THE BOOK WAS DRENCHED

UNIVERSAL
LIBRARY

OU_164864

UNIVERSAL
LIBRARY

OSMANIA UNIVERSITY LIBRARY

Call No. 351.764/L- C. Accession No. 16077

Author League of Nations.

Title Commission of enquiry ..... in the East.

This book should be returned on or before the date last marked below.

1932

[Communicated to the Council and the Members of the League.]

Official No. : **C.849.M.393.1932.IV**
[C.T.F.E./Orient 39(1).]

Geneva, December 10th, 1932.

LEAGUE OF NATIONS

COMMISSION OF ENQUIRY INTO TRAFFIC IN WOMEN AND CHILDREN IN THE EAST

REPORT TO THE COUNCIL

Series of League of Nations Publications
IV. SOCIAL
1932. IV. 8.

To the Council of the League of Nations.

The Commission of Enquiry into Traffic in Women and Children in the East has the honour to submit to the Council of the League of Nations the report on its findings.

With a view to utilising the vast material collected during the enquiry in a way that would best suit the purpose of their task, the Commissioners have chosen a plan for the structure of the report which, together with the manner of distribution of the drafting work amongst themselves, is described in the Introduction to the Report (page 18).

As a token of cordial appreciation of valuable and helpful interest shown in their work, the Commissioners have invited M. E. E. Ekstrand, Director of the Social Section of the League of Nations Secretariat, to sign the report together with them.

Geneva, December 10th, 1932.

(*Signed*) Bascom JOHNSON,
Chairman.

(*Signed*) Alma SUNDQUIST.

(*Signed*) Karol PINDOR.

(*Signed*) Eric Einar EKSTRAND,
Director of the Opium Traffic and Social Questions Sections of the League of Nations Secretariat.

(*Signed*) W. VON SCHMIEDEN,
Secretary.

S. d. N., 2.210 (F.), 3.090 (A.), 1/33. — Impr. de l'OFFICE DE PUBLICITÉ, Brux. (6795)

To the Council of the League of Nations.

The Commission of Enquiry into Traffic in Women and Children in the East sat from December 5th to 10th, 1932 (the complete list of members of the Committee is appended), to examine, with the Travelling Commission, the latter's report on its enquiry in the countries visited.

In the first place, the Commission noted with satisfaction that the Travelling Commission had visited nearly all the territories of which the Council had made a list after consulting the Governments concerned. Only the French establishments in India and the Portuguese colonies of Goa and Timor had to be omitted from the Commission's extensive itinerary.

The Commission then examined the report country by country, taking into account the observations of the official representatives appointed by the respective Governments to receive the investigators. The representatives of the following Governments were also, at their own request, heard by the Commission, that they might have an opportunity of submitting their observations on the part of the report relating to their respective countries : China, the Netherlands, Persia, Portugal.

During the examination of the report, interesting exchanges of views took place, and certain amendments were made in the texts relating to the various countries and to the considerations in the general part. The Commission adopted the Travelling Commission's report as a whole, and desires to pay a tribute to the authors of that excellent work. It wishes to emphasise the abundance and interest of the information supplied and the objectivity and impartiality of the conclusions.

The Commission decided to endorse the conclusions submitted in Chapter II, " Considerations and Suggestions submitted to the Council of the League of Nations ". It hopes that the Council will specially recommend to the attention of Governments the excellent suggestions regarding " international co-operation ", " the rôle of the brothel in international traffic in the East ", and " collaboration of authorities with missions and private organisations ". In the Commission's opinion, the report could be usefully followed up by instructing the Advisory Commission for the Protection and Welfare of Children and Young People to make a careful study of the various parts and see what practical action they involve.

If the Council is prepared to carry out this suggestion, it might also recommend [redacted] Advisory Commission to obtain additional opinions and information by securing [redacted]mporary co-operation, on Eastern questions, of persons connected with institutions [redacted]private organisations) which are not represented upon it.

In the struggle against the traffic in women and children, it is desirable, in addition to the co-operation of the Advisory Commission, to have the support of public opinion.

To that end, it would be well to secure the widest possible circulation for the report, both in the East and in the West. Free distribution to the missions, institutions and associations of most value to the cause, and to organs of publicity anxious to enlighten public opinion, should be arranged for.

In concluding its work, the Commission of Enquiry into Traffic in Women and Children in the East desires to express once again its deep gratitude to the New York Bureau of Social Hygiene, which has so generously supplied the funds for the enquiry, and to the Travelling Commission, whose devotion and zeal are beyond all praise.

Geneva, December 10th, 1932.

(*Signed*) REGNAULT,
Chairman of the Commission of Enquiry into the Traffic in Women and Children in the East.

(*Signed*) E. DE ROMER,
Secretary.

LIST OF MEMBERS OF THE COMMISSION OF ENQUIRY INTO TRAFFIC IN WOMEN AND CHILDREN IN THE EAST.

His Excellency M. REGNAULT (France) *(Chairman)*.
M. BOURGOIS (France).
Dr. Gertrud BAÜMER (Germany).
M. Isidore MAUS (Belgium).
Mlle. MALTHE (Denmark).
Don Vincente PALMAROLI (Spain).
Miss Grace ABBOTT (United States of America) (absent).
Dr. Celestino FRIGERIO (Italy).
Donna Cristina Giustiniani BANDINI (Italy) (Substitute Delegate).
M. ITO (Japan) (absent).
Dr. KUSAMA (Japan) (Substitute Delegate).
His Excellency Dr. CHODZKO (Poland).
Mme. ROMNICIANO (Roumania).
Sir Henry WHEELER (United Kingdom).
M. Adolfo SIENRA (Uruguay).

Travelling Commission.

Mr. Bascom JOHNSON *(Chairman)*.
Dr. SUNDQUIST.
M. PINDOR.

Dame Rachel CROWDY, authorised to be present.

CONTENTS.

INTRODUCTION. Page

1. Origin of Enquiry 11
2. Organisation entrusted with the Enquiry 11
3. Objects of Enquiry 14
4. Itinerary of the Commission 14
5. Methods of conducting the Enquiry 16
6. Plan of the Report 18

Part I.

I. FINDINGS OF THE ENQUIRY.

1. General Remarks 21
2. Racial Groups of Victims :
   - A. Occidental Women (excepting Russians of the Far East) as Victims of Traffic to the Orient 23
   - B. Russian Women in the Far East as Victims of International Traffic :
     - (1) Extent and Aspects of Problem 29
     - (2) Social Background to Abundance of Supply of Traffic-Victims 34
     - (3) A Ready Field for Traffickers 36
   - C. Chinese Victims of International Traffic :
     - (1) Extent of Traffic 37
     - (2) Social Background to Recruitment of Victims ... 38
     - (3) Organisation of Prostitution amongst Chinese in China and abroad 43
     - (4) Organisation of Professional Female Entertainers amongst Chinese in China and abroad 49
     - (5) Demand for Chinese Prostitutes and Singing-girls amongst Chinese abroad. Conditions of Supply 50
     - (6) International Traffickers in Chinese Women and Children and Official Measures to check their Activities 59

Page

D. Women of Japanese Nationality as Victims of International Traffic :
(1) Extent of Traffic 67
(2) Causes of Traffic in Women of Japanese Nationality 71
(3) Method of Recruitment and the Rôle of the Trafficker 75
E. Filipino Women as Victims of International Traffic..... 78
F. Annamite Women as Victims of International Traffic..... 79
G. Siamese Women as Victims of International Traffic..... 79
H. Women of Malay Race as Victims of International Traffic.. 80
I. Indian Women as Victims of International Traffic..... 82
J. Persian Women as Victims of International Traffic 83
K. Arab and Other Women of the Near East as Victims of International Traffic 85
L. African Victims of International Traffic in Asia..... 87

II. Considerations and Suggestions submitted to the Council of the League of Nations.

1. International Co-operation 87
2. The Rôle of the Brothel in International Traffic in the East..... 93
3. Collaboration of Authorities with Missions and Private Organisations 96

Part II.

Studies of Laws and Conditions relating to International Traffic by Countries visited.

1. Far East :
Japan 101
China..... 127
Hong-Kong 168
Macao 183
Philippine Islands 188
Indo-China 212
Dutch East Indies 239
Straits Settlements..... 265
Federated Malay States..... 288

Page

Unfederated Malay States 294
Siam 308

2. Middle East :

India 329
Ceylon 376
Persia 388

3. Near East :

Iraq 404
Near-Eastern Territories under French Mandate 421
Palestine 451

Part III.

APPENDICES.

1. Brief Statements of Salient Facts of Some Cases of International Traffic studied by the Commission 469
2. Position of the Territories visited regarding Adhesions to the Agreement of 1904 and the Conventions of 1910 and 1921 relating to Suppression of Traffic in Women and Children 493
3. Lists of Conversations held, Testimonies heard, Institutions visited and Local Inspections made by the Commission 496
4. Agreement of 1904 and Conventions of 1910 and 1921 520
5. Itinerary of the Commission of Enquiry. Inset opposite page 530

INDEX 531

INTRODUCTION.

1. ORIGIN OF ENQUIRY.

The enquiry in the East into traffic in women and children by a League of Nations Commission may be considered as the continuation of research work undertaken by the League in this field. This refers more particularly to the previous enquiry concerning international traffic in women in Europe, the Mediterranean Basin and the Americas, which was carried out in 1924-1926 by a special body of experts whose report was published in 1927 (see documents C.52.M.52.1927.IV [C.T.F.E./Experts 55.I] and C.52(2).M.52(1).1927.IV, including document C.592.1927.IV).

On several occasions resolutions were passed by the Assembly of the League of Nations expressing the hope that it would be possible to extend the enquiry to countries where no investigation had taken place before.

On the basis of a resolution passed by the Traffic in Women Committee at its eighth session (April 26th, 1929), the League of Nations Council (June 12th, 1929) directed the Secretary-General to establish whether the Governments concerned in the Near, Middle and Far East were prepared to agree to, and co-operate in, an enquiry of this nature. It was understood that the enquiry would be strictly confined to the international aspect of the question. The Governments of China, France, India, Japan, the Netherlands, Persia, Portugal, Siam and the United Kingdom stated that they were prepared to authorise such an enquiry in the territories in question. Later, the Government of the United States of America was approached with the object of learning whether they would consent to the extension of the enquiry to the Philippine Islands, and a favourable reply was received.

The consent of the several Governments concerned having been obtained, the necessary funds were made available by the most generous offer to the Council of the sum of $125,000[1] from the Bureau of Social Hygiene at New York, the institution which had already furnished the funds for the previous enquiry.

The enquiry in the East was definitely decided upon by the League of Nations Council on May 14th, 1930 (see documents C.285.1930.IV and C.295.1930.IV).

2. ORGANISATION ENTRUSTED WITH THE ENQUIRY.

According to the Council's resolution, the organisation entrusted with the investigation was to consist of:

(1) A travelling Commission of Enquiry of three members appointed by the Council.

---

[1] As it proved necessary to make economies, the whole of the sum was not spent.

(2) A Committee for which those Governments which have delegates on the Traffic in Women and Children Committee were to appoint representatives if possible with experience of conditions in Eastern countries. This Committee, under the chairmanship of H. E. M. Regnault, former Ambassador of France, was to sit from time to time at Geneva, jointly with the members of the Travelling Commission, in order to consider arrangements for the enquiry and, after the accomplishment of the enquiry, to discuss their report.

The Council appointed the following persons as members of the Travelling Commission of Enquiry :

Mr. Bascom JOHNSON (United States of America), Director of the Legal Section of the American Association for Social Hygiene, *Chairman;*
Madame Dr. Alma SUNDQUIST (Sweden), Physician, *Member;*
M. Karol PINDOR (Poland), Counsellor of Legation, *Member.*

The Secretary-General appointed as Secretary to the Commission M. W. VON SCHMIEDEN (Germany), Member of Section of the Secretariat, and as stenographer Mr. C. E. MARSHALL (United Kingdom).

In each of the countries visited, the Governments had been invited to appoint an official representative who would receive the Commission, give it such facilities and advice as were necessary and act generally as a channel by which all official information could be supplied. These representatives were :

Ceylon :

Sir H. DOWBIGGIN, Inspector-General of Police.

China :

M. C. Y. HSIAO, late Chargé d'Affaires of China at Berne, for South China;
M. K. Y. SHEN, late Chargé d'Affaires of China at Rome, for North China.

Hong-Kong :

Mr. R. A. C. NORTH, Justice.

India :

Bombay : Mr. J. A. COGHLAN, Deputy-Commissioner of Police.
Calcutta : Mr. S. H. H. MILLS, Deputy-Commissioner of Police.
Karachi : Mr. H. M. HASLEHUST, Superintendent of Police.
Madras : Mr. T. W. BLACKSTONE, Commissioner of Police.
Rangoon : Khan Sahib SADIQ ALI, Deputy-Superintendent of Police.

Iraq :

Faraj Effendi P. TOMA, Director, Department of Passports, Residence and Nationality, Iraq Police.

Japan :

Dr. KURIMOTO, Member of the Central Health Board of the Ministry of Home Affairs, Member of the Board of Investigation of National Hygiene;

Dr. H. KUSAMA, Medical Officer of the Ministry of Home Affairs.

Macao :

Dr. C. SUAREZ, Director of Public Health.

Near-Eastern Territories under French Mandate :

M. BOUCHÈDE, Inspector-General of Police.

Netherlands Indies :

A Committee composed of :

M. J. C. VUNDERINK, Chief of Government Office for the repression of traffic in women and children;

Dr. N. BEETS, Chief of Immigration Service;

M. J. DE BOER, Chief of Police, Batavia.

Palestine :

Miss M. NIXON, Government Welfare Inspector.

Persia :

M. ENTEZAM, Secretary at the Persian Foreign Office.

Philippine Islands :

Lieutenant-Colonel C. E. LIVINGSTON, Philippine Constabulary.

Siam :

A Committee composed of :

Phya BEJRA INDRA, Adviser to the Ministry of the Interior;

Phya ADHIKARANA PRAKAS, Director-General of the Local and Provincial Gendarmerie;

Phya VIJAYH PRAJABAL, Director of Immigration Department.

Straits Settlements (Federated and Unfederated Malay States) :

Mr. C. H. DAKERS, Assistant Protector of Chinese.

Union of Indo-China :

M. J. AURILLAC, "Administrateur adjoint" at the Government-General.

3. OBJECTS OF ENQUIRY.

The object of the present enquiry is to establish the facts concerning international traffic in women and children in the East. This would include, in addition to prostitutes, certain cases of taking women as entertainers and artistes to foreign countries for the purpose of exploiting them by prostitution.

Stress had been laid by the Assembly and the Council on the necessity of confining the enquiry to the international aspect of the problem. However, the previous enquiry had already shown that, in studying international traffic, certain internal conditions could not be entirely left out of consideration. The Council acknowledged this in approving, on September 8th, 1930, the decision reached with regard to this point at a joint meeting of the Committee of Enquiry into Traffic in Women and Children in the East and the Travelling Commission (see document C.462.1930.IV), which runs as follows :

> " In conformity with the decisions passed by the Assembly and the Council, the enquiry is to be strictly limited to the international aspect of the question. The Committee realises, however, that it is very difficult to separate the international from the national traffic. It would seem expedient that those engaged in the enquiry should not be required to keep to too limited an objective, as the results might not prove satisfactory. On the other hand, due circumspection must be shown. In the Committee's opinion, if the investigators study certain social, economic, legislative or administrative aspects of the traffic which are strictly national in character but may contribute to the development of the international traffic, they can do so only after having previously obtained the consent of the authorities of the countries concerned. These authorities will, in a large number of cases, be the first to facilitate enquiries; in others, they will avoid going into certain questions which might involve interference with local customs."

4. ITINERARY OF THE COMMISSION [1].

The Commission met in Marseilles on October 9th, 1930, and left the following day by steamer for Singapore *en route* for Bangkok, where it arrived on November 6th. Witnesses were heard in Bangkok. On November 22nd, the Commission left Siam by sea for Indo-China. After having disembarked at Ream on the Cambodian coast on November 24th, the Commission continued its journey through Indo-China by car and rail. Enquiries were held in Pnom-Penh, Saigon, Cholon, Hanoi and Haiphong. On December 25th, the Commission left Haiphong for Hong-Kong, where it stayed from December 27th, 1930, until January 22nd, 1931, except for the time January 12th

[1] See appendix 5, inset opposite page 530.

to January 16th, during which period it held its enquiry at Macao. On January 24th, the Commission arrived at Manila and carried on its enquiry there until February 10th.

From Manila, the Commission sailed via Hong-Kong to Canton, where it arrived on February 14th. Leaving Canton on February 22nd, the Commission held enquiries at Swatow from February 25th to February 28th, at Amoy from March 1st to March 7th and arrived in Shanghai on March 10th. A boat having been taken off the berth, it was not possible to visit Foochow, as originally planned. From Shanghai, the Commission paid a visit to Nanking on March 27th to 30th. The Commission left Shanghai by sea on April 18th for North China, visiting Chefoo from April 20th to April 23rd, and Tientsin from April 25th to May 2nd. In the evening of May 2nd, the Commission arrived by rail at Peking, where the enquiry lasted until May 13th. The Commission then continued by rail to Mukden, where it arrived on May 14th. The Commission collaborated there during five days with the Chinese authorities and then went on to Harbin where the enquiry was conducted from May 21st to May 28th, returning then to Mukden to spend one day in co-operation with the authorities of the Japanese Railway Zone. It then spent three days at Dairen and two days at Keijo (Seoul), arriving at Tokio, via Fusan and Shimonoseki on June 9th. The Commission remained in Japan until July 12th. Besides Tokio, where the Commission stayed until June 29th, enquiries were held at Yokohama (one day), Osaka (three days), Kobe (four days) and Nagasaki (half a day).

From Nagasaki the Commission sailed on July 12th for the Netherlands Indies, arriving at Surabaya on August 6th and at Batavia on the following day. In Java, enquiries were conducted at Batavia, Semarang, Djokjakarta and Surabaya. The travelling in Java was done, partly by motor-car, partly by aeroplane.

On August 29th, the Commission sailed from Batavia for Singapore, arriving there on August 31st. The Commission spent fourteen days on the Malay Peninsula, visiting, for the purposes of the enquiry, Singapore (eight days), Johore (two days), Kuala Lumpur (three days) and Penang (one day).

On September 15th, the Commission left Penang for Medan, where enquiry was held on September 16th. Having thus, in a little over eleven months, completed in the Far East the first part of the enquiry, the Commission stayed for the following six weeks in Sumatra, in order to arrange the documentation collected and to make a beginning with the drafting of its report.

On October 29th, the Commission left Medan for India via Penang. Enquiries were first conducted at Rangoon from November 4th to November 14th and at Calcutta from November 18th to December 1st. From December 3rd to December 6th, the Commission stayed at Delhi for consultation with officers at the headquarters of the Government of India. The enquiry was then continued at Madras from December 10th to December 13th.

Sailing from Madras to Colombo, the Commission had the opportunity,

during a call of the boat at Pondicherry, to have a conversation there with the Governor of the French Possessions in India. The Commission arrived at Colombo on December 16th and left Ceylon for India again on December 30th, arriving at Bombay on January 1st, 1932.

The Commission remained there until January 14th and then completed its enquiry in India during a stay at Karachi from January 16th to January 24th.

On January 27th, the Commission landed at Bushire in the Persian Gulf, staying there until January 31st, when it travelled by aeroplane to Teheran. After completion of its enquiry in Persia, it left Teheran by air on February 9th for Baghdad. In Iraq, the Commission conducted its enquiry at Baghdad and Kerbalah. In Baghdad, it was also possible to hear witnesses from Basra and Mosul.

Baghdad was left on February 22nd, when the Commission motored across the Syrian Desert, arriving at Damascus on February 23rd. The Commission stayed two days there and motored on to Beirut, where eight days were spent for the enquiry.

From Beirut the Commission motored on March 4th to Jerusalem, remaining in Palestine until March 16th, visiting for purposes of the enquiry Telaviv, Nablus and Haifa.

The Commission thus was able to study conditions on the spot in practically all the territories of the East. All the large towns and ports, particularly interesting from the point of view of the enquiry, have been visited.

Their Majesties the Kings of Siam and Iraq were graciously pleased to receive the Commission; and the Chairman of the National Government of China honoured it with an audience. The Commission had also the privilege of conversations concerning the subject of the enquiry with the Governors-General of the Netherlands Indies and the Philippine Islands, the Acting Governors-General of Chosen and the Union of Indo-China, the Vice-Generalissimo of the Chinese Military Forces, the Ministers for Foreign Affairs of China, Iraq, Japan, Persia and Siam, the Ministers for the Interior of China, Iraq, Japan and Siam, the Minister for Oversea Affairs of Japan, the High Commissioners of mandated territories and Governors of Colonies and Provinces.

The Commission desires to express its gratitude to the authorities of the countries visited for the efficient support given and the facilities granted for the conduct of the enquiry.

5. METHODS OF CONDUCTING THE ENQUIRY.

The point of departure of the Commission's work in the places where the enquiry was held was its questionnaire. This was sent in advance to the countries to be visited, in order that the authorities concerned might be given an opportunity to prepare their answers. In almost all the countries the Commission received on arrival an official written reply to the questionnaire, accompanied by statistics and other annexes, such as laws, regulations, details of particular cases, etc.; and in territories where it had

not been found possible to prepare such a reply in advance, the fact that the authorities were familiar with the questionnaire also facilitated the work of the Commission.

On arrival in each place the Commission arranged for the hearing of witnesses, both official and unofficial, and visits to institutions of interest from the point of view of the enquiry.

The thorough knowledge of the local conditions and the loyal collaboration of the Government officials specially attached to the Commission has greatly contributed to enable it to carry out the work in the short time at its disposal in the various countries. It is thanks to the efficient assistance lent to it by the Government and local authorities that the Commission has been able to collect the vast material used in the drafting of this report.

The persons who have given evidence before the Commission have been officials belonging to the police; to Social Welfare, Health, Labour and Educational departments of Government; judges, lawyers, medical practitioners, social workers and representatives of the various religious communities, churches and missionary organisations.

Foreign consuls in the places visited were always willing to give the Commission the benefit of their experience, where information concerning a connection of their nationals or their countries with the traffic could be useful to the enquiry.

The Commission published in the newspapers of all the towns visited a short note explaining the purpose of its enquiry and giving the history of international co-operation for the suppression of the traffic in women and children. At the same time, any private person or organisation having information on the subject was invited to meet the Commission. Generally speaking, this public invitation did not bring important results, as only very few persons availed themselves of the opportunity. An exception was Harbin, where the Russian refugee community was greatly interested in the Commission's work and where a good deal of the information received concerning the traffic in Russian women was due to contacts established by means of this publicity.

The Commission conducted the enquiry chiefly in English, this being the European language most in use in the East, and the French, German and Russian languages were also used. In hearing evidence in languages other than these, the Commission had the services of local interpreters.

In the course of its enquiry, the Commission inspected brothel-areas where such existed. In its study of rescue and prevention work in relation to the problem, the Commission visited a great number and variety of institutions, both official and unofficial. In addition, the Commission in all places took the opportunity to study the existing activities in the fields of welfare work for women and children generally, education for girls and female employment. The institutions visited by the Commission in this respect are listed on page 512.

6. PLAN OF THE REPORT.

In drawing up the plan for its report, the Commission considered first the possibility of dividing it into chapters according to the territories visited, the findings of the Commission being discussed as they have come to notice in each country. A report presented on these lines would show the problem under enquiry in the light of the social and economic conditions, laws and administrative measures of each territory. A disadvantage of this method, however, seemed to lie in the fact that the actual stages of international traffic would appear in fragmentary form with no proper connecting link. Moreover, in dealing separately with the same current of international traffic as outgoing traffic in one country, through traffic in another and incoming traffic in a third, a considerable amount of duplication could not be avoided.

A second possibility in the drafting of the report appeared to the Commission to be a division into chapters treating the problem according to racial groups of victims. Considering that this arrangement, which, like international traffic itself, disregards political frontiers, would convey to the reader a more living picture of all causes, methods and consequences of traffic, following it through all its stages from the place of origin to the place of destination, the Commission has decided to adopt for its General Report this second system. At the same time, in order not to lose the advantages of either of the possibilities mentioned, the Commission has added to the General Report a series of studies by countries in which local conditions, certain laws and administrative measures, as well as the activities of private organisations relating to the problem, are given briefly. The facts set out in these studies (Part II), in whose preparation all members of the Commission participated, have formed the basis of the General Report (Part I), the drafting of which was entrusted to M. Karol Pindor.

Part I.

