LEAGUE OF NATIONS

TRAFFIC IN WOMEN AND CHILDREN

THE WORK OF THE BANDOENG CONFERENCE

GENEVA
1938

Report of the Special Body of Experts

Report (in two parts) of the Special Body of Experts on Traffic in Women and Children.

Enquiry into the international organisation of, and certain routes followed by, the traffic between various countries of Europe, North Africa, North America, South America and Central America.

Part I (Ser. L.o.N. P. 1927.IV.2/I) 2/- $0.50

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Commission of Enquiry into Traffic in Women and Children in the East

Report to the Council. (Ser. L.o.N. P. 1932.IV.8).... 16/- $4.00

This report contains a general section in which the results of the enquiry are set forth according to the various racial groups of the victims of the traffic. Western women and Russian women are first studied; then come the monographs relating to Chinese, Japanese, Philippine, Annamite, Siamese, Malayan, Indian, Persian, Arab and African women.

The second part of the report describes the situation in regard to the international traffic, country by country. These studies relate to the following territories :

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(Communicated to the Council and the Members of the League.)

Official No. : C.516. M.357. 1937.IV.

Geneva, December 20th, 1937.

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Series of League of Nations Publications
IV. SOCIAL
1937. IV. 11.

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3348 - S.d.N. 2.255 (F.) 2.685 (A.) 12/37. Imp. Vaillant-Carmanne, Liége.

INTRODUCTION

"In the social sphere there are problems — and even primary problems — which no longer present any difficulties in the West but which are still awaiting solution in the East."

These words, spoken by Dr. Enthoven, Director of the Department of Justice in the Netherlands Indies, in the address with which he opened the Conference of central authorities at Bandoeng, reflect the background against which the work of that Conference has to be considered. Moreover, in the social, as in most other spheres, there is no single and indivisible East. The social problems of Singapore and Hong-Kong are only in part those of Bangkok, and in social structure Malaya differs more widely from China than Italy from France or Europe from North America. In the following pages, the term "East" is used in a geographical sense and not as indicating spiritual or social unity.

The purpose of the present booklet is not to present the whole question of traffic in women and children in the East — that has been done in the comprehensive report of the Commission of Enquiry on Traffic in Women and Children in the East [1] *— but to give a condensed account of the work of the Conference, utilising also such relevant information as has come to the knowledge of the Secretariat*

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[1] League of Nations document C.849.M.393.1932.IV.

of the League of Nations since the publication of the report. This publication has been issued at the special request of the Conference, which asked that "a report be prepared by the Secretariat of the League of Nations suitable for distribution to a wider public".[1]

The work of the Conference, which was convened under the auspices of the League of Nations, was carried on from the very first in a spirit of co-operation and mutual understanding. In his concluding speech, the representative of the Netherlands Indies Government declared himself "deeply impressed by the fact that it has been possible for such a diversity of Eastern nations to co-operate so intimately that many tangible results have been achieved".

There were differences of opinion, of course; but at no single moment did such differences lead to serious difficulties. All the recommendations and suggestions were adopted unanimously, even those relating to the abolition of licensed brothels, a question which only a few years before could perhaps not have been raised at all at a Conference in that part of the world.

The aim of the Conference was to give a new impetus to the forces working in the East against the traffic in women and children. That impetus may prove to be especially valuable because it seems to have come at the right psychological moment; public opinion is definitely on the move, and the Governments are ready for international action in this field.

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[1] See Annex 4, page 86.

I. CAUSES OF PROSTITUTION, WITH SPECIAL REFERENCE TO THE EAST

There are two general causes leading women into prostitution which may be considered independently of the particular country in which prostitution is carried on and of the social structure of the community. Those causes are poverty and ignorance. Their relative importance, however, varies in different parts of the world. Thus M. Chen, of the Chinese delegation, referred to ignorance as a cause of prostitution and stated that:

"Out of 500 prostitutes in Peiping, only eleven could read and write and only two had received any higher education. The study made of 3,000 prostitutes at Tientsin showed that only thirteen — *i.e.*, 0.04 % could read and write; a large number, estimated at about 40 % of the prostitutes, were also found to be feeble-minded."

Whilst it would appear from a study now being made by the League that the school-leaving age of prostitutes in Europe is also abnormally low, no such percentage of illiteracy has been found among them. If illiteracy is taken as an index of ignorance, it may safely be assumed that ignorance as a contributing factor to prostitution is far more important in the East than in Europe.

On one important point, however, prostitution in the East is quite different from that in Europe and America. In vast territories, it is the consequence of social habits

rather than of individual failings, and for whole groups of women it is the inevitable outcome of circumstances. Certain recent studies of the antecedents of prostitutes thave shown that social customs in Europe are contributory rather than determining factors.

Such information as the League has obtained during previous enquiries and at the Conference shows that there still exist in the East, especially in India, whole groups of women actually destined for prostitution. A note forwarded by the Commissioner of Police, Bombay, in 1937, stated that there were "certain classes in India (viz., Naiks of Kumaun, Kalawant, etc.) amongst whom the females usually take to prostitution as a profession." Kumaun is a remote hill district in the United Provinces. It has also to be kept in mind that, among some of these castes, there has never been registered marriage in the Western sense.

A report which reached the League Secretariat in 1936 from the Government of the United Provinces stated that there was "at least one caste in the United Provinces, the Naiks of Kumaun, the hereditary occupation of whose women was prostitution. An act has been passed for the protection of minor girls of the caste from being brought up as prostitutes." A report from the Government of Orissa states that prostitutes "are generally from families who have adopted this profession for generations". A report from Bengal states "girls married at the age of 7 years or less often find themselves widowed before they reach the age of 15... Generally speaking, a young widow is ill treated both by her own family and her husband's family and is therefore

continually seeking an opportunity to remove herself from her environment. Only one profession is open to her, and her entry into the ranks of prostitution may be said to be entirely normal and inevitable." [1]

The delegate of Portuguese India at the Bandoeng Conference gave the following account of the position :

"Apart from the general causes of prostitution in Portuguese India, there was a cause of religious origin in that country—namely, Devadasism—which was a social, semi-ritual and semi-traditional institution compelling women of a certain caste to become prostitutes.

"The bayaderes did not marry. They were attached to the service of the pagodas... The children born of these women did not belong to any caste. If they were girls, they became bayaderes like their mothers..."

On account of "precocious marriages, girls became widows when they were scarcely nubile or still in their childhood. Widows, whether children or adults, could never re-marry. Moreover, they became the drudges of all the members of the deceased husband's household.

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[1] In the case of India, there is the further factor that the strong prejudice felt against women who have been prostitutes makes a return to normal life well-nigh impossible. One report from India states that, "once having taken to this unhappy mode of living, they find it impossible to give it up because they are regarded as social and moral outcasts". The unfortunate position of widows has been a feature only among certain classes in Hindu communities. The modern educational movement is seeking to create from among these unfortunate women the first trained nurses, teachers and social workers.

The hardest duties were reserved to them and they had no comfort or rest. They had only one extremely simple meal per day. They had to submit to strict fasts, to shave their heads, to abstain from all ceremonies or rejoicings, marriages or religious festivals. They had to keep out of sight of women in labour or any person who might be injured by their evil eye. Under these circumstances, it was not astonishing that these young widows should form a large proportion of the inmates of brothels ; according to certain figures, they represent 30% of the total number of prostitutes."

The Portuguese delegate pointed out that, as a result of the policy of religious tolerance practised in the Portuguese colonies, the Hindus had been allowed to maintain the prostitution of the bayaderes.

Thus, for whole groups of prostitutes in the East, personal responsibility on the part of the victim is to a large extent practically non-existent, and circumstances over which she has no control force her into prostitution quite independently of her own disposition. Hence it is evident that a greater share of responsibility falls upon society, which must employ different measures to deal with prostitution in the East from those employed in other parts of the world. In Europe and America, prostitution, though a definite social phenomenon, is not a group phenomenon. But this is the case in parts of the East, and it is therefore natural that the exponents of society—the authorities—should play a far more important rôle in dealing with this problem than is the case in other parts of the world.

Signs are not lacking that public opinion in this part of the world is awakening to the importance of improving social conditions. The Sarda Act prohibiting child marriages, the Devadasism Bill and the Re-marriage of Widows Bills, all applying to British India, show how social thought is advancing in modern India.

II. HISTORICAL BACKGROUND

What is meant by Traffic in Women and Children ?

The expression "traffic in women and children" has replaced the former designation of "white slave traffic" which is to-day used only colloquially. The latter term was current in official language until the creation of the League; both the 1904 International Agreement and the 1910 International Convention refer to the "suppression of the white slave traffic". It has, however, been gradually abandoned, as it became clear that traffic in women was not confined to women of the white race, but that the scourge appeared all over the world and included women of all races.

Many attempts have been made to define "traffic in women and children". It has of course different aspects according to whether it is regarded from the legal, criminal or social standpoints. Generally speaking, traffic in women can be defined as the procuration for gain of girls and women for immoral purposes. The League of Nations, however, did not deal originally with the traffic in women in this wide sense but with one of its aspects—the international traffic. This has been defined in one of the League's reports as "meaning primarily the direct or indirect procuration and transportation for gain to a foreign country of women and girls for the sexual gratification of one or more other persons".

From the beginning, it has proved difficult, if not impossible, to "isolate the international question entirely from various forms of commercialised vice where there is no transportation to a foreign country". The League could therefore not always avoid dealing with national traffic in women and children, but great care was always taken to do so only with the approval of the authorities concerned.

Enquiries in Different Parts of the World

One of the League's first tasks in the campaign against traffic in women and children was to ascertain how far the facts warranted further activities in that field. For this purpose, the League undertook a number of enquiries, two of which are especially relevant in connection with the Bandoeng Conference.

A. *Europe and America*

The first enquiry took place in the years 1924-1926 and resulted in the report of the Special Body of Experts on Traffic in Women and Children.[1] It covered a number of European countries — Austria, Belgium, Czechoslovakia, France, Germany and others — as well as some non-European countries, especially in Central and South America. This report had far-reaching repercussions, since it proved the existence of an extensive traffic in women, chiefly from Europe to Central

[1] League of Nations documents C.52.M.52.1927.IV, and C.52(2).M.52(1).1927.IV.

and South America, and also to Egypt and various regions of North Africa. In addition, it proved that licensed brothels constitute one of the principal factors in the promotion of the traffic. A new impulse was thus given to public opinion and to Government action for the abolition of licensed brothels, especially in Europe.

