and fragmentary. A short note on the matter has, however, been forwarded, together with a bibliography, through the Secretariat to Dr. Hein.

C.P.E.244.

ANNEX 4.

REPORT ON THE WORK OF THE HEALTH ORGANISATION IN MATTERS OF CHILD WELFARE

Submitted to the Committee by M. Velghe on April 10th, 1930.

[*Translation.*]

Many of the questions which the Health Committee and Commissions appointed by it began to study in 1928 and continued in 1929 affect the welfare of children. In particular, we would mention the following :

(1) The immediate and more remote results of anti-tuberculosis vaccination by the Calmette-Guérin bacillus (BCG). A plan of research, drawn up by a Conference of Experts, was adopted by the Health Committee at its session in October 1928 and it is hoped that these investigations, which are not yet concluded, will furnish results showing the real value of this method of combating tuberculosis.

(2) The protection of maternity, and of children from birth up to school-age; through co-operation between the public health services and sickness insurance organisations.

(3) Enquiries concerning the frequency and character of smallpox undertaken in various European countries, and especially enquiries into post-vaccinal encephalitis. From the facts and considerations set forth, it appears that, even in the countries most affected, cases of post-vaccinal encephalitis are rare in comparison with the number of vaccinations; the proportion is in fact insignificant.

As regards work directly affecting child welfare, we may mention the following :

1. *The enquiry into the causes of infant mortality*, carried out in twenty-nine urban or rural districts of seven European countries : Austria, France, Germany, Great Britain, Italy, the Netherlands and Norway: The deaths of 7,503 children occurring during a period of twelve months were submitted to a close examination; the enquiry was carried to a conclusion and furnished results of great value to the health administrations of the countries concerned and to others also.

The last conference of health experts on child welfare, held at Rome in March 1929, prepared a report summarising the general principles which the enquiry had established (document C.H.779).

The twenty-nine districts were divided into four groups, according to their infant mortality rate.

In the group showing the lowest mortality, the principle causes of death relate to the pre-natal period and the time of birth itself. A few deaths are due to respiratory diseases and fewer to digestive disturbances.

In the second group, in which the death rate is a little higher, the increase is mainly due to digestive disturbances and acute infectious diseases.

The third group, in which the death rate is higher again, is marked by an increase in the number of deaths from digestive disturbances and specific acute infections.

The fourth group, which has the highest infant mortality, suffers still more from digestive disturbances and infectious diseases, specific and non-specific, from premature births and obstetric accidents.

The experts were greatly struck by the large number of children in all the districts who died before, during or immediately after birth. They thought it necessary to undertake further enquiries in order to ascertain the factors responsible for these deaths.

In their detailed recommendations, the experts emphasised the need of improving the medical supervision of women during pregnancy, particularly by means of maternity welfare centres, doctors and nurses and midwives with adequate training. They urged the value of financial aid and other forms of relief for pregnant women, as well as legislative measures such as sickness insurance, which enable women to rest during the later months of pregnancy. This recommendation is of great importance, especially for the prevention of still-births and premature births.

Detailed national reports were drawn up on these enquiries and will be published. A general report is now being prepared by the Health Section.

Denmark and Spain are proposing to undertake, in co-operation with the Health Organisation, an enquiry organised on the same principles.

2. *Similar enquiries* were instituted in certain countries of Latin America : The Argentine, Brazil, Chile, Uruguay. They were concluded in 1929.

In some respects these enquiries were more complete than those undertaken in Europe, especially as regards the confirmation of clinical diagnoses by post-mortem examinations, and serological tests for discovering cases of syphilis. These enquiries will therefore usefully supplement the experiments carried out in Europe, by revealing the importance of certain causes of infant mortality which the European enquiry failed to make clear.

The second volume of the Health Section's general report on infant mortality will deal with the investigations carried out in the four Latin-American countries mentioned above.

It is hoped later on to undertake enquiries of the same kind in Bolivia, Paraguay, Peru, Colombia and Ecuador.

3. *Application of specific methods of immunisation against scarlet fever and diphtheria.* — In October 1928, the Health Committee asked certain experts to investigate the results obtained in certain European and American countries from the application of methods of specific immunisation against scarlet fever and diphtheria.

Professor Debré, of Paris, was requested to make the report on scarlet fever, and Professor Goster, of Leyden, the report on diphtheria.

These two experts made a tour in Europe, recording their impressions in preliminary memoranda. Among the many important facts brought to light by the enquiry, the most striking is the urgent and universally recognised need of technical discussion and exchange of material between the various investigators and hospital doctors in the different countries visited.

Accordingly, a consultation was held in Paris from July 4th to 6th, 1929, between experts of different countries. These experts had been invited to prepare a programme of future research. It was decided to adopt a system of comparative experiments in selected districts where conditions are comparable, and where the same material, method and system of estimating results are employed.

Experiments concerning immunisation against diphtheria will be carried out in Czechoslovakia, Denmark, England, France, Germany, Hungary, the Netherlands, Poland, Roumania and Yugoslavia.

Similar experiments in connection with scarlet fever will be carried out in all these countries, except Denmark and England.

These experiments will be extremely useful, since they will help to show the value of immunisation against these diseases, which are among the important causes of infant mortality.

C.P.E.245.

ANNEX 5.

PRELIMINARY REPORT BY THE INTERNATIONAL EDUCATIONAL
CINEMATOGRAPHIC INSTITUTE (ROME) ON THE PRESENT
POSITION OF THE CINEMA CONSIDERED FROM THE
STANDPOINT OF ITS RECREATIONAL, INSTRUCTIVE AND
EDUCATIONAL VALUE FOR CHILDREN

Submitted to the Committee on April 10th, 1930.

[Translation.]

The question of producing films for children is closely bound up with that of establishing special cinemas for certain kinds of films.

It must therefore be considered under a twofold aspect :

1. Is it possible to produce films suited to the peculiar requirements of child psychology and suitable for presentation at public cinemas, so that at certain

performances young people may see films appropriate to their age and mentality? This system, however, has drawbacks, owing to the difficulty of giving separate shows and dividing up the audience into two categories: adults and children, respectively.

2. Is it possible to have cinemas where only special films would be shown, intended for a particular section of the public?

In either case, the various methods and possibilities of production would have to be studied, always bearing in mind that, apart from the actual subject of the film, the method of presentation must depend on how the room is arranged, etc.

Two points have to be considered, namely, child psychology from the standpoint of the theme, and the character of the audience, or rather the proportion of attendances by children.

Statistics show that in America, on any day of the week and at any hour of the day, children and young people sometimes constitute as much as 90 per cent of the audience. The percentage is not as high in Europe, but here, again, the greater part of the audience consists of children and young people rather than adults, the proportion being about two to one. An enquiry into the matter would be most instructive, especially:

- (1) If it could be made in a large number of countries;
- (2) If separate statistics could be established for urban and rural cinemas.

The enquiry should also cover the various types of films. It would be bound to encounter practical difficulties, and close co-operation with cinema producers and child welfare organisations and services would be essential.

The usual cinema programme includes, apart from the news of the day, which is really supplementary, the following items:

- (1) A drama, representing scenes out of real life, based on fact or the outcome of the author's imagination;
- (2) Historical, political, or religious subjects in dramatic form;
- (3) Historical, political or religious subjects in non-dramatic form;
- (4) Journeys, adventures or police cases in dramatic form;
- (5) Journeys or adventures in non-dramatic form.

These are the types generally shown. Films of the second, third and fifth kinds cannot be said to have a pernicious effect on children's minds, since the purely religious or political features are always, or practically always, scrutinised by the official or unofficial cinema censorship. The other kinds, however, are apt to contain dangerous passages, and with a few exceptions should be prohibited for children.

From an enquiry, the findings of which were published in the *Revue internationale de l'Enfance* for October 1929, children do not seem to care so much for the special films produced for them, which are generally based on a purely hypothetical and erroneous idea of their intellectual capacity and mentality.

They prefer adventures (journeys, exploration, deeds of daring), films which depict life as full of effort, novelty and danger, and form a valuable adjunct in character training.

The investigators found to their amazement that children generally prefer adult cinemas, but there is no reason why they should have been so surprised: a film suited to children can only be produced by a psychologist, an artist and a producer working together. The psychologist should find out the child's real (not theoretical) tastes, which vary according to country, age, social environment and habits. The artist will realise that no audience has a keener sense of beauty than an audience of children and will harmonise the ideas of the psychologist, while the third will add his technical knowledge to the ideas of the other two.

All this, however, leads to no definite solution of what is meant by "recreational films" suited to children and calculated to amuse them, while supplying the intellectual stimulus and moral incentive that they require. Some attempt must therefore be made to arrive at a specific definition for each particular case.

Worn-out conceptions of life cannot be held to fulfil the required conditions ; with certain reservations, children's films should show life as it is, and the disparity in type between juvenile and adult films should not be so marked that the child immediately perceives the difference between what is intended for juvenile and adult consumption.

The Institute has gone thoroughly into the experiments actually carried out or instituted in a number of countries (Great Britain, France, Germany, Spain, United States of America, Italy, etc.) ; the results were quite simple and, it must be admitted, not encouraging. Special children's films, whether shown at special cinemas or at the ordinary public cinemas, at the usual hours or at special hours, proved a complete failure ; the attendance was small and the audience did not show the slightest interest.

The principal reasons for this are as follows :

1. Once the educational factor looms too large, the children become bored. The cinema is still regarded as a place of recreation and amusement, sometimes offering highly dramatic entertainment. A child that is used to ordinary cinema shows will have nothing to do with special children's performances.

2. One half of the audience consists of children under the charge of adults, but unfortunately parental responsibility has not yet wakened up to the meaning of the cinema and its possible dangers, and parents and adults in general do not care about those children's films and will not take children to the special cinemas.

One vital necessity emerges from these enquiries : there must be a gradual raising of the standard of cinema performances, so that there shall ultimately be no need to worry about their perversive effect, and films suitable for children and young people must be produced and shown more frequently than now.

The following, however, may already be regarded as satisfactory from this standpoint :

(a) Films representing artistically historical, political or religious events, whether dramatised or not, adapted to the tastes and intelligence of children and young people.

(b) Adventures and journeys, and, generally speaking, individual or collective examples of courage or patriotism, as typifying social ideals.

(c) Informative films depicting episodes and scenes of real life.

(d) Films of plays fit for children to see and fit for children to act in, if the part is really a suitable one. In such cases the child will himself become a "moral factor" in the film, and the scenario calls for very careful treatment if it is to include child actors ; the film will probably attract adults as well as children—as has happened in the past in the case of the films, magnificently produced, with a child in the chief parts, which proved such huge successes—showing that there is a real demand for wholesome films interpreted by children.

(e) There is lastly the classical type, based on stories and fables, which require to be adapted to suit modern tastes. Purely fantastic films, animated figures and drawings may be amusing for a time but they soon become wearisome and unsatisfactory, as children detect the contrast between life as they know it and life as it appears on the screen.

Dreams can be made realistic, provided that the contrast with real life is not too glaring. Imagination and fancy, if not too remote from reality, offer magnificent possibilities.

These, then, are the types of films, of varying recreational value but all suited to children and young people, that are wanted for youthful audiences ; on the other hand, films unsuited to children's tastes and mentality may have a perversive influence or, at all events, show life in its less desirable aspects.

In addition to this problem—the type of film best suited to children—the following two questions call for consideration :

- (a) What can be done to encourage the production of such films ?
- (b) What can be done to promote their exchange and presentation ?

The first question is one for the producer. These special films, as already stated, call for co-operation between the psychologist, the artist and the producer ; the first two submit their analytical and intellectual contribution, but the real work, the production proper, is a

business matter and the man who finances the scheme must be the one to estimate the chances of success.

What the cinema industry is now producing for children is poor in quality and insignificant in quantity—for the simple reason that the producer will always prefer to work on less specialised and more remunerative lines.

There thus exists a very close connection between the two problems : improved standards and choice in production and increased production. The various educational organs, associations and institutions and child welfare associations, acting in conjunction with artistic and intellectual circles, might lend their support to the cinema industry, encourage the production of scenarios and come to the help of authors and producers with suggestions and practical assistance, in the interests of their common objective.

It might be well, for this purpose, to set up bodies which would centralise the work and, acting on suggestions from the Rome Institute, supervise and co-ordinate the different experiments made in the cinema industry.

Production would be stimulated if there could be some system of fiscal exemption for films held to be suited to juvenile audiences. The Rome Institute has already submitted to the League of Nations a draft convention for consideration by all the Member States, according fiscal exemption in the case of educational films.

Recreational films for children, whether in dramatic or other form, are undoubtedly of the highest educational value. All those who have anything to do with children, professionally or otherwise, and are interested in their upbringing and education, are unanimous in their view that amusement and recreation must be regarded as coming as a part of education.