I. FINDINGS OF THE ENQUIRY.

II. CONSIDERATIONS AND SUGGESTIONS SUBMITTED TO THE COUNCIL OF THE LEAGUE OF NATIONS.

I. FINDINGS OF THE ENQUIRY.

1. GENERAL REMARKS.

The Commission of Enquiry into Traffic in Women and Children in the East has, in the countries visited, studied every evidence of international traffic—that is, traffic between Asia and other continents as well as traffic between different territories of Asia.

Traffic in Occidental Women in Asia.

With regard to the first category of traffic, the Commission has found that there is a certain movement of occidental prostitutes to the Orient, while hardly any oriental women are known to go for purposes of prostitution to the Occident.

Within the group of Occidental victims of traffic in Asiatic countries, the most serious problem and one which is fraught with the danger of further development concerns Russian women of the refugee class in Northern China and Manchuria. It is not in the fully accepted sense of the word a traffic between Occident and Orient, as the victims either are residents of China or come from the Asiatic parts of Russian territory. But even when staged entirely within the borders of China, it clearly bears the stamp of international traffic.

Women who actually come from the Occident to the Orient for prostitution are of various nationalities of Europe and America. For reasons described later, the demand for these women in the different Asiatic countries is decreasing, and, provided efforts to check traffic are maintained, there is no need to fear a revival of the conditions of twenty or thirty years ago, when considerable numbers of Occidental prostitutes, beginning with the countries nearer their homes, went farther and farther afield in the Orient in the various stages of their search for new opportunities to exercise their profession.

Traffic in Asiatic Women.

The bulk of the traffic with which this report is concerned is traffic in Asiatic women from one country of Asia to another. The largest group of victims of this kind of traffic is composed of women of Chinese race; the next in numerical importance are women of Japanese nationality—that is, Japanese, Koreans and Formosans—followed in very much smaller numbers by Malay, Annamite, Siamese, Filipino, Indian, Iraqi, Persians and Syrians.

Prostitutes go abroad for Own Countrymen.

With only certain exceptions, to be found chiefly in the Mediterranean Near East, where conditions of prostitution more nearly approach those of Europe, traffic in the East is characterised by the fact that prostitutes going to foreign countries do so exclusively in search of clients among their own countrymen abroad. Prostitutes from China follow Chinese to the large centres of immigration in the South Seas and, as a rule, do not accept clients of other races. Japanese prostitutes are to-day to be found outside their country in appreciable numbers only in those parts of China where there are considerable colonies of Japanese, and these have relations only with Japanese. Malay women from the Netherlands Indies are taken to British Malaya to be offered to men of their own race, and more often than not they even follow groups of labourers from their own particular island who are engaged on plantations of the neighbouring peninsula; Tamil prostitutes from South India try to go to British Malaya to join groups of Tamil labourers from their own districts; Persian prostitutes in Iraq find their clients among Persian pilgrims.

The analagous tendency is even true of occidental prostitutes who go to the Middle and Far East, for they, too, seek their clients almost solely among occidental men.

Less Cynicism than in Occident.

Nowhere in the East has the Commission found attempts to provide exotic novelty to brothel clients by offering them women of alien races brought for the purpose from abroad. Though many instances of cruelty to Asiatic prostitutes by brothel-keepers have come to the notice of the Commission and their living conditions were observed sometimes to be exceedingly bad, yet in the Middle and the Far East, and particularly amongst Chinese and Japanese, there was a noticeable absence of vulgar appeal to sensuality, such as is often displayed by occidental prostitutes.

* * *

Analysis by Racial Groups.

In the following chapters, the problem of traffic in women and children in the East will be analysed according to the racial groups of the victims, beginning with occidental and going on to oriental women.

In examining conditions respecting occidental victims of traffic to the East, the Commission has found so great a difference in the aspects of traffic concerning Russian women of the Far East, on the one hand, and all other occidental women, including women from South Russia, on the other, that it has considered it suitable to treat these two groups separately.

2. RACIAL GROUPS OF VICTIMS.

A. Occidental Women (excepting Russians of the Far East) as Victims of Traffic to the Orient.

Extent of Traffic.

Traffic to Asia in occidental women, except Russian women of the Far East, comprises victims of the following nationalities :

American, Austrian, British (including Australian and Canadian), French, German, Greek, Hungarian, Italian, Latvian, Lithuanian, Polish, Roumanian, South Russian, Swiss.

The following numbers of prostitutes of these nationalities who are listed by the police were found, most of them in brothels, throughout the East.

Syria, etc. :		
Beirut	41	Greeks predominating, with some French and Italians; 44 in brothels, 9 not in brothels.
Damascus	5	
Aleppo	6	
Hama	1	
Persia :		
Bushire	1	South Russian.
British India :		
Calcutta	41	25 French, 10 South Russians, 1 Italian, 1 Greek, 1 Austrian, 3 nationality not stated; all in brothels.
Madras	4	3 French, 1 Italian; all in brothels.
Indo-China :		
Saigon	19	All French; mostly in brothels.
Hong-Kong	20	11 French, 3 Americans (United States), 3 Australians, 1 Lithuanian, 1 Latvian, 1 British; all in brothels.

The brothels with occidental inmates in Beirut, Damascus, Calcutta, Madras, Saigon and Hong-Kong were recognised by the police and in some cases licensed.

In Bombay and Shanghai, there were a number of occidental prostitutes who, although not listed, are known to the police—viz., in

Bombay	20	Nationality not stated; partly in brothels.
Shanghai	16	5 Americans (United States), 3 Australians, 3 Germans, 2 Canadians, 1 British, 1 Pole, 1 Swiss; all in brothels.

Clandestine prostitutes of the same nationalities are to be found in considerable numbers only in Syria, though isolated instances of occidental women, practising prostitution secretly, occur in most of the large towns of the East. These women usually move round from one place to the other.

Characteristics of Demand in Various Parts of the East.

According to its different characteristics, traffic in occidental women to the Orient may be divided into : traffic to the Near East on the one hand and traffic to the Middle and Far East on the other. While occidental prostitutes in the parts of the Near East visited by the Commission, and more particularly in a prosperous Mediterranean centre of commerce like Beirut, cater for the well-to-do natives of the country as well as for foreigners, such women are in the Middle and Far East available exclusively for occidental clients, at prices which put them out of the reach of any but those in good positions. If opportunity arises, however, they are not averse to settling down as the mistresses of wealthy men, whatever their nationalities.

In former years, when conditions in the Middle and Far East were very much less suitable for family life of occidentals than now, and the proportions of unmarried occidental men in the different centres were very large, intercourse with prostitutes was often the only opportunity open to such men of meeting women of their race. At present the demand for prostitutes who come from America, Australia or Europe has a tendency to decrease, for two reasons. In the first place, in consequence of better opportunities for family life of occidentals in the East, with the general change of social atmosphere following the increase in marriages; and, secondly, where this atmosphere does not make its influence felt, on account of a tendency to replace the prostitutes from the Occident by others—namely, in China by those recruited from among Russians of the Far East, and in many other countries of the Middle and Far East by an ever-increasing number of recruits for prostitution from among women of mixed Asiatic and European blood.

Occidental Prostitutes in the Near East.

In the Near East, more particularly in Syria, the occidental prostitutes are in the majority victims of traffic. As a condition of official permission for the entry of a foreign prostitute, the Syrian authorities require that the applicant should produce an assurance of admission to a licensed brothel in Syria. While this practice is obviously intended to restrict the entry of foreign women of this category, it is, on the other hand, as official sanction of acts of international traffic, fraught with the danger of being misunderstood and interpreted as an encouragement by those who engage in this nefarious trade. The keeper of a house of prostitution in Syria will, in case of the intended engagement of a prostitute from abroad, probably resort to an intermediary in whom he has confidence. The assured market which

the system of licensed brothels there provides and the absence of risk in a transaction which is legally recognised are in such cases undoubtedly strong incentives for the usual chain of middlemen, such as touts, *souteneurs* and procurers, to promote business.

Occidental Prostitutes in the Middle and Far East.

In the Middle and Far East, movements of occidental prostitutes to those places where brothels are allowed to exist necessarily also bear the stamp of traffic. It appears that all the places of the Middle and the Far East to which traffic is facilitated by the existence of brothels form a network within the bounds of which women are moved from one centre of exploitation to another. This is well illustrated by the following letter (translation from French) addressed by a trafficker in Singapore to a brothel-keeper in Madras. The letter had been seized by the authorities in Singapore.

Brothels form Network.

" Singapore, January 10th, 1930.

" Madam,

" I write you this letter on the chance of it reaching you, as I do not know your exact address. I have learned that you keep a House at Madras, and I have a friend who would like to become an inmate if it can be arranged.

" She is a young French girl of 23 years old, a pretty little blonde with black eyes. She would like first to know your terms and the *net profit* she might expect to make daily. Should her proposal be of interest to you, she asks that you should be so kind as to give her by letter all particulars—that is, the price of clients' visits and how much you take of the amount paid by clients, at the same time stating how much per month it would cost her for personal expenses.

" I am authorised to tell you that, if you can promise her that she will make 60 *to* 70 *rupees net per day*, you could give her that information by cable. In this way no time would be wasted and, as she is free just now, she could leave immediately for Madras. To simplify matters, your cable could read like this : (Address : *Can count on* 70 *rupees net per day* : Signature).

" In case you prefer to arrange things by letter, you can address your letter as follows :

" Mademoiselle . . . Poste Restante, General Post Office, Singapore.

" It is understood that all your expenses will be refunded immediately she arrives in Madras.

" In case you would care to have a second girl, she has a friend,

a nice little brunette, who would be quite willing to come with her.

" Thanking you in anticipation for your kindness and awaiting the pleasure of your news,

I am, Madam,
Yours respectfully. . . "

Letter addressed to :

" Madame . . . ,
" Poste Restante,
" General Post Office,
" Madras. (India.) "

In some places—as, for instance, Calcutta—the police refuse to list as inmates of occidental brothels women who cannot prove that they have already practised prostitution before. The purely formal character of this restriction appears from the fact that, according to the practice of the Calcutta police, any applicant for listing is allowed to stay in the brothel until a decision regarding her is taken. Girls who have been refused listing as novices in Calcutta are known to have simply been sent by the keepers to other places in order to obtain initiation to the trade there and then to come back.

Prostitutes from the Continent of Europe and their "Souteneurs".

About one-half of the prostitutes from the Continent of Europe come in the company of *souteneurs*, but even some of those who come alone are to such an extent under the influence of *souteneurs*, who may be a few thousand miles away, that they are known to make regular remittances from their earnings to these men, long after money for advances made against the expenses of the journey and equipment have been reimbursed.

In former years, when most of the large cities in the Far East, including Singapore, Manila, Rangoon and Batavia, were open to foreign prostitutes, European *souteneurs* tried to use Saigon as a depot and centre of distribution for French prostitutes whom they controlled. Co-operation between the authorities of Indo-China and the foreign consuls concerned now seems to prevent this practice. However, *souteneurs* and prostitutes of French nationality who wish to go to places in the Middle and Far East still try to avail themselves of the circumstance that it is difficult for the authorities of Indo-China to prevent the entry of French citizens to Cochin-China, which has the status of a French colony, unless there is definite evidence that they come for illegitimate business. A recent decree has considerably strengthened the powers of local authorities in refusing entry to undesirables, not only of foreign, but also of French nationality; but it has been stated that *souteneurs* who, on their arrival at Saigon, pretended to be commercial agents have sometimes been in a position to produce a

letter from a commercial firm supporting their statement and have never failed to offer the guarantee that money to cover the cost of a return ticket which, with certain exceptions, is required of every person entering Indo-China, will be available.

The cynical rôle of the occidental *souteneur* and trafficker exploiting his victim in oriental surroundings is illustrated by a former practice in Rangoon, where, at the time when brothels were allowed, it had come to the notice of the police that *souteneurs*, who had brought European women to the town and had installed them in brothels, themselves lived in first-class hotels, keeping away from the public view and going every morning to the brothels to collect the money earned by the women. The prohibition of brothels in Rangoon has put an end to this trade.

The following statement made by a French victim of traffic is typical of the exploitation of a European prostitute by her *souteneur* in a Far-Eastern city :

> " I have been living at . . . Road, . . . since November 1926. . . . is my husband. My family name is . . . I have known my husband about $9\frac{1}{2}$ years. I have been married $8\frac{1}{2}$ years and I lived with him for a year before we were married in France. My husband has never worked since I have known him. He has lived on my earnings as a prostitute. My husband is a Corsican; if he got into trouble with the police in France, he always got a letter from some of his Corsican friends, who were in business, to say that he was employed by them.
>
> " In September 1926, my husband sent me to . . . He bought me a ticket to Saigon and got my passport. I bought a ticket in Saigon for my passage to . . . He saw me on to the boat at Marseilles.
>
> " He sent me a cable from France saying he was bringing his cousin to . . .; that woman turned out to be Mlle. . . . who is at present in the house where I was living; I cabled back telling him not to come to . . . as I was going to India.
>
> " I sent my husband 25,000 francs in July 1927, and on September 6th, 1928, I sent him 200 piastres to Saigon. He wired to me from Saigon on September 6th that he was coming to . . . I met him. Mlle. . . ., at present living at No. . . . Road, and Mlle. . . ., residing at No. . . ., were with him. He told me to take Mlle. . . . with me, which I did. He asked me if I had any money. He opened my bag and took out $100 which were in it.

"A few days ago he sent for me and I went to see him. He asked me to go away from . . . with him. I told him I did not have any money to pay our passages. (He did not say where he wanted me to go to.) He then produced a revolver and pointed it at me. I then promised to go away with him. He then put the revolver away in a suit-case. Just then Mlle. . . . and Mlle. . . . came into the flat. My husband went into the bathroom, and I took the gun out of the suit-case and hid it in my dress. I brought it here with me. Yes, I have it now. I do not know what to do with it, will you please take it.

"He again sent for me yesterday morning and I went to see him. He told me that I would have to go to live with him in order to save him from getting into trouble with the police.

"He has had some trouble in Paris about a woman. The police there have his record. I am giving you the receipts for the money I sent him, so you will know that I am telling the truth."

Anglo-Saxon Prostitutes in the Far East.

The few British, American, Canadian and Australian prostitutes who operate in Shanghai and Hong-Kong are more independent than women from the continent of Europe and do not seem to be exploited by *souteneurs.* American prostitutes were very numerous in the Far East twenty or more years ago, until action by American and local authorities in co-operation resulted in their disappearance.

Occidental Artistes Possible Victims of Traffic.

In reviewing the possibilities of traffic in occidental women to the East, it is necessary to mention also two categories of professional entertainers who often are in danger of becoming victims of traffickers—that is, artistes and professional dancing partners. Most of the European artistes in the Orient perform as stage dancers and between performances are open to accept invitations from customers at the cabaret or restaurant to keep them company and to dance with them. Artistes of this type are more frequent in the Near East than in the Middle and the Far East. Among the towns visited, the greatest number of artistes was found in Beirut.

The occidental artistes in Beirut were of various European nationalities, mostly from Central and Eastern Europe and from France. The managers of the establishments at which the artistes work use the intermediary of agents in Europe for their engagement and apply to the police in Beirut for authority to bring them in. This authority is accorded only on the basis of definite contracts of employment. In order to ensure that artistes shall be in a position to return to their countries on the expiry of their contracts, employers are required to retain each month from their salaries such amounts as at the end of the period will total 600 francs,

calculated as sufficient to cover the expense of the return journey to Europe. The contract of a foreign artist is always for one month, renewable subject to good behaviour, though the period of residence may not exceed six months. No more than ten artistes are allowed to be employed at one time by one establishment.

In Baghdad the regulations allowed four European cabaret dancing establishments with four artistes to each, but at the time of the visit of the Commission, the number of artistes was even smaller than allowed by the regulations.

In the Middle and Far East, performances of occidental artistes generally take place only as after-dinner entertainments in the best hotels. Excepting the Russians in the Far East, of whom the next chapter will treat, occidental professional dancing partners are rarely found in the countries visited by the Commission.

B. Russian Women in the Far East as Victims of International Traffic.

1. *Extent and Aspects of Problem.*

Exiles and Refugees in Manchuria.

Owing to the Bolshevist revolution, many of the Russians residing in Manchuria have become exiles and have lost their normal source of income, while many of their compatriots have poured into China from Russian Siberia as refugees. Both impoverished residents and refugees very frequently being entirely destitute, it has been the fate of many of the young women amongst them to sink into prostitution. These unfortunate victims fall into two different categories. One is composed of women refugees who in their flight were stranded, without means of subsistence, in remote parts of Manchuria, where in exchange for the expense of their maintenance they were made use of as prostitutes by local Chinese. The other consists of destitute Russian women of the Railway Zone of North Manchuria, both refugees and impoverished residents in that part of the country, who to-day form the source of supply of almost the entire occidental prostitution in the great international commercial centres of China.

Those belonging to the first-mentioned category have generally reached their sad plight more or less as follows :

Stranded in Flight.

A group of Russian refugees would attempt to cross the northern Russo-Manchurian border at some unguarded place in the steppes. Only winter-time would be suitable for such an enterprise, as the frozen rivers

are easy to cross, frozen mud-tracks offer a much better road than when the ground is thawed, and men and horses are not hampered by the trying annoyance of swarms of flies, which would seriously check their progress in summer.

The refugees, in those parts mostly peasants, would put as many as possible of their belongings on hand-sleighs or on horse-drawn sleighs, if still in possession of a horse, and would follow the direction of the frontier until meeting certain Chinese convoys which make a lucrative business of leading refugees across the border-line at places which, at the given moment, they know to be safer than others. Without the assistance of these experienced guides, the refugees run the risk of coming under the fire of the Russian frontier guards, and increasing the list of those who, so near expected freedom, have failed to reach their goal. Once across the border at some place, for instance, opposite the region of Blagoveschtchensk or Khabarovsk, their aim would be to reach those parts of Manchuria where they would find people who speak their language and might be able to employ them as labourers. Thus they continue their way towards the Chinese Eastern Railway line, which is about 2,000 kilometres to the south. The way is easy to find, for all tracks southwards lead to the great railway centre—Harbin. Having in most cases little or no money, they are soon forced to sell their way—a dangerous procedure for scared, ignorant, homeless people. They put up at Chinese inns, or they may be given shelter by Chinese peasants. Sometimes, through ignorance and the inability to calculate their budget, they loiter perhaps too long in one place and run up a bill for board and lodging out of proportion to their means; sometimes they may be exploited and deceived by unscrupulous persons. If so, sooner or later they will find themselves stranded in some remote Chinese village, with their belongings melted away and a claim for board and lodging by their landlord against them. As the landlord will not let the whole family depart without payment, and the refugees are too helpless to appeal to the authorities—whose nearest representative may be a good distance away—an arrangement is usually made whereby the male members of the refugee party continue their way alone, hoping to earn money at their destination which will enable them to return, settle their debts and fetch their womenfolk.

Failing Resources.

After some time, if they do not come back, the Chinese landlord will feel entitled, as he probably would deem himself to be if a similar situation arose in regard to Chinese women, to make such use as he sees fit of the presence of the Russian women, either in his own household or by passing them on to others against adequate indemnity. There might be a demand

Forced into Prostitution.

for them as wives or concubines or servants. But let her once become considered as invested capital, and in the hands of callous people the way to the village brothel will not be long for a defenceless woman of foreign race, unable to speak the language of the land, probably unable to write a letter in her own language, too weary and broken to protest.

The number of such victims is very difficult to ascertain, but the Commission received evidence from reliable private witnesses who had had opportunity to travel great distances overland in North Manchuria, and declared that there are such Russian prostitutes in most of the villages they passed through. Even during the year 1930, a great number of refugees are known to have crossed the border from Russia to Manchuria.

Recruits from Manchurian Towns.

The other category of Russian victims to prostitution in China—namely, women from towns where there is a large sprinkling of Russians among the population, in the zone of the Chinese Eastern Railway—supplies a traffic mostly carried on between various cities within the territory of China. As a rule it does not extend to the neighbouring countries in the Far East, as these, well aware of the tempting outlet for this trade which they offer, have been careful to close their doors to it. The Commission has been informed of the presence of a few Russian prostitutes only in Bangkok, in Singapore and in the Philippines. It is therefore, in a sense, a Chinese " national " traffic. In view, however, of the foreign race and origin of these women, who moreover move chiefly among foreign communities in China, the Commission believes that the entire problem of Russian prostitutes in China should be treated as " international traffic ". Russian prostitution in the great centres of China, both prostitutes and almost all the clients being occidentals, bears all the characteristics of European or American prostitution. It comprises every form of occidental prostitution, from the lowest, the brothel, to the most discreet, in which it is veiled by such occupation as cabaret artiste, restaurant waitress, professional dancing partner or manicurist.

Forms of Exploitation.

Brothel prostitution is numerically the least important of these forms. There are nine licensed Russian brothels with about a hundred inmates in Harbin, four licensed brothels with about twenty-five inmates in Tientsin, two or three unlicensed brothels in Shanghai and one in Peiping. According to information received by the Commission, several Russian prostitutes are also to be found in brothels in most of the towns along the Chinese Eastern Railway line where there is any Russian population. With the exception of some cases of young girls from Manchuria being brought by force and deceit into brothels in Peiping and Tientsin, the inmates of Russian brothels in Chinese Treaty Ports are generally more or less willing victims,

who, unable or disinclined to find work, have allowed themselves to be persuaded to enter the brothels as a last resource, in order to make a living. In the prominent centres named above, outside Harbin and to a less extent also in Harbin itself, the regular open Russian brothel chiefly caters for the patronage of the bachelors of the foreign commercial communities, trying to attract them by the same standard of cleanliness as other occidental brothels in the East. The comparatively high fee asked from the clients in most of these establishments makes for a certain exclusiveness which they appreciate as an imagined additional safeguard against the danger of venereal disease.

The Professional Dancing Partner.—This kind of professional entertainment of men by young women has come into fashion during the last ten or fifteen years in the great commercial centres of China, which have considerable European or American colonies. The Russian dancing girl has an almost complete monopoly in these cities, so far as occidental women are concerned. There are several hundred Russian women dancing partners in Shanghai, as many in Tientsin, and proportionate numbers of them in other places with smaller foreign communities, such as Mukden, Peiping, etc. In summer, when foreign men-of-war take up their summer stations at Cheefoo and Tsingtao, hundreds of Russian dancing girls flock to these resorts. The dancing-establishments of all these cities, where Russian girls are employed on the dance-ticket system, are of many different grades. The elegant dancing-café of Shanghai which is visited by society men, occasionally even accompanied by their ladies, evidently differs very much in style and character from the dancing-place which is frequented by sailors. While in one category of dancing-establishments the majority of girls may be of irreproachable conduct, there are low-class dancing-halls which differ only in name from houses of ill-fame. A popular dancing partner in a respectable establishment at Shanghai can earn as much as 300 dollars Mexican a month from dancing-fees. Many a refugee girl, who would be quite unable to earn more than 100 dollars Mexican as a shop assistant, office clerk or seamstress, will naturally prefer the dancing-profession as a means of earning her living, especially if, as is often the case, she is the chief support of her family. If she has a strong character, there is no reason why she should not remain as respectable as in any other profession, and there are undoubtedly girls who do so, but the temptations to stray from the path of strict respectability are obviously very great for a professional dancing partner.

The Restaurant Waitress. In cities like Harbin,—where the foreign population is predominantly Russian, and the man about town is not so

intent as the Anglo-Saxon in Shanghai or Tientsin on putting even his evening recreation on a basis of " exercise ", the dancing partner is replaced by a special type of restaurant waitress, expected and encouraged to make herself agreeable to the male customers and to engage in leisurely conversation with them.

There are even more varied grades of this type of entertainer than of the dancing partner. On the outbreak of the Bolshevist revolution in Russia, a great number of Russians of the upper classes fled to Harbin, often with nothing saved from the cataclysm but their lives, and the Russian members of the administration of the Chinese Eastern Railway sought to find employment for these hosts of homeless men and women of the educated classes. One of the measures taken was to replace the waiters in the Railway Casino, then the most fashionable restaurant at Harbin, by waitresses chosen from the ranks of these exiles, some of them being wives and daughters of former Tsarist notables. They performed their duties and were regarded with the respect due to their tragic circumstances and the spirit with which they faced them.

From this legitimate type of waitress downwards, Harbin knows all grades of women engaged in the profession. There are restaurants and eating-houses for all kinds and classes of customers, and the type of waitress-entertainer employed in them is adapted to their tastes. In the lower grades, the title " waitress " is only a camouflage and the lowest places of this kind are mere brothels which descend to most deplorable depths of baseness.