Since this enquiry was made, the situation has changed considerably for the better. Several countries have abandoned or restricted the system of regulation, and the consequent breaking-up of the chain of licensed houses which before the war existed practically throughout Europe, coupled with the decrease of illiteracy in various parts of Europe and the stabilisation of currencies in a number of countries most affected by the economic consequences of the war, has led on the whole to an improvement in the situation. In addition, such measures as stricter enforcement of immigration and emigration regulations, the provision for control of passports, the extension of unemployment benefits to new categories of workers, especially women workers, etc., had a salutary effect. The cumulative result of all these and other factors was a distinct decline in the international traffic in women in Europe itself and from Europe to America. How far the economic depression, which held Europe and indeed most of the world in its grip between 1929 and 1932, directly influenced this development is difficult to ascertain. The evidence is conflicting. While the general impoverishment resulting from the crisis has undoubtedly increased the number of women liable to fall into prostitution, it has at the same time diminished

the purchasing power of the potential clients of prostitution. The situation seems to have varied from country to country and even from town to town.

B. *The East*

In 1929, the League of Nations Assembly, the highest authority of the League, decided that an enquiry into the traffic in women and children should be extended to the East. This decision was taken after the Governments concerned in the East had declared themselves prepared to collaborate in such an enquiry. The organisation entrusted with the investigation consisted of (*a*) a travelling Commission of Enquiry of three members appointed by the Council of the League, (*b*) a Committee to which the Governments having delegates on the Traffic in Women and Children Committee appointed representatives. The countries represented on this Committee were the United States of America, the United Kingdom, Belgium, Denmark, France, Germany, Italy, Japan, Poland, Roumania, Spain, Uruguay. The Commission studied the position in the following territories : the Far East—Japan, China, Hong—Kong, Macao, the Philippine Islands, Indo-China, the Netherlands Indies, the Straits Settlements, the Federated Malay States, the Unfederated Malay States, Siam ; the Middle East—India, Ceylon, Iran ; the Near East—Iraq, Near—Eastern territories under French mandate, Palestine.

The results of this, the first comprehensive enquiry into the question of traffic in women and children in

the East, were submitted to the Council in an exhaustive report.[1] They were published in 1933 and aroused great interest throughout the world.

The chief results of the enquiry have been authoritatively summarised as follows [2] :

"The essential facts which the report discloses are that there is an international traffic in oriental women and girls in the Near, Middle and Far East; that the number of women and girls involved in this traffic is, in the aggregate, large; that the bulk of this traffic is traffic in Asiatic women from one country in Asia to another; that the largest number of such victims are of Chinese race; the next in numerical importance are women of Japanese nationality — that is, Japanese, Korean and Formosan—followed in very much smaller number by Malayan, Annamite, Siamese, Filipino, Indian, Iraqui, Persian and Syrian.

"As regards traffic in Occidental women to the East, the Commission reports that this traffic, which once was considerable, has markedly decreased... With certain exceptions to be found chiefly in the Mediterranean Near East, prostitutes who go to the Middle or Far East seek their clients almost solely among clients of their own race. Even Occidental prostitutes who go to the Middle or Near East seek their clients almost solely among Occidental men."

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[1] Commission of Enquiry into Traffic in Women and Children : Report to the Council — League of Nations, document C.849. M.393.1932.IV.

[2] Document C.T.F.E.594, C.P.E.420.

"The report indicates that some of the more important causes which underlie the traffic in the Occident operate also in the Orient, but in a different manner."

These enquiries in Europe, America and the East were made possible by generous grants from the American Social Hygiene Association.

Changes in the Trend and Volume of Traffic in Women and Children

In a questionnaire which was sent to all the countries interested in the Conference of Central Authorities in Eastern Countries, the Governments were invited to state, *inter alia*, whether the trend of the traffic in women and children had undergone any change, whether the volume had increased or decreased and whether they were in a position to give a general résumé of the situation. The answers to this questionnaire referred to changes that have taken place since the end of 1931—*i.e.*, to developments subsequent to the investigation of the Commission of Enquiry into the Traffic in Women and Children in the East.

From the replies, it appeared that traffic had declined in the majority of Eastern countries. Statements to this effect were made by the Government of the Straits Settlements and by the Government of Hong-Kong, the latter expressing the opinion that the traffic from Hong-Kong to the South Seas had practically ceased. Siam pointed out that the traffic from China had declined. The report of the Government of the Indo-Chinese Union stated that, in the cases detected, only isolated

individuals had been concerned, while the Governments of Macao and Portuguese India and the reports of most of the Indian Provincial Governments stated that external traffic in women and children was practically non-existent.

As to general development, the International Criminal Police Commission stated in a memorandum that "traffic in women and children, and all offences connected with the traffic, such as those concerning *souteneurs*, procurers and other persons exploiting immorality are on the decline".

This general statement is not disproved by the fact that there seems to be some slight increase in certain places in the East. The following paragraphs contain various observations from Governments' replies relating to particular areas.

The Netherlands Indies stated that the traffic had increased.

The report from the Straits Settlements contends that the sex ratio for Chinese in Malaya is tending gradually towards equalisation. "This affects traffic in prostitutes in two ways : first, more locally-born Chinese women take to prostitution, leaving less demand for prostitutes from China ; and, secondly, more Chinese men in Malaya are married, so that there is less demand for prostitutes altogether. The working of the Aliens Ordinance since the beginning of 1932 has made the examination of passengers easier and more effective, and has therefore made traffic more difficult and risky."

As the report from Hong-Kong states, "the closing of tolerated houses in Hong-Kong and Malaya, together

with the fact that, at the examination of deck passengers at the Secretariat for Chinese Affairs, known prostitutes are not allowed to proceed abroad, has been responsible for the decrease. The economic depression in Malaya has possibly been a contributing factor."

These two statements show that the decrease in international traffic in this part of the world is due, at least in part, to the same factors which contributed to such a definite decrease in the traffic between Europe and South America—namely, the strengthening of official measures and stricter control.

As regards the nature of the traffic, all the evidence available points to the fact that, in almost all cases, the traffic was the work of individuals who delivered up individual women to prostitution for the sake of gain. The notion that it has invariably been carried on by organised gangs of traffickers and that whole groups of victims were involved seems not to be warranted by the facts as they exist in the East.

International Legislation in the Field of Traffic in Women and Children

The Conference of Central Authorities in Eastern Countries forms part of the general social and humanitarian activity of the League of Nations. These are based on Article 23 (*c*) of the Covenant, which entrusted the League, *inter alia*, "with the general supervision of the execution of agreements with regard to the traffic in women and children".

The League first concentrated on the ratification by its Members of the international instrument concluded before its foundation—*i.e.*, the 1904 International Agreement for the Suppression of the White Slave Traffic and the 1910 International Convention for the Suppression of the White Slave Traffic.

Since the foundation of the League, the international legislation in this field has been extended by the conclusion of three further international instruments : the 1921 International Convention for the Suppression of Traffic in Women and Children, the 1923 International Convention for the Suppression of the Traffic in and Circulation of Obscene Publications, and the 1933 International Convention for the Suppression of the Traffic in Women of Full Age. The following are the chief provisions of these Conventions as far as they deal with traffic in women and children.

The Agreement of 1904

The Agreement of 1904, which to-day seems a timid endeavour, but which, at the time of its conclusion, constituted a great step forward, contains an undertaking on the part of the contracting Governments to "establish an authority charged with the co-ordination of all information relative to the procuring of women and girls for immoral purposes abroad. The Governments undertake to have a watch kept for persons in charge of women and girls destined for an immoral life. The arrival of persons who appear to be principals, accomplices in or victims of such traffic shall be notified to the authorities of the place of destination."

Establishment of Central Authorities

The 1904 Agreement is of special importance for the present study, as it created the central authorities which are charged, in the different countries, with the duty of combating the traffic in women and children.

Article 1 of the Agreement states that each of the contracting Governments undertakes to establish or name some authority charged with the co-ordination of all information relative to the procuring of women or girls for immoral purposes abroad. Since the conclusion of the Agreement, practically all the countries of the world have created or named such offices, and their collaboration has played a considerable rôle in the diminution of traffic in women, especially in Europe. The question of how co-operation between the central authorities in Eastern countries [1] could be made closer was one of the chief problems with which the Bandoeng Conference was faced.

The Convention of 1910

The International Convention of 1910, on which the further international legislation in this field is based, covers the offence of "procuring, enticing or leading away for immoral purposes in order to gratify the passions of another person, a woman of full age when there is fraud, violence and any measures of compulsion". It also covers the offence of procuring, enticing or leading

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[1] See Annex 2, page 72.

away for an immoral purpose, under the same conditions, a woman under the age of twenty, even with her consent

The Convention of 1921

The International Convention of 1921, the first drawn up in this field under the auspices of the League, raised the age of protection to 21 and extended the protection to minors of either sex.

The Convention of 1933

The last Convention, that of 1933, covers the offence of procuring, enticing or leading away, even with her consent, a woman or girl of full age for immoral purposes in another country.[1] Under the Convention of 1933, the term "country" includes "the colonies and protectorates of the High Contracting Party, as well as territories under his suzerainty and territories for which a mandate has been entrusted to him".

Next Stage

As the last stage in this development, a Convention for the Suppression of the Exploitation of Prostitution by Other Persons (*Souteneurs*) is being prepared. This international instrument is intended to fill the gap left in the former Conventions by providing for the protection

[1] The position as regards the signature of, accession to and ratification of these international instruments by the countries which participated in the Conference will be found in Annex 3, page 76.

of persons of full age and of either sex against being procured for profit, even with their consent and when they are not taken abroad, and also against any other form of exploitation of their prostitution.

III. FRAMEWORK OF THE CONFERENCE

Conferences are not isolated events. If they are not to be foredoomed to failure, thorough and careful preparations must be made for them, leaving as little as possible to chance. They represent in themselves the culminating stage in the development of a problem—political, economic, financial, social or health. If successful, they are the starting-point for new developments.

The Conference of Central Authorities held at Bandoeng, Java, in February 1937, forms no exception to this general rule. Its debates were the climax of many years of research, study and discussion, and it concluded by unanimously adopting an important set of recommendations and resolutions designed to stimulate public opinion, Government activity and League action.