One other factor might persuade producers to increase their output, namely, an assured market, on the strength of Government support and the backing of the various bodies concerned—whether the solution be in the form of special theatres for children or of special regulations for showing juvenile films at ordinary cinemas (special hours, special performances, special conditions prohibiting or restricting admittance). It would of course be possible for the Government or any of the various Government or independent child welfare bodies to form film libraries, on co-operative or other lines, which would have supervisory powers and be responsible for financial arrangements with producers ; these libraries could guarantee orders or contracts for production and thus do an immense amount to increase output.

Producers could even find a further market for their goods, since recreational films, of an instructive and dramatic type, could very well be shown in schools at the usual scholars' performances.

Educational films, it is agreed, require to be supplemented by others of a more recreational character. Once producers realise that, apart from their regular output, there are vast economic possibilities in the proposed institution of film libraries and the inclusion of films in school performances, this will give them a fresh impetus. Closely bound up with this point is the problem of distribution, for which the solution would appear to be, film libraries and centres to collect and catalogue the best films ; they would come under the Departments of Education or Child Welfare, and would supply films to anyone, even to individuals, desirous of availing themselves of these particular intellectual and educational facilities.

Distribution could be carried on on national lines through the specialist associations and bodies, and international associations or bodies might also assist and take a leading part in the movement. A particular film would not of course be understood equally well all over the world, and the degree of appreciation must vary with intellectual and national standards and according to the " atmosphere ", which differs between one country and another and often between one district and another.

Certain spiritual and intellectual factors, however, are common to all countries alike, and never change : this applies particularly to everything that concerns children, and with minor variations, young people the world over have the same way of thinking and living and the same conception of existence.

An international organ or series of organs linked up with one another might arrange for a very useful system of exchanges between the different countries and child welfare organisations.

The work might be entrusted to the Child Welfare Committee, acting in conjunction and in agreement with the Rome Institute.

STATUS OF ILLEGITIMATE CHILDREN : COMMUNICATIONS FROM GOVERNMENTS

Submitted to the Committee on April 12th, 1930.

At its fifth session, the Committee on Child Welfare unanimously adopted the following resolution, which was afterwards approved by the Council in June 1929 :

“ The Child Welfare Committee thanks the Governments for replying so readily to the questionnaire on the position of the illegitimate child, and hopes that they will continue to send information as to any changes in their laws.

“ The Committee considers, from an examination of the replies received, that more effective protection should be ensured to illegitimate children, and to this end decides to keep the question on its agenda, and it also urges that for the future, in all questions of protection and assistance, the illegitimate child should be as well treated as the legitimate child, due respect being paid to the rights of the family.”

The Secretary-General circulated this resolution to the Governments, and replies were received during 1929 from the following countries : Belgium, Bulgaria, Colombia, Costa Rica, Egypt, Estonia, British colonies, possessions and mandated territories (Iraq, Grenada, Leeward Islands, Nigeria, Southern Rhodesia, Newfoundland), Haiti, India, Latvia, Lithuania, Luxemburg, Panama, Peru, Roumania, South Africa, Switzerland, Turkey, Uruguay, Yugoslavia.

Of these countries, Panama merely acknowledged receipt of the letter ; Estonia, India, Luxemburg, Peru and South Africa promised to keep the Secretariat informed of any changes that might take place in their laws ; Belgium, Haiti and Uruguay have taken note of the wishes formulated by the Committee.

Egypt and *Yugoslavia*, *Iraq*, *Southern Rhodesia* and *Newfoundland* have sent the text of their respective laws in answer to the questionnaire sent to the Governments in 1927. These texts are given in the Appendix.

In a letter dated October 7th, 1929, *Bulgaria* expressed her entire agreement with the opinion of the Committee on the treatment of illegitimate children, and stated that the appropriate commission under the Ministry of Justice was studying the modifications which should be made in Bulgarian law to assure more effective protection of the illegitimate child.

Colombia states that in 1930 a Bill for the reform of the laws Nos. 57 and 153, of 1887, relating to the status of the illegitimate child will be submitted to the Chambers and that the observations of the Child Welfare Committee will then be taken into account.

The reply from *Costa Rica* says that Professor Louis-Philippe Gonzalez, ex-Secretary of Education, has submitted to Congress a Child Welfare Bill which is now under consideration.

During 1929, *Grenada*, the *Leeward Islands* and *Nigeria* introduced laws relating to the legitimation of illegitimate children. These laws have been drawn up in conformity with the British Legitimacy Act of 1926.

In *Latvia*, the laws governing the status of illegitimate children have been somewhat modified by amendments adopted by the Saeima, and published on June 2nd, 1928 (see Appendix).

In *Lithuania*, the competent authorities, recognising the insufficiency of the protection afforded to illegitimate children, intend to make a change in their legal status on the lines indicated by the Child Welfare Committee. At present the trend is towards suppressing legal restrictions on illegitimate children and assuring them protection and help similar to that enjoyed by legitimate children.

In *Roumania*, M. Grégoire Junian, Minister of Justice, introduced a Bill in July 1929 dealing with illegitimacy and annulling previous legislation, viz., Nos. 307 and 308 of the Roumanian Civil Code, Nos. 132, 133 and 135 of the Russian Civil Code (which is in force in Bessarabia) and Nos. 163, 171 and 754 of the Austrian Civil Code (which is in force in the provinces of Transylvania, the Banat and Bukovina). This Bill, which has not yet become law, gives the illegitimate child the same rights as the legitimate child, on the lines of the most recent legislation in western countries (see Appendix for a brief synopsis of this Bill).

In *Switzerland*, illegitimacy has been governed since 1912 by the terms of Articles 302-327 and 461 of the Civil Code. In 1926, the Federal Chambers considered a proposal for a revision of this part of Swiss law. This question is at present being considered and no forecast of results can be made.

Turkey stated on December 10th, 1929, that no change has been made in Turkish law affecting the situation of illegitimate children.

Appendix.

REPLIES FROM GOVERNMENTS.

EGYPT.

(Answers to Questionnaire C.L.79.1927.IV.)

[Translation.]

February 19th, 1930.

I. In regard to the mother, an illegitimate child has all the rights of a legitimate child. In regard to the father, an illegitimate child has not rights and no obligations; the only connection between them is the existence of the obstacle invalidating marriage.

II. Action to establish paternity is allowed on condition that the filiation of the child is unknown and provided that the position of the plaintiff is such that a child like the plaintiff could be the son of a father like the defendant. No other condition is required if the action to establish paternity is brought during the lifetime of the person alleged to be the father. Should the latter be dead, it is essential, over and above the foregoing conditions, that the action should be connected with a claim of a material nature.

III. The legitimisation of an illegitimate child is effected either by a decision of the Court recognising filiation and paternity given in an action brought under the conditions aforesaid (see question No. 2), or by the father's admission, provided that the filiation of the child is unknown, that the circumstances are such that he might be the son of a father such as the person making the declaration, and that, when acknowledging the child, the father does not declare that the child was born of an adulterous connection.

IV. As regards maintenance, illegitimate children have no rights in relation to the father, but they have all the rights of legitimate children in regard to the mother.

V. In regard to the rights of inheritance, illegitimate children have no claim on the father's estate, but have the same rights as legitimate children to the mother's estate.

VI. The Egyptian system of guardianship applies to all minors owning property, whether they are legitimate or not.

VII. Apart from "Asylums for Foundlings" who are illegitimate children, no other means are provided, either by the laws or by institutions, for ensuring the protection of illegitimate children as such.

BRITISH COLONIES, POSSESSIONS AND MANDATED TERRITORIES.

Iraq.

(Answers to Questionnaire C.L.79.1927.IV.)

November 2nd, 1929.

As between the father and the child, Islamic Law, which applies in the case of the large bulk of the population, does not recognise the status of illegitimacy in the sense in which that word is used in the questionnaire presented by the Secretary-General of the League of Nations. Although the child may benefit by being acknowledged by the father, or by decision of the Court, such acknowledgment or decision operates to establish legitimacy of birth and in the case of action before the Court a declaration of legitimacy of birth must be claimed by the plaintiff. In consequence, as between the father and the child, either the ordinary law of parent and child applies or the child has no rights whatever. There is no middle course whereby limited rights can be claimed, either by mother or child, based on the mere fact of paternity.

Having regard to the general principle stated above, the answers to the Secretary-General's questions are as follows:

1. As between mother and child the ordinary law of parent and child applies regardless of whether the child was legitimately born or not.

As between father and child, the child which is not acknowledged or proved to be legitimate has no rights whatever.

2. Neither mother or child can found any claim on the mere fact of paternity.

The child can bring an action in the Moslem religious court, but must base his action on the legitimacy of his birth. The Moslem courts are prone to accept very meagre proof of marriage, perhaps not more than actually establishes the mere fact of paternity and, seeing that polygamy is permissible and divorce easy, a declaration of marriage, lightly given, is not a matter of much importance as between husband and wife.

The mother has no right to bring the action to prove the child's legitimacy.

3. There is, in law, no true legitimisation of an illegitimate child in the sense intended by the question, because all questions of legitimisation refer back to birth.

The marriage of the parents subsequent to the child's birth does not affect its status.

4-5. See answer to question 1 as to the application of the ordinary law of parent and child.

6. Guardianship is regulated by the ordinary law of parent and child and the law respecting orphans.

7. The various private institutions which care for orphans pay no attention to legitimacy or illegitimacy of birth.

In the case of the non-Moslem minorities, suits regarding the status of children are brought in the civil courts and from thence passed to a jurist of the religious community concerned, for his opinion. The law as to the obligations of the father towards the child and the manner and effect of acknowledgment differs in the various communities but, as a general rule, as between mother and child, there exist the full rights and obligations.

Southern Rhodesia.

(Answers to Questionnaire C.L.79.1927.IV.)

December 7th, 1929.

1. The mother's rights and obligations are the same as they are in the case of legitimate children. The father has no rights in respect of his illegitimate children but he is under legal obligation to contribute wholly or in part towards their maintenance.

2. Yes. Action is brought by the mother before the High Court.

3. The only practical way in which illegitimate children can be legitimated is by the subsequent marriage of the parents, for although the law provides for legitimisation by Act of Parliament there is no instance of this having been done.

4. Their rights in this respect are the same as those of legitimate children.

5. Illegitimate children stand in the same position with respect to their mother and her relatives as do her legitimate children. But as regards their father they have no rights of succession *ab intestata*. They may, however, inherit under his will.

6. No, not *quâ* illegimates. Magistrates are *ex-officio* guardians of all deserted and destitute children.

7. The Children's Protection and Adoption Act, 1929, a copy of which is enclosed,¹ provides for the welfare, not only of legitimate, but also of illegitimate children.

Newfoundland.

(Answers to Questionnaire C.L.79.1927.IV.)

January 23rd, 1930.

1.A. (a) The mother is by Section 4 of Chapter 72, C.S. 1916, under obligation to support and maintain the child, provided she has the ability to labour, or any means of supporting it; and, in default, may be sentenced to imprisonment for not exceeding six months.

(b) The obligation of the father, after the child has been affiliated upon him, is to give security by bond to the Stipendiary Commissioner of the Poor for the support and maintenance of the child until it shall have arrived at the age of ten years or shall die or be satisfactorily provided for. In practice, in the case of people with small means, a bond is usually taken for \$300.00 in St. John's and \$250.00 in districts outside St. John's.

2.A. Such action is allowed and may be taken before any Justice of the Peace in accordance with the provisions of Chapter 72, C.S. 1916. It will be noted that Section 2 of this chapter imports the procedure under Chapter 71. Chapter 72 explains how this action is undertaken.

3.A. Illegitimate children cannot be legitimated.

4.A. The answer to this has been given under 1.

5.A. They have none unless given by will.

6.A. Any illegitimate child who is a pauper is maintained by the Commissioner of Public Charities through his local officers in the same manner as any other pauper. The Department of Public Charities is a sub-department under the Colonial Secretary, who is the Minister.

¹ This copy has been filed in the archives of the Secretariat of the League of Nations.

7.A. There are none beyond the Department of Public Charities, except in so far as private orphanages belonging to ecclesiastical bodies but assisted by the Government, may, in a limited number of cases, admit such children.

LATVIA.

New Legislation¹ of June 2nd, 1928.

.....
Article 152.—The father of an illegitimate child is obliged :

- (1) To provide for the needs of the mother of the child for four weeks before and six weeks after her confinement ;
- (2) To bear the necessary expenditure occasioned by her pregnancy and confinement.

Article 153.—The mother can claim the right mentioned in Article 152, even if her child is still-born.

Article 154.—Cancelled June 2nd, 1928 (Code 122).

Article 155.—The right mentioned in Article 152 lapses after one year from the birth of the child.

Article 156.—Cancelled June 2nd, 1928 (Code 122).

Article 157.—If the mother dies before having brought an action, her heirs may not claim the rights mentioned in Article 152, but they may proceed with an action which has already been brought.