At the special written request of a Russian workman who professed himself to be moved by pity for his country-women involved, the Commission included in their visit of the red-light districts of Harbin a certain small eating-house on the outskirts of the town. Guided by a police officer, the Commission went one evening to visit the establishment. Following a sidewalk of loose planks along a muddy and dark provisional road, the Commission reached the indicated address. The " restaurant " occupied a small, low, wooden hut and consisted of a bar-room large enough to hold about six people. Three or four adjacent bedrooms, each so small that the whole space was taken up by a bed, surrounded the bar-room. At the summons of the police officer, the proprietor of the restaurant and the staff lined up. The proprietor was a low-class Chinese, and the staff consisted of five Russian women of the lowest prostitute type. The explanation of the presence of these women given to the police officer was that one of them was the wife of the proprietor and the four others friends of hers who had come to help in the restaurant business as waitresses. All six were

living permanently on the premises. A glance at the women could leave no doubt about the character of the establishment. Although proprietor and staff were very careful not to compromise their official version in answer to questions put to them, the Commission received trustworthy information to the effect that the place was frequented as a clandestine brothel by low-class Chinese only and that the price of a woman's favour was 50 cents of a Harbin dollar, a sum at that time equivalent to about 8 cents gold. The women were described as drug-addicts fallen so low that, although they knew the proprietor had no power at all to force them to stay and that they were at liberty at any time to appeal to the authorities and a number of private associations for assistance in finding work, they would continue in this hardly human condition and submit to brutal treatment by manager and clients rather than work.

Other Forms of Clandestine Prostitution.—Most of the other forms of clandestine prostitution practised in the Occident, under various guises, may be found imitated amongst the Russians in the East.

2. *Social Background to Abundance of Supply of Traffic-Victims.*

Plight of Refugee Families.

It is easy to understand why entertainment of men as a source of income occupies so prominent a place in the struggle for existence of Russian women in China. During the time of revolutionary terror in Russia, not very many countries opened their gates to the influx of Russian refugees. Amongst those who offered hospitality to large numbers of them were some European countries and China; but whereas in the European countries the Russian refugee can soon learn the language of his new home and can stand on equal terms with the native in his search for work, in China he encounters far greater difficulties with the language and is utterly unable to compete as a labourer or artisan with the far greater powers of endurance and frugality of the native. Employment in foreign enterprises, in competition with other occidentals, is equally difficult to find in a commercial organisation where most business concerns have a distinctly national character and, in principle, employ no other foreigners but their own countrymen.

Thus it is often the case in Russian refugee families in China that the men cannot earn enough to provide for the maintenance of the family, and that the women are compelled to make the best of their opportunities.

Demand and Supply meet.

Up to the time of the world war, the large foreign commercial communities in China were characterised by a considerable surplus of men over

women. Young foreign clerks did not feel justified in looking for brides in their home countries who would have to share life with them under the trying climatic conditions of the East, unless they were able to offer them a very high standard of comfort. Thus bachelors were in the majority, ladies few, and grown-up marriageable daughters quite a rarity in the foreign community. Suddenly, with the influx of Russian refugees, the position changed. A type of western woman of recognised charm and many good qualities invaded this bachelors' exile.

Variable Consequence

The meeting of supply and demand led in a considerable number of cases to the happy social result of marriages contracted between Anglo-Saxon, German, Scandinavian men, etc., and Russian eligible girls. But this happy result was much less frequent than many undesirable consequences of the new situation. Girls were looking for a livelihood, and bachelors were glad to pay the price of entertainment by them. So there sprang up the flourishing industry of cabarets and dance-halls, with its obviously dangerous influence on the life of the individual girls, and an automatic increase of occidental prostitution in China.

Economic Stress.

It is evident that the root of this evil lies in the precarious economic situation of Russian refugees. The sincere efforts of the Chinese Government and especially of the Harbin administration, combined with the sympathetic endeavours of a number of private organisations, have not yet succeeded in finding a complete remedy for the pitiful reaction which economic pressure now exercises on the fate of a great number of Russian women in China.

There is, however, yet another factor, although clearly secondary, yet not entirely negligible, which is responsible for the regrettable tendency in the choice of a livelihood by Russian girls in China as described above.

The Harbin Atmosphere

This factor is a certain atmosphere peculiar to the city of Harbin, which can be only realised with understanding of the conditions of Harbin's origin and growth.

Harbin was founded by the Russians a little over thirty years ago as headquarters for the construction of the Chinese Eastern Railway. The site was in the heart of an uninhabited steppe. The construction of the railway afforded great opportunities of acquiring wealth which attracted many enterprising characters. These were followed by others with a taste for adventure of various kinds. Life was fast, money easily gained and as lightly spent. This atmosphere of the city was still more accentuated and developed during the Russo-Japanese war, when hosts of parasites followed the Tsarist army to its headquarters at Harbin. The life of extraordinary dissipation led by some members and the hangers-on of that army is a historical fact. When the war was over and the army withdrew, the

feverish atmosphere of Harbin remained. It had a revival shortly after the outbreak of the Bolshevist revolution, when Harbin became the centre for the activities of some of the military, anti-Bolshevist enterprises and a depot for their war-chests. Even now, when all these phases belong to a fairly distant past, Harbin has more of the fast and restless character than any other city in the Far East.

This atmosphere has undoubtedly its influence on the hopes and aspirations of a young refugee girl. While girls of strong character are unaffected and, in spite of difficulties, choose the often thorny path of an occupation that will stand any test of respectability, many—and it may safely be said too many —Harbin girls hardly have any other ambition than to become Shanghai dancers and dress in the latest fashions. And unfortunately, even many of those who at the bottom of their hearts cherish an ideal of married life and motherhood in a modest home share even with their own mothers the tragic fallacy of belief in a short road to the attainment of this ideal through the profession of a public entertainer of men.

3. *A Ready Field for Traffickers.*

The demand for Russian women as prostitutes as well as professional entertainers in the large commercial centres of China proper is a strong incentive for traffickers to arrange for the transfer of such girls from Manchuria, especially Harbin, to Peiping, Tientsin, Chefoo, Tsingtao, Shanghai and Hangkow. The attraction which these places have in the imagination of Harbin girls makes it very easy for traffickers to obtain control of their victims by persuasion and deceit. A girl whose one desire is to leave Harbin for those great centres where she hopes to find many opportunities of success will not examine too closely any offer which seems to provide an easy means of making the journey, and it is only when she finds herself forced into a brothel or a dancing-establishment of the class which amounts to the same thing that she realises the folly of her action. She will at that stage already be in debt for the cost of the journey and of the outfit she has procured to dress herself suitably for the fashionable situation she has been vaguely expecting to fill.

She is helpless to protest, she is in a strange place, she can make no proposal for the repayment of money advanced, she sees no hope of finding the easy position which she imagined was to be hers for the seeking. Moreover, she has left to the agent all the arrangements regarding her papers of identity and her permit to travel, without which no Russian can move about in China, and these documents are in his possession. She is

entirely ignorant concerning the measures she can take to oppose the demands of the trafficker and she feels that she can do nothing but submit.

Dancing partners in the better class establishments are usually not victims of traffickers. With the exception of these, however, all the Russian professional entertainers, as well as prostitutes, may be said to be under the management of traffickers to some extent, and must have recourse to them, especially when they wish to move from one place to another.

Effective action in the direction of finding openings in respectable employment for Russian refugee girls in China seems to be the only practical means of checking the activities of traffickers and of organisers of the employment of dancing girls; under the present circumstances, they find a too ready field of operation among the young Russian women of the Far East.

C. Chinese Victims of International Traffic.

1. *Extent of Traffic.*

Prostitutes of Chinese race are to be found in greater or fewer numbers in all territories of the Far East south of China and in the Middle East as far west as British India. According to rough estimates, the numbers of Chinese prostitutes officially known in 1930-31 to the authorities in the territories involved were the following :

The Union of Indo-China, about 50; Siam, about 1,000; Philippine Islands, a few; Dutch East Indies, a number not estimated; British Malaya, 5,000 to 6,000; British India, 30.

The numbers of Chinese prostitutes naturally are very considerable in foreign territories which are ethnographically a part of China, as the British and Portuguese Colonies of Hong-Kong and Macao and the Japanese Leased Territory of Kwantung. The estimate for Hong-Kong is about 4,000, for Macao about 1,000, and for the Japanese Leased Territory of Kwantung about 500.

It is necessary to mention here also the Chinese singing-girls—that is, professional entertainers of the geisha type—who are to be found in the above-named countries, for experience has shown that, while certain of these entertainers are *bona-fide* artistes, there are some who sooner or later are destined to enter the ranks of prostitution.

Singing-girls are to be found in all of these territories, where considerable groups of well-to-do Chinese are established. Their numbers have been indicated to the Commission only in places where they are required

to be licensed as entertainers. This is the case in Indo-China, where about 900 such entertainers were known to the authorities, and in Formosa, where there were 14 Chinese singing-girls of foreign—*i.e.*, not Japanese—nationality.

Both the Chinese prostitutes and the Chinese singing-girls are recruited from the poorest classes. In view of existing social conditions in China, it seems quite out of the question that any of these girls should be able to go overseas from China at their own expense. There can be no doubt that practically all the thousands of Chinese prostitutes and singing-girls in foreign countries are the victims of traffic.

2. *Social Background to Recruitment of Victims.*

An attempt to analyse the causes which facilitate the recruitment of victims of traffic in China requires, first of all, reference to certain features of her social structure and economic conditions.

New Legislation in Relation to Problem under Enquiry.

The social organisation of the country is at the present time in a state of transition. The newly promulgated Civil Code of the Republic has introduced important changes in China's social system. Some of these changes directly affect conditions that have hitherto been taken advantage of by persons engaged in traffic in women and children.

The new laws do not recognise concubinage, they grant full rights of inheritance to daughters on an equal footing with sons. They recognise adoption of female children and are designed in many ways to eliminate certain other forms of the transfer of guardianship of girls which have been subject to wide malpractice, leading even to open traffic in children. Modern civil legislation in China, however, is of very recent date and has not yet had time to take root in the spirit of the nation. In so far as the causes of existing international traffic in Chinese women and children are to be considered, this report will therefore be concerned almost exclusively with customs based on the old conception of China's social structure.

Old Conception of China's Social Structure in its Relation to the Problem.

This old conception gives an eminently important place in China's social life to the family. The family, rather than each individual of which it is composed, is considered as the fundamental unit of the nation. The interests of the individual are largely subordinated to those of the family, or, in a further logical line, to the interests of the clan composed of a number of families descended from a common ancestor. The whole Chinese nation practises family discipline and is imbued with a respect for family tradition to an extent which hardly has its equal in the occidental world. Filial piety and respect for old age are held in the highest esteem in China.

Family System.

This sentiment has found its deepest expression in the Chinese religious

practice of ancestor veneration. To live in the memory of devoted descendants in an infinite line of future generations is a deeply-felt religious wish of the Chinese. Hence their natural desire to have many sons, who alone, by tradition, are competent to celebrate the ceremony of ancestor cult. The greater their number, the greater the assurance of continuity of the sacred memory in the remote future. The birth of a daughter has no bearing on this continuity. It has no religious significance.

Disabilities of Daughters.

At the same time, a material motive adds to the importance which is commonly attached to the birth of sons to the disadvantage of daughters. Daughters are, in the old Chinese family system, predestined to sever on marriage all connection of interest with their parental family, while sons are forever bound up with the fate of the clan and constitute its power.

The traditional position of females in the Chinese household has been to a large degree subordinated to the interests of family succession by males. By ancient custom, not only the principal wife and the concubines, but also unmarried female servants were qualified to ensure the birth of legitimate successors in the family.

Families in Distress part with Female Children.

The desire for a large number of male descendants undoubtedly has for ages been in China one of the chief reasons for the frequent disparity between the amount of food available and the number of mouths to be fed in the homes of the poor.

Parental love of children of both sexes is as much a characteristic of the Chinese people as is filial piety. The one could not subsist without the other. At the same time, the ancient conception of society in China places the female child at a disadvantage. Consequently, if the necessity arises that a Chinese home must part with a child, because there is not means of obtaining sufficient food for all, it is naturally to the girls that the parents first turn. Over-population and the resultant poverty have unfortunately made such a necessity a frequent occurrence in Chinese life.

Forms of Transfer of Guardianship of Girls.

The following are the most common forms of transfer of guardianship of Chinese girls :

(a) Girls taken over informally as " daughters " by childless couples or families.

Informal Adoption of Girls.

This is done occasionally by families who are too poor to pay the price of a boy for adoption. They can only afford to " adopt " [1] a girl and do so in the hope of eventually getting a good son-in-law who will voluntarily support them in their old age.

---

[1] Ancient Chinese law had no provisions relating to adoption of girls.

Muitsai.

(b) The muitsai.

These are girls handed over by a poor family against a customary indemnity in money to a well-to-do family who will feed, clothe and house the child until she is of marriageable age, when a husband will be found for her. In return, she works in the household. Her position, however, is better than that of a mere household servant. She eats at the family table and is considered something between a servant and a modest member of the family. Her parents are supposed by custom to be allowed to visit her from time to time, in order to be at ease in their hearts as to the child's fate.

This custom, which prevails in South China, seems to have given rise to a certain amount of abuse, and persons in a position to judge hold somewhat divergent views regarding it. The advocates of the muitsai system point to the great advantage to a girl of poor family of growing up more or less in companionship with the children of wealthier parents who, in the normal course of things, become fond of her, take an interest in her fate, sometimes send her to school with their own children and are able to provide a far better marriage for her than she would make from her own home. Others, however, point to cases of cruelty to these children and to the danger that the male members of the family may believe themselves to have a right to tamper with the muitsai girl and take advantage of her as soon as she reaches puberty, thus spoiling her chance of a good marriage.

However that may be, information obtained by the Commission definitely establishes the fact that the muitsai system where it is carried out strictly in accordance with the customs above described is not to be regarded as a source of supply for prostitution, and cases of prostitutes who had been muitsai of this kind are exceedingly rare.

Stage Apprentices.

(c) Girls given over to theatrical troupes to be apprenticed as actresses.

Up to recently, the theatrical profession in China was not open to women. In most cases, the custom still prevails of female rôles being played by actors in female make-up. Actresses, however, are beginning to appear on the Chinese stage and they are more frequently met with in small theatrical troupes which go abroad—especially to Malaya and the Netherlands Indies. They generally begin in the profession as children, being handed over by their parents to the proprietor of the troupe for a stipulated period of years, against payment of a lump sum. Such a girl is trained, fed, clad and housed by the proprietor of the troupe, and in return she performs, when required, as an actress. At the end of her indenture, she is set free and usually continues to perform at a salary on agreement. The association of an innocent child with the stage may be a bad influence, but, as a rule, there is no direct danger of her being systematically exploited for immoral purposes,

as might be feared, for, in arrangements of this kind, the parents are very careful to remain in watchful contact with their promising child, in whom they place expectations of future wealth.

(d) Unconditional guardianship—child sale. **Sale of Girls.**

All the forms of transfer of guardianship of a little girl described above are based on an arrangement between the parents of the child and the persons who are to take charge of her, which allows the parents to remain in contact with the child and follow her fate. It is, however, often very difficult or quite impossible for parents, who live in a remote village and are hard pressed by poverty, to get into touch with a suitable family who would be able and willing to take care of a little daughter whom they cannot bring up themselves. They may then be ready to give up the child to anyone who seems to be in a position to feed her and will promise to make her happy. It may be that at such a moment a prosperous-looking and, to all appearances, kindly-disposed woman comes to the village and proposes to take the child with her, to bring her up as a daughter and eventually find a suitable husband for her, or even let her become the second wife of a well-to-do man. What wonder that, in such circumstances, ignorant villagers consent to the unconditional transfer of the child ? In most cases they cannot read or write, they do not know how they could maintain contact with their daughter and follow her future. They may believe the smart visitor and, even if they were sceptical as to the sincerity of her intentions, they only see a choice either of keeping the child in starvation conditions at home or ensuring that she has proper care for the next few years. Thus the girl passes into the guardianship of a stranger who, in her turn, after having paid the usual indemnity money to the parents, believes she has a perfect right to pass her on against the same kind of indemnity to a third person.

Whatever may be the intentions of the parents and of the ultimate buyer who wishes to keep the child, the motives of the professional intermediaries are obviously none other than to profit from a deal in which, from their point of view, a child takes the place of merchandise. In transactions as pictured above, it occurs frequently that little girls are *bought on speculation* by women traffickers.

Girls bought on Speculation. Use made of them.

The subsequent fate of a child in such circumstances will depend on the physical and intellectual qualities she may develop. If she shows aptitude, she may be trained to be a " singing-girl ". If she is not promising enough to warrant the investment in her training for that profession, she may still be kept in the home of the trafficker, who will hope later to dispose of her at an advantage for marriage or concubinage.

But if the speculation does not favour any of these courses, there remain only two ways in which the trafficker can profitably dispose of the child: to sell her either for prostitution or for domestic service.

Sold for Prostitution.

Customers for the purchase of little girls as future candidates for prostitution are generally ex-prostitutes who are brothel-keepers or brothel amahs [1] and who bring the child up in the atmosphere of the trade as a " daughter ". Such an " adopted daughter " of an ex-prostitute may be quite often exposed to cruel treatment by her " mother ", who probably has herself suffered severely in the past and sees no reason why the young girl should complain. But, on the other hand, it is surprising to see that there very often exist bonds of real affection between these tragic " mothers " and " daughters ".

Often an ex-prostitute, who is only a brothel amah and has nobody in the world to care for, will invest her savings in the purchase of a little girl whom she will bring up as her " daughter ". The child will grow up in the brothel. Both mother and daughter have never known any but brothel life and they find nothing in the choice of a prostitute's career for the girl which might stand in the way of their mutual affection. In spite of all, however, the fate of the girl can hardly be other than that of most prostitutes—*i.e.*, physical and moral ruin. There can be only one exception —that is, that some man may buy her before she has been long in the brothel and take her for his wife.

Cases of this kind occur occasionally and, as far as prostitutes who have been fortunate enough to find their way into one of the rescue-homes in Peiping, Shanghai, Hong-Kong, Singapore, Penang, Batavia, etc., are concerned, it is the rule that they marry under the auspices of the home.

Cases of Marriage of Prostitutes.

On the whole, marriages of Chinese prostitutes are more frequent than marriages of women of this category in the Occident. This is explained by the following consideration:

Among a people so imbued with the spirit of filial obedience as the Chinese, the case of a girl who leaves home against the will of her parents and later, through idleness or a desire for easy luxury, drifts into prostitution can be but an extremely rare one. In China, probably the large majority of the prostitutes are girls who have been put into the profession originally by those who exercised parental or quasi-parental authority over them. They have the misfortune of being cruelly rewarded for obedience to those in authority over them. And, even when fully conscious of the injustice

---

[1] Brothel amahs are female brothel servants. They figure as the prostitutes' " maids ", to give the prostitutes " face " with the clients.

of their fate, they do not seem to complain. They bear it with the silent stoicism of the Chinese race. This helps them to resist the poison of degradation for a longer time than might be expected. As long as they succeed in this, it may still be possible that they be fit companions for a certain category of Chinese men, and it is not entirely unusual for a man of that category to choose a prostitute, if not for his principal spouse, yet for a second or third wife.

Sold as Slave-girl.

A girl, indentured or sold for domestic service, although given over, not as a muitsai, but as a so-called slave-girl, unconditionally, without any control over, or obligation from, the buyer, may still have a chance of getting into the hands of kind-hearted people and of being spared unhappiness. But she will have no one to defend her against callous employers. It is necessary to make a very clear distinction between the girl who has been placed as a muitsai by the parents themselves in the home of well-meaning people and the girl who has been disposed of unconditionally by her parents and, after having lost contact with them, is sold as a domestic servant into the house of her eventual employers. Such a child cannot be considered as a muitsai in the proper meaning of the term, for it is an essential part of the genuine muitsai system that a contract is made between parents on the one hand and employers, chosen by the parents, on the other; and that the parents keep in touch with the child by reserving to themselves the right to visit the child from time to time and follow her future. Both forms of domestic service are now officially discouraged in China as well as in most of the foreign territories with a Chinese population. The measures taken by the various authorities in this direction are related in the studies by countries annexed to this report.

Slave-girl not a Muitsai.

3. *Organisation of Prostitution amongst Chinese in China and abroad.*

"Sold", "Pawned" and Free Prostitutes.

Chinese prostitutes in China, as well as abroad, are in common parlance which disregards legal meanings divided into "sold", "pawned" and voluntary prostitutes.

The sold prostitutes whom the brothel-keepers have "bought" from traffickers and whom they declare to be their "adopted daughters" are exploited by them in such a manner that they are furnished with necessaries, but the brothel-keepers take for themselves all their earnings. Those who are pawned are working off a debt which they have contracted on behalf of their parents or guardians. They receive only their food and lodging, in return for which they hand half their earnings over to the brothel-keeper. They are supposed to retain the remaining half and they may or may not

have an opportunity to use it for the purpose of paying off their debt, which in course of time will probably be progressively increased by the supply of various articles of clothing and jewellery at exorbitant rates. The voluntary prostitutes have a similar arrangement with the brothel-keeper to that of the pawned prostitutes, receiving food and lodging against half their earnings, but they have no original debt to pay off.

Respect of Illegal Obligations of "Sold" and "Pawned" Prostitutes.

By Chinese law as well as the laws of all foreign territories where Chinese prostitutes are to be found, debts arising from money passed on the entry of a prostitute to a brothel are not recognised. Theoretically, neither the "sold" nor the "pawned" prostitute is under any legal obligation arising from the act of "selling" or "pawning". In practice, however, all concerned—the brothel-keeper, the person who sold the girl or arranged for her to be "pawned" to the brothel-keeper and the girl herself—consider that she is under an obligation to serve in the brothel until the original amount, whether for purchase or pledge, with or without interest, has been repaid.

Pledge Money received by Parents or Guardians.

In cases where parents or guardians of a prostitute have received the amount of the pledge on her entry into the brothel, filial loyalty towards them strongly influences the victim to respect the obligation. In addition, the sense of commercial integrity inherent in the Chinese would tend to prevent her from dishonouring a debt, however contracted. As long as it is in the interest of the brothel-keepers, they find means to ensure that the girls will not be in a position to redeem themselves. The "sold" prostitutes —also called "prostitutes of the house"—are in a particularly hopeless position in that respect, for brothel-keepers who "bought" a girl sometimes will not agree to receive for her release merely the return of the purchase price plus interest and expenses, but, like veritable slave-owners, believe themselves entitled to the commercial price at which they value the object of their exploitation at the time of the transaction.

Hold of Brothel-keeper on Victim.

This is vividly illustrated by a remark contained in a publication of the Social Department of the Chinese Municipality of Tientsin, which says:

> "The way in which a prostitute leaves the business is quite simple. The prostitute has only to settle all her debts and she is immediately free. But it is more difficult for a prostitute belonging to the house to get free, because of the value put on her body. The more desirous she may be to get free, the higher the proprietor fixes the price of her body, so that the prostitute is never able to get together the means to repurchase her own body, and is obliged to remain for all time the prisoner of the proprietor.

The only possibility for her to get free is to find a person who wants to marry her."

Yet, even when the sold prostitute is leaving the brothel to get married and knows she will have the support of her prospective husband in any dispute with the brothel-keeper, the system is so ingrained in her that she is quite willing for the brothel-keeper to make as much profit as he can from the transaction. Indeed, it is said that such a prostitute does all she can to enhance the price paid for her release, believing that the higher the price paid the greater is her standing in the only world she knows—the world of the brothel.

Brothel-bullies.

Well established and generally accepted by all concerned as the system is, in case of need the brothel-keepers have at their disposal means to intimidate a girl inclined to break the chains. For this purpose, they sometimes make use of ruffians in their pay, whose usual duty is to deal with recalcitrant customers and protect the brothel-keeper in any way necessary.

The following is a case of gangsters being employed for the purpose in question by a Chinese brothel in Singapore :

A Cantonese woman, 21 years of age, stated on April 9th, 1931, to the police.—" I was formerly a prostitute at 53 X Y Street run by a female keeper named S. K. She has a number of brothels. I came from China six months ago and was brought to her by a ship's runner. I do not know how much she paid for me, but I received nothing out of it. She always has retained 50 per cent of my earnings. I now follow L. Y., a Kepala of coolies. I have followed him for about a week of my own free will. The keeper has tried to get me to return to her."

The Kepala or foreman of coolies, a Cantonese of 40, states.— " I took the above woman from the said brothel. She agreed to follow me. Some four days later the keeper, S. K., asked me to pay 200 dollars for the woman. I refused to pay. On April 8th, five male Cantonese, two of whom I know (names given), both of Kuan Yi (a secret society), came to the sawmill. They invited me to go out with them. I refused. One of them said I was retaining a woman, a Cantonese prostitute from 53 X Y Street, and, if I did not return her or pay 200 dollars, I was to be killed. One of my coolies had a friend named W. P. This man came to see me and said he would fix things up. He told me to follow him to a coffee-shop, but on the way there he was arrested."