Composition

The Conference was convened by the Secretary-General of the League of Nations in accordance with a Council decision of October 10th, 1936, authorising the issue of invitations to the Governments which had declared their readiness to participate in the Conference, to the missions and international organisations whose participation had been agreed upon by the majority of the countries taking part, to such national, regional or local organisations as had been proposed by the participating Governments in whose territories they

operate, and to experts whose participation was considered desirable for the success of the Conference.

It was composed as follows : The Governments of the Straits Settlements, the Federated Malay States, Hong-Kong, China, France (for the Indo-Chinese Union and the French Concession of Shanghai), India, Japan, the Netherlands (for the Netherlands Indies), Portugal (for Portuguese India and Macao), and Siam. The representative of the United States of America attended in the capacity of an observer. Thus the nine countries which had shown an active interest in the Conference all sent representatives to Bandoeng.

As regards missions and international voluntary organisations, the Sacred Congregation " De Propaganda Fide " was represented by an observer, and the International Mission Council and the following international voluntary organisations were represented by delegates :

The Salvation Army, the Pan-Pacific Women's Association, the World's Alliance of Young Men's Christian Associations, the World's Young Women's Christian Association.

The national, regional and local organisations were composed of organisations from India, China and the Netherlands East Indies.

These national, regional and local organisations were :

China. — The World Red Swastika Society of China,

The Children's Home, Hsiang-Shan, Peiping,

The China Child Welfare Association.

India. — Association for Moral and Social Hygiene.

Netherlands Indies. — Association "Ati Soetji", Indo-Europeesch-Verbond Vrouwen-Organisatie, Perkoempoelan Pembasmian Perdagangan Perempoean dan Anak-anak.

The International Criminal Police Commission was represented by a Commissioner of Police from Middle Java acting as expert. The Conference also invited Miss M. Malthe, a former member of the Commission of Enquiry into the Traffic in Women and Children in the East, to sit as an expert.

Some of the delegates of the national, regional and local organisations attended in a dual capacity as Government experts and as representatives of those associations, and two representatives of international voluntary organisations were accredited to different associations. The actual number of delegates, experts, advisers, etc., at the Conference was sixty-one.

It appeared probable before the Conference met that the voluntary organisations would be particularly well represented and, in fact, there were fourteen delegations representing non-official bodies as compared to nine Government delegations. The voluntary organisations were able to give most valuable assistance in the discussions on questions in which they had specialised, and their contribution to the work of the Conference was generally appreciated. Resolution No. IV on the co-operation of Governments and voluntary organisations [1] is certainly due in part to the fact that collaboration

[1] See Annex 4, page 84.

between Governments and voluntary organisations proved very satisfactory at the Conference itself.

The Conference was presided over by Jonkheer A. T. Baud, first delegate of the Netherlands, while Mrs. C. Mukerjee, Chairman of the All-India Women's Conference, delegate of India, acted as vice-president.

Agenda of the Conference

The Conference discussed the following agenda :

I. Closer collaboration and wider exchange of information between the police and other authorities in the different countries who are responsible for measures concerning the prevention of traffic in women and children in the East.

II. Migration, in so far as this question affects the protection of migrants against traffic in women and children.

III. Possibility of abolishing licensed or tolerated brothels in the East.

IV. Closer collaboration between police and other authorities and private organisations in the East.

V. Possibility of employing a larger number of women officials by the authorities responsible for the welfare of women and children.

VI. Problem of women refugees of Russian origin in the Far East who have been or are in danger of becoming victims of the traffic.

IV. CLOSER COLLABORATION BETWEEN THE AUTHORITIES RESPONSIBLE FOR THE PREVENTION OF TRAFFIC IN WOMEN AND CHILDREN

It was one of the main contentions of the Report of the Commission of Enquiry into the Traffic in Women and Children in the East that collaboration and exchange of information between the police and other authorities in the different countries responsible for measures concerning the prevention of such traffic was not in every instance proceeding satisfactorily. The report gives a number of actual cases to prove its contention, and these findings have never been challenged.

The chief purpose of the Conference was to find ways and means of remedying this state of affairs. This it did either by making suggestions of a comprehensive character or by recommending specific action on different aspects of the question.

Suggested Establishment of a League Bureau

The chief suggestion in this direction was made as early as the second meeting of the Conference, when the delegate of the Straits Settlements and the Federated Malay States gave an account of the technique of the traffickers and of the measures at the disposal of the authorities for combating the traffic. "It was true",

the delegate stated, "that a trafficker who had once succeeded in deceiving the authorities would make a fresh attempt, but if he were caught, or if the victim were discovered, he was sentenced to a long term of imprisonment and deported. That measure, which at first sight appeared to be satisfactory, was only so to the State which applied it; for if the trafficker returned to his own country—for instance, to Kwantung—there was nothing in the provisions at present in force to prevent him from resuming his traffic in the direction of India, China or Siam, since he was not obliged, in order to send women to those countries, to pass through Singapore or any other port in which he was forbidden to stay.

"In order to do really useful work, therefore, the competent officials should inform the authorities of the trafficker's country of origin of the measures taken against him, and they should send all particulars necessary for his identification. Moreover, this would not be sufficient—a Central Bureau should be opened in order to collect all data regarding Eastern traffickers."

The delegate of the Straits Settlements then pointed out certain analogies between the problem of fighting the traffic in women and children and the campaign against counterfeiting currency. As the outcome of a regional conference held in Singapore some years ago, an office was opened at Singapore for the exchange of information regarding the counterfeiting of currency, and since that system had been applied, there had been a marked decline in those offences. "The action taken against coiners", continued the delegate, "can be taken

with greater justice against persons engaged in the traffic in women and girls. If the Conference considered that the proposal he had just made had any practical value, he would suggest that it should consider the possibility of opening a Far-Eastern Bureau... under the auspices of the League, for the exchange of information in regard to traffic in women and children... This Bureau should be placed under the auspices of the League, as the latter had successfully organised a Bureau for the exchange of epidemiological information at Singapore."

This suggestion met with the general approval of the Conference, which sent it to its Bureau for technical consideration. It was finally adopted by the Conference in the terms of a resolution [1] in which the Conference recommends "that a Bureau of the League of Nations should be created in the East to receive regular reports from all participating countries in regard to traffic in women and children and to circulate such reports to all participating countries". These reports should contain information concerning the following classes of individuals :

Men and women convicted of trafficking in women and in children ;

Men and women deported or banished from the territories of participating countries for offences referred to above, whose conviction in court has been impossible for some good reason, but whose guilt has been

[1] See Annex 4, page 79.

established to the satisfaction of the Government concerned, and, lastly :

Men and women who are wanted in connection with such offences but who have made their escape before the warrant of arrest issued against them could be executed.

Detailed particulars of each individual would be given. The Conference considered that these should include, in addition to the name, sex, date of birth, and nature of the offence, the guilty person's photograph and fingerprints.

The Bureau should also suggest any measures which might facilitate the collection and distribution of information, and generally promote collaboration between participating countries in such ways as might appear desirable to those countries.

The Information Bureau would make annual reports on its work to the League of Nations.

As will be seen from the text, this resolution consists of three main suggestions : (1) that the League Bureau to be opened in the East should regularly receive reports from all participating countries and should circulate such reports ; (2) that besides this task, which, though highly important, is of a routine character, the Bureau should assume a more active rôle in liaison work, and (3) that the Bureau should make annual reports on its work to the League of Nations.

The following case discussed at the Conference may be quoted to illustrate the type of work to be undertaken under (1).

The regional Conference at Hong-Kong had raised

the problem of the position of a girl sent back to Macao at the expense of the authorities of that port. What was to prevent the trafficker from sending her to Bangkok or elsewhere under another name ? The delegate of the Straits Settlements thought that this difficulty would disappear if the proposal to create an information bureau were adopted by the Conference. The parties to the agreement would receive detailed information, the authorities of the State to which the girl was repatriated would be kept informed of the matter, would know the name of the trafficker and could consequently prevent him from sending the girl under another name to a different territory.

In addition to its purely technical duties, it was the Conference's intention that the Bureau should also be responsible for liaison work (2). It was understood that the importance of this type of work would depend upon the manner in which the work of the Bureau was carried out, upon what measure of confidence it could win from the Governments and upon a number of other technical and psychological factors.

The hope was expressed that this Bureau, which would have to begin on a modest scale, would subsequently become an important centre for the campaign against the traffic in women and children, and, as one of the delegates put it, "a kind of general staff of the army fighting the traffic in women and children in the East". This is particularly evident if the above is considered in conjunction with the suggestions contained in the following sections.

The Assembly of the League of Nations in September 1937 dealt with the resolution of the Bandoeng Conference with regard to the creation of a bureau of the League of Nations in the East and considered that "the details of this scheme require fuller examination" ; it therefore asked the Council of the League of Nations "to appoint an expert adviser to discuss the matter as soon as possible on the spot with the competent authorities of the Governments interested".

Regional Conferences

In the course of the Conference, the suggestion was made that conferences of a similar kind should meet at regular intervals—for instance, every three years—to deal with the question of the traffic in women and children in the East. The suggestion was not retained in its original form, as the Conference was of the opinion that it would not be possible to convoke regularly such a representative assembly. It did agree, however, that some of the Eastern countries might usefully hold regional conferences on specific points arising out of the local situation. The Conference therefore recommended that the League of Nations should approach the interested Governments "with a view to the holding of local conferences, where necessary, for the consideration of more effective measures for the prevention of traffic in women and children"[1], it being understood that the instrument through which the League would act would

[1] See Annex 4, page 81.

be the League of Nations Bureau to be established in the East.

Lack of Co-operation between Chinese Authorities and Administrations of Foreign Settlements

The report of the Commission of Enquiry had pointed out that "a regrettable example of the lack of co-operation in the fight against traffic in Chinese women and children is to be found also in respect of measures taken by Chinese authorities on the one hand and the administrations of foreign settlements in China on the other. This is particularly noticeable in Shanghai, where the authorities of the Chinese City, the French Concession and the International Settlement have no agreement whatever amongst themselves with regard to the prevention of traffic." [1]

As the situation does not seem to have improved since the publication of the report, the suggestion was made that a liaison officer should be appointed whose chief purpose would be to assist in the co-operation between the authorities. He should not be stationed at any one point, but should visit various places. This suggestion was not accepted by the Conference. It was understood, however, that the League Bureau to be established in the East would undertake what action was needed for this problem as part of its general task of promoting collaboration between participating countries in such ways as might appear desirable to those countries.

[1] League of Nations document C.849.M.393.1932.IV, page 91.