.....
Article 166.—Illegitimate children take the family name of their mother, and the latter exercises the parental power over the child.

Illegitimate children have the rights and duties of legitimate children with regard to their mother and her family.

If the mother is unknown, the illegitimate child receives its christian name and surname from the person or authority who has taken charge of it, or, in the absence of such person or authority, from the police.

Provision for the maintenance and upbringing of an illegitimate child until it reaches an age when it can provide for itself, and in any case until it has completed its fourteenth year, must be made in the first instance by the father, the mother being required to participate in this duty according to her financial position.

No actions brought in connection with the maintenance of an illegitimate child may be settled by a compromise without the authority of the special court dealing with guardianship, or a similar authority.

If periodical payments for the maintenance of the child have been ordered by the Court, such payments may, by friendly agreement between the parties and with the consent of the guardianship authorities, be replaced by a lump sum payment fixed by common consent.

.....
Article 169.—The father of an illegitimate child who makes provision for it has the right to supervise its maintenance and upbringing. Disputes arising in such cases shall be decided by the guardianship court.

Maintenance includes necessary provision for the mother of the child, in cases where the care of the child makes it impossible for her to earn her living.

ROUMANIA.

Summary of Bill on the Status of the Illegitimate Child.

July 1929.

.....
Article 10.—This article provides that, on reaching the age of 21, an illegitimate child may bring an action to establish paternity. Before he attains this age, action in support of his rights may be taken by his mother, even though she be a minor, and by his legal guardian.

.....
Article 16. — Paternity will be taken as proved if the evidence shows that the father cohabited with the mother of the child between the 300th and the 180th day before the birth of the child.

.....
Article 19.—Paternity thus proved gives a right to :

- (1) An allowance for pregnancy and confinement expenses, and,
- (2) All other expenses entailed by maternity.

Article 20.—Fixing by juridical means of the maintenance allowance for a child up to the age of 18 years completed, etc.

¹ The former legislation can be consulted in the Secretariat.

YUGOSLAVIA.

(Reply to Questionnaire C.L.79.1927.IV.)¹

December 21st, 1929.

In our country the law regarding the legal status of natural children is not yet unified and different provisions are applied in the different judicial areas. No draft laws for the unification of these questions have yet been prepared.

I. *Serbia (Districts of the Belgrade and Skoplie Courts of Appeal).*

A. The Civil Code of the Kingdom of Serbia contains the following provisions on this subject :

Article 112.—Children are either legitimate, natural or adoptive, and it is on this classification that is based their legal relationship to their parents and the persons in whose charge they are placed.

Article 128.—A natural or illegitimate child is one who has been conceived by and born of an unmarried mother. A child who was born in wedlock but before or after the term of 300 or 180 days specified in the law (Article 113) is also regarded as such, with the exception, however, of cases of premature birth, cases in which the child is acknowledged by the father, and cases in which the father does not repudiate the child before the court within a period of three months.

Ad 1, *Article 129.*—The mother must maintain a natural or illegitimate child in the same way as a legitimate child, care for its life and health, give it a good education and guide it in the path of faith, law and happiness. (In virtue of Decree No. 1088, of November 24th, 1854, the communes are responsible for the care of natural children whose parents are unknown.)

Ad 2, *Article 130.*—Affiliation proceedings and the production of proofs of paternity are prohibited, except in the case of abduction (Articles 188 and 189 of the Penal Code) or rape (Article 191 of the same code), and if the moment of conception coincides with the moment of abduction or rape, and then only on the complaint of those concerned.

Similarly a natural child cannot be entered in the church registers in another name than that of the mother, unless any man acknowledges himself to be the child's father and consents to have the latter entered in his name in the church registers.

Ad 4, *Article 131.*—In addition to the mother and after the mother, the father is obliged to maintain a natural child. After them this obligation falls upon the house and family in which the child was born.

Ad 5, *Article 132.*—If unmarried parents are simultaneously in charge of the child, they assume the same rights and obligations towards a natural child as towards a legitimate child. Otherwise the person having charge of the child enjoys priority over the parent as regards all rights in regard to the child.

Ad 3, *Article 134.*—Natural children may be legitimised and assimilated to legitimate children: (1) When the obstacles to marriage which were indicated in the previous chapter as capable of disappearing have been removed and the marriage which was previously null has become valid; (2) when the parents of such child have subsequently married; (3) when, at the request of the parents, the higher authority has granted such child, without prejudice to any third person, the legal status of a legitimate child.

Ad 1, *Article 135.*—Only when a natural child is declared legitimate and issued of marriage in accordance with the forms prescribed by law does the father obtain parental authority over him. Otherwise this authority is exercised by the mother or the person who has maintained the child and educated him, or the person who represents him (person in charge of him or his representative), and the father cannot assume this authority against the mother's will.

Ad 5, *Article 409.*—Children born out of wedlock only obtain the right of inheritance on equality with the other legitimate heirs when they have been legitimised by a subsequent legitimate marriage.

Otherwise natural children, being illegitimate, cannot have the legitimate right to inherit either from the father or the mother unless the father or mother has expressed an explicit wish to this effect.

Ad 1, *Article 411.*—After the death of a natural and unlegitimised child leaving no legitimate issue, his property is inherited not by the parent but by the person in charge of him. The father and mother can inherit from him, but only as persons having charge of him.

¹ It is only the legislative systems in the Old Kingdom of Serbia and in Montenegro which have been quoted here. In Dalmatia and Slovenia the former Austrian code is still in force. In Croatia and Slavonia the same code is applied with the exception of the 1914 amendment. In the Banat the ancient unwritten law of Hungary is in force. Lastly, in Bosnia-Herzegovina family law varies according to the religion of the parties concerned.

B. The rules of procedure in non-contentious jurisdiction dealing with this subject are as follows :

Ad 3 and 6, *Article 143*.—Parents may legitimise their natural child by the means indicated in Article 134, paragraph 3, of the Civil Code and Article 94 of the Law on Guardianship. (Article 94 of the Law on Guardianship oblige the guardianship judge to consult the relatives by blood or marriage of the ward in certain cases, if they reside in the country, and the ward himself if he lives in Serbia and is over seventeen years of age.)

Ad 6, *Article 144*.—The application is made to the competent judge as in the case of adoption, and the latter forwards it with his opinion to the Minister of Justice, who submits it with his opinion, if there is no objection, to the decision of the Sovereign.

Ad 6, *Article 145*.—The decision of the Sovereign enters into force as from the date on which it is pronounced. The judge shall announce this decision of the Sovereign's to the parties concerned and shall order its insertion in the birth register.

C. The Code of Guardianship lays down in Article 11 that minors must be placed under guardianship if they are not under parental authority, or when the latter cannot for legitimate reasons be exercised over them. In virtue of Article 11 of this code, the placing of natural children under guardianship is ordered by the judge of the district to which the child's mother would belong.

Article 21 of the same code lays down that unmarried parents cannot be guardians or sub-guardians of their own children.

II. Montenegro (*District of the Chief Court of Podgoritsa*).

The Montenegrin Law dated March 30th, 1894, has not been quoted here owing to its length, but it may be consulted at the Secretariat.

The principles laid down in this legislation with regard to the illegitimate child are as follows :

1. Paternal power is invested in that parent who maintains the child and provides for its education. If this duty is shared by the two parents, paternal power is invested in both of them. The illegitimate child may not bear the surname of the father or mother, but shall take a name derived from the christian name of its mother (*Marie : Maritch*, etc.).

2. If the father does not support the mother and child, an inquiry to establish the identity of the father shall be authorised. The application must be made during the first year subsequent to the child's birth. The mother must indicate the name of the father, otherwise she may forfeit all right to assistance. Nevertheless, a simple declaration on the part of the mother is insufficient by itself and evidence is required as to the relations between the father and mother from the tenth to the seventh month before birth. Such evidence may be furnished (*a*) by the avowal of the father ; (*b*) by the statement of a reliable witness, or (*c*) by written proof of an evidential character. In cases of doubtful paternity, liability for maintenance shall be shared by all those who may have been the father of the child.

3. Legitimation is effected *ipso jure* by subsequent marriage and may also be effected, as an exceptional measure, by written authorisation from the supreme authority, provided that one of the parties to the marriage is dead or has emigrated.

4. The father is required to provide for the maintenance of the mother until the fortieth day after confinement ; he also pays for the maintenance of the child, but his contributions need not exceed 72 florins per annum. If the family of the father give their consent, the child may be brought up and educated in their house. If the mother has means of subsistence, she also is required to contribute to the maintenance of the child. In cases of dispute the mother has the first right to take charge of the child.

Under normal circumstances the parents are liable for the maintenance of the child until it is twelve years of age. If the child is an invalid this liability is extended, but the parents may obtain a grant from the existing fund for illegitimate children. Should the welfare of the child make it necessary, the mother may be required to suckle it during the first year of its life.

An agreement dealing with the maintenance of the child may be concluded by the parents in court, the first consideration being, in all such cases, the welfare of the child.

5. No law has been promulgated concerning the right of succession of illegitimate children.

6. The illegitimate child is under the guardianship of its mother.

7. Illegitimate children are subject to supervision by the district authorities. There is a fund to provide for the needs of illegitimate children.

ANNEX 7.

RULES OF PROCEDURE
REVISED AND ADOPTED BY THE COMMITTEE.

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 provisional agenda for each session shall be prepared by the Secretariat and forwarded to the members and assessors of the Committee. Any items proposed in writing to the Secretariat two months before a meeting by a member of the Committee or by an assessor shall be placed provisionally on the agenda.

Members who propose a question to be placed on the agenda must at the same time supply information in support of their proposals.

Article 6.

The agenda and, so far as possible, all documents relating to it shall be circulated to members and assessors of the Committee at least one month in advance of the session of the Committee.

Documents submitted to the Committee for examination should be sent in to the Secretariat two months before the meeting.

Nevertheless, urgent questions may, with the approval of the majority of the members, be added to the agenda during or shortly before the session.

Article 7.

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 8.

A majority of the members of the Committee shall constitute a quorum. 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 the votes being equal, his vote shall decide the voting.¹

¹ The Council, at its meeting of May 13th, 1930, modified the last sentence of Article 8, which now reads as follows:
"In the case of the votes being equal, the motion will be regarded as lost, except in questions of procedure, where the Chairman shall have a casting vote."

ANNEX 8.

REPORT OF THE COMMITTEE ON THE WORK OF THE
SIXTH SESSION (April 9th-16th, 1930).

The sixth session of the Child Welfare Committee was presided over by M. Ito, delegate of Japan, the Vice-President being H.E. Dr. Chodzko, delegate of Poland.

The Chairman informed the Committee that Miss Grace Abbott, delegate of the United States, and Dr. Paulina Luisi, delegate of Uruguay, who were not present at the session, had sent no substitutes. H.E. Marquis Paulucci di Calboli, delegate of Italy, was replaced by Professor Ugo Conti and H.E. Dr. Chodzko replaced Senator Posner, who had resigned.

Of the assessors, Miss Rathbone, representing the International Women's Organisations, had resigned, her place being taken by Mlle. Gourd.

Mention should be made of the absence of Miss Lathrop, representative of the American National Conference of Social Service, Miss Whitton, representative of the Social Service Council of Canada and the Canadian Council of Child Welfare, and H.E. M. Jorge Valdés-Mendeville, representative of the Pan-American Child Welfare Council. Mme. Thibaudeau followed the proceedings on behalf of Miss Whitton.

The International Committee on Intellectual Co-operation had stated that it did not regard any of the questions on the agenda as calling for the presence of a delegate.

I. ADOPTION OF THE AGENDA.

The Committee adopted without comment the agenda as drawn up by the Agenda Subcommittee at its meeting on April 8th.

The Committee noted that its studies relating to the enforcement of maintenance orders, assistance to foreign minors and the protection of illegitimate children could not usefully be continued unless it were authorised to extend its studies so as to include certain questions relating to parents, since children generally live with their family and it is impossible to deal with the child without taking into account the other members of the family on whom he is dependent. The Committee intends to examine this question when the opportune moment arrives.

II. REPORTS.

(a) *Secretary's Report.*

The Secretary read her report on the progress of the work, which was adopted unanimously.

The Chairman, on the Committee's behalf, congratulated H.E. Count Carton de Wiart on his appointment to the Governing Body of the International Educational Cinematographic Institute.

(b) *Report of the Liaison Officer with the International Labour Office.*

The representative of the International Labour Office summarised his report. In compliance with the wish expressed last year by the Child Welfare Committee, a pamphlet containing the text of the labour Conventions and recommendations was distributed as an annex to the report, together with a table showing the position with regard to ratifications. Seven of the Conventions were directly concerned with child welfare.