W. P., Cantonese.—" I was arrested last night as I was proceeding to meet Kuan Yi representatives in the dispute over a

prostitute. S. K. bought the prostitute for 250 dollars about six months ago. About a week ago, the Kepala of coolies took her away. S. K. called in the Kuan Yi fighters. H. K. L. said he would get the girl or 200 dollars. He went to the Kepala of coolies and demanded the return of the girl. One of the Kepala's coolies is a Hok Han man (another secret society) and he asked me to help his Kepala. I had arranged to meet Kuan Yi people in the coffee-shop when I was arrested."

The brothel was raided and the keeper sentenced.

Where brothels have at their disposal these gangsters in order to safeguard their interests, it not infrequently happens that the brothel-keepers themselves and all connected with their trade are terrorised and subjected to extortion by their " protectors ". This rôle of the " gangster " in relation to the brothel and its inmates is illustrated by the following report from the files of the police in one of the cities visited by the Commission :

" Banishment of Undesirables : Cases of the Bullies S. M. and S. Y.

" *S. M.*—The main charge against this man is that he is one of the Y. P. bullies who have ' introduced ' women members. He admits introducing an M. L. and an S. S., whose names appear in the ' Women's Register ' of the guild with him as introducer, but maintains that these two persons are males. The statements of the prostitute M. L., and of S. S., brothel amah, constitute, I think, a sufficient reason for his banishment.

" *S. Y.* is another of the bullies and introducers of women members. He admits introducing an S. L., whose name appears in the ' Women's Register ', but maintains that S. L. is a coolie. He admits handing S. L. a red membership card and receiving $1.50 at the time. See the statement of the brothel-mistress S. L. S. Y. has been in the Colony 7-8 years, but could produce no witnesses apart from his wife. Banish.

" *M. L.* states.—I am a prostitute at the . . . Brothel, . . . Street. One day of the 9th moon last year, a man whom I know as S. M. came to the brothel and said he wished to see me alone; we went into a cubicle. He said, ' Do you wish to join our Y. P. Guild? ' I told him I did not want to join. He then said, ' You must not be foolish; I advise you to join for your own protection. If you don't, you will have trouble.' I replied, ' I am a woman; what have I to be afraid of? ' He said, ' Don't you

know there are many bad characters in the district, who earn their living by intimidating you girls? If you join our guild, you will be protected against these men; on the other hand, if you refuse to accept our protection, it will be very dangerous for you.' He asked for $30, but finally agreed to accept $5, which I paid. A few days later he handed me a membership card (produced). Since then I have paid 50 cents a month subscription. I beg you to let me have my card back now. The Y. P. are calling these cards in and issuing new ones; if I do not hand mine in, I shall get into trouble. I promise to let you have the new one when I receive it. (Card returned.) I did not join the Y. P. in order to be protected against bad characters in . . . I joined in order to be protected against the Y. P. itself. I was perfectly aware of the fact that, when S. L. spoke about 'bad characters', he was really using a veiled threat. We both understood he meant the Y. P. All prostitutes, brothel-mistresses and brothel amahs in the district are forced to join the Y. P. If they refuse to do so, gangs of men visit the brothel, engage girls, smoke opium and, when asked for payment, create a disturbance; they will also hang round the brothel and prevent customers from entering. If this is not effective, threatening letters demanding $100 and more are sent. In the end people have to pay. We dare not send for the police because, although we know the men would probably be arrested, no one would dare to give evidence against them; if they did, they would have the whole of the guild against them. I beg the Government will not mention I have made a report. All the prostitutes I know are members of the Y. P. I dare not ask any of them to come and make a report. They may tell members of the guild I had asked them to do so. If it became known I had reported to the authorities, I am sure I should be killed. We are all very afraid of the guild. (The woman certainly appears to be in fear.) Although we are issued with membership cards, etc., we are not really members and receive no benefits of membership other than immunity against molestation by Y. P. gangs.

"*S. S.* states.—I am an amah employed at the . . . Brothel. During the first moon this year, S. M. came to me and advised me to join the Y. P. Guild. He said I would be defrauded if I failed to do so. I told him I had no money to join guilds. He replied: 'I warn you, if you fail to join, you will be assaulted when you walk in the streets: on the other hand, if you join us,

you will receive full protection from us. We are powerful and if you are so reckless as to refuse our protection, you will not only be assaulted, but you will be driven out of any and every brothel you go to.' I had been previously told about the activities of the Y. P. and concluded it would be best to join. I asked S. M. how much I should have to pay. He asked for $20, but after considerable argument and threats on his part he agreed to accept $5. I borrowed this sum and handed it over; since then I have paid a subscription of 50 cents per month. I have a membership card (produced and returned). I do not receive any benefit by being a member. I joined because I was afraid of being assaulted if I refused to join.

"*S. L.* states.—I am the mistress of the . . . Brothel, . . . Street. I have been in the Colony for four years. I came to the Colony from . . ., of which place I am a native. When I first arrived, I was employed as an amah. I have been mistress of the brothel for more than a year.

"When I took over the brothel, a member of the Y. P. Guild called C. A. compelled me to pay $90 on the threat that I could not carry on as the mistress of the brothel, as he and three other men, whom I do not know and who called at the brothel in the 9th moon of last year, warned me that they were in a position to stop all people coming to the brothel, unless the sum demanded ($90) was paid over to them. At the time that the money was first demanded, none of the four men informed me that they were members of the Y. P. Guild. I did not have the money on the day it was first demanded, but I told the four men I would pay it if they accompanied me to the Police Station, and they warned me that, if I made any report to the police, they would cause me a lot of trouble. On the 9th of the 10th moon last, C. A., a man called T. A., S. Y. and another man, came to my brothel. C. A. said to me: 'If you do not pay the $90, you will not be allowed to carry on business as mistress of this brothel, and we will assault you.' I then became afraid and handed over the $90 to C. A. There was no mention of the Y. P. Guild on this occasion; I had no idea that the men were members of the Y. P. Guild. Before the men left the house, S. Y. said to me: 'You had better join our guild and you will be protected'. He did not mention any particular guild, and did not refer to the Y. P. After S. Y. had given me this warning, the men then left the house. After about ten

days, S. Y. returned to the brothel and gave me a book, at the same time telling me that I was a member of Y. P. Guild, and that I was under the protection of the guild. The book has a red cover and was the same as this one (membership book); the number of the book was 99. When he gave me the book, he asked me for ten dollars and told me that, while I held the book, none could interfere with me. I gave him the ten dollars. I afterwards paid fifty cents each month to men who came to collect it, but I did not know the men; they always had a book in which the transaction was recorded. The only other money I paid to the Guild was twenty cents in the event of any of the Guild members dying. I have never visited the Guild premises and I do not know any of the other members. The membership card now in my possession was given to me by S. Y. on the 2nd of the 5th moon this year. I know that there are prostitutes members of the Guild, but I cannot say who they are. I have not been interfered with since I became a member of the Guild. When I was given the membership card now in my possession, I had to pay $1.50."

4. *Organisation of Professional Female Entertainers amongst Chinese in China and abroad.*

The Singing-girl.

Amongst Chinese female professional entertainers, the singing-girl is the most common. She is selected while a child, for her looks, vivacity and brightness, to be brought up in the art of embellishing the feasts of the wealthy—usually men parties—by agreeable manners, gay chatter, quick repartee and a conventional musical performance consisting of singing and accompanying herself on the zither. Her work consists in going to restaurants when called, for which she receives payment at a fixed rate, generally so much an hour. She is usually under the management of a woman who has authority over her and exploits her.

The standing of the singing-girl and the different ways of exploiting her varied in the several places visited by the Commission. The details will be found in the descriptions of the respective places. In general, it may be stated that there are some very successful singing-girls who reach financial independance of their managers and enjoy the favours of rich and influential men, but many of the less fortunate ones, especially when they grow older and are little in demand, have no other course left than to sink more and more into ordinary prostitution and may be practically forced into it by their impresarios with the object of extracting from them all the profit possible.

The manner of exploitation of the singing-girl is such that, as a rule, the constant presence of the person exploiting the girl is required. Payment is made in respect of each professional call to a restaurant, and it would be impossible to make arrangements with all the restaurants concerned in the sense of payment to the exploiter of a certain amount calculated on the future earnings of the girl. Therefore, although there are intermediaries who earn commissions by arranging for the transport of singing-girls to places where they expect to find a demand justifying the expense, the singing-girl is invariably accompanied, wherever she goes, by a woman who is in charge of her, who may be the actual exploiter or a person delegated by the exploiter. This woman may be described in a general way as the impresario of the singing-girl, though to the general public she appears to be a maid attending on the girl or a chaperone. The presence of this attendant adds to the prestige of the girl, or, as the Chinese would say, gives her " face ", which naturally is to the advantage of the exploiter.

If the singing-girl is successful in her profession, both artiste and impresario fare well, and, if the girl has rich lovers, she will certainly not allow her admirers to forget her attendant. When, however, her calls to restaurants are few, there is no doubt that her exploiter will press her more and more to prostitution.

Dancing Partners.

The only place in which the Commission has found professional Chinese dancing partners is Shanghai, where they exercise their profession chiefly among Chinese who have acquired a taste for European-style dancing.

5. *Demand for Chinese Prostitutes and Singing-girls amongst Chinese abroad. Conditions of Supply.*

A distinct feature of international traffic in Chinese girls is that it takes place almost exclusively to satisfy a demand by Chinese abroad. None but the very lowest type among Chinese prostitutes abroad would consent to receive men not of their own race. Under these circumstances it may be said that, apart from reasons which allow the recruitment of the victims in China, the extent and type of the traffic involved are in the main determined by the number and the standing of the Chinese emigrants in the countries to which the women are taken.

Chinese Labour-Emigration.

Chinese emigration to countries abroad is directed in the main to the Asiatic countries of the South Seas. While the Chinese labourers in the north of China, who seek new outlets for their labour, as a rule turn to the vast plains of Manchuria and are only to be found in comparatively small numbers in the territory of the Japanese Empire, Chinese emigrants to the

regions of the South Seas come almost exclusively from the south of China, especially from the provinces of Kwangtung and Fukien.

Chinese in British Malaya.

The largest numbers of Chinese emigrants to the South Seas are to be found in Malaya. The Chinese in British Malaya as a whole numbered, according to the 1921 census, about 1,190,000 out of a total population of 3,530,000. In the Straits Settlements—that is, the colony which comprises Singapore and Penang, the two greatest commercial centres of the Malay Peninsula—the Chinese form more than half of the population. The total population of the Straits Settlements was, according to the same census, 883,000, of whom there were roughly 500,000 Chinese, 250,000 Malays, 100,000 Indians, 8,000 Europeans, the rest being made up of Eurasians and others.

Chinese play a very important part in the commerce of British Malaya. Not only is the retail trade controlled by them to a great extent, but they also conduct a number of great commercial and industrial undertakings. The rapid development of tin-mines and rubber plantations in the last two or three decades has been brought about with the aid of Chinese immigrant labour. The endurance of the Chinese labourer and his spirit of enterprise has found abundant scope in British Malaya. He has been the pioneer able to stand the arduous conditions of opening up the country.

The Chinese labourer generally arrives in the Peninsula empty-handed. When, through hard work and perseverance, he has been able to save a small amount of money, he follows his commercial instinct by investing his savings in some sort of stock, first going round as hawker and later setting up a small shop. Many of the present leaders of commerce and industry among the Chinese in the Straits Settlements began their career in Malaya in this way. The success achieved by them provides a strong incentive to the simple Chinese labourer in Malaya to work his way ahead in the hope of attaining a similar position by thrift and industry. Both classes, tradesmen as well as labourers, represent potential customers for prostitutes of their race.

Chinese Girls for British Malaya. Demand and Supply.

The twofold demand facilitates the business of the trafficker. He is sure of a speedy return for the greater part of his initial outlay by disposal of his victim for the pleasure of the better-to-do class, and, when the girl has lost her freshness, there is always the mass of labourers—many of whom are either single or have left their wives in China—to whom she can be offered.

It is to be supposed that, were it not for the demand of the better-to-do tradesmen, clerks, etc., the profits of the traffickers would be very much less certain. It is likely that they would hesitate to invest

money in the risky business of bringing in girls merely to satisfy a demand by the mass of poorly-paid labourers.

Two factors are operating in the direction of reducing Chinese immigration and therefore indirectly also the demand for Chinese girls to be brought to the Malay Peninsula. One factor, which is permanent and increasing, is the tendency to replace Chinese labour on the plantations, where the hard pioneer work is done, by the cheaper though less robust Tamil labourer. The other factor is temporary and consists of a restriction of the numbers of Chinese immigrants allowed to come in, which has been imposed on account of the depression in the two principal products of the territory—rubber and tin.

Attitude of the Authorities in British Malaya.

The policy pursued in British Malaya with regard to the problem of an incoming traffic in Chinese women may be divided into three periods. The first is the period up to 1927, during which brothels were allowed throughout Malaya, and Chinese girls were permitted to enter the ports of the Straits Settlements for the purpose of becoming inmates of those brothels; the second period, from 1927 to 1930, during which brothels continued to be allowed, but no avowed prostitutes were permitted to enter the country, and the third period, beginning in 1930, since when brothels have not been allowed in the Straits Settlements and the Federated Malay States, nor have avowed prostitutes been admitted to the Peninsula. Brothels were still allowed at the time of the Commission's visit by the legislation of some of the Unfederated Malay States. As almost all Chinese going there, however, arrive via the ports of the Straits Settlements, the restrictions imposed in those ports virtually prevent the arrival of new prostitutes from China in the Unfederated Malay States as well as the other ports of British Malaya.

In 1926—that is, before the entry of fresh prostitutes from China was stopped—there were over 2,200 prostitutes registered in " known " brothels in Singapore. In the same year, 895 Chinese women had arrived in Singapore from China to become prostitutes in Malaya. On the promulgation of the Ordinance of 1930, by which the system of brothels was abolished, a certain proportion of the " known " brothels was closed, and the remainder were to be abolished gradually and systematically in such a way as, while causing the least possible hardship to the inmates, would bring about the desired result in the shortest time.

The keepers of existing brothels now know that their establishments are doomed to be closed and may be closed at any moment. Inmates who are unwilling victims realise, under these circumstances, that the power of the keepers has been shaken and that, if they wish to get free of their

influence, they have the full support of the authorities. Official testimony given to the Commission in Singapore says, in that respect: " One of the chief disadvantages of a system of known brothels was the fact that the position of the trafficker and keeper appeared to the prostitute to be legalised, and she was unwilling to challenge one whom she regarded as a Government agent. Most of the girls are illiterate and quite unable to keep accounts, and it was easy for the keepers to cheat them of their shares of their earnings. The keepers were also able to impose jewellery, furniture and various luxuries upon them at extortionate rates. The prostitutes thus became more and more deeply involved in debt to the keepers, until they had no prospect but life-long slavery before them."

Abolition. Effect on Traffickers and Gangsters.

The systematic closing of brothels in the chief centres of the Straits Settlements—that is, Singapore and Penang—has forced those who profited by the earnings of brothel prostitutes to seek other ways of exploiting the girls. Small lodging-houses kept by Chinese and Japanese are now used to a great extent as houses of rendezvous for Chinese prostitutes. It was officially stated that in these lodging-houses " from the manager to the boys (servants) all increase their income by trafficking in girls ".

Another of the devices of traffickers to make up for the loss of business due to the closing of the brothels consists in attempts to place Chinese girls, with the intention of exploiting them as clandestine prostitutes, as waitresses in coffee shops, of which a large number have sprung up in the two cities named. The authorities have counteracted these attempts by requiring persons employed in these places to apply for licences and subjecting each application to investigation.

The closing of the brothels has increased street-soliciting by prostitutes. In Singapore and Penang, considering this as one of the inevitable features of a transitory stage in the systematic fight against traffic, the authorities deal leniently with offenders in this respect. The Chief of Police at Singapore declared that: " Until we have dealt more adequately with the people who are behind the women, we do not harass the Asiatic prostitutes too much ".

By the raiding of the brothels under the new Ordinance, it has been possible to discover and arrest a great many of the Chinese gangsters who were employed by brothel-keepers to intimidate and terrorise inmates and also recalcitrant customers. In addition, the breaking up of the brothels has cut off a large amount of the funds of gangster organisations of this kind, called " secret societies ", and it has been stated that, since the closing of the brothels, there has been a remarkable decrease in the number of serious crimes such as could formerly be attributed to gang warfare.

On the other hand, the number of runners or touts employed to solicit customers for clandestine prostitutes has considerably increased.

Singing-girls in British Malaya.

Singing-girls are much in demand in Singapore and Penang amongst well-to-do Chinese. They often live five or six in one room with a keeper and are said by the authorities to be frequently very much exploited. At the time of the enquiry, the police had applied for banishment of twelve keepers of singing-girls from one street in Singapore, each controlling an average of five girls who were all kept in a manner which the Chief of Police regarded as absolute slavery.

Chinese in the Dutch East Indies.

Chinese immigration to the islands of the Dutch East Indies dates back to many centuries ago. A great deal of pioneer work has also been done here by Chinese labourers. They are still to-day active on plantations in Borneo and Sumatra and in the tin-mines of Bangka and Billiton. In addition to the Chinese labourers in these regions, there are throughout the Dutch East Indies a great many, representing the large majority of the 1,400,000 Chinese throughout the islands, who are artisans, traders and merchants. The Chinese merchant and trader in the Dutch East Indies is admitted to be the necessary link between the European importer and the native consumer. Chinese artisans in the Dutch East Indies have in some trades almost a monopoly. A carpenter there is invariably a Chinese.

The influx of Chinese into this territory is at present restricted by a comparatively high head-tax, which is demanded from all immigrants. The majority of the Chinese in the Dutch East Indies, however, are a settled population. They are more assimilated to the life of the country than Chinese immigrants in most of the other countries of the South Seas. Some Chinese families have been in the Archipelago for generations. Chinese men often marry women of the country. They are content to be subjects of the Dutch East Indies, and their life interests are bound up with the adopted country. Yet, they are careful to keep certain distinctive Chinese habits and, as a rule, retain a manner of dress different from that of the natives.

Attitude of the Authorities to Prostitution.

Prostitution in the Dutch East Indies is restricted by measures which provide for the punishment of those who keep brothels or houses of rendezvous and of those who solicit in public. Singing-girls are not authorised to exercise their profession. The demand for these entertainers which, in the above-described circumstances, might well be imagined to exist among well-to-do Chinese can therefore not be openly satisfied. Attempts are continually being made to smuggle Chinese prostitutes into the Dutch East Indies. A demand exists, especially for the higher type of China-born prostitute, whose mannerisms and style might be imagined to havea special appeal for her countrymen in a far-away colony.

Demand for Chinese Girls in the Dutch East Indies.

Chinese in Siam.

In Siam there are, according to census figures, about half a million Chinese, though it is generally accepted that the number of Chinese in the country is considerably greater, possibly exceeding ten per cent of the total population of eleven millions. In Siam, as in the Dutch East Indies, the immigration of Chinese is of long date. It is an immigration of labourers who, through perseverance and thrift, transform themselves into traders and merchants. Commercial and industrial enterprises in the country are to a very large extent in the hands of Chinese, as is also most of the retail trade.

In former years, Chinese immigrants were in the habit of taking Siamese wives, and the affinity of the two races is such that the offspring of such marriages are little to be distinguished from the natives of the country. They can equally easily consider themselves as Siamese or as Chinese. In later years, the tendency of the Chinese immigrants has been to arrive from China with their Chinese wives or to send to China later for brides if they came to Siam as bachelors. There is, however, always a large proportion of Chinese who have no wives with them, and the potential demand for Chinese prostitutes which they represent is taken full advantage of by traffickers.

Chinese Prostitutes in Bangkok.

There were in 1931 in Bangkok 126 Chinese brothels with 543 inmates, while there were in the town only 22 Siamese brothels with 102 inmates. In spite of the disproportion in numbers, Chinese prostitutes are here, as elsewhere, reserved for men of their own race.

Chinese in Indo-China.

There are in the Union of Indo-China about 400,000 Chinese, of whom more than half live in the Colony of Cochin-China, where the chief commercial centres of the Union, Saigon and its almost entirely Chinese sister city Cholon, are situated. The only country of the Union to which Chinese labourers go in any numbers is Cambodia. They are employed there on the pepper plantations. There are also a number of labourers among the 4,000 or 5,000 Chinese inhabitants of Haiphong, the port of Tonkin. With the exception of the labourers mentioned, the Chinese in Indo-China are retail traders, wholesale merchants and artisans. They control most of the business in the chief product of the country, rice, and many of the rice-mills are owned by them. They are the distributors, for the whole country, of goods imported from abroad. Cholon, with a Chinese community of about 100,000, is an important business town where the great Chinese banking, commercial and industrial enterprises are centred. It is to all intents and purposes a Chinese city.

The Chinese labourers on the pepper plantations of Cambodia either remain there but a short time before moving on to Siam and the Malay

Peninsula or else stay in the country with the hope of saving enough money to acquire a small plot of land and settle down. In the latter case, they often take native wives and become more or less assimilated with the inhabitants. They do not seem to be considered by traffickers in Chinese prostitutes as a class of people for whom it would be worth while to provide prostitutes.

Chinese Prostitutes in Indo-China.

Common prostitutes of Chinese race in Indo-China are to be found only in Haiphong, where in 1931 there were 45 of them in licensed brothels.

Chinese Singing-girls in Indo-China.

In Cholon, the situation in regard to the subject of the enquiry is a peculiar one. While there are some 800 Chinese singing-girls who play an important part in the night-life of the wealthy Chinese community, no Chinese brothels and no Chinese common prostitutes exist there at all. There are licensed brothels with Annamite inmates in Cholon, but there are none with Chinese inmates. The reason for this unusual feature in a city which is inhabited in majority by Chinese and fully bears the stamp of Chinese life is that the community pride of the Chinese there would not tolerate the presence of any compatriots engaged in menial or degrading occupations. There are rickshaw pullers and other coolies of Chinese race in Haiphong, but none such are to be seen in Cholon. Walking through the side streets of Cholon, a visitor who has been in China would here and there catch a glimpse through an open door of the familiar sight of a few girls in Chinese dress who are unmistakable as prostitutes awaiting clients. These, however, are not Chinese but Annamite prostitutes dressed in Chinese fashion to make themselves more interesting to prospective clients. They wish to borrow something of the prestige which the elegant Chinese singing-girl enjoys in the gay life of the fashionable quarter of Cholon.

Community Pride restricts Traffic.

Entertainment or Discreet Prostitution.

While some of the singing-girls of Cholon may possess the art which gives them their name to such a degree that its performance is the sole purpose of their engagement by restaurant clients, in the majority of cases it is simply the company of an attractive young girl which the diners seek. The ambition of the singing-girl being to become the concubine or, in exceptional cases, the wife of a wealthy man, she is naturally inclined to take a suitable candidate as a lover. One, or a few experiences of this kind might eventually lead to the desired result, but they might also be the first steps on the path that leads to prostitution. The Commission has been informed that, if the conduct of a Cholon singing-girl is notoriously verging on prostitution, the Chinese congregation, a body of official representatives of the Chinese community, withdraws its responsibility for her, and she has no option but to leave the country, at the expense of the congregation if she is not able to do so otherwise. The French authorities had no information regarding the numbers of Chinese girls thus induced to leave the country,

and this is understandable, as naturally the Chinese community, in view of its attitude towards prostitution by Chinese, would not be anxious to announce that a girl was being sent away for such a reason.

The singing-girls of Cholon usually live with a so-called " adoptive mother " and pay about 40 piastres a month (400 French francs) for their board and lodging. Their fee for a performance in a restaurant is 2 piastres (20 French francs). A popular girl who could count on being called to many parties each night could make quite a good income. The owners of the restaurants to which they are called regard them as a welcome attraction for the establishment and do not retain any portion of their earnings.

Be that as it may, there can be no doubt that, where in a large and prosperous Chinese community abroad no Chinese prostitutes are to be found and the singing-girl is required to satisfy all demands by Chinese men for association with females of their own race outside their families, there must be strong pressure influencing the singing-girls to promiscuous intercourse bordering on prostitution, though in the circumstances it has to be clandestine and not so notorious as to reflect on the reputation of the community.

Official Doubts.