The holding of local conferences, wherever necessary, for the consideration of more effective measures for the prevention of traffic in women and children was especially recommended by the Conference in view of the lack of co-operation between the police authorities of China and those of the foreign concessions and settlements on the Chinese coast.

V. PROTECTION OF MIGRANTS AGAINST TRAFFIC IN WOMEN AND CHILDREN

The Conference had to deal with migration only in its relation to traffic in women and children.

The report of the Commission of Enquiry had shown, and the discussion of the Conference confirmed this, that it is the traffic in Chinese women to which the migration problem east of Singapore chiefly relates. From the examples given by the report, it appeared that traffickers were not deterred by even the most stringent regulations, such as existed in Singapore, the Netherlands East Indies and the Philippines.

With regard to the Philippines, the report gives an example showing the lengths to which traffickers will go. Chinese girls intended to be smuggled into the Philippines as children under age of Chinese already settled in the Islands were actually made to live for as long as two years in the village in China which they would later be required to state as their birthplace, and were regularly drilled in the answers they were to give to the questions of the migration officials at Manila.

The Most Important Distributing Centre—Hong-Kong

The discussion confirmed the impression received from the report of the Commission of Enquiry that Hong-Kong is to be regarded as the strategic point for the traffic east of Singapore, which is almost entirely

confined to women from South China. It was pointed out that action should be taken, not only at Singapore, the distributing centre for girls intended for the Malay Archipelago, but also at Hong-Kong, the collecting centre for all the girls whom the trafficker wished to place, not only in Malaya, but also in China and in the Philippines.

In dealing with the situation at Hong-Kong, the regional Conference held at the Secretariat for Chinese Affairs at Hong-Kong in 1935 adopted the recommendation that police officers on anti-piracy duty should be instructed to keep a watch for apparent cases of traffic in outgoing ships. As the Government of Hong-Kong stated in its reply to the questionnaire, such instructions were given to its police officers on anti-piracy duty.

The Conference showed general appreciation of the work of the Hong-Kong authorities. This was apparent from the fact that, after having taken note of the measures in force at the port of Hong-Kong for the examination of female and minor emigrants and for the provision of photographs for identification, the Conference "expressed the hope that similar measures might be adopted at other ports in the East at which it is reasonably suspected that traffic in women and children is taking place".[1]

After a very full discussion, the Conference came to the conclusion that, in view of the special importance of Hong-Kong, further measures would be advisable.

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[1] See Annex 4, page 82.

As the delegate of Hong-Kong observed, the examination at Hong-Kong related only to emigrants—that was to say, passengers on so-called "emigrant ships". There was no inspection of vessels proceeding to the ports of China or Indo-China, and there were loopholes in the system. The Conference, in its resolution dealing with this question, recommended "that the Hong-Kong Government be requested to consider the extension of the provisions in force regulating the control of migration to cover the cases of female and minor passengers on other than emigrant ships".[1]

In explaining the term "emigrant ships", the delegate of Hong-Kong pointed out that "for instance, a vessel transporting less than twenty Asiatic passengers was not examined. In addition, first- and second-class passengers were not regarded as emigrants. Moreover, emigrants arriving from Chinese ports and passing through Hong-Kong were not examined there." The delegate explained that the reason for the incompleteness of the examination was that something like 10,000 persons entered and left Hong-Kong every day and that a large staff of officials would be required if stricter control were instituted.

Proportions of the Sexes among Migrants

In connection with the discussion of the relationship between migration and traffic, an account was given by the delegate of the Straits Settlements and the Federated

[1] See Annex 4, page 82.

Malay States, showing how by direct Government action "conditions which are favourable to the traffic might be changed and replaced by conditions which were unfavourable to the traffickers".

By utilising the immigration machinery to change the proportion of men to women (sex ratio) of a certain group of immigrants, the composition of the Chinese population of the Malay States had been definitely changed. Under the old Chinese Empire, the emigration of women from China was discouraged and sometimes even forbidden. The Chinese emigrant had therefore normally been an unattached male—either a bachelor or a married man who had left his wife in China. Such a situation created a persistent demand for prostitutes. In the census year 1911, the sex ratio for Chinese in the Straits Settlements was 358 females per 1,000 males, and in the Federated Malay States, 188 per 1,000 males.

Between 1911 and 1921, no attempt was made to alter the sex ratio. It was felt that the ratio would be corrected by the gradual opening-up of the country, improvement in social conditions, better health conditions, etc. As a matter of fact, in 1921 the ratio for Chinese was 479 women to every 1,000 men in the Straits Settlements and 351 in the Federated Malay States. These figures had been to some extent affected by the catastrophic change in economic conditions, which had two main effects on migration. It had caused the return to China of emigrants and had brought about Government restriction of the number of immigrants admitted into the country.

The emigrants returning to China consisted mostly of unattached males. A restriction was imposed on incoming Chinese in 1930 which applied only to males, no restriction being placed on females. There was no census figure for the whole country later than 1931, but the census of the municipality of Singapore taken in 1936 was considered to be typical of the conditions in the rest of the country. It showed a ratio of 698 women to every 1,000 men. The rising proportion of locally-born Chinese had of course its influence on this development.

These figures showed, in the opinion of the delegate of the Straits Settlements, how the economic conditions could affect migration if these induced the authorities to set out deliberately to influence sex ratio. A change in this ratio from 358 in 1911 to 698 in 1936 must have indirectly affected the traffic in women.

Whilst the Conference agreed on this latter point, no recommendation was made for the general adoption of a similar policy in the East, it being understood that such a policy could be applied only in the case of minorities which preserved their racial independence and where the question of assimilation of the minority was not desired either by the authorities or by the minority itself. A country such as Siam, for instance, as was pointed out by the delegate of that country, was not in the same position with regard to this problem as some of the other countries in the East.

Problem of Female Migrants from Hainan

In this connection, the delegate of the Straits Settlements drew attention to a special problem, that of the Hainanese communities. Until 1917, Hainanese custom did not allow Hainanese women to emigrate with the men, who came to Malaya in large numbers. In 1917, the arrival of the first Hainanese woman in Malaya created such consternation in the community that she had to return ; but from 1923 onwards, Hainanese women began to emigrate freely. The situation seems to have been similar in Siam, which reported that, the number of Hainanese female emigrants having increased, the men have become more domestic in their habits. This is believed to have an indirect effect on the traffic.

Tiochiu Troupes

The Siamese delegate drew the attention of the Conference to a type of entertainment troupes, travelling from town to town and from country to country, which caused certain difficulties to the authorities. The delegate of the Straits Settlements further explained that these troupes of boy actors came from the hinterland of Swatow and were known in Malaya as Tiochiu troupes. They toured Malaya, Siam, Sumatra, and elsewhere wherever Tiochiu communities were to be found. When in 1931, on account of the slump, the living conditions of these boys became very precarious, the Malayan authorities decided to prohibit the admission of such troupes into that country. This measure

having caused some stir among the Tiochiu Communities, an agreement was reached by which the heads of the Tiochiu communities and the impresarios in Malaya agreed not to bring Tiochiu actors into Malaya, but to recruit them locally. Definite terms of engagement were prepared and accepted by the heads of the communities.

The Conference recommended that special measures should be taken by Governments both by control at frontiers and by supervision within their territories to provide for the protection against traffickers of women and children who belonged to or accompanied travelling troupes of entertainers.[1]

Collaboration between Shipping Companies and the Authorities

The report of the Commission of Enquiry deals with certain cases in which collaboration between authorities either existed already or was desirable, with reference to arrangements with national shipping ; but the report contained no concrete suggestions on the matter. The Conference, when discussing migration, had its attention drawn to this question by the delegate of Siam, who, after having reminded the Conference of a certain loophole in the system of control noted by the report, stated that the only remedy would lie in co-operation with the steamship companies, and expressed the hope

[1] See Annex 4, page 83.

that the companies would realise the necessity for granting their assistance.

In respect of this matter, the Conference recommended that Governments should make arrangements or, if necessary, regulations under which their national shipping should collaborate with port authorities generally, in order to prevent traffic in women and children.[1] The Conference especially recommended that precautions should be taken by steamship companies to prevent evasion by female and minor emigrants of any examination instituted with a view to the protection of such persons by the authorities at the ports of departure or on the arrival of ships.

[1] See Annex 4, page 83.

VI. ABOLITION OF LICENSED BROTHELS IN THE EAST

The Brothel in International Traffic in the East

The question of the possibility of abolishing licensed or tolerated brothels in the East was included in the agenda because the chief purpose of the Conference was to give a new impulse to the campaign against traffic in women and children in the East. The report of the Commission of Enquiry had shown how close the connection was between the traffic and licensed brothels. It stated :

"The observations of the Commission have shown that the existence of licensed or recognised brothels in an Eastern country is a determining factor in making the country a place of destination for international traffic and that, immediately recognition is withdrawn from brothels, the amount of incoming traffic shows a marked decrease...

"Recognised brothels in an Eastern country naturally tend to facilitate also outgoing traffic, but even then such traffic can only be improved in extent and capable of development if licensed houses are equally available in the country of destination."

Situation as regards Abolition

In connection with this item of its agenda, the whole question of State control and of State intervention in the

matter of prostitution was raised, as indeed was to be expected.

In order to give an adequate idea of the background of this discussion, it may be useful to present a rough outline of the position of the countries represented at the Conference with regard to regulated prostitution. Of these nine countries, the Straits Settlements, the Federated Malay States, Hong-Kong, the United States of America, India [1] and the Netherlands Indies may be classified as totally abolitionist, as they have neither regulation of prostitution nor licensed brothels. In China [2], licensed or tolerated brothels are prohibited in principle, but the principle of abolition has not yet been fully applied by the Government itself. The Indo-Chinese Union, Japan, Portuguese India, Macao and Siam are regulationist, but in different degrees. The future of regulation in the Indo-Chinese Union and in the French Concession of Shanghai, where regulated prostitution and licensed brothels exist, will depend on the progress of the abolitionist legislation in France which has been laid before Parliament. Should the bill in question (the Sellier Law) be passed in France itself, its subsequent enforcement in the Indo-Chinese Union may be anticipated, since, in the words of the

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[1] Tolerated brothels exist in certain parts of India.

[2] In a report submitted by the Chinese delegation to the Conference of Central Authorities in Bandoeng, it is stated under the heading "Suggestions concerning the elimination of traffic", that prostitution should be abolished according to the Chinese law, but before it is put into effect all prostitutes must be licensed and must be gradually withdrawn.