The aspect of the International Labour Office's work which was of most concern to the Committee was the fixing of a minimum age for the employment of children. Three Conventions had already been concluded restricting their admission to employment in industry, in agriculture and at sea. The Governing Body had decided to place on the agenda of the International Labour Conference of 1931 a serious question, not covered by the existing Conventions—the minimum age for employment in non-industrial forms of work, such as commerce, street-trading, stage performances, film work, etc.

In its investigations into the question of forced labour, the International Labour Office had specially borne in mind the necessity of preventing the imposition of forced labour on children, whether directly or indirectly.

The French, Belgian and German delegates informed the Committee of the development of the family allowance system in their respective countries.

Various questions were then put to the Liaison Officer with the International Labour Office regarding the extent and nature of the forced labour imposed on minors, the conditions of work for children in mandated territories in the Near East, and as to whether the minimum age of employment coincided with the school leaving age. This latter question was of particular interest, because in certain cases ratification of the existing Conventions had been impossible owing to the fact that the two ages did not coincide.

(c) *Report of the Liaison Officer with the Health Organisation of the League.*

The Liaison Officer with the Health Organisation of the League commented upon the report he had drawn up to keep the Child Welfare Committee informed of those aspects of the Health Organisation's work which might be of special interest to it.

The work in question dealt with the immediate and more remote consequences of anti-tuberculosis vaccination by BCG (Calmette-Guérin bacillus), maternity work and child welfare work from birth to school age, enquiries into the prevalence and character of smallpox which had been undertaken in various European countries, as also enquiries into post-vaccinal encephalitis and, lastly, research into methods of immunisation against diphtheria and scarlet fever.

He announced that the report on the causes of infant mortality would be published shortly.

The representative of the Health Organisation concluded his statement by observing that his duties were twofold and that, having informed the Child Welfare Committee of the Health Organisation's work, he was now ready to refer to the Health Committee the suggestions of the Child Welfare Committee.

During the discussion which followed, Dr. Humbert referred to the declaration made by a number of professors that inoculation BCG lowered not only mortality from tuberculosis but infant mortality in general.

He hoped, therefore, at a later session to be able to give the Committee an account of the studies now being made of this question in different countries.

The Danish delegate said she quite understood that cases of post-vaccinal encephalitis, though very few in number, had given rise to anxiety, but she did not think that was any reason for discontinuing vaccination against smallpox.

M. Polligkeit wished to know whether the Committee of Expert Hygienists of Infant Welfare had made an enquiry into the mortality among illegitimate children.

Lastly, Dame Katharine Furse asked the Child Welfare Committee to request the Liaison Officer with the Health Organisation to propose to the Health Committee that it should undertake the study of problems of mental hygiene.

The Liaison Officer with the Health Organisation said that he would convey the wish expressed by Dame Katharine Furse to the Health Committee, and supplemented his previous statements by replying to the questions that had been raised during the discussion on his report.

(d) *Report of the Delegate of the International Women's Organisations.*

The Chairman, observing that the report submitted by Mlle. Gourd contained information relating to various items on the agenda of the session, suggested that the views of these organisations should be put forward as and when the relevant questions came up for discussion.

Mlle. Gourd accepted this suggestion.

III. DRAFT CONVENTIONS.

(a) *Preliminary Draft Convention on the Return of Children and Young People to their Homes.*

The British delegate, summing up the observations on the preliminary draft Convention, noted that several Governments were in favour of the conclusion of agreements of this kind, although others declared that the matter to which the preliminary draft referred was not of great importance to them. He accordingly proposed that the Committee should ask the Council to forward the preliminary draft Convention to all Governments with the suggestion that it might be used as a model for bilateral or multilateral agreements.

The Chairman pointed out that there were two ways in which the Committee could dispose of this question: one was to accept the British delegate's proposal, in which case the League would have no control over any agreements that might be concluded.

The second method, for which precedents existed, would be to ask the Council to convene a Conference for the conclusion of regional agreements; in that case, the question would not be relinquished by the League, which would retain the right to summon the Conference.

After a discussion, in which the Belgian, Danish, French, Spanish, Roumanian and German delegates took part, the Committee decided that it would be better to obtain the views of a larger number of Governments before taking a decision, and the following resolution, submitted by the delegates of France and Belgium, was unanimously adopted:

"The Child Welfare Committee has taken note with interest of the replies already sent by twenty-two Governments concerning the preliminary draft Convention on the return of children and young people to their homes.

"Observing that, in their replies, certain Governments express formal approval of the draft but that others see no necessity, as far as they are concerned, for international agreements of this kind;

"And considering that several of the Governments consulted have not yet forwarded their replies;

" The Committee requests the Secretariat to take the necessary steps to obtain these answers and also to see that document C.P.E.240, when brought up to date, is sent to Governments.

" The Committee decides to place this question on the agenda of its next session."

(b) *Preliminary Draft Convention on Assistance for Foreign Minors.*

M. Polligkeit said that, on the whole, the Governments appeared to be in favour of the principles embodied in the draft Convention. The observations made might be classified in four groups :

1. Those made by overseas countries, more especially by immigration countries ;
2. Observations of an economic nature made by countries with a depreciated currency ;
3. Divergencies between laws on public relief ;
4. Observations called forth by the attempt to separate, in the matter of public relief, the problem of minors from that of adults.

M. Polligkeit, in accordance with the opinion expressed by the experts when the preliminary draft Convention was drawn up, repeated that it was not possible to separate the question of relief to minors from relief to adults. He concluded his statement by asking that the Legal Sub-Committee should be requested to examine the observations of the Governments, and that the Committee should devise some means of extending the Legal Sub-Committee's competence so that it might examine the problem of assistance in general.

The British delegate pointed out that the question dealt with in this draft Convention was a very important one, but in his view it was impossible to separate the treatment of minors from that of adults. As the Committee was not competent to consider the problem of assistance as a whole, he proposed that the Child Welfare Committee should request the Council to consult the various Governments as to the desirability of convening an international Conference on this question.

Mlle. Dalmazzo did not think that they should postpone the consideration of the problem of relief to minors on the ground that the whole question might be settled at some future time. They should insist on the principle of assistance to minors, irrespective of nationality, being introduced into the legislation of the various countries without delay.

The Polish delegate stated that his Government accepted in principle the draft Convention, but thought that further study should be given to the various suggestions concerning repayment of costs, delays, kinds of children affected by the Convention, and simultaneous solution of the problem of assistance to adults and to minors.

The delegate of Denmark made a similar statement on behalf of her Government.

The German delegate approved the suggestion to refer the examination of the Governments' replies to the Legal Sub-Committee ; she did not think that the Legal Sub-Committee was competent to deal with questions of assistance in general, but it could quite well consider all matters relating to the protection of foreign children. She added that in Germany the draft had not been regarded as a final solution, since the problem of assistance in general would obviously have to be considered later.

The delegates of France, Belgium and Poland, as well as M. Rollet, approved the proposal to refer the replies to the Legal Sub-Committee, which might re-examine the question in the light of the observations received. The amended draft could then be submitted to the Child Welfare Committee at its next session.

The Italian delegate and the delegate of Roumania stated that in their countries all children, generally speaking, benefited by public assistance irrespective of their nationality.

The British delegate also emphasised the principle of equality of treatment between foreigners and nationals.

After a long discussion, in the course of which the delegate of France pointed out that the introductory note to the preliminary draft Convention met most of the objections put forward by Governments, a draft resolution was submitted by the delegate of Belgium and adopted in the following form :

" The Child Welfare Committee has noted with the deepest interest the replies sent by twenty-three Governments concerning the preliminary draft Convention on Assistance for Foreign Minors.

" Several of these replies contain observations which would justify further examination of the problem, more particularly as regards the connection between assistance for minors and general assistance for indigent foreigners, and the refund of the cost of assistance by the country of which the assisted person is a national.

" The Committee therefore refers to the Legal Sub-Committee the study of the aforesaid Governments' replies, requesting the Sub-Committee, in the light of these replies, to submit for its next session proposals or suggestions with a view to ensuring as favourable and comprehensive a solution as possible of the problem of the assimilation of foreign minors to national minors from the standpoint of assistance and protection."

IV. RECOGNITION AND ENFORCEMENT OF MAINTENANCE ORDERS ABROAD.

The Chairman invited Mlle. Ferrière, the delegate of the Permanent Conference for the Protection of Migrants, to take part in the discussion.

At the opening of the discussion, the British delegate asked the Committee to take note of the report submitted by the Permanent Conference for the Protection of Migrants, or asked that the delegate of that Commission might at any rate give a short summary of it.

Mlle. Ferrière explained that the sole purpose of this report was to explain to the Committee the difficulties encountered in daily practice by private organisations through non-payment of maintenance. The chief difficulties were usually the following :

1. The establishment of the residence of the person responsible for payment ;
2. The lack of uniformity in legislations ;
3. Difference of competence as between courts ;
4. Inadequacy of existing treaties ;
5. Lack of liberality in the practice of legal aid.

Mlle. Ferrière added that these obstacles were very frequently overcome by the persuasive methods of the authorities. She further explained that the document before the Committee was only an extract from a much more detailed report which was intended for the members of the Legal Sub-Committee.

In view of the importance of the opinion of an organisation engaged in purely practical work, the British delegate asked that the report intended for the Legal Sub-Committee should be communicated *in extenso* to all the members of the Child Welfare Committee.

The Belgian delegate congratulated Mlle. Ferrière upon her excellent report, adding that in many countries legal aid was liberal ; it was organised not by the State but by the Bar. When an indigent foreigner wished to bring an action for maintenance, counsel was provided by the President of the Corporation of Barristers.

The Belgian delegate added that he thought the Committee ought to pronounce upon the previous question which the Legal Sub-Committee had formulated during its session in November 1929. He considered that they could not usefully pursue their enquiries unless the Council authorised the extension of the Committee's powers.

M. Polligkeit was of opinion that in this question, as in that of assistance to foreign minors, the Committee was reaching the limits of its mandate. He noted that the further progress of the work required that the Committee's powers should be extended and that an urgent request should be submitted to the Council to this effect. Further, the Committee should authorise its Chairman to appoint to the Legal Sub-Committee experts on these questions.

The German delegate pointed out that they were concerned to ensure the enforcement of maintenance orders abroad, not only in cases of emigration, but also in cases of temporary residence abroad. She shared the opinion of the Belgian delegate and M. Polligkeit. The question must be considered in a much wider aspect than that of its application to minors. The Hague Convention on the enforcement of maintenance orders would, in many cases, not satisfy the purpose of the Child Welfare Committee, as it provided for the execution of orders abroad only if these were not contrary to public order in the country in which they would have to be executed.

The substitute delegate for Poland stated that her Government was in favour of the principles proposed by the Legal Sub-Committee for the recognition and execution abroad of maintenance orders. She asked that account should be taken in preparing the draft of any suggestions received from Governments and in particular from the Polish Government.

The British delegate pointed out that any international agreement for the enforcement of maintenance orders must be mainly concerned with orders made in respect of parents, and for this reason and also because difficult questions of international law were involved, he considered that the question was largely beyond the competence of the Child Welfare Committee. Several members, however, expressed the view that the Council should be asked to take steps for the consideration of the question, either by extending the powers of the Child Welfare Committee or in some other way.

The following resolution was adopted :

" The Child Welfare Committee has had before it the report of its Legal Sub-Committee on the subject of the recognition and enforcement abroad of maintenance orders, and also a valuable report presented to it by the Permanent Conference for the Protection of Migrants, which sets forth the practical difficulties experienced in connection with this problem.

" The Child Welfare Committee recognises, as pointed out by its Legal Sub-Committee, that any adequate consideration of the problem must have regard not only to judicial decisions given in favour of minors, but also to judicial decisions given in favour of either parent, especially where the parent has been granted the custody of the minor.

" The Child Welfare Committee, with full appreciation of the legal and administrative difficulties, is of opinion that an effort should be made to frame international agreements, either generally or among groups of countries with the

same legal principles, so as to ensure the mutual recognition and enforcement of maintenance orders.

“ Unless the Council has some other procedure in view, the Child Welfare Committee proposes to examine, with such expert advice as it can obtain, the whole problem in greater detail, and to make recommendations to the Council.”

V. ILLEGITIMATE CHILDREN.

The Committee first examined the information forwarded by Governments in accordance with its resolution of last year. It noted that a number of Governments had communicated fresh information concerning the legislation in their respective countries and that this ought to be included in document C.P.E.141(1).

Among the countries which have introduced important changes in the legal status of the illegitimate child, reference should be made to the case of Roumania, as indicated by the Roumanian delegate. The draft law introduced by H.E. M. Junian, Minister of Justice, approved by the Legislative Council on June 30th, 1929, provides for the establishment of paternity and for maintenance orders up to 18 years of age. The Italian delegate thought it important to lay stress on the need for the co-ordination of relief measures in order to avoid the danger pointed out by Mlle. Dalmazzo. In Italy, until quite recently, there was a doubt whether the mother of an illegitimate child retained her right to certain financial assistance if she legitimised her child, but these doubts had been dispelled. In France, as the deputy delegate pointed out, the married mother receives an allowance for her second child. The unmarried mother obtains for each child the special allowance for “enfants secourus”.