The attitude of the French authorities in Saigon-Cholon in the course of the last two or three decades is proof of a wide evolution of view on the singing-girl problem. In 1903, and again in 1912, the Cholon police proposed measures of registration for Chinese singing-girls for the purpose of submitting them to regular medical examination. These proposals met with indignant protests from the Chinese community, and eventually the singing-girls were merely made the object of a decree which forbade them to live in places " where prostitution was encouraged, facilitated or tolerated and to visit licensed houses ". They are now obliged to pay a tax and, for purposes of collection of this tax, they are registered. As a rule, no girl under 16 years of age is registered as a singing-girl in Indo-China. Occasionally, however, registration cards are given to younger girls who are acting as a kind of apprentice to trained singing-girls, in the exceptional cases in which a girl receives training in Cholon and not, as is usual, in China.

Besides those at Cholon, there is a considerable group (about 100) of Chinese singing-girls at Pnom-Penh, capital of Cambodia. The conditions of their trade are more or less the same as at Cholon. In Hanoi, the capital of Tonkin, there are 14 Chinese singing-girls and in Haiphong, the principal port of Tonkin, there are stated to be a few.

Chinese in the Philippine Islands.

The Chinese in the Philippine Islands number about 150,000. The beginning of their immigration to the Philippine Islands dates several centuries back. During the Spanish occupation of the islands, they came originally as labourers and worked their way to higher stages of life. They

succeeded in bringing almost the whole of the retail trade of the country under their control and they participate to a considerable extent in its wholesale commerce.

The American administration decided to put a stop to further immigration of Chinese labourers to the islands, but have continued to permit the free entry of Chinese merchants. Large groups of Chinese are to be found in the principal towns of the islands, though there are Chinese in almost all parts of the country and a Chinese general shop is established in nearly every village of any size. The spirit of the Chinese communities in the larger cities of the Philippines seems to be very similar to that described in respect of Cholon, and it is considered that Chinese community pride there would be strongly opposed to the presence of Chinese common prostitutes. The Chinese of Manila or Iloilo would perhaps, in the same way as those of Cholon, welcome in their midst professional entertainers of the singing-girl type, but the authorities of the country not only prohibit prostitution, but also withhold their consent to the admission of these entertainers.

Demand for Chinese Girls in the Philippines.

As the Chinese in the Philippines are also prohibited from having concubines, it may be imagined that a not entirely negligible potential demand for the society of professional female entertainers of their own race does exist. Occasionally, a case of the discovery of a clandestine Chinese prostitute plying her trade in the country or of an attempt to smuggle such a woman in from abroad seems to occur. These cases, however, are less frequent than the instances in which Chinese women have been smuggled in for marriage with Chinese in the country who, not having the merchant status, are not allowed to bring in Chinese brides from abroad.

Chinese in British India. Situation regarding Traffic.

British India has a certain amount of direct relations with China, chiefly in the province which borders on the Chinese Republic—viz., Burma. The Chinese population in Burma amounts to about 150,000, with a sex ratio of two men to one woman. A potential demand for Chinese prostitutes or singing-girls may be expected in a Chinese community so composed. Prior to the introduction of the Suppression of Brothels Act in Burma in 1920, about 150 Chinese prostitutes were said to have existed in Rangoon, but, as the Act was about to come into force, they were induced to leave the country by their Consul and the Chinese community.

At present there are no Chinese prostitutes in Rangoon nor are there Chinese singing-girls, but the Chinese restaurants of Rangoon employ about 150 young Chinese waitresses, whose business seems to be as much to entertain clients as to wait at table. It is very probable that these young women fulfil, with regard to the customers of the restaurant, in most respects the functions of the Chinese singing-girls.

The Commission was informed that there were about 30 Chinese women engaged in prostitution in other parts of British India. No information was obtainable about their antecedents. They can hardly be considered as furnishing evidence of a special demand for Chinese prostitutes and of a traffic to supply such demand.

Chinese Prostitution in Hong-Kong, Macao and the Kwantung Leased Territory.

Traffic in Chinese women from China to the British Colony of Hong-Kong and the Portuguese Colony of Macao and the Japanese Leased Territory of Kwantung, all of which territories are geographically and ethnographically parts of China, can, although it has to cross political frontiers, hardly be considered as international traffic in the fully accepted sense of the term.

At the time of the Commission's enquiry, a system of licensed brothels was in force in all these three territories. According to information published by the Press, a gradual abandonment of this system has since been initiated in Hong-Kong.[1] As the Commission's report is naturally limited to presenting the situation as it was studied at the time of its visit, it can be concerned only with the facts observed in the first part of the year 1931. At that time the existence of the licensed brothel system in all three of the territories, together with the circumstance that citizens of the Republic of China, and as a matter of fact any Chinese, are free to enter and leave these territories without any kind of administrative control of their identity, created practically unrestricted possibilities there for the movements of prostitutes of Chinese race.

There were in the period mentioned above in Hong-Kong, with a population of over a million Chinese, more than 2,600 Chinese registered prostitutes and about 1,000 clandestine. In Macao, with 150,000 inhabitants, the numbers were 900 registered and 200 clandestine Chinese prostitutes. In the Kwantung Leased Territory, the Chinese population is about 400,000 and there were 263 registered Chinese prostitutes, together with an unestimated number of clandestine ones and about 200 Chinese singing-girls.

6. *International Traffickers in Chinese Women and Children and Measures to check their Activities.*

General Characteristics of Traffic Transactions.

Persons engaged in traffic in women and children of Chinese race are, as a rule, middle-aged women. It has been shown how a person of this kind is able to acquire the guardianship of a girl with the intention of placing her in domestic service or of exploiting her as a singing-girl or prostitute. Traffic from China to other countries in girls destined for domestic service does not seem to exist to any appreciable extent. International traffic in singing-girls

[1] For details of these measures, see Part II, page 168.

and prostitutes, however, is considerable, as is seen from the figures quoted.

The different systems of financial dependence of the Chinese prostitute on the brothel-owner, as described on previous pages, allow an easy transfer of the prostitute from one exploiter to another in consideration of payment of an amount which, to all intents and purposes, is a purchase price. Brothel-owners in places outside China who require fresh girls go themselves, send representatives or employ intermediaries to "buy" such girls in China and arrange for their transport to the place where the brothel is. The measure of secrecy required in these transactions depends entirely on the attitude of the authorities at the points of departure and of destination.

Measures against Traffic:

This attitude and the several measures taken to prevent outgoing or incoming traffic in Chinese girls are related in detail in the annexed part of this report, which deals with the findings of the enquiry in each country visited. To convey to the reader here a general idea of these measures, it may be mentioned that—for instance in Swatow, one of the most important

— in China.

ports of Chinese emigration—all women leaving the country are required to submit their case to investigation by the Chinese municipal authorities and to obtain the guarantee of moral and financially responsible persons as to the legitimacy of the purpose of their journey. Another instance of measures against possible traffic from China is the activity of a Chinese private organisation, the Anti-Kidnapping Society of Shanghai, which, by the employment of trained detectives at points of departure, does excellent work in assisting the police to detect cases of attempted traffic.

— at Hong-Kong.

In Hong-Kong, which, in view of its situation as a centre of communication between South China and the South Seas, comes into consideration as a point of transit for traffic in Chinese girls, the Government applies the system of subjecting each Chinese woman emigrant to interrogation regarding the purpose of her voyage before allowing her to embark.

Amongst measures against traffic taken by countries to which Chinese go in considerable numbers, the reader may be referred to the action taken by the Straits Settlements and the Dutch East Indies. In both territories, licensed brothels have been abolished, and the entry of women for prostitution

— in British Malaya.

is prohibited. In the Straits Settlements, there are three stages in the measures taken in respect of Chinese women who are suspected to have come or been brought for prostitution. In the first stage, the competent official may demand an informal security by a local shopkeeper guaranteeing that the girl will report to the official concerned at fixed intervals of time; in more suspicious cases, a formal guarantee, which can be estreated at court, is

required; finally, the official may refuse entry to the woman and have her sent back to the port of embarkation.

— in the Dutch East Indies.

In the Dutch East Indies the system of shop guarantees is in similar cases not so much used as in the Straits Settlements, but minors who are suspected of being victims of traffic are either temporarily left under the care of guardians who are strictly supervised by the authorities or, if the guardian seems quite untrustworthy, the girl is placed in one of the homes for girls approved by the Government for this purpose. There she remains as long as the official responsible considers it advisable in the interests of the child—that is, in very many cases until she reaches marriageable age, when a suitable marriage is arranged for her under the auspices of the home. Under no account do the authorities of the Dutch East Indies send a Chinese minor child suspected of being a victim of traffic back to her port of embarkation, taking it for granted that an unsuccessful attempt to smuggle a girl into the Dutch East Indies would merely be followed by a new device on the part of the trafficker to dispose of her as a prostitute in another place.

Traffickers posing as Parents of Victims.

One of the reasons rendering the detection of Chinese traffickers in girls of their own race extremely difficult is the fact that no law requiring civil registration existed in China prior to 1929. It therefore was and may still be in many cases quite easy for any person accompanying a victim of traffic to pose as her parent or relative, and there is hardly a possibility that the girl herself, who is carefully coached as to what she shall say when questioned by the authorities, will contradict such a claim of relationship. It is, moreover, quite common that the victim, who in a great many cases is a mere child, regards the " adoptive mother ", who exploits her by prostitution, in the best of faith as having full parental authority over her and is accustomed to address her as " mother ".

Intimidation.

In the majority of cases, such girls are willing to follow their exploiter, but it would appear that sometimes force and intimidation are employed to make them submit to their fate. This is illustrated by the following remark of a Siamese official at Bangkok concerning Chinese girls brought for prostitution from China to Siam : " Sometimes they say they were given medicine and became dull and were taken on board and on the way they recovered their senses and found an old woman who threatened them if they said anything to the police, and they got licences (to practise prostitution) and they were (now) wanting to get back to their country ".

Characteristics of Traffickers at Singapore.

An official in the Straits Settlements described traffickers in Chinese women and children in the following manner : " Traffickers are ordinarily middle-aged or elderly Cantonese women. They are often themselves ex-prostitutes and they profess to be seamstresses, hairdressers or domestic

servants. Their social status is low. They are occasionally found, when the question of bail arises, to be able to produce considerable sums of money, far more than would have appeared possible from their appearance, dress and manner of living. The male trafficker is generally a runner in connection with some lodging-house, a passage-broker or an employee on board ship. They are usually Cantonese or Hokkien, and their ages vary considerably."

Comparing the traffic situation in the Straits Settlements at the time of the visit of the Commission with the period when brothels were allowed in the colony, the protector of Chinese in Singapore said: "The type of girl has changed. The tendency is now to bring in young girls who are more subservient and of greater monetary value. An older girl is more likely to give the show away and is not so valuable."

Type of Victim at Singapore.

Procedure of Traffickers at Singapore.

The usual procedure of a trafficker in the Straits Settlements before the abolition of the recognised houses was described to be more or less the following. Chinese girls of 6 to 8 years, bought or received in pledge from poor people in China or sometimes kidnapped, were brought into the colony, after having been coached to answer the questions of the protectorate officials in a suitable way. They were brought up to be prostitutes, receiving no education of any kind which could stimulate an interest in work or make them able to earn a decent living. When a girl reached the age of 13 or 14, she would be offered to some wealthy man who might be willing to pay 200 or 300 dollars for one or more nights. Afterwards the trafficker would give the name and address of the girl to runners of lodging-houses or Chinese eating-houses and for about a year would exploit her in this way, the girl being paid 10 or 20 dollars by each client. When she got a little older, she would be put in a brothel. On the average, girls had to serve about five years before they were set free "to eke out an existence as best they can —prostitution at reduced fees being their only resort" (protector in Penang). In most cases the traffickers succeeded in this way in reimbursing themselves for their expenses and making a good profit in addition. Prices considerably higher than usual were said to be often paid in China for girls destined for British Malaya. The protector in Penang knew of girls who had been bought in China for 1,000, 2,000 and in one case 8,000 dollars. Consequent on the prohibition of brothels in the Straits Settlements, the activities of the traffickers have been very considerably checked.

Devices of Traffickers in the Dutch East Indies.

In the Dutch East Indies, the difficulties put in the way of traffickers by strict Government measures have redoubled efforts by the latter to bring Chinese females into the country under various false pretences—*e.g.*, as adopted children, as famine and flood refugees taken for charitable

motives, etc., with the intention of letting them grow up in the Indies until they can be exploited for immoral purposes. Under the pressure of new regulations, the traffickers have been quick to change their methods. According to official information, some years ago one of the commonest devices employed by them was to introduce Chinese women into the Netherlands Indies as members of *wayang* troupes (travelling theatrical troupes). As soon as they entered the Netherlands Indies, the women appeared once or twice at performances and were then taken to clandestine brothels. By keeping *wayang* troupes under observation as they proceeded from place to place, the Government succeeded in checking this practice. Then another device was tried in connection with a recently introduced rule requiring that Chinese marriages must take place before an official of the register office for Chinese immigrants. The traffickers began to use this rule for their purpose in the following manner. A trafficker living abroad would write to an accomplice in the Netherlands Indies, at Semarang for example, that he wanted to smuggle in a Chinese woman. The accomplice would go to the Immigration Office and state that a certain woman coming, say from Singapore, was his wife. If his statement was not credited, he would offer to be married to her by the registrar at Semarang. The ceremony would take place. After some time the woman, though in possession of an official marriage certificate, would be found in a clandestine brothel. The " husband " had vanished and would probably be trying to play the same game elsewhere.

Devices to smuggle Chinese Girls into the Philippines.

As long as the profits in the business may be expected to compensate for the difficulties in smuggling Chinese girls, the traffickers do not seem to be deterred by the most prohibitive immigration procedure. The Commission was informed that Chinese girls destined to be smuggled into the Philippines on the pretext of being minor children of Chinese established 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 claim as their native place and to undergo a veritable course of instruction in the manner of answering the questions of the immigration officials in Manila.

Officials' Difficulty in gaining Confidence of Victims.

It seems to be an easy matter for Chinese traffickers to gain such an ascendancy over their young and ignorant victims that the girls when questioned are firmly convinced that it is in their own interests to deceive the officials in any way possible, though it is difficult to estimate how much of this attitude is due to actual distrust of the officials and how much to fear of the trafficker's vengeance should they break down under questioning. Under these circumstances, an official, and particularly a foreign official, encounters the greatest difficulty in gaining the confidence of a Chinese girl who may

be a victim of traffic. This also applies to the practice, followed in some places in connection with the system of licences for prostitution, by which a girl who comes for a licence is given an admonition regarding the consequences of the step she is taking and is questioned whether she herself really wants to enter the life of prostitution. The reply is invariably that she does want to be a prostitute, and hardly a case could be recalled where any other answer had been given.

In most of the countries in the South Seas where Chinese prostitutes are to be found, the authorities take care to inform the girls, either by means of printed notices which brothel-keepers are obliged to display in the brothels or in some other way, that they are under no financial or moral obligation to remain in the brothels if they do not wish to do so. The entirely negative effect of these measures is well illustrated by the following testimony of an official of the Protectorate of Chinese in Singapore :

> " Our protection at the time of the registered brothels was an absolute failure. The girls would never confide in us. They always said they were willing. With all the best intentions in the world on the side of the protectorate officers, it was impossible to get the girls to meet them halfway. Every year all the Chinese prostitutes used to be brought to the office of the protectorate and had to listen to a harangue saying that they were perfectly free to do as they liked, that they were not bound to pay debts to keepers and that they could cease to be prostitutes if they wished. They used to laugh and go away."

Mentality of Traffickers.

The following translations of extracts from the correspondence of Chinese traffickers engaged in taking Chinese girls from China and Hong-Kong to the South Seas throw a light on the mentality and the business methods of these people.

Extracts from Traffickers' Business Correspondence seized by the Hong-Kong Authorities.

" My dear Mother,

". . . My brother has informed me by letter that a girl has been offered for $600 as concubine. You can send me her photo, and meanwhile retain her, but do not close until I have approved and send you a letter or telegram. All the girls who came to Singapore with me have been married. Someone in Singapore has asked me to buy for him five or six girls of 14 to 15 years of age. I am anxious that you should get these for me.

If you have any already, bring them with you to Singapore. If you are short of money, borrow some and let me know by cable so that I can remit it to you. Do not accept any ugly girls; they should not be less, and if possible should be more, beautiful than Shun Yau and Sam Mui. . . When you buy the girls, send them by the steamer of which Li is *compradore.* And, when you send them, tell some of them to say that they are your younger sisters, and the others to say that they are your nieces. But don't tell Li about this; I don't want it to come out. If you are short of money, ask Li to give you credit as far as Singapore; and send me a cable when they are coming, so that I can meet them.

" *P. S.*—I am sending a basket of clothes and shoes for the *muitsai* that has been bought recently."

" Mr. H. K. and Mr. L. T.,

" I now write this in haste for your information. The goods sent here by the S. S. *A...* are all right and you have no need to be anxious. I found on counting that there were more than ten pieces of goods on board the S. S. *A...* This may probably lead to unexpected trouble. Next time you should send no goods to Singapore until you have got my wire in Hong-Kong. If I ask for two pieces of goods, you should only send me two and by no means too many. If you send too many, you will surely have to sustain a loss. In sending goods here, Swatow passage tickets should be obtained if they are 'Ah Po' (guaranteed) and Hong-Kong tickets if they are respectable. Then it would be all right. When you wire me the number of respectable persons and 'Ah Po', you should state 'so many Swatow goods'. If there are no numbers at the back of the photos of 'Ah Po', then it will be in order. You must act in accordance with my telegrams, and you must not do anything recklessly, otherwise there will be trouble. On receipt of this letter, you should stop sending any goods for about two or three weeks and should not send any until I have sent a telegram back to Hong-Kong. In the future you must obey my order and then surely there will be no trouble. At present people have sent too many goods, and I find it very difficult to look after them. Certainly I will not be responsible for any trouble, if any more goods come to Singapore again. Other people will also be unable to do it. Ponder this over and over again when you have received my letter. When you receive

my letter, please inform all so as to prevent trouble. I am told that you are very irregular with any business and have no definite object whatever. This has been frequently mentioned to me in letters sent to me from Hong-Kong. In the future, you must act honestly so as to give no cause for complaint among our friends. This is very important. With regards,

(Signed) N. T."

"Dated 21st day of the 5th moon."

Note.—(? Guaranteed.) Perhaps "suspicious",—*i.e.*, the sort of persons who would have to be guaranteed either in Hong-Kong or Singapore.

"To . . .

"I cannot trace the telegram sent some time ago. M. Y. had her goods examined on the 13th instant through the S. N. boarding-house, but one of them was detained in Hong-Kong. When the S.S. *Swale* sails on the 21st or 22nd instant, surely there will be more than ten pieces of goods. The C. K. will have several pieces for 'Employment Examination'. They are more than 20 years old. The house has also several younger pieces. Photos will be sent to Swatow on the 18th instant, so that passports can be obtained. Certainly second-class passages will be booked, so that the people will be deceived. There are several which have neither photos nor tickets. On receipt of this letter it is very important that you should consult with . . . and see what should be done. In the present trip the C. K., S. N. and the K. S. all have 'goods'. I have some important business and I cannot come to Hong-Kong until a few days later. Sent by . . ."

"Dated 17th day of the 8th moon."

Note.—The meaning of this appears to be that girls over 20 years would go as "maidservants", presenting themselves for examination at the Secretariat for Chinese Affairs in the usual way. The younger girls would travel second class from Swatow on local passports and the balance would be stowed away on the ship.

The methods of the traffickers are many and varied according to the different circumstances. A variety of examples will be found in the collection of cases of international traffic which is annexed to this report.

D. Women of Japanese Nationality as Victims of International Traffic.

1. *Extent of Traffic.*

In order to obtain a picture of the possible extent of international traffic in women of Japanese nationality, it will be convenient to recall, first of all, the numbers of Japanese, Korean and Formosan prostitutes as they have been indicated to the Commission in the various places visited outside the Japanese Empire.

Japanese, Koreans, Formosans.

For the reader who is not familiar with ethnographic conditions of the Japanese Empire, it should be mentioned that under " Japanese " are to be understood persons of Japanese race, under " Koreans " those of Korean race, and under " Formosans " persons of Chinese race who, as inhabitants of Formosa, are Japanese nationals.

Numbers of Prostitutes abroad.

Beginning with China, the nearest neighbour of Japan, and taking in their order of distance the countries farther away, the following groups of prostitutes of Japanese nationality were found.

In Shanghai, the principal centre of foreign activity in China, there were stated to be, at the time of the Commission's visit, 150 Japanese and 150 Korean prostitutes; in Tientsin there were 6 Japanese and 60 Koreans practising prostitution; in Chefoo Japanese prostitutes were said to number 13; in the South Manchuria Railway Zone, excluding the Kwantung Leased Territory, there were : 93 Japanese and 30 Korean prostitutes in Mukden, 93 Japanese prostitutes in Changchun and 310 in other towns of the Zone. At Harbin there were 79 Japanese and 159 Korean prostitutes; at Peiping there were a few Japanese prostitutes; at Amoy, a few Japanese and 165 Formosan prostitutes. The position in the Philippines was that there were a few Japanese prostitutes and, among the women of Chinese race believed to be engaged in prostitution throughout the islands, it was thought a proportion were from Formosa. In Siam there were 2 Japanese prostitutes and, while no estimate was made in the Dutch East Indies, it was thought that the number of Japanese prostitutes there could only be very small; in the Straits Settlements there were 52; in the four Federated Malay States about 50, and in the Unfederated Malay States a few. Throughout British India there were said to be 50 Japanese prostitutes.

Numbers of Entertainers abroad.

When considering the possibilities of traffic in women of Japanese nationality, it is necessary to speak also of certain categories of women engaged as professional entertainers in capacities which, while not in themselves necessitating prostitution, do to some extent furnish recruits for

prostitution, as experience has shown. These categories are the geisha, the waitresses and the professional dancing partners. Women of Japanese nationality engaged in these occupations have been found in the following places outside the Japanese Empire.

In Shanghai there were 177 Japanese geisha, 253 Japanese waitresses and 129 Japanese dancing partners. In Tientsin there were 83 Japanese geisha; in Mukden, 155; in Changchun, 113. In other places of the South Manchuria Railway Zone there were altogether 625 Japanese geisha. In Harbin there were 63 Japanese geisha; in Amoy, a few; in Swatow, one Japanese geisha. In Hong-Kong there were stated to be 20 or more Japanese geisha. In only one other place in the East—viz., Bombay—were Japanese geisha said to practise their profession, and in that town there were three.

Characteristics of Demand in China.

A glance at the numbers of Japanese prostitutes, and also of the different categories of Japanese professional entertainers, shows that the greatest numbers are to be found in those places outside the Japanese Empire where considerable groups of Japanese are established. It would, therefore, seem probable that not only geishas and waitresses, but also prostitutes who leave Japan for these places abroad do so chiefly to satisfy a demand amongst their own countrymen. This has been confirmed as being almost exclusive as far as places in China are concerned. In these places, the Commission was informed, almost all the Japanese prostitutes took Japanese clients only, and Japanese geisha were solely available for the entertainment of Japanese. As regards waitresses in Japanese-style restaurants, these would, naturally, rarely if ever come in contact with other than Japanese clients. Also, the professional dancing partners of Japanese race, who in China are to be found only in Shanghai, were mainly employed in establishments frequented almost exclusively by Japanese men.

Korean prostitutes, as appears from the above compilation, are to be found outside the Japanese Empire only in a few places in China. They do not seem to observe the racial reserve practised in these places by Japanese prostitutes and do cater for clients of all nationalities.

Formosan prostitutes abroad are practically limited to one place, that is the port of Amoy in South China, though there are a few in Shanghai and possibly some in the Philippines. They are all of Chinese race, and their clients seem to be chiefly Chinese, whether Chinese citizens or Formosans.

Characteristics of Demand beyond China.

The comparatively few Japanese prostitutes in Hong-Kong and places south and west of that port seem to belong to quite a different class from the Japanese prostitutes in China. Most of them are remnants of considerable groups who, prior to 1920, plied their trade in the shipping centres of the Far and Middle East. While some of them may have

confined themselves to clients of their own nationality, the majority were at the disposal of men, particularly sailors, of all nationalities. How considerable their numbers had been fifteen to twenty years ago may be inferred from the fact that, shortly before 1920, there were, according to official information, in the district of the Japanese Consul-General at Singapore, about 1,100 Japanese prostitutes. Groups of Japanese prostitutes catered for sailors in other ports as far west as Bombay and Karachi.

Measures taken by the Japanese Authorities

The year 1921 saw important changes in this situation. Considering that the presence of many Japanese women of ill-fame in foreign countries " reflected on the prestige of Japan and adversely affected the sound development of Japanese interests abroad ", the Japanese Government invited Japanese consular representatives in the Far and Middle East to take steps designed to bring about, more or less gradually, the repatriation of Japanese prostitutes from their districts.