French delegate to the Conference, France has always tried to bring her colonial legislation into line with the law of the mother-country.

In Siam, the question has been studied by a Government Committee, which reported in favour of abolition, and the Siamese delegate at the Conference was one of the most consistent advocates of abolition.

In Japan, the abolitionist movement is progressing, and in a growing number of prefectures licensed brothels have actually been closed. Moreover, a full abolitionist policy is foreshadowed by Government statements made at Geneva at the Advisory Committee on Social Questions.

Portuguese India and Macao are fully regulationist. [1]

The Brothel : Medical, Ethical, and Social Aspects

The Conference dealt with the question of licensed brothels from various aspects—medical, ethical and social.

As to the medical side, it was interesting to note that, at this gathering of representatives of Governments, of which only about half had introduced abolition, all the

[1] The answer of the Government of Macao to the questionnaire transmitted to the Governments in July 1936 states, however, that, in spite of the disadvantages which, in the opinion of the Government, might ensue from the suppression of brothels, the Portuguese authorities of the Colony were studying a Bill on the suppression of brothels, which will be put into force after approval by the Portuguese Government.

delegates, with one exception, seemed to be in favour of abolishing licensed prostitution.

The intervention by one of the experts on the occasion of this discussion is noteworthy, coming as it did from an army doctor, as showing that, even under such different conditions as those prevailing in the Netherlands Indies Army, experience of venereal disease has been very similar to that in Europe.

Dr. P. L. Tiberghien de Moulin, First Class Army Medical Officer, of the Netherlands Indies delegation, submitted to the Conference two graphs showing the incidence of venereal disease in the Netherlands Indies Army among European and native troops respectively.

Abolition had been introduced in the Netherlands Indies in 1911-1913, when treatment of syphilis was still very inadequate. Dr. Tiberghien de Moulin observed that the syphilis rate for native soldiers showed no appreciable change until 1914. "Among Europeans... the maximum was reached in 1912 and the curve fell rapidly until 1914, when it reached a figure below that of 1911. In 1921, personal prophylaxis had been introduced, and after that venereal disease had shown a decrease, but at the present time there was a slight tendency to increase."

"The upward movement of the graphs relating to syphilis and gonorrhœa from 1914 to 1921 is possibly explained by the fact that, as many experts admitted, in times of prosperity and in war-time the increase in venereal disease was to be expected. Opinions regarding the effect of prosperity were not, however, unanimous. It was nevertheless a remarkable fact that, after 1921

(a period of prosperity)—that was to say, after the introduction of effective prophylaxis treatment, regular medical examination of the men and propaganda in respect of morals—all the graphs showed a considerable drop and in most cases declined below the figures of 1903."

Dr. de Moulin summarised the position as follows :

"It must be admitted that, while abolition had not at the beginning brought about a decrease in venereal disease, it had not caused an increase of this disease in the Netherlands Indies Army. It was necessary that abolition should be followed by medical, social and legislative measures, in order to bring about a decline in venereal disease."

As to the ethical side of the question, in the East the position is not quite comparable with that in Europe or in America. While all the members of the Conference individually agreed with the criticism of brothels on ethical grounds, several members pointed out that, in some of the countries concerned, such standards would apply only to a minority ; that public opinion would not yet condemn brothels on such grounds as, for instance, that to be kept in a brothel was against the human dignity of a woman ; and that, in some countries, public opinion has only just begun to count in this question.

As to the social aspect of the question, which, as already observed, is closely bound up with the ethical aspect, no comparison is possible between the position in most of the European and American countries and that in the majority of the countries represented at the Conference,

especially in India, Portuguese India, Indo-China and, to a certain but decreasing degree, in China. [1]

Different Approaches to Abolition

The ideas which underlie the actual enforcement of abolitionist measures and which determine their character can perhaps be divided into two groups. There is the point of view, chiefly represented in the East by Anglo-Saxon authorities, that regulation of prostitution being an evil in itself, no compromise should be admitted on that point ; abolition should not be conditional. Hence the enforcement of abolitionist measures is considered to be rather a problem of public order and security, deriving from police powers, than a social problem in the strict sense of the word. In these countries, therefore, it is preceded or accompanied by a number of processes of an essentially *technical* character. They are usually applied in several pre-arranged and carefully planned stages.

When, for instance, brothels were closed in the Straits Settlements in 1929, in the Federated Malay States in 1931, and in the various Unfederated Malay States at different dates, long notice was given beforehand that steps would be taken. The first step was to prohibit professional prostitutes from landing at Malayan ports. The next step was the enactment of legislation making the keeping of a brothel an offence. The third and last step consisted of a final notice to brothel-keepers

[1] See Chapter I of this publication.

and prostitutes that by a certain date brothels must be closed. Experience showed that the landing prohibition had already resulted in a diminution of the number of these women, and in consequence the many brothel-keepers found that it no longer paid to run them. From the time the final notice was given, prostitutes left the brothels in increasing numbers. Some of them returned to their home-country (China); others moved to other premises in the same or another town in Malaya. Some of them turned to normal work as sempstresses, washer-women, etc. The Government admits, however, that the scheme was made more practicable in Malaya by the fact that the inmates of the tolerated brothels were almost exclusively aliens.

Similar steps were taken and similar experience gained in Hong-Kong, where the closing of licensed houses had been effected according to plan, the last of the forty-three houses affected having been closed in June 1934.

The other school of thought moves on somewhat different lines. For them the question of regulation and abolition is not one in which there is any "categorical imperative"; it is rather a question of expediency. They agree that abolition is the ideal state; they accept abolition as the final goal; but they consider that its application should be conditional upon the fulfilment of certain essential conditions, not so much of a technical nature as the measures enumerated above, but of a fundamental character. They hold that abolition presupposes changes in social circumstances. This approach to the question is reflected in the statement of the French

delegate, in whose opinion abolition has to be preceded, in some Eastern countries, especially Indo-China, by changes in what he called the *milieu social*. In Indo-China, for instance, there is no registration of births, marriages, etc. Local custom regards the birth of a girl as an unlucky event, while in Annam births of girls are not reported at all. Women are socially and legally in an inferior position, and are also illiterate. In his opinion, abolition, to be successful, presupposes not merely the general education of women and the raising of their legal status, but also the establishment of a whole series of medical, social and other measures.

The delegate of Siam agreed that, before legislative steps were taken to abolish brothels, the protection of women should be organised. He thought that women's possession of the suffrage in some countries reflected an improved status for women, which was a necessary preliminary to further progress.

Practical Experience

That the Conference's proceedings were eminently practical is illustrated by the following circumstance: As some of the countries in the East had abolished licensed brothels and the registration of prostitution and had gained valuable information on this subject, the French delegate asked that these experiences and the steps taken in the preparation for and enforcement of such measures might be put before the Conference. The Conference therefore heard a number of statements on the subject from the delegates of the Netherlands Indies, the Federated Malay States and Hong-Kong. From these

statements, as well as from previous information communicated to the League Secretariat, it appeared that neither in Hong-Kong, Singapore nor the Netherlands East Indies had public morality suffered to any appreciable degree from the dissolution of licensed brothels. The gist of the statements may be summarised as follows : (1) that the chief evil after-effects of abolition in these countries consisted in a certain increase of soliciting and street-walking ; (2) that there was no evidence of any increase in venereal diseases as a consequence of abolition, but rather the contrary ; (3) that certain types of *souteneur* (brothel bullies, protectors of brothels), who used to provoke fights with rival gangs, had disappeared ; (4) that it was important to organise strong police action against clandestine brothels, which, as experience showed, were apt to spring up when the licensed brothels were closed.

Besides these points, a number of general measures were indicated which had accompanied or should accompany the closing of licensed brothels, as regards immigration, the protection of girls, etc. The French delegate pointed to the particular value of such information concerning past experiences in view of the effort which was being made in Indo-China to bring about the gradual abolition of licensed brothels.

This example shows how the Conference directly helped to bring about a pooling of experience which, in present circumstances and especially in view of a certain lack of routine collaboration between the authorities in this part of the world, would otherwise not have been effected.

Abolition, the Final Goal

But the Conference did not confine itself to hearing descriptions of the special circumstances attending prostitution in Eastern countries, or to accounts of the steps taken in abolitionist territories, or to taking note of the different possible methods of abolition. It went a step further and declared itself in favour of abolition "as a final goal". This formula reflects the common ground which existed amongst the delegates.

Realising, however, that abolition pure and simple would be doomed to failure, the Conference established two desiderata : that a public opinion favourable to abolition should be formed in countries in which tolerated brothels still existed ; and that abolition should be preceded or accompanied by administrative, medical and social measures. It was on this latter point that great stress was laid by those delegates whose countries still upheld the system of regulation ; a delegate of an Eastern Power, quoting an English poet, warned the Conference against hurrying the East. But it was evident from his own statements and that of a number of other delegates that developments in the East in the social field were such that what had taken decades in the past was now becoming a question of years.

From an immediately practical point of view, the declaration in favour of establishing a League Bureau in the East might be considered the most important decision of the Conference ; but, from a general point of view, the declaration of principle regarding the abolition of tolerated brothels might well be held to be the most

important single declaration made by the Conference. It was characterised by the delegate of the Straits Settlements in his concluding speech, in which he endeavoured to gauge the value of the results achieved by the Conference, as signifying "the dawn of a new era in the East".

VII. CLOSER COLLABORATION BETWEEN THE AUTHORITIES AND PRIVATE ORGANISATIONS IN THE EAST

The report of the Commission of Enquiry referred to the fruitful activities of the missions and private organisations, especially in the field of preventive and rescue work in connection with prostitution and traffic in women, and paid a tribute to the work of the associations of women in the countries in question.

It pointed out that missions and private organisations engaged in preventive and rescue work in connection with prostitution and traffic in Asia were to be found working in practically all the countries where the Commission carried out its enquiry. In many instances, missions and private organisations had been responsible for the inauguration of efficient Government measures introduced to combat prostitution and traffic. The report expressed the hope that the combined efforts of the organisations which helped victims of the traffic and of the authorities who combat the traffic with administrative measures would be effective in reducing it to a noticeable extent.

The importance attached by the Governments to the goodwill and collaboration of the organisations in this field, previous to the convocation of the Conference, was reflected by the fact that most of the Governments interested in the Conference had expressed themselves in favour of inviting missions and international and national voluntary organisations to attend the Conference.