The delegates also discussed the conclusions and suggestions put forward by the Legal Sub-Committee. The statistics collected by the Secretariat at the Legal Sub-Committee's request were considered by the majority of the delegates to be of little real value for the purpose of drawing conclusions therefrom.

When examining the juridical reforms recommended by the Sub-Committee, the Belgian delegate emphasised the necessity of facilitating marriage and legitimation. In his opinion, one of the soundest remedies for the grave social defects with which the Committee was dealing was to ensure for as many children as possible the benefits of a regular family and filiation. Accordingly, with reference to the Legal Sub-Committee's suggestion, he urged that the Child Welfare Committee should consider primarily the examination of means of facilitating marriage and legitimation, and more particularly the study and preparation of international agreements to simplify formalities and reduce the costs; these difficulties often prevented indigent parents from contracting a legal union and ensuring the normal status of their children. In order not to overburden the agenda of the Legal Sub-Committee, the Belgian delegate did not insist on the latter dealing with the question at once, but reserved the right to repeat his proposal at the next session.

The deputy British delegate asked that, when legal measures were studied, adoption might be considered separately and not in its limited relationship to legitimacy.

The Polish delegate was also of opinion that the preparation of international agreements to facilitate marriage and legitimation was desirable. He wished, further, to have more detailed information on the organisation of professional or official guardianship as instituted more particularly in Germany and Austria. He also laid special stress on the question of mortality among illegitimate children, and the effects of the legal status of such children on the number of deaths.

The Danish and British delegates thought that, as the legal questions referred to above were both complex and difficult, they might be dealt with later, whereas the measures of relief, such as financial assistance, social insurance, bonuses for children, etc., enumerated by the Legal Sub-Committee, were much more urgent and should be studied in the different countries with the aid of members of the Committee and the voluntary organisations and with the International Labour Office. This view was supported by several assessors, particularly by Mlle. Burniaux. Mlle. Gourd pointed out that measures of social relief and legal questions were so closely bound up with one another that both these categories of problems should be studied simultaneously. The Polish deputy delegate thought that it was particularly desirable to study the effects of illegitimacy on delinquency in children. The delegate of the Health Organisation promised that that Organisation would co-operate in the study of problems relating to the comparative mortality of illegitimate and legitimate children. He pointed out that mortality should include deadbirths and morbidity.

Following on this exchange of views, the Child Welfare Committee unanimously adopted the following resolution:

“ The Child Welfare Committee has given careful consideration to the report of its Legal Sub-Committee on the subject of the illegitimate child.

“ The legal status of the illegitimate child has already been dealt with in the replies which the Governments were good enough to give to the questionnaire issued in 1927 and which were summarised in the report prepared by the Secretariat, but the Committee proposes to return to some aspects of legal status at the next session with a view to these being referred to the Legal Sub-Committee.

" The Child Welfare Committee therefore thinks that it would be valuable to study in various countries those social measures which are more directly concerned with the welfare of the illegitimate child, and it requests the Secretariat, with the aid of members of the Committee and the voluntary organisations, to prepare, in co-operation with the International Labour Office, a report on these questions.

" The Child Welfare Committee also thinks that it would be useful to examine in the same countries, with the help of the Health Organisation, the comparative mortality of illegitimate and legitimate children."

VI. AUXILIARY SERVICES OF JUVENILE COURTS.

The Chairman invited M. Simon van der Aa, Secretary-General of the Commission internationale pénale et pénitentiaire, to take part in the discussion.

The Agenda Sub-Committee having decided that the report containing the replies of Governments to the questionnaire on auxiliary services of juvenile courts should be considered from a purely formal standpoint, the substance of the question was not gone into.

After an exchange of views, the Committee came to the conclusion that it was necessary to supplement the existing information on both juvenile courts and auxiliary services. It decided to send the questionnaire on juvenile courts, framed by the Commission internationale pénale et pénitentiaire, to Governments not represented on the Commission, and to forward a reminder to Governments which had not replied to the questionnaire relating to auxiliary services.

The information collected should be submitted to the Committee at its 1931 session. Dr. Humbert thought it expedient to classify auxiliary services according to whether they concerned social, medico-social or legal work.

The Committee adopted the following resolution submitted by the Italian delegate :

" The Child Welfare Committee, after having examined the interesting report submitted by the Secretariat concerning the enquiry on auxiliary services of juvenile courts and also the reports received from States subsequent to this enquiry, decides :

" 1. To forward the questionnaire on juvenile courts relating to the enquiry of the Commission internationale pénale et pénitentiaire to all the States, including States not Members of the League of Nations, in addition to the questionnaire which they have already had on auxiliary services ;

" 2. To keep on its agenda the present enquiry on auxiliary services, as the Secretariat is to submit a report on the question at the next session ;

" 3. To approve a third and last enquiry on the institutions which enforce the decisions of the juvenile courts, pursuant to the Committee's resolution, as approved by the Council on June 12th, 1929."

The Committee appointed Mme. Grabinska and M. Rollet as Rapporteurs and requested them to submit a report on the whole question for the next session.

VII. CINEMATOGRAPH.

The Committee was obliged to divide its examination of questions relating to the cinematograph, as the visits to Geneva of the Marquis de Guad-el-Jelu, a member of the Governing Body of the International Educational Cinematographic Institute, and of M. de Feo, the Director of that Institute, did not coincide.

M. de Feo, on April 10th, made a statement to the Committee to the following effect.:

In accordance with the recommendation passed by the Child Welfare Committee at its fifth session and adopted by the Governing Body of the Institute at its second session (October 1929), the Director of that Institute undertook a preliminary study, the chief points of which he mentioned, concerning the present position of the cinema for children which combines recreation with instruction or education.

It is very difficult to produce films that are both educative and amusing, and the type of these has still to be determined. Not only must they offer the children recreation together with instruction, but they must benefit the producer.

A questionnaire had been framed with a view to ascertaining the tastes of children, and an enquiry was being carried out on this basis in eleven countries with the assistance of the education authorities.

M. de Feo next explained the main outlines of the Rome Institute's work from a social standpoint. A world enquiry on the psychological effects of the cinema on children was at present being carried out by means of a questionnaire. The information collected by this means would be handed to a sub-committee of psychologists.

Another enquiry, the results of which would be published next year, was being carried out on the effect of the cinema on the eyesight.

The Director of the Rome Institute brought to the Committee's notice the importance of restricting the period of validity of the visa showing that films had been passed by the censor or other controlling bodies.

He informed the Committee that a preliminary draft Convention for the abolition of tariff barriers against educational films had been prepared by a sub-committee of experts; he hoped to be able to submit it to the Council in the near future.

M. de Feo was asked to answer a number of questions by members and assessors, more particularly concerning the means employed to give legal force to censorship decisions, the period of validity of temporary visas, the danger of introducing uncensored variety turns in cinema performances, the exhibiting of uncensored posters outside cinema halls, etc.

Further, the Belgian delegate asked M. de Feo whether the Rome Institute was taking any steps, from a technical point of view, to overcome the defects of the non-inflammable film, which is not so clear and wears out more quickly than others.

After hearing M. de Feo's replies, the Chairman thanked him for his interesting report and for the assistance which he was always so ready to give the Committee.

The Marquis de Guad-el-Jelu, who was present at the afternoon meeting on April 11th, explained that he had not thought it necessary to draw up for the Child Welfare Committee a report on the second session of the Governing Body of the International Educational Cinematographic Institute, as the Institute itself had framed a report which had been submitted to the Council of the League in January last.

The Marquis de Guad-el-Jelu pointed out that the Educational Cinematographic Institute had considered all the points which had been dealt with more particularly by the Child Welfare Committee, especially the resolution passed by the Committee at its fifth session concerning films which combined recreation and education.

During the discussion which followed the statements of the Marquis de Guad-el-Jelu, the French delegate read a circular of February 24th last addressed to the prefects by the Ministry of the Interior concerning the use of non-inflammable or non-combustible films, and the British delegate gave a statement of the reasons why it had not yet been possible to bring the less inflammable types of films into commercial use. The Committee expressed an earnest hope that the difficulties would be overcome in the near future. Dr. Humbert stressed the importance of the draft Convention for the abolition of tariff barriers against educational films and submitted a draft resolution, which was adopted in the following form:

"The Child Welfare Committee has read with the greatest interest the reports of the Marquis de Guad-el-Jelu, the member of the Governing Body of the International Educational Cinematographic Institute, and of M. de Feo, Director of the Institute, and notes with the utmost satisfaction that its recommendations regarding educational and recreational films for the young are being put into effect.

"The Committee, believing that a draft 'international Convention for the abolition of tariff barriers against educational films' prepared by the International Educational Cinematographic Institute may help to promote the circulation of films of value to the young, trusts that this draft Convention will shortly become effective."

Another draft resolution was submitted by Mlle. Dalmazzo, in agreement with the delegate of Italy, directing the attention of Governments to the danger, from the standpoint of children, of introducing variety turns as interludes in cinema performances. The draft resolution was adopted by the Committee and reads as follows:

"The Child Welfare Committee directs the attention of Governments to the necessity of issuing regulations to ensure that the effects of the film censorship shall not be imperilled by the performance of uncensored variety turns as interludes when children and young persons are admitted to the cinema."

Dame Katharine Furse asked the Marquis de Guad-el-Jelu whether it would not be possible for two or three women, well-known as taking an interest in children, to be appointed on the Governing Body of the Rome Institute. On behalf of her organisation, the International Boy Scouts and Girl Guides Organisation, she urged that in all cinema questions fuller use should be made of the experience of mothers and of young men and women engaged in child welfare organisations.

Lastly, M. Polligkeit requested that Mr. Bascom Johnson, the American assessor, be invited by the Committee to submit to the latter a report on the American production of films for children which are at the same time educational and recreational or instructive.

VIII. COMMUNICATION RELATING TO THE PRELIMINARY ENQUIRY CONCERNING CHILDREN IN MORAL DANGER.

Mlle. Chaptal, the League of Nations' Commissioner, supplemented by a verbal statement the provisional reports which she had drawn up after her visit to the United States and Canada.

After an exchange of views, the Committee decided that the question should not come up for full discussion until after the conclusion of the enquiry in the countries in question.

IX. THE BLIND CHILD.

The Danish delegate, the Rapporteur on the question of blind children, directed the Child Welfare Committee's attention to the important social material contained in the Health Section's report on the protection of the blind in different countries.

After explaining which points in this report relate directly to the protection or education of blind children, the Rapporteur read out the questions which in her opinion should be discussed.

The liaison officer with the Health Organisation, after explaining the differences that exist between the definitions of blindness in the case of adults and of children, suggested that the Child Welfare Committee should keep in touch with the case figures for blindness in the different countries, causes of blindness, and the prophylactic methods at present employed. After some years, the Committee would thus have in its possession information which would enable it to frame conclusions, and these could be distributed in every country, and would encourage countries which have not devoted sufficient attention to the question of the protection and education of the blind to adopt regulations and measures found to be productive of useful results in other countries.

Dr. Humbert had submitted a report on the "Prophylaxis of Blindness" which had been prepared by his Organisation, and he expressed the hope that the Committee would include among the questions to be discussed educational equality as between blind and normal children, and the expediency of special sight-saving classes for children suffering from defective vision and, further, the system of pensions for the blind in certain countries; it would be well to consider whether such pensions should not be granted to children or their parents in order to give blind persons a proper education.

The Belgian delegate proposed that the Committee should recommend the international exchange of classical works in Braille type for the instruction of young persons undertaking higher studies.

After a general discussion of these various suggestions, the Committee decided to set up a Sub-Committee, consisting of Dr. Estrid Hein, M. Velghe, Dr. Humbert and M. Martin, to examine the different questions, the study of which was proposed as a conclusion to her report by Dr. Hein, and also the questions suggested in the course of the discussions. The Sub-Committee can co-opt the liaison officer with the International Labour Office or other experts whose opinion may appear desirable. The Sub-Committee will submit a report to the Committee next year.

X. PETITION ADDRESSED BY THE ENGLISH WOMEN'S CO-OPERATIVE GUILD TO THE INTERNATIONAL LABOUR OFFICE AND THE HEALTH COMMITTEE OF THE LEAGUE OF NATIONS.

The British delegate communicated to the Child Welfare Committee a petition addressed to the International Labour Office and to the Health Organisation of the League by the English Women's Co-operative Guild. The Secretariat was asked to ascertain what action had been taken on this petition by the International Labour Office and by the Health Organisation of the League.