According to local conditions in the various places, this policy was carried out with different degrees of vigour. Prostitutes were in no case repatriated forcibly, but it was the duty of the Consuls to persuade them to leave, and the Consuls were assisted in their endeavours by Japanese residents of their districts, who grouped themselves together to bring pressure to bear on Japanese women engaged in the trade of prostitution to return to Japan. As an example of the remarkable energy with which the policy of liquidation of Japanese prostitution in those regions has been pursued, it may be cited that more than nine-tenths of the Japanese prostitutes in the district of Singapore left for Japan within a period of two or three years.

In the same way, the Japanese prostitutes in Bombay, Calcutta, Bangkok, Saigon, and Hong-Kong were induced to leave. According to information given to the Commission when visiting the Middle East, there had still been 65 Japanese prostitutes in Calcutta in 1925, and in the same year the number of Japanese prostitutes in Bombay had been 90. From Rangoon, 60 Japanese prostitutes were repatriated in 1920. In most of these places, the action of the Japanese consular authorities was supported by an arrangement with the local authorities, by which licences for prostitution, where such existed, were refused to Japanese women. In the Dutch East Indies and the Philippine Islands, measures taken against prostitutes in general had already, before 1920, led to the abandonment of these places by Japanese prostitutes.

In China, reductions in the numbers of Japanese prostitutes have been repeatedly brought about by Japanese initiative in the course of the last decade. Now they are not more numerous than is required to meet an almost exclusive demand by Japanese men in the cities concerned. Clandestine entry into China of Japanese prostitutes in numbers exceeding the

requirements of the various Japanese colonies there might easily escape the vigilance of the authorities on account of the fact that Japanese going to China are not subject to any passport or similar requirements. But the objection of Japanese residents in China to the spectacle of Japanese prostitutes catering for men of other races is in itself sufficient to prevent such a recrudescence. At present, Shanghai may perhaps be considered practically the only place in China where some, and then only the lowest among the clandestine Japanese prostitutes in the International Settlement, cater also for clients among sailors of other nationalities.

Notwithstanding the determined opposition of the Japanese Government, as well as of the Japanese people, to Japanese prostitutes plying their trade in foreign countries and receiving clients of foreign nationalities, it is held by them that, while licensed prostitution exists in Japan itself, there can be no justifiable objection to a demand by considerable groups of Japanese abroad for prostitutes of their own race, especially in territories administered by Japanese municipal bodies such as exist in China. This applies particularly to the Japanese concession at Tientsin and the Japanese settlements within the South Manchuria Railway Zone. Under these municipal administrations, prostitutes of Japanese nationality are subjected to the same degree of elaborate control in respect of licensing, medical supervision, etc., as are prostitutes in Japan itself. In such places, the demand for professional entertainers, especially geisha, is naturally a particularly strong one, as this Japanese form of entertainment seems to be especially dear to Japanese who on foreign soil tend to reproduce in miniature the social life of their mother country.

Presence of Prostitutes Result of Traffic.

In considering whether, and to what extent, the presence of Japanese, Korean and Formosan prostitutes in countries outside the Japanese Empire is the result of traffic, the following peculiarities in the situation of the various groups of prostitutes concerned should be taken into account.

As regards the International Settlement of Shanghai where a system of licensed brothels does not exist, it has been stated by the authorities that the Japanese and Korean prostitutes there are young women who, attracted by the possibility of better prospects to be found in a great commercial centre, arrive in Shanghai in search of employment and, not obtaining it, gradually drift into prostitution. It is a matter of speculation to what extent such women are induced by traffickers to go to Shanghai.

For places under Japanese municipal administration in China where prostitution is regulated in practically the same way as in Japan, the recruitment of prostitutes takes place in the same way as for Japan itself. It is the usual system of recruitment of prostitutes for licensed brothels.

The fact, however, that the majority of the recruits have to come a considerable distance necessitates still more than within Japan the intermediary of third persons, so that engagements for these brothels undoubtedly contain an element of traffic. This may also be taken to be the case in respect of Japanese and Korean prostitutes in Harbin who are inmates of licensed brothels, and also of those Korean brothel prostitutes in Tientsin who are to be found outside the Japanese concession on territory administered by the Chinese municipality of that city.

The Formosan prostitutes in Amoy are, for the most part, employed by members of an association of Formosan restaurant-keepers in a capacity which, though connected in some way with the entertainment of customers of the restaurants, is admitted to involve chiefly prostitution. Seeing that the engagement of these prostitutes is in the hands of an organised body, it may well be considered as closely allied to traffic.

In Hong-Kong and those places south and west of Hong-Kong previously mentioned, where, since the energetic action of the Japanese Consuls in and after 1920, only comparatively small groups of Japanese prostitutes have remained, it is most likely that these remnants have been the victims of traffic. Arrivals of fresh Japanese prostitutes in these places have almost ceased in recent years, and it may therefore be taken that the traffic, such as it existed, has, on the whole, been successfully checked.

2. *Causes of Traffic in Women of Japanese Nationality.*

In the light of the above-mentioned facts, an examination of the present causes of international traffic in women of Japanese nationality may be confined to traffic to China as a country of destination. To simplify the analysis of the various factors responsible for this traffic, it will be convenient to treat them, first, in a general way, covering not only conditions relating to prostitutes, but also to the various categories of professional entertainers, such as geisha, waitresses and dancing partners.

Sex Ratio.

Japanese men established in China, living in closed communities which bear the stamp of Japanese life, naturally represent a demand for Japanese prostitutes as well as for Japanese entertainers. As a great many of these men are in China with the intention of laying the foundations of a business career and are eager to give at the beginning the maximum of their efforts to that task, they postpone marriage in many cases to a time when their future is assured. This accounts for a certain discrepancy in the numbers of males and of females of Japanese nationality in China. In 1930, there were, according to official figures, about 37,000 males and 31,000 females

of Japanese nationality in China, excluding the South Manchuria Railway Zone. A similar sex ratio for the Japanese population of the South Manchuria Railway Zone may be assumed.

This would be sufficient to explain a demand for Japanese prostitutes in China, taking into account a natural inclination of Japanese men to take rather a Japanese prostitute than one of a foreign race.

Experience has shown that a not negligible number of professional entertainers—that is, geisha and waitresses and, in Shanghai, dancing partners—eventually become prostitutes, and that for this reason it is necessary that conditions which may be considered to contribute to a possible recruitment of such entertainers for countries outside Japan should be studied.

In respect of both, prostitutes as well as entertainers, the very elaborate statistics furnished by the Government of Kwantung Leased Territory, covering also the whole South Manchuria Railway Zone, may undoubtedly be taken as typical of conditions among Japanese women of these categories in China generally.

Sources of Recruitment of Prostitutes.

According to these statistics, there are in Kwantung Leased Territory and the South Manchuria Railway Zone, 1,408 Japanese prostitutes licensed. The classification of these women according to their occupations before they became prostitutes shows, first of all, a large group, 642, without any previous occupation; the next largest group is girls from farms, numbering 375; the third largest is waitresses, of whom there were 129 (73 café waitresses and 56 restaurant waitresses); after these come factory girls, 57; maid-servants, 57; and then come geisha, of whom there are 23. The remaining 117 are made up of nurses, fisherwomen, housewives, etc.

System of Recruitment.

The system on which the recruitment of Japanese women for prostitution is based in general meets the desire for relief from financial stress which, as everywhere else, drives women into that profession. It seems that only rarely do Japanese prostitutes enter the brothel without incurring a debt with the brothel-owner. Although no connection between such debt and the prostitute's service is permitted to exist legally, yet in practice, in many cases, the intention of both the lender and the borrower is that the loan will be repaid out of the earnings of the prostitute. These debts are of two kinds : the one is in the form of an advance of money for a stated period. In this case, when calculating the amount of the loan to be granted, the brothel-keeper will take into account his usual average share in an inmate's daily earnings plus his expenses for her maintenance. After the expiry of the contemplated period, the original debt is considered to be wiped out.

The other kind of debt which the prostitute may incur on entering the brothel is based on a loan of money which has to be paid off with interest. In order to ensure for himself the repayment of this debt, the brothel-keeper is entitled to retain a certain proportion of the prostitute's earnings in addition to an agreed amount for maintenance, etc.

Protection of Prostitute against Exploitation.

In both kinds of contract the prostitute is protected against undue exploitation by means of Government regulations, which determine, in the first contract the relation between the length of service to the amount of advance made, and, in the second, the proportion of the prostitute's earnings to be retained for repayment of the loan and the rate of interest. It is evident that, whether the girl receives money as advance or as a loan on her entering the brothel, it is not money which she requires for herself personally, but financial assistance which she wishes to procure for her family.

No Legal Connection between Service and Debt.

The authors of Japanese laws and regulations on the subject have been very careful to make it clear that there can be no legal connection between the service required of the prostitute and the debt in question. A law passed in 1900 enables any inmate of a brothel to have her name struck off the list of licensed prostitutes immediately on application to the police of the district, irrespective of any debt she may owe to the keeper. This refers also to debts incurred for her personal requirements, for the oriental keeper tries, in the same way as his occidental counterpart, to envelop his victim in a net of debts for cheap jewels, finery, etc.

In some instances, mostly at the appeal of a brothel-keeper who claims to have been defrauded, the police find it adequate to call the employer into consultation with the applicant for release and also, on occasion, her parents or relatives. In the many cases in which a prostitute has entered the life mainly to obtain for parents or relatives in distress much-needed financial help, the appeal to her filial devotion during such consultation is said to result often in her return to the brothel under some compromise or other with regard to repayment of the debt.

Unselfish Motives of Prostitutes.

Japanese society is well aware of the unselfish motives which in many cases prompt girls to take up the life of prostitution, and the attitude towards prostitutes personally is influenced in their favour by this consideration. Amongst the Japanese, both in China and in the mother country, public opinion is more and more concerned with the social aspect of recourse by parents to such filial sacrifice and, indeed, the social danger of the system of licensed brothels in general.

Geisha and Café Waitress.

As regards professional entertainers, it is universally known that the traditional rôle of the geisha is to entertain by her conversation and her

artistic attainments. She represented in Japanese society the element of female entertainment which the comparative seclusion and austere education of Japanese women caused to lack in social gatherings. In this way she was an integral part of Japanese social life.

As the traditional seclusion of Japanese women gave way before modern conceptions of social life, the demand for the type of entertainment supplied by the geisha has decreased. Moreover, in many ways, the entertainment given by the geisha has, in the course of centuries, developed a stereotyped form, which does not altogether accord with the present-day mentality.

This may explain the rapid development in recent times of another form of professional female entertainer amongst Japanese. This is the café waitress, who now vies in popularity with the geisha. A cup of coffee and a chat with a bright and vivacious waitress may fit in better with the need for relaxation of the busy man of affairs during the short time he has to spare than the sedate and traditionally formal entertainment of the geisha.

" Easily led to do Immoral Acts."

Although there is no moral looseness inherent in the functions of either of these two types of professional entertainers, it is recognised by the competent Government officials that the occupations of geisha and café waitress, and, at least as far as Shanghai is concerned, also dancers, will " easily lead young women to do immoral acts ". Information from unofficial sources in Japan indicated that geisha girls were sometimes compelled by the geisha-house keepers to practise prostitution. The Chief Officer of the Salvation Army in Japan said that, in the preceding year, thirty-four geisha had been received into the Salvation Army rescue homes, some of them quite young. He stated : " Most of the cases of geisha coming under our protection are geisha whose keepers have wanted to compel them to be prostitutes, and they have run away ".

Sources of Recruitment of Geisha.

According to statistics provided by the Government of Kwantung Leased Territory, which furnish the nearest clue to conditions of Japanese geisha in China, of the 1,904 geisha employed in that territory there were 1,532 who had had no fixed occupation before they became geisha, 107 were farmers' daughters, 71 had been waitresses, and 65 had formerly been licensed prostitutes. Small groups of various occupations made up the rest. The group of geisha who had had no previous fixed occupation and who, as the figures show, constitute a large majority, represents undoubtedly girls who, from an early age, had been destined by their parents or guardians to be trained for the profession.

Age-limit.

While the regulations in Chosen and Kwantung regarding geisha girls do not contain provisions limiting the age at which geisha may be employed,

the regulations of the Metropolitan Police Board of Tokio and those of Formosa specify that a geisha must not be employed before she is 12 years old. It is the general practice for geisha girls to receive money in advance on their contracts of service. These contracts are very similar in regard to advances of money to those of prostitutes and there is in each territory a single set of regulations governing contracts of prostitutes, geisha and waitresses.

Contracts.

3. *Method of Recruitment and the Rôle of the Trafficker.*

The system of licensed brothels brings in its train a well-organised system of recruitment of women as inmates. The keeper of a Japanese brothel in China must needs get into touch with persons in other places of China or in places within the Japanese Empire in order to keep his establishment supplied with inmates. The recruitment of Japanese prostitutes for places in China is also effected through employment agencies. According to Japanese laws and regulations, special employment agencies for the engaging of prostitutes are permitted, and this refers to engagement of prostitutes for brothels abroad as well as for brothels within the Japanese Empire.

Employment Agencies for Prostitutes.

The intermediary of the employment agency is necessarily resorted to by women commencing with prostitution who wish to make use of a system by which loans are granted, and, if the employment agency has on its books an enquiry by a brothel abroad in China, she would be given the opportunity to fill the vacancy.

The agent who procures these girls therefore does not need to make use of illegal or secret methods. He is carrying on a legitimate business, even if not a savoury one.

Among the Japanese prostitutes in China, only some of those in the International Settlement of Shanghai, where the system of licensed brothels has been abolished, are suspected of having been the objects of illicit means of procuring. Some years ago there had been a number of prosecutions for traffic in Japanese girls to Shanghai.

A different system prevails in the recruitment of Formosans for prostitution in Amoy. This is evident from the fact that 73 per cent of the Formosan prostitutes in Amoy appear as " adopted daughters " in the family registers of their employers—that is, of restaurant-keepers who are members of the Formosan Restaurant-Keepers' Association, while only 25 per cent are " employed ". The remaining 2 per cent were found to be actually daughters of such restaurant-keepers. Practically all these girls live on the

" Adopted Daughters. "

restaurant premises, and, although classed as entertainers and waitresses, are required at the same time to serve as prostitutes.

A custom which formerly existed also in Japan of adopting little girls with the intention of bringing them up as geisha has been forbidden by law throughout the Japanese Empire. It appears, however, that this law is circumvented in Formosa, where the prospective victims, usually 14 or 15 years of age, are falsely adopted into the family of a relative or friend of the intending employer in some other locality, " engagement money " of a few hundred dollars being paid to the parents of the girls.

The Japanese consular authorities endeavour to check any attempts at too flagrant exploitation of these girls by the restaurant-keepers of Amoy, who, as Formosans, are Japanese subjects, and insist, among other things, on the observance of a minimum age of 14 years for the prostitutes in their employment.

In the recruitment of these Formosan girls for Amoy, the trafficker's business cannot be legitimate, as the Japanese authorities do not, on principle, allow Formosan girls to leave the island for prostitution. The enforcement of this policy is strengthened by the fact that, while Japanese as a rule can travel to China without passports, such documents are required for Formosans who leave the country for all places abroad, including the near Chinese mainland. On the other hand, the trafficker's activity is naturally very much facilitated by the fact that the Chinese of Formosa are of the same branch of the Chinese race and speak the same dialect as the Chinese inhabitants of Amoy. One of the methods used is for the girl to be described on her passport as a tea-picking hand.

Engagement of Geisha.

As regards the engagement of Japanese or Korean geisha for China, this is done by contract as described. Generally, the geisha-house keeper takes the trouble to go himself to Japan or Chosen to select fresh girls when he requires them, though in case of need he may avail himself of the authorised employment agencies.

Traffickers' Field of Operation reviewed.

Reviewing the instances of traffic in women of Japanese nationality which have come to the notice of the Commission, it would appear that, while traffic in Formosan girls to China is of purely local importance and traffic in Korean girls has never gone farther than to the northern part of China, the problem of traffic in Japanese women is a more complicated one. On the one hand, the demand for Japanese prostitutes by Japanese men abroad is responsible for the existence of a certain traffic in these women to Northern China, a traffic which may be said not to bear all the characteristics of an international movement. On the other hand, the potential demand for prostitutes in the principal ports of the Orient, whose

streets are continually thronged with sailors from the navies and the merchant marines of all nations, has led in the past to an extensive and organised international traffic in Japanese women, and undoubtedly, even now, is responsible for attempts by traffickers to smuggle them in, be it only to replace the still existing old prostitutes by younger women, in such a way that there is no change of numbers to attract the attention of the authorities. In some of the tropical territories of Asia, European men without wives, especially those who live in isolated stations up-country, used to be in the habit of taking Japanese women as housekeepers and mistresses. In later years, however, as living conditions have become more and more suitable for European family life, the demand for such women has decreased. Possibilities of such employment, however, still exist, and no doubt continue to serve as a strong argument in the hands of the trafficker who wishes to win over a prospective victim for the South Seas.

In Japan, as everywhere in the world, conditions of poverty and ignorance provide the field in which the trafficker finds his harvest. As statistics show, the majority of Japanese prostitutes are drawn from the families of poor and ignorant agricultural workers. Although the business of providing recruits for the brothels is strictly supervised and the safeguarding of the inmates well organised, there is no doubt that, in the majority of cases, the willingness of those recruits to enter the life of prostitution and the acquiescence of their parents or guardians are won by highly-coloured pictures of a gay and easy existence. Naturally, the farther away the place of destination, the more enticing is the picture that can be drawn by the unscrupulous trafficker.

Lured by the attractions depicted to her, the girl is sometimes ready to endure without complaint all kinds of discomfort and hardship in order to arrive at the port of destination. It is known to have happened that these girls have not shrunk from putting off to sea in small boats to be secretly embarked on a steamer where, with the connivance of the crew, they have been concealed in the most uncomfortable of hiding-places, with hardly room to move about and with the most scanty and unappetising food, for a voyage which might last a fortnight or more.

Secrecy of Operations.

With severe restrictions on prostitution by Japanese women in the territories of the South Seas, traffickers to those places realise the necessity of cloaking in the utmost secrecy the whole of their operations, not only the transport of the girls and the arrangements for their entry on arrival, but also their activities as prostitutes when once they have got in. It is not proved whether and to what extent the adventurous methods, known to have been used in the past, are still being attempted.

Clandestine Prostitutes.

It is an accepted fact that, where prostitution is regulated and licensed, there exists side by side with the recognised prostitutes a number of clandestine prostitutes. Although the proportion of unlicensed to licensed prostitutes is undoubtedly smaller in oriental than in occidental countries, it may yet be supposed that those places in China where Japanese prostitutes are allowed to meet a demand by their compatriots represent at the same time a promising field of operations for the trafficker who brings in women secretly in order to profit by clandestine prostitution on their part. On the other hand, in the great seaports of India and the South Seas, where formerly a truly international traffic in Japanese women existed, the energetic measures introduced by the Japanese Consuls and residents of such places, as well as the collaboration afforded to them by the local authorities, constitute so efficient a barrier that, not only has open traffic in women of Japanese nationality to these places been abandoned, but it may be supposed also that attempts to smuggle them in for purposes of clandestine prostitution will ultimately cease to be profitable.

E. Filipino Women as Victims of International Traffic.

Dancing Partners only.

No trace of the presence of Filipino prostitutes was found by the Commission outside the Philippine Islands. A certain number of professional entertainers of that race—viz., dancers—appear to be engaged for the " season " by dancing-establishments in Chefoo in China, the summer station of the American naval units which in winter have their base at Manila.

There is a great number of such professional dancers, called *bailarinas*, employed in dancing-establishments in suburbs of Manila. While a great many of these establishments are frequented almost exclusively by Filipinos, others are patronised mainly by American soldiers and sailors and foreign visitors to the town. These girls can, as a rule, earn sufficient to allow them to live in a modest way from their dancing-fees, but the temptation to make additional income by clandestine prostitution is, in the circumstances, naturally very great. This is undoubtedly true also of the thirty or forty *bailarinas* who go for the summer season to Chefoo, where not only American sailors with money to spend, but also men from warships of other countries, create a demand for dancing-entertainment. Occasionally, Filipino dancing girls are engaged for dancing-establishments in Singapore.

Contracts supervised.

All these engagements are made on the basis of contracts, and the Bureau of Labour in the Philippines does not authorise the issue of a passport, unless the officials are satisfied that the applicants will be adequately provided

for. For minor girls, the consent of the parents is required. The American consular authorities in the places concerned ensure the protection of the girls against possible exploitation.

F. Annamite Women as Victims of International Traffic.

Number negligible.

Annamite prostitutes have been found by the Commission outside Indo-China only in one case—viz., three Annamite prostitutes in Bangkok. While carrying on the enquiry in Tonkin, the Commission was informed that, in former years, cases of kidnapping of children with the intention of selling them to China had occurred. The reason for this traffic was said to be the fact that, in some of the Chinese frontier regions, owing to a shortage of women among the Chinese peasants, women from Tonkin who had the reputation of being hard-working were much in demand as wives or servants. Testimony given to the Commission by an Annamite woman who had been abducted and sold in China and had succeeded in escaping after some years will, together with a few cases of traffic or attempted traffic of this kind, be found in Appendix 1.

Kidnapping.

Abandoned Mistresses.

There are about 10,000 Annamites in Yunnanfoo, the capital of the Chinese province of Yunnan, which is connected with Indo-China by railway. Annamite men going there often leave their wives at home and take mistresses from Indo-China with them. On departing from Yunnan, they would occasionally leave their mistresses behind, and the authorities in Indo-China consider it possible that some of these abandoned Annamite women might eventually drift into prostitution.

Only a few recent cases of Annamite women taken to China for the purpose of putting them into prostitution were known.

G. Siamese Women as Victims of International Traffic.

Extent.

Siamese prostitutes have been found by the Commission plying their trade in several cities of British Malaya.

There had been in Singapore nine brothels with Siamese prostitutes prior to the general closing of brothels in the colony in 1930. Many of the former inmates of these places have continued to carry on prostitution clandestinely.

There was no information available about the exact number of Siamese prostitutes in Singapore at the time of the Commission's visit; but the fact that, not long before, during one month eight Siamese women had been arrested for soliciting allows the inference that there is still an appreciable number of Siamese engaged in prostitution in the city.

In Penang, a few Siamese women were stated to be practising prostitution; in Kuala Lumpur, a few Siamese sly prostitutes were known to exist, and in Ipoh there were about thirty of them.

European Clientele.

In Singapore and Penang (Straits Settlements), the sly Siamese prostitutes mentioned seemed to cater almost exclusively for European clients. Indeed, many of them may have been formerly mistresses of Europeans in Malaya, as, among a certain category of the latter, Siamese women seem to be as much appreciated for housekeepers and mistresses as were Japanese women at the time when such were available. Many of them are supposed to have originally been brought from Siam by traffickers under false promises of legitimate employment as house servants or shop assistants.

In those of the Federated and the Unfederated Malay States, which border on Siam and have a considerable Siamese population, Siamese prostitutes cater for clients of European as well as their own race. In these parts of Malaya, the Siamese prostitutes are believed to operate independently in the majority of cases and only rarely to be in the hands of traffickers.

Avoiding Frontier Scrutiny.

It is possible to cross the Siamese-Malayan frontier clandestinely by leaving a train shortly before arrival at the frontier and proceeding on foot through the jungle, and it is believed that some Siamese prostitutes try to reach Malaya in that manner in order to avoid scrutiny by the frontier authorities.

II. Women of Malay Race as Victims of International Traffic.

Extent.

British Malaya and the Dutch East Indies are those of the territories under enquiry which are inhabited by people of the Malay race. No trace has been found by the Commission of any traffic in Malay women to foreign countries whose population is not Malay. However, a certain amount of traffic, which technically comes under the category of international traffic, in women of Malay race does exist between the Netherlands Indies and the Malay Peninsula.

Confined to Malay Countries.

Such international movement of Malay women for prostitution as there is goes from the Dutch East Indies to British Malaya, and no case came to the notice of the Commission of traffic in the reverse direction. No numbers could be furnished, but the presence of Javanese women in brothels of several towns of British Malaya was mentioned to the Commission, and it can therefore be inferred that the traffic may not be altogether negligible.

The island of Java being one of the most densely inhabited regions of the world, there exists a strong tendency among Javanese men to seek

outlets for their labour, not only in other parts of the Dutch East Indies, particularly on Sumatra, but also abroad. Those who leave the Dutch East Indies go as labourers on plantations chiefly to British Malaya. Many of these men go without wives, and thus represent a demand for prostitutes, which induces Javanese women of that category to follow them.