From a number of statements made by representatives of voluntary organisations, it appeared that the opportunity of meeting in this conference was much appreciated by them and it was felt that the contact between private agencies and authorities afforded by the conference had strengthened the feeling of solidarity and would also help to increase in the future mutual social responsibility.

Indeed, the collaboration of the voluntary organisations was much appreciated by the Conference and, when it later adopted a resolution welcoming the practical co-operation of these organisations, this was due in no small measure to the co-operation which the Governments received at the Conference.

Rôle of Voluntary Organisations in the East

In considering the rôle to be attributed to voluntary organisations in the East, the differences between these associations and those existing in Europe and in America must be kept in mind. While some international bodies are actively engaged in certain countries, they still have very little influence in others. While national, regional or local organisations are actively at work in some countries, they are practically non-existent elsewhere. This is to some extent due to the differences in social, economic and political development reflected in the difference in the position of women in the different countries. Again, the problem differs to some extent in those parts of the East which are under foreign rule as compared with self-governing communities, where

the women of the country concerned have to frame their own activities and find ways of collaboration with the authorities. Accordingly, the problem of the relation of voluntary organisations with the authorities should not be considered as a whole for the entire East.

This inference is clear from the replies to the questionnaire received by the League Secretariat from different Governments, in which the latter were asked to give information as to recent developments in collaboration with the local authorities and voluntary organisations.

The Netherlands Government, for instance, stated that the private organisations operating in the Netherlands Indies were chiefly concerned with giving women their proper place in society and preparing them more thoroughly for family life. The questions of the suppression of the traffic in women and of prostitution were therefore of secondary importance for them. Moreover, those organisations did not at present want Government intervention in matters with which they were dealing themselves.

Wherever private organisations are influenced by British or American ideas or have the personal help of British (and in some cases American) social workers, the collaboration resembles more closely that existing in Europe. From the answers received from a number of Indian Provinces, it would appear that the different vigilance associations have considerably developed of late years ; that the associations keep in very close touch with the police and that women representatives have been selected for full time duty with the police force.

The hope was expressed by other countries (*e.g.*, Siam) that certain existing women's associations may interest themselves in the traffic in women and prostitution. The report from Indo-China, on the other hand, stresses the spirit of absolute co-operation between the authorities and private organisations wherever such private or semi-official organisations exist.

In nearly all parts of the East, the Salvation Army helps the authorities in its usual way, and these themselves give full support to the officers of the Army.

Best Type of Co-operation

Before formulating its recommendations on the collaboration between voluntary organisations and the authorities, the Conference discussed very fully the problem of "ideal" co-operation between the two. This discussion may be summarised as follows :

The rôle of the welfare organisation is threefold : (1) to reflect and stimulate public opinion ; (2) to do social work which cannot be undertaken by the State ; and (3) to advise Governments on certain definite subjects of which voluntary organisations have special experience.

At this point, it was noted by the representative of the Salvation Army that social work was a matter for the State, but that officials could certainly never deal with all the details of such work ; they must have recourse to the services of the private associations, and the latter must bring their conduct into line with the principles adopted by the Government. In his opinion, it was not for the private organisations to force doors which the authorities considered should be closed to them.

A suggestion was made by the representative of the Salvation Army that there should be organised collaboration between the voluntary bodies and the authorities in the sense that a Bureau should be opened or an official be appointed for each competent administration, to establish and maintain liaison between the department in question and the private organisation. As, however, a definite organisation of collaboration would not have accorded with the actual situation in all the countries, the suggestion was not retained in this form ; it was suggested that the League of Nations Bureau to be established should deal with the question.

The representative of the Salvation Army also pointed out that he had found the co-operation between the voluntary organisations and the Japanese Government particularly satisfactory ; the latter asked the voluntary organisations almost every year for an account of their programme of work.

The Conference eventually adopted a resolution recommending that "Governments should welcome practical co-operation with organisations established in their territories, in the belief that such action will be of value in securing progress along the right lines" [1].

The suggestion that all the Governments should consider the possibility of organising periodical consultation of this kind was noted by the Conference, which, however, did not make any definite recommendation.

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[1] See Annex 4, page 84.

VIII. THE EMPLOYMENT OF WOMEN OFFICIALS

The report of the Commission of Enquiry had stated as follows :

" With regard to the composition of the staff of authorities which are specially concerned with combating traffic in women and children, be it central authority, or police, or another department of Government, the Commission believes that the collaboration of women as officials is very helpful, especially in cases where the victims of traffic for whose benefit they are functioning are distrustful of men officials and make it difficult for them to gain their confidence."

From the answers to the questionnaire and the statements made at the Conference, it appeared that, in the majority of the countries represented at the Conference, women officials were employed in some capacity by the Governments. This applies especially to China, India, the Federated Malay States, the Straits Settlements, Hong-Kong, Japan, the Philippines and the Netherlands Indies ; whilst, on the other hand, there appeared to be no women officials in Indo-China, Siam, Portuguese India or Macao.

It was evident from the discussion on this item of the agenda that the question of the possibility of the employment of more women officials by the authorities responsible for the welfare of women and children was closely related in the minds of the delegates to the

question of the collaboration of authorities and voluntary organisations, in the sense that the extent to which the voluntary organisations of a country collaborated with the authorities also reflected the general social development of the country. In other words, the countries in which the voluntary organisations were active were those in which women officials were likely to be employed by the Governments, as is proved indeed by the fact that a good many of the women to be found in Government employment were originally representatives of voluntary associations.

There was no dissentient voice at the Conference as to the usefulness of employing women officials, and it was pointed out that certain duties could best be performed by them, such as timely intervention and useful action in the case of girls beginning to engage in prostitution. It was further pointed out that women can be usefully employed in connection with the immigration services when the women officials belonged to the same race and spoke the same dialect as the women they had to examine.

Again, women probation officers, police-women, women judges in children's courts and the employment of women in administrative work connected with the protection of certain groups of women, women Customs and excise officers (*i.e.*, almost the whole range of work undertaken by women in Europe) have been suggested for the East. Whilst there was general agreement in principle, the difficulties of the social structure and development led to differences of view on the practical side of the question. The French delegate, for instance,

speaking on behalf of Indo-China, pointed out that, on account of social conditions and of the position of women in Indo-China, the assistance of women officials would not give good results at present. He was prepared, however, to consider the incorporation of women for administrative work on behalf of women and children.

Another practical difficulty was raised by the delegate of the Straits Settlements, who pointed out that it was not only a question of numbers, but also of quality—a point which found expression in the resolution adopted by the Conference. In the opinion of this delegate, some authorities were anxious to employ more women provided they could find fully qualified candidates; but they were hard to find.

The resolution referring to this point recommended that Governments should consider the possibility of employing a larger number of women officials on work connected with the welfare of women and children "as women with the necessary attainments and training become available".

IX. WOMEN REFUGEES OF RUSSIAN ORIGIN

From what had been reported to the League Secretariat in answer to the questionnaire, and from what was said at the Conference, it appeared that the problem of women refugees of Russian origin scarcely existed in any of the countries represented at the Conference, except China and the foreign concessions and settlements of that country. It was therefore dealt with as a question chiefly of interest to the Chinese Government and the countries possessing extra-territorial rights in China.

It will be remembered that, in 1934/35,[1] the League of Nations, acting on the recommendation of its Assembly, made further enquiries into the position of the women of Russian origin stranded in the East. From these enquiries, which were carried on with the help of a great number of authorities and voluntary organisations, it appeared that the situation had grown even more serious since the Commission of Enquiry into Traffic in Women and Children in the East had made its investigations on the spot in 1930/31. The chief feature of the development since that time was considered to be not so much "the absolute increase in professional or casual prostitutes of Russian origin as migration of the women from Manchuria to Shanghai and other big cities of Central and Southern China". From supplementary information submitted to the League Committee on

[1] League of Nations document: "Position of Women of Russian Origin in the Far East", A.12.1935.IV.

Traffic in Women and Children, it appeared that the key to the whole situation was in fact to be found in Manchuria, especially in Harbin and Mukden, and that it was specially important to deal with these women individually on the spot, and as soon as possible before they penetrated further into China. Apart from Manchuria, however, the situation in Shanghai must be considered as needing chief attention.

In the conclusions of the League memorandum of 1935, it was stated that: "While the situation of the individual women of Russian origin may be equally bad in other big towns, it is only in Shanghai that the question has assumed the dimensions of a social mass problem. Here it... calls for collective effort."

Generally speaking, the situation seems to have remained stationary during the last two years, though with a tendency to deteriorate rather than to improve. In Shanghai and other towns with foreign concessions and settlements, a slight increase in the number of women refugees of Russian origin seems to have taken place. This, however, is probably due rather to the influx of women of Russian origin from "Manchukuo" than to an absolute increase in the number of such refugees in this part of the world.

The Chinese delegate pointed out that China had lately adopted strict measures in respect of Russian immigrants, in order to avoid anything that might aggravate the situation. Any Russian desiring to enter China had to present some credentials to the effect that he was a relative of some Russian already domiciled in China, or that he would be employed.

It was generally recognised that the problem arose mainly through the impossibility of assimilating this foreign population into the Chinese population and that, therefore, the granting of the right of citizenship to them was not likely to solve this problem, as it would solve it in Europe.

Since they or their parents have been deprived of their original nationality, they were at present without proper civil status.

Information with regard to the social background of these women is somewhat contradictory. It had been assumed, on the basis of information received by the League within the last year, that the majority of women of Russian origin stranded in the East came from middle-class and to some extent from upper-class families. One delegate, however, who had special knowledge of the situation in Shanghai, pointed out that women who came to the Employment Bureau of the Y.W.C.A. in Shanghai were "mostly of the peasant type from Siberia... were unemployable as they had no training in any useful work in cities and knew no language but their own".

The discussion, in which a number of persons experienced in dealing with the problem took part, confirmed on general lines the previous findings of the League on this subject. In particular, it confirmed the fact that the private relief organisations were giving a great deal of assistance, but that the problem had assumed such proportions that the demand for relief had gone beyond the scope of their resources. Furthermore, there was a lack of cohesion and co-ordination among the organisations.