XI. CO-OPERATION WITH THE INTERNATIONAL CRIMINAL POLICE COMMISSION.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, examined the correspondence between the Secretariat and the International Criminal Police Commission on the possibility of co-operation.

After an exchange of views as to the expediency of such co-operation and the methods to be employed, the Committee, on the proposal of the Belgian delegate, unanimously adopted the following resolution:

"The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

"They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of these Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take."

XII. CODIFICATION OF CONVENTIONS.

The Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, noted the resolution adopted on September 24th, 1929, by the Tenth Assembly of the League of Nations, which resolution was communicated to the two Committees by a Council resolution of January 13th, 1930, concerning the codification of Conventions. The two Committees noted further that, in the Council's opinion, the Assembly's suggestion is not of equal interest to all the organisations; it concerns those which deal with subjects in regard to which a considerable number of Conventions are in force.

XIII. REVISION OF RULES OF PROCEDURE.

The Secretariat having, as requested, prepared revised draft Rules of Procedure, the Traffic in Women and Children Committee and the Child Welfare Committee, meeting in joint session, examined the draft and adopted it unanimously (see Appendix to document C.223.M.110. 1930.IV).

XIV. BUDGET.

The draft budget was approved without observation.

XV. DATE OF THE NEXT SESSION.

The seventh session of the Child Welfare Committee will open at Geneva on April 14th, 1931.

XVI. REGRETS OF THE COMMITTEE AT THE DEPARTURE OF DAME RACHEL CROWDY.

The following resolution was submitted by M. Martinez Amador and was supported by the delegate of Great Britain on behalf of the Government members, by Dr. Humbert on behalf of the assessors, and by Mlle. Gourd on behalf of the women's organisations:

"The Child Welfare Committee learns with deep regret of the departure of Dame Rachel Crowdy, Chief of the Social Questions and Opium Traffic Section and Secretary to the Committee.

"Never since the Committee's formation has Dame Rachel Crowdy for a moment flagged in devoting all her zeal, intelligence and loyalty to the welfare work which all the members of the Committee have so near at heart.

"The Child Welfare Committee desires to offer Dame Rachel Crowdy its best wishes for the future, and trusts that it will always be able to count upon her experience as it has always in the past been sure of her valuable assistance, both in the work of the Committee as a whole and in the individual work of each member."

The Chairman, Vice-Chairman and Committee, in adopting this resolution, stated unanimously their desire that Dame Rachel Crowdy should continue to co-operate in the work of the Committee.

RESOLUTIONS.

I.

The Child Welfare Committee has taken note with interest of the replies already sent by twenty-four Governments concerning the preliminary draft Convention on the return of children and young people to their homes.

Observing that in their replies certain Governments express formal approval of the draft but that others see no necessity, as far as they are concerned, for international agreements of this kind;

And, considering that several of the Governments consulted have not yet forwarded their replies;

The Committee requests the Secretariat to take the necessary steps to obtain these answers and also to see that document C.P.E.240, when brought up to date, is sent to Governments.

The Committee decides to place this question on the agenda of its next session.

II.

The Child Welfare Committee has noted with the deepest interest the replies sent by twenty-four Governments concerning the preliminary draft Convention on Assistance for Foreign Minors.

Several of these replies contain observations which would justify further examination of the problem, more particularly as regards the connection between assistance for minors and general assistance for indigent foreigners and the refund of the cost of assistance by the country of which the assisted person is a national.

The Committee therefore refers to the Legal Sub-Committee the study of the aforesaid Governments' replies, requesting the Sub-Committee, in the light of these replies, to submit for its next session proposals or suggestions with a view to ensuring as favourable and comprehensive a solution as possible of the problem of the assimilation of foreign minors to national minors from the standpoint of assistance and protection.

III.

The Child Welfare Committee has had before it the report of its Legal Sub-Committee on the subject of the recognition and enforcement abroad of maintenance orders, and also a valuable report presented to it by the Permanent Conference for the Protection of Migrants, which sets forth the practical difficulties experienced in connection with this problem.

The Child Welfare Committee recognises, as pointed out by its Legal Sub-Committee, that any adequate consideration of the problem must have regard not only to judicial decisions given in favour of minors but also to judicial decisions given in favour of either parent, especially where the parent has been granted the custody of the minor.

The Child Welfare Committee, with full appreciation of the legal and administrative difficulties, is of opinion that an effort should be made to frame international agreements, either generally or among groups of countries with the same legal principles, so as to ensure the mutual recognition and enforcement of maintenance orders.

Unless the Council has some other procedure in view, the Child Welfare Committee proposes to examine, with such expert advice as it can obtain, the whole problem in greater detail, and to make recommendations to the Council.

IV.

The Child Welfare Committee has given careful consideration to the report of its Legal Sub-Committee on the subject of the illegitimate child.

The legal status of the illegitimate child has already been dealt with in the replies which the Governments were good enough to give to the questionnaire issued in 1927 and which were summarised in the report prepared by the Secretariat, but the Committee proposes to return to some aspects of legal status at the next session with a view to these being referred to the Legal Sub-Committee.

The Child Welfare Committee therefore thinks that it would be valuable to study in various countries those social measures which are more directly concerned with the welfare of the illegitimate child, and it requests the Secretariat, with the aid of members of the Committee and the voluntary organisations, to prepare in co-operation with the International Labour Office a report on these questions.

The Child Welfare Committee also thinks that it would be useful to examine in the same countries, with the help of the Health Organisation, the comparative mortality of illegitimate and legitimate children.

V.

The Child Welfare Committee, after having examined the interesting report submitted by the Secretariat concerning the enquiry on auxiliary services of juvenile courts and also the reports received from States subsequent to this enquiry, decides:

1. To forward the questionnaire on juvenile courts relating to the enquiry on the International Prison Commission to all the States, including States not Members of the League of Nations, in addition to the questionnaire which they have already had on auxiliary services ;
2. To keep on its agenda the present enquiry on auxiliary services, as the Secretariat is to submit a report on the question at the next session ;
3. To approve a third and last enquiry on the institutions which enforce the decisions of the juvenile courts, pursuant to the Committee's resolution as approved by the Council on June 12th, 1929.

VI.

The Child Welfare Committee has read with the greatest interest the reports of the Marquis de Guad-el-Jelu, the member of the Governing Body of the International Educational Cinematographic Institute, and of M. de Feo, Director of the Institute, and notes with the utmost satisfaction that its recommendations regarding educational and recreational films for the young are being put into effect.

The Committee, believing that a draft "International Convention for the abolition of tariff barriers against educational films" prepared by the International Educational Cinematographic Institute may help to promote the circulation of films of value to the young, trusts that this draft Convention will shortly become effective.

VII.

The Child Welfare Committee directs the attention of Governments to the necessity of issuing regulations to ensure that the effects of the film censorship shall not be imperilled by the performance of uncensored variety turns as interludes when children and young persons are admitted to the cinema.

VIII.

The Traffic in Women and Children Committee and Child Welfare Committee, meeting in joint session, took note of the letter from the Chief of the Traffic in Opium and Social Questions Section to the President of the International Criminal Police Commission and of the reply thereto, expressing high appreciation of the offer of co-operation made by the International Criminal Police Commission and tendering their thanks.

They consider that this co-operation could best be given by this International Commission furnishing opinions on the problems before the Traffic in Women and Children or Child Welfare Committees on the request of these Committees. They are of opinion that it will be for the Chairman of the Traffic in Women and Children Committee and Child Welfare Committee, in agreement with the Secretariat, to judge the cases in which this co-operation might be asked for and the form which it should take.

IX.

The Child Welfare Committee learns with deep regret of the departure of Dame Rachel Crowdy, Chief of the Social Questions and Opium Traffic Section and Secretary to the Committee.

Never since the Committee's formation has Dame Rachel Crowdy for a moment flagged in devoting all her zeal, intelligence and loyalty to the welfare work which all the members of the Committee have so near at heart.

The Child Welfare Committee desires to offer Dame Rachel Crowdy its best wishes for the future, and trusts that it will always be able to count upon her experience as it has always in the past been sure of her valuable assistance, both in the work of the Committee as a whole and in the individual work of each member.

(Signed) N. ITO,
President.

(Signed) Rachel E. CROWDY,
Secretary.

(Signed) CHODZKO,
Vice-President.

Geneva, September 22nd, 1930.

LEAGUE OF NATIONS

CHILD WELFARE

**REPORT PRESENTED BY THE FIFTH COMMITTEE
TO THE ASSEMBLY**

Rapporteur : M. Georges PERNOT (France).

At its sixth session, held at Geneva from April 9th to 16th last, the Child Welfare Committee continued its study of the various questions to which it always devotes such careful attention.

At its 1929 session, the Committee completed the preparation of two preliminary draft international Conventions, one relating to the return of children and young people to their homes and the other to assistance to foreign minors. In accordance with the Council's decision, the Secretary-General communicated these two drafts to all Governments, asking them for their observations.

As only twenty-two Governments responded to the Secretary-General's invitation in regard to the draft concerning the return of children and young people to their homes, the Committee passed a resolution with a view to securing the observations of those Governments which had not replied. The question therefore reappears on the agenda of the next session of the Child Welfare Committee.

A larger number of Governments sent in observations on the second draft, relating to assistance to foreign minors. As several of them expressed the opinion that the problem should be further examined, more particularly as regards the connection between assistance for minors and general assistance for indigent foreigners and the refund of the cost of assistance by the country of which the assisted person is a national, the Committee referred the Government's replies to the Legal Sub-Committee. It requested the Sub-Committee to reconsider the preliminary draft Convention in the light of the replies received and to submit proposals or suggestions with a view to ensuring as favourable and comprehensive a solution as possible of the problem of the assimilation of foreign minors to national minors from the standpoint of assistance and protection.

The British delegate to the Council, referring to the enquiry undertaken by the Child Welfare Committee, expressed some doubt whether the Committee would be well advised to devote its time to this subject, as it would seem that the question of assistance to foreigners must be considered as a whole. He would rather suggest that the Committee should be advised to consider and state for the information of the Council, what was the nature of the difficulties which arose as regards the maintenance and protection of foreign children, in order that the Council might decide whether the time had come to consult Governments as to the desirability of convening an international conference to consider the whole question of assistance to foreigners.

While it is perfectly true that the problem of assistance to foreigners is deserving of study as a whole, as the British delegate suggested to the Council, it does not necessarily seem to follow that the Child Welfare Committee should abandon the enquiry to which, with the Assembly's encouragement, it has already devoted so much attention. Assistance to foreign minors is, of course, one of the many aspects of the great problem of assistance to foreigners in general. Regarded from the standpoint of minors, however, the Fifth Committee considers that this problem has a special aspect, which the Child Welfare Committee seems particularly well qualified to examine.

The Legal Sub-Committee's work has led to the preparation of preliminary drafts on which numerous replies have been received from Governments. A study of these replies may enable the Sub-Committee to put forward at an early date fresh proposals which, if adopted in the form of bilateral or multilateral agreements, would represent an undoubted improvement in the position of indigent foreign minors.

The Committee is therefore of opinion that it would be desirable to agree to the procedure proposed by the Child Welfare Committee, but at the same time to accept the suggestion offered to the Council by the British delegate. In that case, the Child Welfare Committee would be asked to do two things — to continue, in the manner proposed, to complete the preliminary draft prepared by the Legal Sub-Committee and to inform the Council of the difficulties encountered, so that they may receive consideration if at any time the whole question of assistance to foreigners should be dealt with by an international conference.

The Committee also dealt with the question of the recognition and enforcement abroad of maintenance orders. It recognised that any adequate consideration of the problem must have regard, not only to judicial decisions given in favour of minors, but also to judicial decisions given in favour of either parent, especially where the parent has been granted custody of the minor.

The Committee, while fully appreciating the legal and administrative difficulties of the problem, came to the conclusion that every effort should be made to frame international agreements, either generally or among groups of countries with the same legal principles, so as to ensure the mutual recognition and enforcement of maintenance orders. The Fifth Committee concurs with this opinion.

The Council decided to consult all the Governments to ascertain whether they had any objection to an extension of the Child Welfare Committee's duties, so that it would have authority to continue the study of the question on the lines of the scheme now proposed, on the understanding that this extension should not be taken as establishing a precedent. Governments have been asked to reply before November 1st at the latest.

The agenda of the Child Welfare Committee included other questions of great importance. Among these may be cited (1) the protection of the illegitimate child, which will be the subject of a special report to be presented at the next session, dealing with social measures concerned with the illegitimate child; and (2) the auxiliary services of juvenile courts, which will be examined in some detail in 1931.

The Fifth Committee approves the close co-operation of the Child Welfare Committee with the International Educational Cinematographic Institute. Hopes were expressed at this session of an early conclusion of the draft international Convention for the abolition of tariff barriers against educational films, prepared by the Institute. The Committee went on to adopt a resolution drawing the attention of Governments to the necessity of taking measures to ensure that the effects of film censorship shall not be frustrated by the inclusion of uncensored variety turns when children and young people are admitted to the performance. By a decision of the Council, these recommendations were communicated to all the Governments.