As far as the rôle of traffickers in this movement is concerned, it is possible that these, taking into account the greater difficulty of discovery of their acts beyond the frontiers, may favour, on principle, as a business method, the transportation of their victims abroad rather than to other places within the Dutch East Indies. A particularly convenient foreign destination would be the Malay Peninsula, where Javanese women easily disappear unknown in the mass of a population of kindred race.

The authorities in the Dutch East Indies take pains to warn and prepare young people against the dangers which await them if they allow themselves to be persuaded by enticing tales of strangers offering them an easy life abroad. The ease of Mohammedan marriage and divorce affords to a trafficker a ready method of taking women for prostitution from the Dutch East Indies to Singapore. He can marry his victim an hour before departure, take her to Singapore as legal wife and divorce her an hour after arrival.

Easy Divorce.

In Java itself, divorced and abandoned women are the most numerous among recruits for prostitution. This situation finds its explanation in the application of Mohammedan religious laws in a country where the mode of life is rather different from most other Mohammedan territories; for, while questions of personal status for the Mohammedan natives of the Dutch East Indies are governed by the Koran, yet the customs of everyday life, as far as the respective positions of the sexes are concerned, do not accord with the usual Mohammedan conceptions. There is no seclusion of women in the house, no veil and, while moral errors and, even more so, prostitution are condemned, the latter is not looked upon as so utterly degrading to a woman as is the case in the Mohammedan Near East. If in the Dutch East Indies a divorced woman without means of subsistence takes to prostitution, she does so to earn a provisional living up to the time when she can get a new husband.

The same would refer to Malay women in the Malay Peninsula, though the Commission was informed in Johore that, in accordance with the prohibition of prostitution by the Koran, Mohammedan Malay women there are occasionally prosecuted and punished for practising prostitution after complaint to the President of Religious Affairs.

The Government of the Dutch East Indies takes specially careful measures calculated to prevent traffic in women and children in connection

Mecca Pilgrims.

with the yearly pilgrimage of about 50,000 persons from the Dutch East Indies to Mecca. Although abuses in this domain have occurred in former times, the competent official stated that no movements of prostitutes or cases of traffic in women and children in connection with these pilgrimages have been known to happen for a considerable number of years.

I. Indian Women as Victims of International Traffic.

Few in Numbers.

Outside India, the Commission has found Indian prostitutes only in one of the territories visited—namely, in British Malaya. And even there the numbers were so small that it may fairly be stated that, generally speaking, Indian women are not victims of international traffic. Those few prostitutes of Indian origin who are in Malaya have reached there in the current of the existing considerable Indian emigration to that country.

Follow Emigration Current to Malaya.

Mostly Tamils.

The emigrants are South Indians from the Madras Presidency, mostly those known as Tamils, who go to Malaya for labour on plantations, chiefly rubber plantations. There were, according to the 1921 census, in British Malaya about half a million Indians—that is, one-third of the number of the indigenous Malay population, or a little less than half the number of Chinese on the peninsula.

The Indian labourer in Malaya is not endowed with the spirit of enterprise which the Chinese immigrant there possesses. Unlike the latter he does not make use of his employment as a stepping-stone to commercial pursuits. He almost invariably remains a plantation labourer. His labour is cheaper than that of the Chinese, whom he is in many cases replacing on estates where the hard pioneer work has already been completed.

Assisted Immigrants.

The majority of the Indian labourers are what is known in Malaya as " assisted immigrants "—that is, free labourers engaged in India for work in Malaya through agents licensed by the Labour Department of the latter territory. The transport is under official supervision, the expenses being met from the " Indian Immigration Fund ", which is provided by the planters and administered by the Labour Department of British Malaya.

The tendency among the South Indian emigrants who leave their villages has been to go abroad without their families, for whom they send home maintenance out of their earnings. With a view to improving their conditions of life on the plantations, the authorities of Malaya and of India insist on a given proportion of females to males amongst the " assisted immigrants ". The present rule is that, in every five assisted immigrants to Malaya, there shall not be more than one man without a wife—that is, for two married couples there may be one single man or a married man who

Sex Proportion imposed.

is not accompanied by his wife. The increased possibilities for family life have had such a healthy effect on living conditions of these labourers that any demand for prostitutes that may formerly have existed among them may be said to have practically disappeared. It was even considered by officials that Indian workers on plantations would now, in most cases, object to prostitution being practised in their midst, and the guilty parties would be expelled from the estates. The isolated cases of Tamil prostitutes in Malaya are to be found chiefly in the large towns, where, at least before the abolition of brothels, a certain number of Tamil prostitutes existed.

Isolated Cases.

Indian labourers from the Madras Presidency are also employed on estates in Ceylon. Supervision is exercised over them on departure from India as well as on arrival in Ceylon by special officials, and women are not allowed to go with the labour transports unless they are accompanying husbands or relatives.

Emigrants to Ceylon.

A large number of Sikhs, Indians with inclinations towards more soldierly occupations, are employed all over the Far East as watchmen and policemen; other Indians are to be found in many cities of the Far East competing with the Chinese for the retail trade. Neither of these two classes seems to represent a demand for Indian prostitutes.

Other Emigrants.

J. Persian Women as Victims of International Traffic.

There were only a few prostitutes of Persian nationality to be found outside Persia—namely, in Iraq and in British India.

Few of Persian Nationality.

It was, however, considered by the Iraq authorities that about half the prostitutes in Iraq were of Persian race. There is a large Persian population in Iraq amounting to about 300,000, or 10 per cent of the total population. About two-thirds of these 300,000 are considered by the Iraq authorities as Iraqi subjects. The remaining third are Persian subjects. A certain proportion of the latter, however, belong to a settled population which, it may be assumed, will in due course acquire Iraqi nationality in conformity with Iraqi law.

Many of Persian Race in Iraq.

The considerable number of prostitutes of Persian race in Iraq who are Iraqi subjects is composed partly of women who are by birth Iraqi nationals and partly of such as have acquired that nationality by marriage. Many prostitutes of Persian origin in Iraq are said to have contracted marriage with Iraqi nationals for the purpose of changing their status from that of a foreign prostitute, who is subject to deportation, to that of a native one, who is free from such danger.

Iraqi Nationals by Marriage, if not by Birth.

Traffic before the War.

Shortly before the world war, a regular movement of Persian prostitutes to Mesopotamia was said to exist, involving about forty or fifty prostitutes a year. They were probably attracted by the prosperity of Mesopotamian commercial centres like Baghdad and Basra, as well as the wealth brought by the incessant movement of thousands of pilgrims and traders to the holy places of Kerbala and Nejaf. During the period of the world war, the presence of a foreign army in Mesopotamia increased their opportunities to such an extent that the yearly number of arrivals of Persian prostitutes in Mesopotamia rose to a hundred.

Large-scale Repatriation.

The Persian Consul in Bombay, who had formerly been in office at Baghdad and Basra, mentioned to the Commission that, during his term there, shortly after the war, he had had occasion to repatriate altogether 300 prostitutes to Persia. The Consul expressed the opinion that a number of these repatriated women had been the victims of traffic from Persia to Iraq.

Entry restricted.

At present, only very few Persian women of this description are believed to succeed in effecting entry into Iraq. Both countries exercise a much stricter control over outgoing as well as incoming travellers than was the case on the Turco-Persian frontier before the war, and applicants for travelling documents, if known to be prostitutes, would have great difficulty in obtaining both passport and visa. Moreover, the Government of Persia has, for reasons of national economy, imposed very far-reaching restrictions in regard to travel by Persians abroad which might involve the export of the national currency.

Pilgrimages.

These measures have reduced pilgrimages by Persians to Iraq to such a degree that, while between 50,000 and 80,000 Persians went each year to these places before the war, their number had fallen to 15,000 in 1930, and in 1931 only 364 pilgrims from Persia arrived at Kerbala and Nejaf. The attraction of the pilgrim centres for Persian prostitutes has therefore decreased in itself considerably, and at the same time the very close scrutiny by the Persian Government of the purpose of voyages abroad deprives prostitutes who wish to go to other places in Iraq of the easy pretext of pilgrimage when applying for a passport.

"Temporary" Wives left in Pilgrim Centres.

In normal times, the movements of pilgrims are believed to have in another, though indirect, way contributed to the increase of Persian prostitutes in Iraq. The Shiah sect of Mohammedanism, which is the predominant form of religion in Persia, allows a kind of temporary marriage which, although falling out of use amongst the majority of Shiites, is still practised to some extent by Persians. Sometimes Persian pilgrims to the Shiah holy places in Iraq contracted such temporary marriages in order to

have the company of a wife during the pilgrimage, and it is supposed to have frequently occurred that, on expiry of the marriage contract, temporary wives were left behind in the place of pilgrimage. Unless they found a succession of temporary husbands locally or were able to induce one of them to convert the temporary union into a permanent one, these women had no other choice than to earn their living by prostitution. They are supposed to have considerably swelled the ranks of Persian prostitutes in Iraq.

Abandoned by Foreign Husband.

Another category of Persian wives deserted in Iraq has, in former years, occupied the attention of the authorities. These were Persian women married during and shortly after the war in Persia to foreigners, mostly Arab chauffeurs and mechanics and persons in similar professions then new to the country, who, after their return to Iraq, sooner or later divorced their Persian wives and left them without means of support. Cases of this kind have now been successfully forestalled by the introduction in Persia of a law forbidding marriage of Persian women with foreigners without a special permission from the Persian authorities.

K. Arab and Other Women of the Near East as Victims of International Traffic.

Extent.

The countries of the Near East visited by the Commission which have a population predominantly Arab are Palestine, the French mandated territories (Syria, Lebanon, etc., referred to hereafter for convenience as "Syria") and Iraq.

Amongst the various *non*-Arab people of these countries, no victims of international traffic came to the notice of the Commission, except a number of Jewish women from Iraq who were practising prostitution in India.

Arab women of these territories were only found in small numbers as victims of traffic outside the Near East—viz., in India. A more considerable number of them, however, come in the category of persons involved in international traffic in so far as prostitutes from Syria are to be found both in Palestine and in Iraq.

Prostitution particularly despised.

Prostitution in Arab countries is particularly looked down upon. An Arab woman who takes to prostitution, especially one of a community which observes tribal customs, incurs the danger that a male relative might consider it his duty to purge the family honour of the slur she had brought on it by killing her. Prostitutes are therefore recruited mostly from women without family—*i.e.*, orphans and those victims of slum life in cities who have to fear nobody's vengeance for loss of family honour.

Syrian Prostitutes in Palestine.

The number of Syrian prostitutes in Palestine was not estimated, but it was believed by the authorities that over 50 per cent of the women practising prostitution in the country were Syrians. Syria is a country considerably more urban in character than Palestine and therefore, naturally, has a larger number of prostitutes, some of whom may try to find an outlet across the frontier.

Syrian Prostitutes and Dancers in Iraq.

In Iraq, only three Syrian prostitutes were listed, but it was considered that there was a not negligible number of prostitutes of Syrian origin who, in order to avoid deportation as foreign prostitutes, had contracted marriages with Iraqi, thus acquiring Iraqi nationality.

Foreign Asiatic dancers in Baghdad are limited to the number of sixteen. Practically all of these were, at the time of the Commission's visit, Syrians, and they were known to carry on prostitution.

Crossing the Frontiers.

It is comparatively easy for a prostitute from Syria to deceive passport officers at the frontier of Palestine or Iraq regarding her identity. According to the regulations of all three countries concerned, Mohammedan women are not required to unveil for passport scrutiny. An important factor in the control of the traveller's identity is therefore unavailable and abuse of passports issued to other women easy.

Clandestine Entry.

Clandestine crossing of the frontier between Syria and Iraq involves so much discomfort and danger that it hardly comes into consideration as a method of illegal entry for prostitutes. It is, however, comparatively easy to pass clandestinely from Syrian to Palestinian territory by crossing at mountainous parts where observation by patrols is extremely difficult, and it is believed by the authorities that a good many of the Syrian prostitutes in Palestine entered the country in this manner.

Iraqi Prostitutes in India.

A certain number of Iraqi women were stated to be engaged in prostitution in British India—viz., about seventy-five in Bombay and a few in Karachi and Calcutta. A considerable proportion of them was believed to be Baghdad Jewesses. Their number is said to be decreasing on account of the great difficulties which the Iraqi Government puts in the way of departures by its nationals who cannot prove that the object of the intended journey is both legitimate and necessary.

While it was considered by the authorities in Iraq that the Iraqi prostitutes in India were of a type which would not be likely to allow themselves to be exploited by traffickers, the Indian authorities believed, and had in some cases proof, that exploitation did occur.

Some of the Iraqi Jewesses in India, particularly in Calcutta, were stated to cater for European clients, residing with European prostitutes and dressing as such.

A certain number of prostitutes of Turkish nationality were found in the countries of the Near East visited by the Commission. **Turkish Prostitutes.**

L. African Victims of International Traffic in Asia.

A few Egyptian prostitutes were known by the authorities to practise prostitution in the countries of the Near East visited by the Commission and in India. **Egyptians.**

The Commission was informed through the authorities in Bombay that among the prostitutes practising in the Protectorate of Aden there were some who had come from Somaliland, both British and French. **Somalis.**

It was stated at Bombay that there had at one time been a certain traffic in women of mixed African and occidental blood from the Seychelles to India. Detailed information was given regarding the activities of one woman trafficker, who used the bait of a good position in a dressmaking establishment at Bombay to obtain inmates for her brothel in that town. It was stated that action had been taken by the Seychelles authorities to prevent further traffic of this kind. **Seychelles.**

III. CONSIDERATIONS AND SUGGESTIONS SUBMITTED TO THE COUNCIL OF THE LEAGUE OF NATIONS.

In presenting the report on conditions with regard to international traffic in women and children in the East, as found during its enquiry, the Commission of Enquiry submits for approval to the Council of the League of Nations the following considerations and suggestions which it believes will provide a useful basis for further action to be taken in the fight against this evil.

1. INTERNATIONAL CO-OPERATION.

An important part of the League of Nations' task in the domain of combating traffic in women and children is to bring about suitable co-operation between the countries which such traffic concerns, in this way linking the measures taken both in places of origin and places of destination of traffic.

One of the principal recommendations of the first international arrangement on the subject—that is, the Agreement of 1904—provided for the creation of a network of official communications by setting up in each country a central authority entrusted with the collection of information **Central Authorities.**

concerning traffic in women and children in the own country and the exchange of information with the central authorities of other countries.

With the exception of China [1] and Persia, all the countries visited by the Commission have appointed such central authorities. However, while communications regarding movements of potential victims of traffic pass as a matter of routine between the central authorities of the British colonies of Hong-Kong and the Straits Settlements, in regard to other territories in the East it would appear that regular co-operation of central authorities has not yet become a practice.

Police Authorities.

More frequent co-operation in individual cases of international traffic is resorted to by the police authorities of various territories, irrespective of the fact whether they are or are not at the same time invested with the functions of central authorities. Instances of such co-operation have been found by the Commission in regard to communication between France and Indo-China, France and Syria, Hong-Kong and Siam, Hong-Kong and Indo-China, Siam and British Malaya, Netherlands Indies and the Straits Settlements as well as Hong-Kong, Manila and Hong-Kong, British India and British Malaya, British India and Ceylon, British India and Iraq, British India and Persia.

Women Officials.

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.

Instances of the employment of women officials in connection with the work in question were met by the Commission and found to be very useful in the following places:

In Palestine, as chief of the Government Welfare Department;

In the Straits Settlements, as one of the assistant protectors of Chinese;

Both in Calcutta and Colombo, as probation officer at the courts;

In Bombay, as matron of the Police Remand Home for women.

---

[1] Since the return of the Commission to Geneva, the intention of establishing a central authority for China has been notified by the delegate of the Chinese Government.

In some places in the East it would perhaps at present still be difficult to invest women with such police functions as might require them to act in public places or to penetrate into haunts of vice. There is, however, the example of Rangoon, where very efficient work in assisting the police is done by a trained woman, who is employed by the Vigilance Society and whose salary is paid by Government grant. In any case, there is no doubt that, in investigations involving the questioning of women and girls and in efforts to influence them from a moral point of view, the collaboration of trained women assistants is of great practical value. It has been stated that, in the Po Leung Kuk homes for Chinese girls in British Malaya, which work in close collaboration with the Government authorities, girls who had resisted all efforts of male officials to obtain their confidence, after a few days in the home would give their full story to the matron or the lady protector.

International Co-operation regarding Chinese Victims.

Among the problems of international traffic in women and children with which the authorities in Eastern countries are faced, traffic in Chinese women is not only the most considerable in numbers, but also creates the greatest difficulties from the point of view of the co-ordination of international efforts to prevent it. Efforts in this direction call for the collaboration of China and the various countries of destination of this traffic, and require, in addition, suitable arrangements of local Chinese authorities with the administrations of foreign settlements in China and with foreign shipping companies in Chinese treaty ports.

From the detailed accounts contained in this report of the procedure followed in several Chinese ports and in Hong-Kong to prevent *outgoing* traffic and the measures taken in Indo-China, British Malaya, the Dutch East Indies and the Philippines to deal with *incoming* traffic in Chinese girls it is apparent that the authorities in each of these places take pains to restrict the evil.

Protection of Chinese Women Emigrants on Departure.

At Swatow, Amoy and Hong-Kong, women and persons accompanied by children are, on their departure for the South Seas, subjected to interrogation regarding the purpose of the journey, and in suspicious cases detailed enquiries are made before permission to depart is granted. In the two Chinese ports mentioned, the local authorities moreover require that all emigrants of this category should be vouched for by a person capable of accepting financial responsibility for the truth of their declarations. In Swatow, the British Consul co-operates with the Chinese Mayor in the protection of women and children who intend to leave on British ships for any port of the South Seas, or on ships of any nationality for British colonial ports in Asia.

Protection of Chinese Women Immigrants on Arrival.

Corresponding measures in the countries of the South Seas to which traffic in Chinese girls is attempted range from simple questioning to the requirement of a more or less substantial guarantee by local residents and even include a formal assumption by the Government of guardianship over minor immigrants suspected of being victims of traffic. The last-mentioned measures, particularly those applied in British Malaya and in the Dutch East Indies (see pages 60 and 61) represent a constructive endeavour towards the solution of the difficult problem of dealing with cases of suspected traffic in minors in such a way that the vital interests of the victim are not lost sight of in the effort to thwart the criminal.

Lack of Co-ordination.

It is to be regretted that, with the exception of movements of Chinese women between the two British Colonies of Hong-Kong and the Straits Settlements, there is no co-ordination of these excellent measures taken at points of departure and destination of possible victims of traffic.

A great deal of very valuable work in the interest of the fight against traffic is in this way rendered of no account. For instance, efforts made by the Mayor of Swatow to engage the responsibility of reliable persons who will answer for it that a certain Chinese girl leaving Swatow and going, say, to Bangkok is not being taken away for immoral purposes, become useless if there is nobody in Siam to communicate with the Mayor of Swatow on the matter. Wherever the Commission has found a system of guarantees in force in places at which Chinese girls embark for abroad, no case has been known of a guarantor being called to account because of what may have happened at the place of destination.

Proposed Remedy.

A conference of competent representatives of China, Hong-Kong and Macao and the countries of the South Seas to which Chinese victims of traffic go, following upon the establishment of a central authority in China, would undoubtedly find means to remedy the lack of co-ordination in regard to the measures above referred to.

A Danger Spot.

Close collaboration would be particularly desirable between the police authorities of Hong-Kong, Macao and Canton. These ports are situated in an area through which the traffic in question has to pass. Thousands of Chinese come and go between them daily without any administrative control of their identity. The journey is in each case only of a few hours and with competence divided between three different police forces administered by three different nations a welcome possibility offers itself to traffickers in women and children of escaping notice and of transferring their wares readily, whenever they fear the suspicions of the authorities have been aroused in one of the three places. More than the ordinary methods of occasional communication between police authorities of different countries

would be required to ensure efficient means to check these activities. Common action between the three administrations concerned, with the object of bringing about quick co-operation in these matters would be of great value.

Loop-holes.

Traffickers are everywhere quick to take advantage of opportunities to evade the vigilance of the authorities. At a small distance from Singapore, there is, in the Dutch East Indies, a group of islands known as the Rhio Archipelago, which are outside the circle of Dutch immigration control. As passengers coming to Singapore from the Dutch East Indies are not subject to as strict a control with regard to possible cases of traffic as those coming from China, traffickers in Chinese girls arriving at Singapore from China are known to have declared on arrival that they are bound for the Dutch East Indies, continued their journey to the Rhio Archipelago and come back almost at once to Singapore, thus escaping the scrutiny both of the Singapore and the Dutch Indies authorities. It would seem therefore that an adequate local arrangement between the authorities of British Malaya and the Dutch East Indies for joint efforts to check this practice would be useful.

Another subterfuge of traffickers is the following : When leaving Hong-Kong accompanied by their victims with the intention of going to Siam, Singapore or beyond, they give as their place of destination the port of call of Hoi-hao on the Island of Hainan. Chinese women and children leaving Hong-Kong for this or any port of China are not liable to be interrogated regarding the ultimate destinations and purposes of their journeys. It is a simple matter for the trafficker, on arrival at Hoi-hao, to arrange for the victim to remain on the steamer and to continue with it to a port of the South Seas. Suitable recommendations by the Hong-Kong authorities to the shipping companies concerned might be instrumental in checking this practice.

Suggestions for better Co-operation at Shanghai.

A regrettable example of 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 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 among themselves with regard to the prevention of traffic. In conversations the Commission had in Shanghai with Chinese officials, the British and French Consuls-General, the Settlement authorities and the representatives of several shipping companies, British and Chinese, the question of collaboration locally in combating international traffic in Chinese women and children was discussed. It was suggested that, on lines similar to those of Swatow, embarkation certificates might be issued, after enquiry, by the Mayor of

Shanghai for Chinese women and children leaving for abroad or for the principal ports of emigration of South China, and that the Consuls and shipping companies should assist to ensure that women and children embarking at Settlement wharves are provided with such certificates.

It was further thought to be very desirable that the valuable activities of the Chinese Anti-Kidnapping Society in Shanghai should be made use of in such a way that the greatest possible number of shipping companies, foreign and Chinese, would not only permit the experienced detectives of this Society to watch departures by their ships, but also grant them facilities to travel on the ships to the nearest port of call in order to observe persons suspected by them of traffic.

There is, in general, a large field open for a much-needed co-operation between Chinese and Settlement authorities with a view of protecting women and girls, especially those employed in the Shanghai industries, against the danger of being led into prostitution and becoming victims of traffic.

International Co-operation regarding Victims other than Chinese, viz.—

International efforts to combat traffic in the East, in women and children of races other than Chinese, are not faced with the complications described above. The bulk of the traffic in women of Japanese nationality is traffic between the Japanese Empire and China, a problem which concerns practically no other authorities but Japanese, in view of the fact that Japanese subjects in China are under the consular jurisdiction of their country and, in addition, in most of the places to which this traffic is directed, the municipal administration is Japanese. Under these circumstances, the matter of international co-operation hardly comes into question. In other territories of Asia which are potential places of destination for traffic in Japanese women, co-operation between Japanese Consuls and the local authorities is so efficient that prostitution by Japanese women there has been almost brought to an end.

—Of Japanese Nationality.

—Of remaining Asiatic Races.

Traffic from one country to another in women and children of the remaining Asiatic races is not considerable from the point of view of numbers. Still, there is a certain amount of traffic, and international co-operation to deal with it could be intensified. Both in places of origin and of destination (Persia excepted), central authorities exist, and it would seem that a more active collaboration among them could almost entirely stop this traffic.

—Russians of the Far East.

Traffic in Russian women of the Far East moves with hardly any exception within the boundaries of China. Existing measures to combat it are therefore due to initiative on the part of Chinese authorities. In view of the fact that many of these women go to foreign settlements in China, especially those of Tientsin and Shanghai, a certain collaboration between the

municipal administrations of these settlements and the Chinese authorities is indispensable, and it would be desirable that such co-operation should be more systematically developed. Exchange of information about the movements of suspected victims of traffic between Harbin, for instance, and the foreign settlements in Tientsin and Sanghai seems to be completely lacking.

—Other Occidentals.

In the case of other occidental women coming for prostitution to the East, co-operation between competent authorities of occidental countries and their Asiatic colonies is well established, but, in other instances, beyond the usual passport and visa formalities there does not seem to be any special attempt to follow up the movements of women who might be victims of the traffic.

Little Collaboration between Central Authorities.

The opportunity offered by the establishment of central authorities is, in general, little utilised in connection with the problem of international traffic in women and children in the East. To complete the utility of this institution for the Orient, the establishment of a particularly vigilant central authority in China with branches in the maritime provinces is an absolute necessity. [1]

Accession to Conventions.