In the circumstances, the Conference decided to approve the line taken by the League, the Assembly of which in 1935 had adopted a resolution authorising the Secretary-General to secure the services of a competent person who could act as agent of the League of Nations, and had requested the Council "to appoint the selected person as agent of the League of Nations for the purpose of encouraging and co-ordinating efforts to improve the position of women of Russian origin who are engaged or likely to become engaged in prostitution"; it was understood that this appointment should not, however, involve in the present circumstances any financial charge upon the League. The Conference therefore decided to back the League's appeal for funds. It adopted a resolution describing the question of women of Russian origin in the East as "a challenge to the social conscience of right-thinking people", appealing to the voluntary organisations and impressing upon them "the absolute necessity for raising funds of an amount which will enable an agent of the League of Nations to be appointed in the Far East to take special charge of the co-ordinative measures necessary to secure the future of these women of Russian origin"[1].

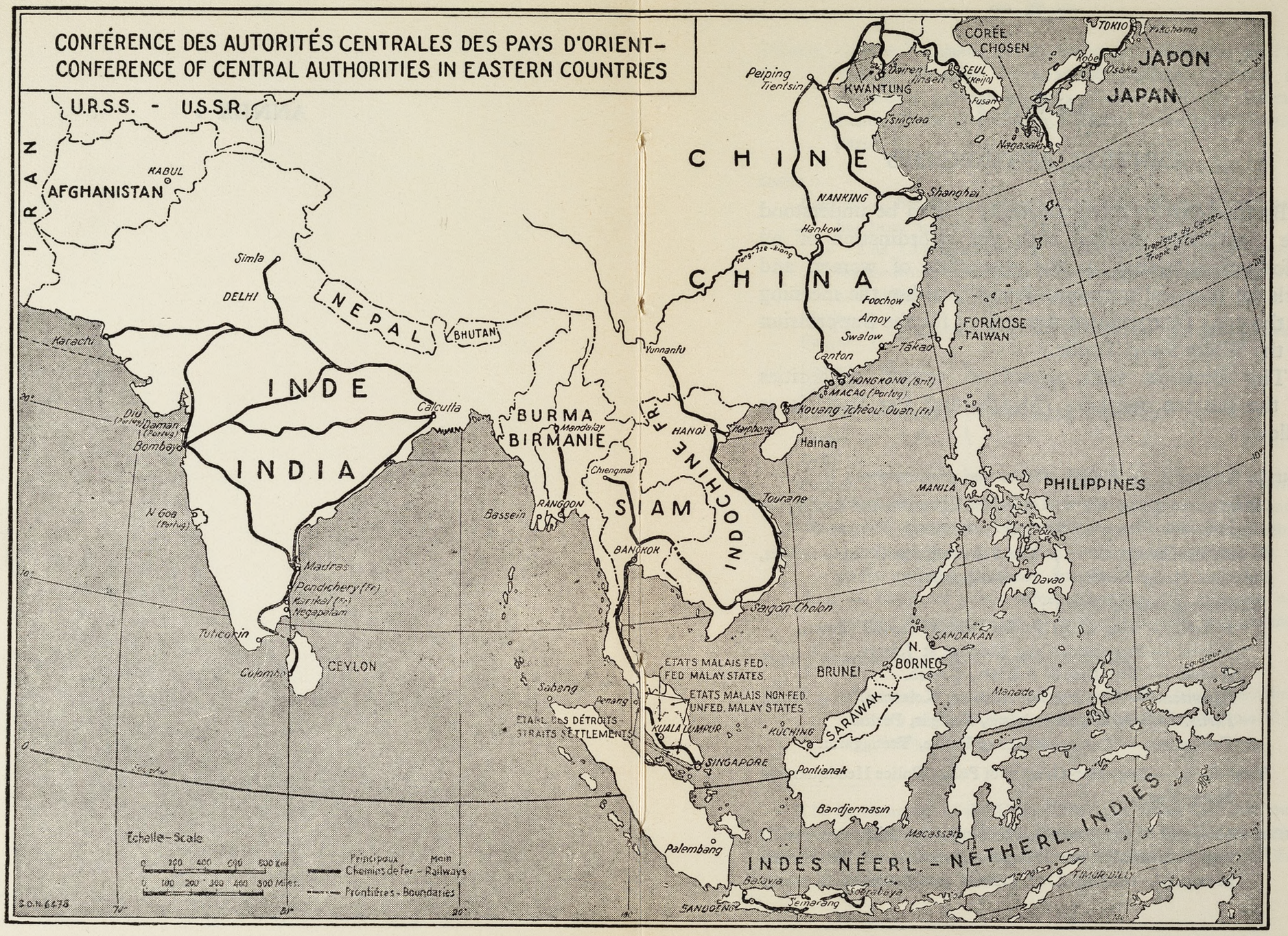
This recommendation, it will be noted, does not go beyond the scope of a similar resolution adopted by the League Assembly in 1935.

A new element was introduced into this question during the deliberations of the Advisory Committee

[1] See Annex 4, page 85.

on Social Questions, when the suggestion was made that the head of the League Bureau in the East should temporarily undertake the work originally intended to be assigned to the special agent of the League mentioned in the Assembly and Conference resolutions.

ANNEX 1


CONFÉRENCE DES AUTORITÉS CENTRALES DES PAYS D'ORIENT-
CONFERENCE OF CENTRAL AUTHORITIES IN EASTERN COUNTRIES
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KABUL
Simla
DELHI
NEPAL
BHUTAN
INDE
INDIA
Karachi
Diu (Port.)
Daman (Port.)
Bombay
N. Goa (Port.)
Madras
Pondichery (Fr.)
Karikal (Fr.)
Negapatam
Tuticorin
Colombo
CEYLON
Calcutta
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CORÉE
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Nagasaki
TOKIO
Yokohama
Kobe
Osaka
JAPON
JAPAN
NANKING
Shanghai
Hankow
Yang-tze-kiang
Tropique du Cancer
Tropic of Cancer
Foochow
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MANILA
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Cebu
Davao
SANDAKAN
N. BORNEO
BRUNEI
SARAWAK
KUCHING
Manado
Ternateur
ETATS MALAIS FED.
FED. MALAY STATES
ETATS MALAIS NON-FED.
UNFED. MALAY STATES
KUALA LUMPUR
SINGAPORE
Sabang
Penang
ETATS DES DÉTROITS
STRAITS SETTLEMENTS
Pontianak
Bandjermasin
Macassar
Palembang
INDES NÉERL. - NETHERL. INDIES
Batavia
Soerabaya
Semarang
SANDOENG
TIMOR-DILI
Echelle - Scale
0 200 400 600 800 Km
0 100 200 300 400 500 Miles
Principaux Chemins de fer - Main Railways
Frontières - Boundaries
C.D.N. 6478

ANNEX 2

CENTRAL AUTHORITIES

By the term "central authority" is to be understood the "authority charged with the co-ordination of all information relative to the procuring of women and girls for immoral purposes abroad", within the meaning of the 1904 International Agreement for the Suppression of the White Slave Traffic.

The situation with regard to central authorities in the Eastern countries (Middle and Far East) is as follows :

UNITED KINGDOM. — *British colonies and protectorates* :

Ceylon. — Inspector-General of Police, Colombo, and the Deputy Inspector-General, Criminal Investigation Department.

Straits Settlements
Federated Malay States } The Secretary for Chinese Affairs, Singapore.

Unfederated Malay States :

Brunei. — The Chief Police Officer, Brunei Town.
Johore. — Protector of the Chinese at Johore.
Kedah. — The British Adviser, Kedah.
Kelantan. — The British Adviser, Kelantan.
Perlis. — The British Adviser, Kangar, Perlis.
Trengganu. — Commissioner of Police, Trengganu.

Hong-Kong. — Inspector-General of Police, Police Headquarters, Hong-Kong.

CHINA : Ministry of the Interior, Nanking ; the other responsible local authorities are the police services of the various provincial, municipal or district governments.

FRANCE. — *French Colonies and Protectorates* : Ministère de l'Intérieur, Direction de la sûreté générale, Contrôle des recherches judiciaires, Paris (Minister of the Interior, Central Police Department, Criminal Investigation Section, Paris).

INDIA :

Bombay. — Secretary to the Government, Home Department, has been appointed as the central authority ;

The Commissioner of Police, Bombay, is responsible for measures concerning the prevention of traffic in women and children in Bombay City.

Madras
Bengal } Commissioner of Police, Madras City and Calcutta.

United Provinces
Bihar
Central Provinces
Orissa
Delhi } No central authority.[1]

Punjab
North-West Frontier Provinces } This is considered a question for the Government of India.

Burma. — Authorities responsible for measures concerning the prevention of traffic in women and children are the police and the Vigilance Society.

Sind. — Ordinary police force responsible for measures concerning the prevention of traffic in women and children.

IRAQ : Director-General of Police, Baghdad.

JAPAN : Addresses of central authorities in the home territory : Ministry of the Interior, No. 1 Sakuradacho Kojimachi-ku, Tokio.

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[1] The Government of the United Provinces states that such questions are dealt with by the Police Department of the Government of the United Provinces, in consultation with the Judicial and Education Departments.

For the prefectures of police and all the offices of the prefectures of Hokkaido, Kyoto, Osaka, Saitama, etc. :
1201 police stations and 24 maritime police stations.

Addresses of the central authorities in the dependencies and mandated territories :

(1) *Chosen* : Police Section of the office of the President of Chosen, Keijo (Chosen).

(2) *Taiwan* : Police Section of the office of the President of Taiwan, Taihoku (Taiwan).

(3) *Karafuto* : Police Section of the prefecture of Karafuto, Toyohara (Karafuto).

(4) *South Sea Islands* : Police Section, Korror, Palao.

NETHERLANDS :

Netherlands Indies. — The Government Bureau for the Suppression of the Traffic in Women and Children and of Obscene Publications, Batavia.

PORTUGAL :

Portuguese India. — Director dos serviços de Administraçao Civil, Goa.

Macao. — Head of the Police, Macao. (Special branch dealing with women and girls.)

PHILIPPINE ISLANDS : Commissioner-General of Immigration in the Department of Labor, Washington.

SIAM : The Director of Gendarmerie and Police, Bangkok.

ANNEX 3

This annex aims at giving the present state [1] of signatures, accessions and ratifications of the various international instruments concluded with regard to the traffic in women and children—*i.e.*, the International Agreement for the Suppression of the White Slave Traffic, 1904 ; the International Convention for the Suppression of the White Slave Traffic, 1910 ; the International Convention for the Suppression of the Traffic in Women and Children, 1921 ; and the Convention for the Suppression of Traffic in Women of Full Age, 1933.