The Committee further took note of the progress of the preliminary enquiry concerning children in moral danger, and set up a Sub-Committee to report to the Committee at the next session on the question of blind children. Finally, the Committee adopted the reports presented by the liaison officers with the International Labour Office and with the Health Organisation of the League of Nations respectively.

This brief account of the proceedings suggests that the Child Welfare Committee is at pains to observe the Council's recommendations with regard to its methods of work. Although determined not to leave out of account any of the numerous problems raised by such an immense subject as child welfare, the Committee is careful to keep within its proper sphere, and its efforts are chiefly concentrated on preparing preliminary drafts that can be used by Governments for the conclusion among themselves of agreements which, by promoting child welfare, promote also social progress under the ægis of the League of Nations.

The Child Welfare Committee learned with deep regret of the departure of its Secretary, Dame Rachel Crowdy, Chief of the Social Questions and Opium Traffic Section. It offered Dame Rachel its best wishes for the future and trusted that it would always be able to count upon her experience, as it had always in the past been sure of her valuable assistance.

The Fifth Committee proposes to the Assembly to associate itself with these regrets and with the hope expressed by the Child Welfare Committee.

In concluding this report, the Fifth Committee has the honour to propose to the Assembly the following resolution:

“The Assembly takes note of the Child Welfare Committee's report on the work of its sixth session, and trusts that the Committee will continue its work on the lines therein prescribed.”

Geneva, September 24th, 1930.

LEAGUE OF NATIONS

PENAL ADMINISTRATION.

REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY

Rapporteur : Mr. John A. COSTELLO (Irish Free State).

In May 1929, the Howard League for Penal Reform, London, addressed a petition, supported by a large number of other organisations, to the Council of the League of Nations requesting the League to take action for the improvement of penal administration and to frame an international convention on the treatment of persons in captivity.

In view of the fact that numerous and representative organisations were in favour of action by the League in this field, and considering that there were certain international aspects of the question, the Council decided, in January 1930, to request the Assembly to place the subject of penal administration on its agenda with the object of deciding the best way in which the League of Nations could co-operate with the International Prison Commission, and other interested organisations, in their efforts to assist in the development of prison administration in accordance with modern economic, social and health standards.

The Council at the same time instructed the Secretary-General to consult the International Prison Commission at Berne and the Howard League for Penal Reform in London as to what, in their opinion, are the aspects of penal administration which could advantageously be dealt with internationally under the auspices of the League.

The Council further instructed the Secretary-General, as soon as he had received the observations of these two organisations, to ask for the views of the International Labour Office, the Economic Committee, the Health Committee and the Commission for the Protection and Welfare of Children and Young People on points raised which might fall within the natural sphere of action of these bodies, and to report progress in due course to the Assembly.

The Secretary-General submitted a report to the Fifth Committee, in which he stated that, up to the present time, only the observations of the Howard League for Penal Reform had been received, and that the International Prison Commission had informed him that a memorandum containing its views would be transmitted during the course of this autumn. In its communication, the International Prison Commission stated that, at a meeting held in Prague in August last, it once again expressed itself most willing to co-operate with the League in the field of penal administration, and that it had decided to set up a special sub-committee, with a view to facilitating such co-operation.

The British delegate on the Fifth Committee suggested that the Council of the League should be requested to circulate to all Governments Members of the League the Standard Minimum Rules for the Treatment of Prisoners recently drawn up by the International Prison Commission and to invite the Governments to submit reports on these Rules with reference to penal administration in their respective countries. This set of Rules, consisting of fifty-five articles, has been very carefully prepared by a Committee of highly qualified experts, and has been approved by the International Prison Commission. The Standard Minimum Rules show the general direction which it is desired should be followed in the application of every penitentiary system. They do not describe a model organisation for prisons, but they serve to indicate the minimum conditions which should be observed in the treatment of prisoners from the humanitarian and social points of view.

The Irish delegate proposed that these Rules should not only be communicated to States Members of the League, but also to non-Members. The Italian delegate, without wishing to enter upon a discussion on the substance of the Standard Minimum Rules, and reserving the general question as to how far the League of Nations may extend its action in this connection, suggested that the Rules be also transmitted to the International Labour Office, the Health Committee, the Economic Committee and to the Commission for the Protection and Welfare of Children and Young People. The Belgian and the German delegates proposed to add to this list the " Association internationale de droit pénal " and the " Union internationale de droit pénal ". The delegate of Uruguay declared that, although his Government was of

the opinion that the question of penal administration does fall within the competence of the League, he thought that one should not proceed too quickly in this matter, and that, in particular, the Rules of the International Prison Commission should be studied more closely before the League transmits them to the Governments.

With regard to the future co-operation between the International Prison Commission and the League, the British delegate proposed that a League Committee should be appointed immediately to confer with representatives of the International Prison Commission for the purpose of considering the best way in which the two bodies could collaborate for the development of prison administration. Several members of the Fifth Committee, however, were of the opinion that, instead of the proposed Committee, the Secretary-General should be charged with this task.

After having referred the various views to a Sub-Committee, the Fifth Committee succeeded in drafting a resolution which was unanimously adopted. This proposal, which I have the honour to recommend to the Assembly for adoption, reads as follows :

“ The Assembly :

“ In view of the Secretary-General's report on improvements in penal administration (document A.26.1930.IV) and of the Standard Minimum Rules for the Treatment of Prisoners (document A.V/2.1930), drafted by the International Prison Commission ;

“ Requests the Council to communicate the above Rules to the Governments of States Members and non-Members of the League of Nations for their consideration and to invite those Governments to furnish, in due course, a report on the said Rules with reference to prison administration in their own countries ;

“ Requests the Secretary-General to submit the said Rules of the International Prison Commission to the International Labour Office, the Health Committee, the Economic Committee, the Commission for the Protection and Welfare of Children and Young People, the ‘ Association internationale de droit pénal ’ and the ‘ Union internationale de droit pénal ’ and to confer with representatives of the International Prison Commission for the purpose of considering the best way in which the League of Nations can co-operate with that Commission for the improvement of prison administration.

“ The Secretary-General is requested to submit a further report on the question to the next Assembly. ”

Geneva, September 27th, 1930.

LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN.

REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY.

Rapporteur : Mlle. HESSELGREN (Sweden).

The Fifth Committee has examined and discussed in detail the report on the ninth session of the Traffic in Women and Children Committee, adopted on April 9th, 1930, and of which the Council took note on May 13th of this year.

The work done by the League of Nations during the last ten years in this field has, in the opinion of the members of the Fifth Committee, achieved very marked progress as revealed in the discussions of the Committee.

The Fifth Committee noted with special interest that a preliminary report is to be prepared by the Secretariat with a view to an enquiry concerning the organisation and smooth working of the central authorities established in virtue of Article 1 of the 1904 International Agreement. In connection with this enquiry, the Committee suggested that the procedure employed in cases of traffic in opium might also be used for cases of traffic in women and children. When a seizure is reported in the case of opium traffic, the Secretariat immediately applies to the authorities of the country concerned for full and precise details on the case. The same should be applied whenever the Press reports a case of traffic in women and children. The Secretariat should apply at once to the central authority of the country concerned. The Traffic in Women and Children Committee could consider details of method at its next session.

With regard to the elimination of the age-limit from the Convention of 1910, as amended by the Convention of 1921, the Committee noted that replies had not yet been received from all Governments consulted, and that the Advisory Committee therefore had called for a further report to be submitted next year. The Fifth Committee, therefore, refrained from a full discussion on this point, but heard with interest the statements of the French and Polish members to the effect that action in this matter is being favourably considered in France and has already been taken in Poland.

Several members of the Fifth Committee stressed the importance of the work, entrusted to a Sub-Committee, of studying the laws and regulations tending to the more effective punishment of *soufeneurs*, and especially the nature of the penalties which could be imposed for that purpose. It was reported that five hundred traffickers had been prosecuted in Buenos Ayres, thanks to the energetic action of a judge of the Argentine, M. Rodriguez Ocampo, to whom the Committee wished to pay a tribute.

The enquiry which is being undertaken by the Secretariat with regard to the employment of women police seemed to the Fifth Committee to be of great importance, and it thought that a report on this question would be of great help in those countries where women police forces are not organised, or are not yet adequately organised.

The Fifth Committee also took note of the various questions which are to be placed on the agenda of the Traffic in Women and Children Committee next year — namely, protection of young female artistes touring abroad in music-halls and similar places of amusement, obscene publications, repatriation of foreign prostitutes and assistance to discharged female prisoners.

The question of the abolition of the system of licensed houses gave rise to an interesting exchange of views. In Chile, licensed houses were closed four years ago. The delegate of China informed the Committee that the Government of Nanking had passed a law abolishing the system of licensed houses in the larger Chinese towns. The delegate of France stated that, in his country, the example of closing licensed houses in Strasbourg had been followed by twelve other towns, and that six other municipalities are now contemplating new legislation in this field. In Roumania, as stated by the delegate of that country, the system of licensed houses had definitely been abolished in July of this year. The Fifth Committee took note of all these facts and the majority of the Committee warmly congratulated the delegates of the countries where this progress had been made during recent years.

The importance of following the development in countries where the system of licensed houses has been abolished was strongly emphasised. The Committee noted with the utmost satisfaction that the Council has agreed to forward to the States Members and non-Members of the League of Nations the study prepared by the Secretariat (document C.T.F.E.466(1)) on laws and regulations with a view to protecting public order and health against the dangers of prostitution in countries where the system of licensed houses has been abolished. Several members of the Committee emphasised the great practical value of the information thus given regarding the methods applied and the experience gained in those countries.

The Fifth Committee agreed with the Traffic in Women and Children Committee that this information clearly proves that the fear that abolition would result in an increase of venereal disease or would be prejudicial to public order is unfounded, and that the danger of international traffic has been diminished by the closing of the houses.

The Fifth Committee felt that the Secretariat should continue its studies in this field and should investigate more particularly the comparative results of two abolitionist systems — namely, the difference between the system of free treatment and the system of compulsion in dealing with venereal diseases.

The Fifth Committee also thought that the collection of laws and regulations relating to the traffic in women and children in the course of preparation would be of great value and should be published as soon as possible.

The Fifth Committee learned with interest the details relating to the extension of the enquiry on the traffic in women and children to the East, and expressed its thanks for the generous gift of \$ 125,000 offered by the American Bureau of Social Hygiene. All the representatives of the Eastern countries to be visited — namely, the delegates of China, Japan, India, Persia and Siam — expressed their satisfaction that the enquiry was to be extended to their countries and stated their willingness to give all possible help and facilities to the investigators. They wished, however, to stress the necessity of taking into account the special conditions and customs prevailing in the East. The delegate of Siam particularly welcomed the enquiry at this moment, which was marked by a growth of the means of communication with neighbouring countries, and consequently by an increase in the danger of a growth in the traffic in women and children.

The Fifth Committee expressed its good wishes for the success of the enquiry.

Many members of the Fifth Committee, and particularly the delegate of Finland, expressed their high esteem for the voluntary organisations which co-operate with the Traffic in Women and Children Committee and the great value they attach to their work.

The Committee expressed its sincere regret at the departure of Dame Rachel Crowdy, Chief of the Social Questions and Opium Traffic Section, and thanked her for the valuable services she had rendered.

The Committee submits the following resolution to the Assembly :

“ The Assembly notes that, during the last years, several countries have, in accordance with the recommendations of the Traffic in Women and Children Committee, entirely abolished or taken new steps towards the abolition of the system of licensed houses.

“ The Assembly trusts that the study on laws and regulations with a view to protecting public order and health in countries where the system of licensed houses has been abolished prepared by the Secretariat (document C.T.F.E.466(1)), which has been forwarded to the Governments of States Members and non-Members of the League, will be of great value for the competent authorities in these countries.

“ It welcomes the enquiry which is to take place in the East on the traffic in women and children, and thanks the American Bureau of Social Hygiene for the generous gift of \$ 125,000 towards this end.

“ It takes note of the report of the Traffic in Women and Children Committee and expresses its great satisfaction with the work carried out during the last year, and hopes that it will be continued on the same lines.”

Geneva, October 15th, 1930.

LEAGUE OF NATIONS

IMPROVEMENTS IN PENAL ADMINISTRATION

**STANDARD MINIMUM RULES FOR THE TREATMENT OF PRISONERS
DRAWN UP BY THE INTERNATIONAL PRISON COMMISSION.**

The rules contained in this collection are framed with a practical object. They show the general direction which it is desired should be followed in the application of every penitentiary system.

These rules do not, in their entirety, describe a model condition of things, but they serve to indicate the minimum conditions that should be observed in the treatment of prisoners from the humanitarian and social points of view.