It should be noted that the 1904 Agreement and the 1910 Convention were concluded before the foundation of the League of Nations, although many of the ratifications were only effected after that date. The 1921 and 1933 Conventions were concluded under the auspices of the League. Ratifications of these two instruments are deposited with the League, while ratifications of the first two and declarations relating thereto are deposited in the archives of the Government of the French Republic.

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[1] September 1st, 1937.

POSITION REGARDING ADHESIONS TO THE AGREEMENT OF 1904 AND THE CONVENTIONS OF 1910, 1921 AND 1933 RELATING TO THE SUPPRESSION OF TRAFFIC IN WOMEN AND CHILDREN

Territory	1904 Agreement	1910 Convention	1921 Convention	1933 Convention
United Kingdom :				
Hong-Kong	The United Kingdom acceded for Hong-Kong			Signed by the United Kingdom [1]
Straits Settlements	The United Kingdom acceded for the Straits Settlements			Signed by the United Kingdom [1]
Federated Malay States (Perak, Selangor, Negri, Sembilan, Pahang) *Unfederated Malay States* (Johore, Kedah, Perlis, Kelantan, Trengganu, Brunei)	The accessions of the United Kingdom do not include these Malay States			Signed by the United Kingdom [1]
China	Adhered		Ratified	Signed
France — *Indo-Chinese Union* (Cochin-China (Colony), Cambodia, Annam, Tonkin, Laos (Protectorates))	France's accessions included colonies but not protectorates of Indo-China		France's definitive accession did not include colonies or protectorates	Signed by France [1]
India	Adhered		Ratified, reserving the right at its discretion to substitute the age of 16 years or any higher 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	Not signed
Japan	Acceded [2] (not including Chosen, Taiwan, the Leased Territory of Kwantung, and the Japanese portion of Saghalien Island)		Ratified (not including Chosen, Taiwan, the Leased Territory of Kwantung, the Japanese portion of Saghalien Island and the Japanese Mandated Territory in the South Seas)	Not signed
Netherlands — *Netherlands Indies*	Netherlands acceded on behalf of Netherlands Indies		Netherland's ratifications included Netherlands Indies	
Portugal — *Macao*	Portugal acceded on behalf of Macao		Ratified by Portugal	Signed by Portugal [1]
Siam	Acceded		Ratified with reservation as to age limit prescribed in paragraph (B) of the Final Protocol of the 1910 Convention, and Article 5 of the 1921 Convention, in so far as concerns the nationals of Siam	Not signed
U.S.A. — *Philippine Islands*	The accession of the United States included the Philippine Islands	Not acceded to by the United States of America		Not signed by the United States of America

[1] In application of Article 10 of the 1933 Convention, the signatories of this Convention may, at the time of their signature, ratification or accession, declare that they do not assume any obligation in respect of all or any of their colonies, protectorates, overseas territories, territories under their suzerainty or territories for which a mandate has been entrusted to them.

[2] These territories became parties to the 1904 Agreement under Article 8, paragraph 3, of the 1910 Convention.

Accession to the 1910 Convention necessarily entails accession to the 1904 Agreement [1].

The information given in the table on pages 72 and 73 covers all the countries and territories which were represented at the Conference.

[1] Paragraph 3 of Article 8 of the 1910 Convention states : "Accession to the Convention shall necessarily entail, without special notification, a concomitant accession to the Agreement of May 18th, 1904, in its entirety, which shall take effect on the same date as the Convention itself throughout the territory of the acceding State".

ANNEX 4

TEXT OF RESOLUTIONS

I.

The Conference,

Being convinced that a closer co-operation between the authorities which, in each country, are entrusted with the duty of dealing with the international traffic in women and children is the most essential factor of successful action against this evil ; and

Wishing to ensure a more effective co-ordination of the steps already taken or to be taken in this connection by the Governments concerned :

Adopts the following resolutions :

1. The Conference recommends that a Bureau of the League of Nations should be created in the East to receive regular reports from all participating countries in regard to traffic in women and children and to circulate such reports to all participating countries.

The reports would be held to be confidential and not to be published outside the official circles of the countries concerned.

They should contain information concerning the following four classes of individuals :

(*a*) Men and women convicted of trafficking in women and girls ;

(*b*) Men and women convicted of trafficking in children ;

(*c*) Men and women deported or banished from the territories of participating countries for offences referred to in (*a*) and (*b*) above, whose conviction in court has been impossible for some good reason, but whose guilt has been established to the satisfaction of the Government concerned ;

(*d*) Men and women who are wanted in connection with the offences referred to in (*a*) and (*b*) above, but who have made their escape before the warrant of arrest issued against them could be executed.

With regard to each man and woman whose name is sent by the Government of a participating country to the Information Bureau, it is desired that the following data should be given :

Full name and any known aliases.

Sex.

Age.

Birthplace.

Nature of offence for which the conviction has been obtained or on account of which the man or woman has been deported or banished, together with the length of any sentence of imprisonment he or she is serving for this offence.

Photograph of the culprit.

Finger-prints of the culprit, if available.

The Conference recommends that it should also be the duty of the Bureau to suggest, for the consideration of the Governments concerned, any measures which might facilitate the collection and distribution of information, and generally to promote collaboration between participating countries in such ways as may appear desirable to these countries.

The Information Bureau should make annual reports on its work to the League of Nations.

2. The Conference,

Noting that the Commission of Enquiry into Traffic in Women and Children in the East has drawn attention to the lack of co-operation between the police authorities of China and the police authorities of the foreign concessions and settlements on the coast of China in the fight against traffic in women and children, and that the Chinese delegation and the French delegation desire that closer collaboration should be brought about between their respective police authorities :

Recommends that the League of Nations should approach all interested Governments with a view to ensuring closer co-operation between the police authorities of all Governments concerned and with a view to the holding of local Conferences, where necessary, for the consideration of more effective measures for the prevention of traffic in women and children.

3. The Conference recommends that adequate provision should be made, by legislation, by inter-

national arrangements or otherwise, to enable the proper authorities to arrest traffickers on board vessels when actual attempts are being made to land their victims.

II.

The Conference,

Having taken note with great satisfaction of the efforts made by the Governments of various States taking part in its discussions with a view to dealing more effectively with the traffic in women and children, not only by the adoption of more stringent measures against traffickers, but also by striking at the fundamental causes of the traffic :

Adopts the following resolutions :

1. The Conference,

Having noted the measures taken at the port of Hong-Kong for the examination of female and minor emigrants and the provision of photographs for their identification :

Expresses the hope that similar measures may be adopted at other ports in the East at which it is reasonably suspected that traffic in women and children is taking place.

2. The Conference recommends that the Hong-Kong Government be requested to consider the extension of the provisions in force regulating the control of emigrants to cover the case of female and minor passengers on other than "emigrant ships".

3. The Conference recommends that special measures should be taken by Governments, both

by control at frontiers and by supervision within their territories, for the protection against traffic of women and children who belong to or accompany travelling troupes of entertainers.

4. The Conference recommends that Governments should make arrangements or, if necessary, regulations under which their national shipping should collaborate with port authorities generally in order to prevent traffic in women and children, and especially to secure that reasonable precautions are taken by steamship companies to prevent the evasion by female and minor emigrants of any examination instituted with a view to the protection of such persons by the authorities at the ports of departure or arrival of the ships.

III.

The Conference,

Recalling the resolutions concerning the abolition of licensed or tolerated houses adopted by the Traffic in Women and Children Committee of the League of Nations in 1934 ;

Considering that the Assembly, when adopting the report of the Fifth Committee in 1934, invited Members to give their earnest consideration to the resolutions of the Traffic in Women and Children Committee :

(1) Declares itself in favour of abolition as a final goal ;

(2) Recommends that educational measures be taken for the formation of a favourable public opinion in those countries in the East in which tolerated brothels still exist ;

(3) Recommends that abolition should in all cases be anticipated or accompanied by administrative, medical and social measures in order to guarantee the permanence of its success.

IV.

The Conference,

Having noted with approval the part that the voluntary organisations have played in forming the more enlightened public opinion which has influenced the policies followed by Governments in social questions to-day ;

Having heard statements setting forth some of the beneficial activities of a number of these organisations ;

Understanding that the organisations are willing to give their co-operation in ever greater measure in future and to extend their activities :

Recommends that Governments should welcome practical co-operation with organisations established in their territories, in the belief that such action will be of value in securing progress along the right lines.

V.

The Conference,

Having learned with interest of the success which has attended the appointment of women officials in a number of countries in the East :

Recommends that Governments should consider the possibility of employing a larger number of women officials on work connected with the welfare of women and children as women with the necessary attainments and training become available.

VI.

The Conference,

Recalling that the Assembly of the League of Nations in 1935 adopted a resolution authorising the Secretary-General of the League of Nations to endeavour to secure the services of a competent person (preferably a woman), resident in the Far East or in a position to proceed there, who could act as agent of the League of Nations, provided that such an appointment involved no financial charge upon the League ;

Noting with great appreciation the efforts that have been made by the voluntary organisations to achieve this end, but regretting that these efforts have had so far only a partial success ;

Realising that this problem of the future of women of Russian origin is of the greatest importance, that it is a challenge to the social conscience of right-thinking people and that it has been especially brought to the attention of this Conference by the Assembly of the League of Nations :

Desires to impress on the voluntary organisations and on other bodies and individuals interested in their work the absolute necessity of raising funds of an amount that will enable an agent of the League of Nations to be appointed in the Far East to take special charge of the co-ordinative measures necessary to secure the future of these women of Russian origin.

Resolution on the Printing of the Conference Minutes and of a Special Report

The Conference,

Considering that this is the first international meeting of Government representatives of Eastern countries and of other experts convened to deal with the very important social problem of combating traffic in women and children ;

Recognising that the information placed before the Conference is of great value for future work in this sphere ;

Conscious of the necessity of enlightening and stimulating public opinion by the distribution of suitable material and information :

Requests that the Minutes of the Conference be printed for reference and for the use of the authorities and that a report be prepared by the Secretariat of the League of Nations suitable for distribution to a wider public.

Resolution of Thanks to the Netherlands Government, the Government of the Netherlands Indies and the League of Nations.

The Conference wishes to express to the Netherlands Government its deep appreciation for the invitation to hold the Conference of Central Authorities in Eastern Countries at Bandoeng, and to express its gratitude to the Government of the Netherlands Indies for the generous assistance afforded by its officials to the Conference.

The Conference also wishes to convey to the League of Nations the expression of its gratitude for the work done in combating the traffic in women and children.

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