If amongst the rules laid down there are some which cannot be carried out by reason of special circumstances, particularly in very small prisons, it is evidently desirable that the number of such prisons should be reduced to the lowest possible figure. Nevertheless, there may be conditions, especially in sparsely populated countries, where the distances are great and the means of communication restricted, which make it necessary to continue the use of such prisons. In these cases, the spirit of the fundamental ideas should be maintained, and the rules should be applied as far as possible.

Under the term "prisoners" are included all persons deprived of their liberty and shut up in prison for any reason whatever. The term "prison" is used in the widest sense of the word.

I. LOCATION AND ACCOMMODATION.

1.

As far as possible, the different categories and groups of prisoners should be detained in different prisons. Where this is impossible, prisons should be so arranged as to permit of their separation.

Males and females should always be separated.

Untried prisoners should be kept separate from convicted prisoners. Those in prison for debt, as well as other civil prisoners under order of the court, should be distinguished from other prisoners.

Young prisoners should always be kept separate from adults, and first offenders from those regarding whom, on account of previous convictions or other causes, there is reason to fear that they may exercise a bad influence upon their fellow prisoners.

2.

It is usually preferable that prisoners should sleep in separate cells.

If this is impossible, they should sleep in dormitories so contrived as to ensure their separation.

When common dormitories are used, special night supervision must be arranged.

II. TREATMENT.

General.

3.

Prisoners in the same category should, on principle, be given identical treatment. In the application of the treatment, the character of each individual should be considered.

4.

The principal aim of the treatment of prisoners should be to accustom them to order and work, and to strengthen their moral character.

The treatment of young prisoners should be specially inspired by the desire to improve their education and their general character. When they are still at the age of physical development this should equally be the object of special care.

More severe treatment or more lenient treatment should only be admitted according to rules prescribed by the law, or by a decree of competent administrative authorities. Prisoners who have to undergo a sufficiently long period of detention should be induced to interest themselves in their own improvement during their detention. With this object, they should, by degrees, be given a certain measure of responsibility and should receive certain privileges resulting from that responsibility, and should be made to take a share in determining their later position during detention and after liberation.

As soon as they enter prison, all prisoners should be instructed in the rules for their conduct and duty.

Special Categories.

5.

Untried prisoners and persons imprisoned for debt should not be subjected to any greater restriction of liberty or severity than is necessary to ensure detention and to maintain order.

Valuables belonging to Prisoners.

6.

All money or valuables brought in by a prisoner should be taken in charge by the Governor or other officer appointed by him. After an accurate record of these has been made, they should be kept in a safe place in order to be returned to the prisoner on his liberation, except in so far as money may have been spent by him on authorised payments. Money received from outside during his detention shall be treated in the same way.

Clothing and Bedding.

7.

Clothing and bedding should be supplied by the administration, except in such cases as the prisoner is allowed to use his own. They should be suitable for the climate, and for the state of health of the prisoners.

Food.

8.

The administration should supply prisoners with food sufficient both in quality and quantity to maintain their ordinary health and strength.

Every prisoner should at any time have access to pure water for drinking.

The feeding of prisoners should be under the supervision of the Medical Officer of the establishment.

Work.

9.

Convicted prisoners so sentenced as to be bound to work should always be supplied with work.

Untried prisoners should have the opportunity of working if they desire it.

10.

As far as possible, the work should be instructive and of a nature which may enable prisoners to earn their livelihood after liberation.

In assigning the prisoners to work, attention should be paid, as far as possible, to their physical and intellectual capacity, and to the profession which they exercised before their imprisonment.

The work assigned to young prisoners should be educative in character, and should, as far as possible, teach them a trade.

11.

The arrangements for work in prisons should be organised, as far as possible, on the model of free labour.

The precautions laid down to protect the life and health of free workmen should be equally observed in prisons.

12.

The maximum number of hours for the daily work of prisoners should be fixed. It may vary according to the different categories of prisoners.

13.

It is desirable to give prisoners some remuneration for the work accomplished.

Health of Prisoners.

14.

Establishments used for the detention of prisoners should always be in such a condition that they do not involve any danger to the health of the prisoners.

15.

In every prison the lodging of prisoners should be appropriate to the climatic conditions and to the interests of health. In cold countries a certain minimum temperature should always be maintained. In all countries, especially those of a warm climate, the construction and use of buildings should ensure a sufficient quantity of air and space.

16.

The places or cells where prisoners are detained should have the windows sufficiently large to enable them easily to read or work by daylight.

When prisoners have to read or work by artificial light, this should be sufficient to enable them to do so without injury to their eyesight.

17.

All inhabited places or cells, both by day and night, should always be scrupulously clean. All other parts of the establishment should be kept as clean as circumstances permit.

18.

All rooms or cells where prisoners are detained should be sufficiently ventilated. The windows should be so constructed that they can be opened to allow the entrance of fresh air whether or not there is artificial ventilation.

19.

The administration of the prison should supply every prisoner with water and the necessaries for keeping his body as clean as it should be.

Such installations should be provided as will permit every prisoner to comply with the needs of nature in such a manner as will not damage his health nor be objectionable to the feelings of other prisoners.

20.

The prison authorities must watch that prisoners, as well as their clothes — where these are not supplied by the administration — are thoroughly clean from the moment they are lodged in prison.

21.

Clothing, both upper and under, furnished to prisoners should always be clean when it is supplied to them. Underclothing worn next the skin should, as a rule, be washed once a week.

Clean bedding should be supplied at intervals fixed according to the requirements of cleanliness, or according to the instructions given by the medical authorities for the sake of health.

22.

On his arrival at the prison, every prisoner should be examined by the doctor so that every case of physical or mental illness may be discovered and the necessary measures taken.

23.

It is essential to watch over the preservation of the bodily and intellectual health of the prisoners. With this object, the Medical Officer should see all prisoners at regular intervals. The medical examination should, amongst other matters, determine whether the prisoner is capable of work, and if the regime of isolation is a danger to his health.

24.

As a rule, the Medical Officer should make a daily round to visit all sick prisoners who require it and every prisoner who complains of illness.

The necessary medical treatment and care must be supplied to sick prisoners. Special accommodation should be provided for those whose condition demands it.

There should be a sufficient supply of medicines for the medical service.

25.

Every prisoner who is not employed at work out of doors should have at least half an hour daily at exercise in the open air, if the weather permits.

A longer period at exercise in the open air should be given to young prisoners who are still at the age of physical development.

26.

The Medical Officer should inspect the sanitary services of the prison, and report every defect to the Governor or Warden of the prison in order that it may be remedied.

Religion and Instruction.

27.

Every prisoner should regularly have the opportunity of satisfying the needs of his religious life, so far as circumstances permit.

Access of a qualified representative of his religion should not be refused to any prisoner.

If the prison contains a sufficient number of prisoners of the same religion, a regular spiritual minister should be appointed for them.

28.

Prisoners undergoing sufficiently long sentences should receive intellectual instruction so far as that instruction appears likely to be useful to them.

All young prisoners should receive instruction appropriate to their age.

29.

Every prison should have a sufficient library of books assigned to the use of prisoners. Books should be specially of an instructive and recreative character, and prisoners should be allowed to read them from the commencement of their sentence.

30.

The administration should furnish prisoners with the means of keeping in touch with the important events which take place in the world. This principle applies especially to prisoners undergoing long periods of detention.

Relation with the Outside World.

31.

Prisoners should have the opportunity of communicating with their relations and respectable friends, under necessary supervision. Arrangements should be made to allow this communication at regular intervals both by receiving visits and by correspondence.

32.

Prisoners belonging to a foreign nation should be authorised to hold communication with the diplomatic and consular representatives of the State to which they belong.

III. DISCIPLINE.

Punishment.

33.

Disciplinary punishment should never, either by its nature or by its application, depart from the prescriptions of the law or the decrees of competent administrative authorities.

34.

The law or a decree of the competent administrative authority should determine the individual or the authority to whom should belong the right of inflicting disciplinary punishment.

35.

Before punishment is inflicted, it should be preceded by a thorough examination, and the prisoner should have the opportunity of expressing whatever he wishes to say for his defence.

If the person or the competent authority inflicting punishment does not speak the language of the prisoner, the latter should have the opportunity, before he is punished, of giving his defence through an interpreter.

36.

If, in certain countries, for exceptional cases, corporal punishment is permitted, the method of its execution should be determined by the law.

If it is allowed, corporal punishment should never be carried out unless the Medical Officer certifies that the prisoner can bear it. It should never be carried out except by an official and under the personal control of the Governor and the Medical Officer.

37.

If, in certain countries, for exceptional cases, placing in a dark cell is permitted, the restrictions which govern it should be regulated by the law.

38.

Disciplinary punishments which, by their nature or on account of the condition of the prisoner, may have consequences prejudicial to his health, such as the reduction of food below the ordinary ration, or the reduction or deprivation of open-air exercise, should never be applied for more than a strictly limited period and in accordance with the decision of the Medical Officer. The maximum periods for which these punishments can be imposed should be prescribed by law.

Instruments of Restraint.

39.

Instruments of restraint, such as handcuffs, chains and strait-jackets should never be applied as a punishment, but used only for the temporary restraint of violent prisoners and only when they are necessary for preventing them from doing injury to themselves or to others or from continuing to destroy property. They should be removed as soon as circumstances permit, and should not be applied again unless the prisoner recommences his violence.

Instruments of this nature should be constructed according to models approved by the central penal-administration.

40.

Chains or other devices which are not intended to deprive the prisoner of the use of his limbs, but only to prevent him from escaping, should always be light and constructed to a model approved by the central penal administration.

When these are employed, the Governor or Warden and other officers must watch to see that they are so applied as not to cause wounds or bruises.

Requests and Complaints.

41.

Every prisoner should have each day the opportunity of making requests or complaints to the Governor or Warden of the prison or his deputy.

42.

Every prisoner should have the opportunity of making complaints by the approved channel to the superior authorities outside the prison.

IV. PERSONNEL.

43.

The choice of the whole personnel of the prison should be made with the greatest care, not only as regards their capacity, but particularly as regards their character.

44.

All the officials of the prison should carry out their work in an exemplary manner. Their duty is not only to keep the prisoners in safe custody but, by their own good conduct, to exercise over them an educative influence.

45.

In all large establishments, the Governor or Warden should live upon the prison property or in its immediate vicinity, and he should not exercise any other functions.

When several small establishments are under the care of one Governor or Warden, he should visit all at frequent intervals. Each of these establishments should have at its head a responsible resident official.

46.

The Governor or Warden should speak the language of the prisoners of the country, so that he can converse with them without the use of an interpreter.

The Deputy Governor or Warden and, as far as possible, the other officials of the prison, should be able to speak the language of the majority of the prisoners.

Whenever necessary, the services of an interpreter should be employed.

47.

In order to give every prisoner the regular opportunities of worship of his own religion, a minister of his faith should have regular access to the prison and be given, as far as possible, facilities for conducting worship. Moreover, this minister should be allowed regularly to converse in private with every prisoner of his faith.

48.

A medical man should be attached to each prison.

In large establishments he should reside upon the prison grounds or in their immediate vicinity. To those that are too small to justify the employment of a medical man exclusively for the work of the prison, he should pay frequent visits and should reside sufficiently near to be summoned without delay in cases of urgency.

It is desirable that prison medical officers, especially those who give their whole time to the work, should have a knowledge of psychiatry.

49.

In prisons where the teaching of prisoners can be arranged, qualified persons should be engaged with this object.

50.

The supervision of female prisoners should be entrusted, as far as possible without exception, to female officers.

No male officer, whatever his rank, should be allowed to enter the female prisons or sections of prisons, except when he is called by his duties. In this case he should be always accompanied by a female officer, unless in the case of the Governor, the Medical Officer or the Chaplain.

51.

Officials should never use their arms nor force against a prisoner except in self-defence or in cases of attempted escape, when this cannot be prevented in any other way. The use of force should always be strictly limited to what is necessary.

52.

Officials, as soon as they have entered the service, should be instructed for sufficient time in the duties and responsibilities of their profession before they are entrusted with the supervision of prisoners.

53.

The authorities should make every effort to awaken and maintain in both the prison officer and the general public the conviction that this service entails heavy responsibilities and that it is of a considerable social importance.

V. ASSISTANCE OF LIBERATED PRISONERS.

54.

The assistance given to prisoners for the period after liberation demands most careful attention. This assistance should begin during the period of detention and should be based upon an exact study of the conditions of life of the prisoner and his relations. Its object should be to give to the discharged prisoner the possibility of leading henceforth a straight and regular life.

55.

It is desirable to encourage, as far as possible, in connection with each establishment the formation of aid societies, which will take charge of the assistance of liberated prisoners, especially by visiting them and assisting them to return into society and to find a place amongst honest citizens.