It would, moreover, seem desirable that those States which have not yet acceded in whole or in part of their territory to the agreement of 1904 and the Conventions of 1910 and 1921 should consider the possibility of doing so. [2]

2. THE RÔLE OF THE BROTHEL IN INTERNATIONAL TRAFFIC IN THE EAST.

Traffickers' Hold on Victim Unshakable.

With few exceptions, the oriental traffickers have so complete a control over their victims that the latter regard them sometimes in the best of faith as guardians invested with parental authority over them. Under such circumstances, efforts to combat traffic by influencing the mentality which causes this hold of the exploiter on the victim, indispensable as they are, can only make themselves felt gradually. More immediate results can be achieved by striking at the traffickers' business organisation. Such efforts should be directed in the first place to removing conditions which tend to ensure a market for the trafficker. His surest market is the licensed or recognised brothel.

Remove his Market.

---

[1] Since the return of the Commission to Geneva, the intention of establishing a central authority for China has been notified by the delegate of the Chinese Government.

[2] For text of these international instruments, see Appendix 4, page 520.

Brothel determines Destination of Traffic.

While it is realised that, in general, the existence of licensed brothels is a matter of internal social conditions which does not come within the competence of the enquiry, at the same time it is the Commission's duty to consider the bearing of this system on international traffic in the East. The observation of the Commission has shown that the existence of licensed or recognised brothels in an Eastern country is a determining factor in making that 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.

Study of conditions in the places of destination for traffic in girls from China provides eloquent proof of this fact. While there are hundreds and thousands of Chinese prostitutes in Hong-Kong, Macao, Siam and British Malaya, territories which have or had until recently systems of licensed or recognised brothels, the numbers of Chinese prostitutes in the Dutch East Indies, where licensed prostitution was abolished a considerable time ago, are, notwithstanding a demand for these women, potentially as great, estimated to be merely a few. The contrast between the volume of incoming traffic in Chinese girls in the Straits Settlements before and after the withdrawal of recognition of brothels in 1930 as related under the heading "Chinese Victims of International Traffic" is a further striking proof of the direct influence of the brothel on international traffic. According to the Ceylon authorities, the abolition of the system of recognised brothels in 1912 had the immediate effect of completely stopping traffic in foreign women to that island. The same result has been experienced in Rangoon.

Recognised brothels in an Eastern country naturally tend to facilitate also outgoing traffic, but even then such traffic can only be important in extent and capable of development if licensed houses are equally available in the country of destination. The latter are undoubtedly much more essential to a trafficker than brothels in the place of recruitment. In spite of the absence of brothels in the Dutch East Indies, there did exist a not quite negligible traffic in Malay girls from Java to British Malaya at the time when brothels were recognised by the authorities in that territory. This traffic had begun to decline only since the abolition of brothels in the Straits Settlements. Notwithstanding the existence of brothels throughout China, traffic in girls from China has virtually ceased to those countries of the South Seas which have abolished brothels, while it flourishes where they still exist in the country of destination. It is therefore safe to say that international traffic in Chinese girls in the East is promoted by the brothels in several countries of the South Seas much more than by the brothels in China itself.

Brothels as Depôts at Intermediate Points.

Besides facilitating the trafficker's supply in the country of origin of his merchandise and providing him with an assured market in the proposed country of destination, the oriental brothel ensures in a country of transit for international traffic a depôt where the victim can be housed, without cost, and even earn a profit, pending a decision as to her ultimate disposal.

Hong-Kong and Macao are typical of such places of transit for traffic in Chinese girls from ports in China to the South Seas. The existence of licensed brothels in the two colonies, especially in Hong-Kong,[1] where practically all ships from Chinese ports to the South Seas have to pass, allows traffickers to separate the business of procuring girls in China from the business of distributing them to the different places of destination, using Hong-Kong and the near Portuguese colony as clearing houses and distributing centres for their wares. Without licensed brothels, these geographically convenient points could not be used in this manner, as the employment of a clandestine brothel for such purpose would be unsafe, and to keep the girl idle would be unprofitable.

Brothel stimulates and perpetuates Traffic.

From the striking comparison between the amounts of traffic in Chinese girls to those places in the South Seas which have recognised brothels and those which have not, it may further be inferred that the brothel not only provides satisfaction for an existing demand for foreign prostitutes, but is very much instrumental also in stimulating that demand.

By itself, the absence of an assured market could hardly explain the difference in the numbers of Chinese prostitutes for instance between Siam, where, for a Chinese population estimated at not more than a million, there are 600 licensed Chinese brothel inmates, and the Dutch East Indies, where, for a million and a-half Chinese, there are only a few Chinese women practising prostitution.

Chinese ex-prostitutes in the South Seas often become servants in brothels and occasionally keepers, both of whom derive their income from participation in traffic. Their chief interest in life is centred on the procuration and the training of girls for brothel life, girls who, in their turn, when they have finished with prostitution, will do the same, thus perpetuating the vicious circle of procuration and traffic.

The licensed brothel, therefore, in addition to being the business establishment of persons who exploit prostitutes legally in accordance with the terms of their licences, is a depôt in which victims of international traffic may be held until ready for exportation and a centre of business for traffickers, who move girls from one place to another.

[1] For changes introduced in Hong-Kong since the visit of the Commission, see footnote on page 172.

The pernicious rôle of the brothel in international traffic in the East has been demonstrated by the example of traffic in Chinese women. Next in importance to the Chinese in point of numbers comes traffic in women of Japanese nationality. The bulk of it, traffic from the Japanese Empire to China, especially Manchuria, equally has its basis on the existence of licensed brothels both in Japan and in the places of destination.

International traffic in women of other Asiatic races is, as the particular chapters show, small in extent, but, where it occurs, the brothel is equally the responsible factor.

Occidental prostitutes in the East also are chiefly found in places where brothels operate freely, be they licensed or recognised or simply left free from interference.

The recognised brothel in the East, moreover, is a definite obstacle to the success of efforts to protect women and girls in danger of being victims of international traffic. This is well illustrated by the remark of an official in British Malaya who, in comparing the efficiency of such efforts in respect of girls coming from abroad, before and after the abolition of brothels, said : " Every girl we examine now is a potential victim and if there is any doubt we make them put up a bond. We are not hindered in any way now by the mere fact that if a girl said she wanted to be a prostitute it had to be allowed. Previously our own moral sense about them was blunted because we had to allow some."

Remedy for International Traffic : Abolition of Brothels.

Taking all considerations into account, the Commission holds that the principal factor in promotion of international traffic in women in the East is the brothel and, in the chain of brothels which are at the disposal of the trafficker, particularly the brothel in the place of destination of the victim. The most effective remedy against the evil, therefore, is in the Commission's opinion the abolition of licensed or recognised brothels in the countries concerned.

3. COLLABORATION OF AUTHORITIES WITH MISSIONS AND PRIVATE ORGANISATIONS.

Enlightenment by Education.

In calling attention to a series of administrative measures as the most urgent in the interest of reduction of international traffic in women and children in the East, the Commission by no means underrates the value of another branch of activity in this field which, while of even greater basic importance, calls for long and systematic action in which official as well as missionary and private initiative are indispensable. This is educational work. The social changes now taking place throughout the East affecting the

position of women are undoubtedly a most powerful agent in the fight against the evil with which this report is concerned. The spread of education, now making tremendous strides in all countries of the East, will more and more show this evil in its true light. It will arm parents, guardians and victims against the blandishments of the traffickers and their agents, awaken in the masses of the peoples a sentiment of indignation against the injustice of degradation forced on innocent victims and, by widening the possibilities of useful employment for girls, automatically reduce the number of cases in which a family in distress sees no other way of avoiding starvation than by disposing of a daughter in a manner which, directly or indirectly, involves prostitution.

Education will, at the same time, disperse deplorable superstitions such as, for instance, the belief, still widespread in the East, that a man can be cured of venereal disease by intercourse with a virgin.

Fruitful Activity of Missions and Private Organisations.

Missions and private associations engaged in preventive and rescue work in connection with prostitution and traffic in Asia are to be found working in practically all the countries where the Commission carried on its enquiry. At the end of this report appears a list of the missions and private organisations which have been visited by the Commission, and indications of their fruitful activity will be found in the reports on the various countries. In many instances, missions and private organisations have been responsible for the inspiration of efficient Government measures introduced to combat prostitution and traffic.

Such of the associations as have a network of branches covering several countries—as, for instance, the Salvation Army, which operates throughout all the territories of the East—are perhaps even fitted, through their organisation, to participate actively in official work destined to combat international traffic. In connection with this subject, it is interesting to note that, in China, of all foreigners, missionaries alone have the privilege of residing in all parts of the country. Catholic missions, more particularly in China, have native clergy and nuns in a very high proportion.

Women's Associations.

There is hardly a country in the East to-day where associations of the women of the country do not play an important rôle in the fight against the evil of traffic, lending their moral support to those who are engaged in rescue and preventive work.

One Urgent Necessity in Preventive Work.

While the Commission does not overlook the needs of the hosts of other potential victims of traffic in the East, it would like to call special attention to the urgent necessity of preventive work among the young women of the Russian refugee communities in China.

The economic situation of these communities and its effect on traffic due to lack of openings of employment for girls has been dealt with in that part of the report referring specially to Russian women. While Russian girls in China undoubtedly encounter great difficulty in obtaining suitable employment, though in some occupations, such as dressmaking, they have made good use of their opportunities, an outside observer cannot avoid an impression that all possibilities of employment for them have not yet been given the serious consideration they appear to merit. Without wishing in the least to claim authority of judgment in a matter so beset with local complications, nevertheless, as a matter of tentative suggestion, the Commission would like to draw attention to one of these theoretical possibilities. There are, in the various countries of the Far East, hundreds of European and American families which employ native nurses for their small children. These Chinese, Annamite, Filipino or Malay *amahs* are appreciated for their unfailing devotion to the children. For many reasons, however, especially on account of ignorance and superstition which sometimes adversely influence the best intentions of the *amah* towards the child, most foreign mothers in the Far East would prefer an occidental nurse. Unable to afford the heavy expense of engaging a nurse from home, they might yet be glad of an opportunity to employ a Russian girl of the Far East if she were competent and well recommended. If the Russian refugee girl could gain the reputation of being an efficient and reliable nurse, it seems quite possible that a large field of employment would be open to her. An adequate and trustworthy organisation to provide suitable training and help in placing the candidates could be of very material assistance in this problem.

Assistance of this kind seems to be a worthy opportunity for the activities of private organisations engaged in preventive work, and the appeal for it should be strengthened by the fact that those who are to be benefited belong to that unfortunate class of persons who, as a result of the world cataclysm of war and revolution, and through no fault of their own, are without home or nationality.

Combined Efforts should succeed.

The combined efforts of the authorities, who combat international traffic in women and children in the East by administrative measures, and of society, which holds out a helping hand to the victim, will, the Commission hopes and believes, result in a not too distant future in bringing about a noticeable reduction of the evil.

Part II.

STUDIES OF LAWS AND CONDITIONS RELATING TO INTERNATIONAL TRAFFIC BY COUNTRIES VISITED.

JAPANESE EMPIRE

(Japan, Chosen, Formosa, Kwantung).

Japan has adhered to the Agreement of 1904 *and to the Convention of* 1910. *It has ratified the Convention of* 1921. *These conventions do not apply to the oversea dependencies of Chosen, Formosa and Saghalien and to the mandated territory of the South Seas and the Leased Territory of Kwantung.*

The central authority for Japan is the Department of Home Affairs at Tokio.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The population of the Japanese Empire was, on October 1st, 1930, officially estimated at approximately 90,000,000, of whom 64,447,724, were contained in Japan Proper. The population of Chosen was given as 21,057,000, Formosa 4,594,161, Kwantung 1,327,971, the island of Saghalien 295,187, and mandated territories 69,627. There were, in the general population, about 1,000,000 more males than females and this predominance of males existed throughout the Empire, but was especially noticeable in Chosen and Kwantung.

The foreign population in Japan Proper in 1930 was small (about 40,000) and was composed mainly of Chinese (30,836). As usual, the males predominated among foreigners, though somewhat less so than in many other countries of the East. There were three males to one female among the total foreign population, but, in the case of the Chinese, this proportion was four to one. At least half of the Chinese in Japan Proper were located in the Prefectures of Tokio, Hyogo, Osaka and Kanagawa in that order, and were engaged mainly as labourers, merchants, students, and keepers of restaurants.

In Kwantung, there were, on October 1st, 1930, 225,819 Japanese, 18,247 Koreans, 1,080,885 Chinese and 3,020 other foreigners. For the whole population, the sex ratio was three men to one woman; for Japanese and Koreans there was a slight preponderance of men over women; and for Chinese the proportion was 166 men to 100 women.

In Chosen, there were, in 1930, 91,466 Chinese residents engaged mostly as labourers in agriculture.

The number of foreign residents in Formosa was, in 1930, approximately 68,000, most of whom were Chinese, at the rate of 3.5 males to one female.

In addition to the Japanese population listed above, there was, at the beginning of 1930, about three-quarters of a million Japanese resident in foreign countries throughout the world, of whom nearly one-half were located in Asiatic countries.

The 1920 census showed that about one-half of the Japanese population in Japan Proper was engaged in agriculture, one-fifth in industry, one-eighth in commerce and the rest in the liberal professions, communications, fisheries, etc. Among those employed, the males slightly predominated. It is of interest to note, however, that, in agricultural and commercial pursuits, the total number of females employed exceeded the total number of males.

General Policy toward Prostitution and Other Allied Questions.

The present policy of the Department of Home Affairs is " neither to permit the establishment of new licensed quarters (for brothels) nor to recognise expansion of existing ones ". The general policy of Japan throughout the Empire toward prostitution and other forms of exploitation of women and girls is one of regulation, including the licensing of brothels (in designated quarters), geisha-houses, restaurants, tea-houses and their inmates. Throughout the Empire, prostitutes and, in Kwantung and Formosa, geisha and *shakufu* are subject to regular examination for venereal diseases, and to quarantine and treatment when found to be infected.

In Japan Proper, owing to public agitation, this system of regulation has been abolished in principle in nine prefectures. Foreigners including Koreans and Formosans are not licensed to conduct brothels or practise prostitution in Japan. In Chosen and Kwantung, Russians are not licensed; and, in Chosen, licences are not given to Chinese, though they are in Kwantung.

As brothel-keepers, geisha-house keepers and keepers of similar places cannot maintain these resorts without some system for recruiting inmates, the recruitment of women and girls for them through special employment agencies and go-betweens is permitted, and an attempt is made, by detailed regulations, to protect the rights of the girls as well as those of the keepers.

Laws relating to Prostitution and Allied Questions.

In addition to the regulations for the conduct of licensed brothels, geisha-houses, employment agencies, etc., laws against procuring, abduction and detention for immoral purposes, kidnapping, buying and selling or receiving and concealing of such persons and attempts to commit these offences have been passed. Article 229 of the

Penal Code provides that the preceding crimes are " considered only when complaint has been lodged, unless they have been prompted by the desire for money-making. When a person has contracted marriage with one kidnapped or purchased, the complaint is invalid, unless judgment for the invalidity or cancellation of the marriage has become final ". Articles 182 and 224 to 229, both inclusive, which define and punish these offences are set forth in Annex I attached hereto. The regulations for the management of brothels, geisha-houses, employment agencies, and similar institutions are so elaborate and detailed that it is impracticable to reproduce them here. The regulations are, in the main, the same throughout the Empire. Certain regulations, which are common to all parts of the Empire and which prohibit clandestine prostitution, interference with the freedom of licensed prostitutes, and certain activities of employment agencies may be found in Annex II attached hereto.

General employment agencies in Japan Proper may not act in regard to engagements of prostitutes and geisha. This restriction is not imposed in Kwantung and Formosa. As regards persons making their living on the earnings of prostitutes, they come within the purview of Articles 182 and 224 and the following five articles of the Penal Code or of Article 1 of the Regulations for Punishment of Police Offences, and are punished in accordance with these provisions.

Situation in regard to Prostitution and Application of Laws.

Brothels.

There were, in 1930, in Japan Proper, 11,154 brothels licensed, the keepers and the inmates of which were all of Japanese nationality. These brothels were located in 541 different quarters set aside for that purpose. Further details will be found in Annex III. In the same year, there were in Chosen, throughout the 12 provinces, 25 quarters set aside for brothels in which there were located 510 such places, 303 of which were Japanese and 207 Korean (for further details, see Annex IV). In Kwantung, at Dairen, and Port Arthur, there were 147 licensed houses, 70 of which were Japanese and 77 Chinese. In the South Manchurian Railway zone and places under Japanese consular jurisdiction, there were 76 restaurants (42 Japanese and 34 Korean) containing 430 licensed inmates (116 Japanese and 314 Koreans). Of these places, 61 were located in Mukden and Harbin. No statistics were given as to the number of brothels in Formosa.

A law passed in 1900 enables any inmate of a brothel to have her name struck from the list of licensed prostitutes immediately on application to the police of the district. However, the practice of the police of calling the employer into consultation with the applicant for release, and on occasion her parents or relatives, sometimes results in the return of the girl to the brothel. The Government states that this practice

is diminishing coincident with the increased effectiveness of legal and administrative measures. The brothel-keepers appeal to the police to prevent girls from retiring immediately after receiving bond money in bad faith. It is obvious that the brothel-keepers fight hard to evade the law providing for unrestricted retirement.

In order to prevent such evils from occurring, the Central Government has frequently issued instructions to the local government authorities enjoining them to see that in no case may the police allow brothel-keepers to obstruct the free retirement of licensed prostitutes. Thanks to this measure as well as to the punishment meted out in accordance with the Penal Code and Article 6 of the Regulations for the control of licensed prostitutes to brothel-keepers found to have obstructed the retirement of licensed prostitutes, the evils in question have been markedly disappearing in recent years.

It should be said that many of the girls enter the life for unselfish reasons—namely, to assist poor or sick parents or relatives.

Licensed Prostitutes.

The number of licensed prostitutes in Japan Proper was, in 1930, 50,056. All of these licensed women were Japanese (for details, see Annex III).

In Chosen there were, at the end of June 1930, 2,975 licensed prostitutes, of whom 1,841 were Japanese, 1,132 Koreans and 2 Russians (for details, see Annex IV).

In Kwantung Leased Territory and the South Manchurian Railway zone there were 1,611 licensed inmates, of whom 1,408 were Japanese and 203 were Chinese. Of these, 67 were located in Dairen (including the districts of Shokautzu and Shahokou), 102 in Port Arthur, 93 at Mukden and the same number at Changchun. In addition, there were 263 licensed prostitutes, all of whom were of Chinese race and located at Dairen and Port Arthur. No statistics were given of the number of licensed prostitutes in Formosa.

The minimum ages at which a prostitute could receive a licence were, in Japan Proper, 18; Chosen and Kwantung, 17; and Formosa, 16. The permitted period of service in the licensed brothel was fixed at a maximum of four years, with extension in exceptional cases to six years. An investigation made by the National Christian Council of Japan in 1925 obtained information from the Prefectural Chiefs of Police in Japan Proper, which gave the origins of 17,613 prostitutes as follows: farmers' daughters, 3,552; *shakufu* (waitresses), 3,281; servants, 2,872; factory girls, 1,797; geisha girls, 1,607; girls with no previous occupation, 1,487, and the remaining 2,435 had been daughters of labourers and fishermen, *nakai* (low-class waitresses and barmaids), sewing-girls and engaged in other occupations.

Information received from the same source gave particulars regarding the degree of education of 22,977 prostitutes. Of these, 3,647 were illiterate, 10,416 had had

from one year to five years' schooling, 7,598 had completed their primary education, and the remaining 1,812 had received more or less higher education.

Information received at a later date from the Government gives the following figures for 1932 :

Of the 50,149 prostitutes, 1,654 were illiterate; 2,906 attended no school, but were able to read and write; 39,546 attended primary schools; 5,456 attended higher primary schools, and 586 attended higher girls schools.

It is true that women of little education are more likely to take up the trade of prostitution than those of better education, and that the educational standard of licensed prostitutes is lower than that of people in general. A considerable proportion are recruited from farmers' daughters, waitresses and geisha girls, presumably, as regards the latter two groups, because their masters encourage their entry into prostitution on account of the money borrowed in advance. Information received by the Commission from the Japanese Government since their return to Geneva gives the following figures on the subsequent career of licensed prostitutes who abandon their trade.

Period 1931 *up to September* 1932.

Of a total of 2,237 prostitutes who abandoned their trade : 287 married; 695 went home to engage in household work; 140 became maidservants; 32 became waitresses; 116 became attendants at bars; 3 became geisha; 145 became employees at brothels; 141 became licensed prostitutes again; 1 became a missionary of the Tenrikyi branch of Shintoism; 1 became a street advertiser; 2 died and 674 are under investigation.

Clandestine Prostitutes.

In the environs of Tokio, there are two quarters in which unlicensed prostitutes apparently operate with no greater measure of restriction than do women in the licensed quarters inside the city. The official estimate of the number of women in these two quarters is 1,700. In addition, there were 710 arrests for practising prostitution by unlicensed women who were either waitresses or women who had other trades besides prostitution. During the last five years, no European women have been convicted and only six were suspected of practising clandestine prostitution. If they come out very openly and are found to be objectionable, they will be deported. Only one European woman has been deported in the last five years. Official information in Yokohama disclosed the fact that there is in that city an unlicensed area containing twenty-five establishments and 120 girls, 2 of whom are Russians. If, however, a similar proportion is true for Japan as exists in occidental countries which have a system of licensed houses and prostitutes, there should be many more clandestine than licensed prostitutes of all classes throughout the Empire. This total may include *shakufu* or waitresses, certain types of geisha girls and other women who give part of their time to legitimate business.

Geisha and Shakufu.

No official estimate was given for Japan Proper of the number of geisha girls or *shakufu*. In Kwantung, there were 1,904 Japanese geisha girls and 3,130 Chinese geisha or singing-girls in 1930. At the same time, there were 1,367 waitresses, of which number 1,365 were Japanese and 2 Chinese. Of the total, 96 contracted debts in advance and 1,271 did not. There were also 631 café waitresses, of which number 609 were Japanese, 4 were Chinese and 18 foreigners. Of the 609 Japanese waitresses, 108 had received money in advance and the remainder had not.

Throughout Japan, geisha girls receive money in advance on their contracts of service. This service begins at an early age for the purpose of training the girls in the accomplishments of their trade. The regulations of Formosa and of the Metropolitan Police Board of Tokio have specified that no girl shall be employed as a geisha before she is 12 years old. In Kwantung and Formosa, both geisha girls and waitresses are required to be examined for venereal disease before entering upon their trades and are subject to further examination at such times as may be determined upon by the authorities. In Japan Proper, geisha girls are not required to undergo examination for venereal disease. The Central Government, however, appears to realise that the trades of geisha and waitress are such as are likely to lead to immorality.

" *Souteneurs* ".

Fairly large numbers of *souteneurs* are punished year after year in accordance with the Regulations.

Barter and Sale of Children.

Formerly a practice existed in which keepers of houses of prostitution or of geisha houses adopted young girls for the purpose of training them in the business. This practice is now prohibited throughout the Empire by law, though apparently, as mentioned in the report on China, the Formosans of Chinese race found means of evading the prohibition.

There had existed in Formosa a species of adoption called " Sobokan ", which was a system of slavery—the adopted children being employed for life as servants. The Court of Appeal in 1917 declared this practice illegal and it is believed to have since died out.

Preventive and Protective Measures.

Since 1900, various agencies have endeavoured to provide assistance for prostitutes and geisha and to educate the public against the evils of the present system. In 1899, there were 52,274 licensed prostitutes. In the year following the publication of the law providing for the liberation of prostitutes who wished to be free, the number had fallen to 40,195. By 1930, the number of licensed prostitutes again exceeded 50,000, this approach to the figure of 1899.

The Salvation Army, which has 150 branches in different parts of Japan, has been instrumental in securing the release of more than 7,000 prostitutes.

A report prepared by the Police Bureau of the Department of Home Affairs regarding prostitution in general, in reference to this question of the liberation of prostitutes, states that money received as advance by a prostitute is a matter apart from her trade, and that an agreement which restricts the personal liberty of one party is invalid. It is recognised, however, that keepers do obstruct the relinquishment by prostitutes of the trade, and the Department of Home Affairs had frequently instructed Prefectural Governors not to allow non-payment of debt to hinder a girl from abandoning the trade of prostitution.

When a licensed prostitute who has not completed the payment of her debt to the proprietor of the licensed house abandons her trade regardless of the latter's opposition, her act is called *jiyu haigyo* (literally, free abandonment of trade). The number of licensed prostitutes who resorted to *jiyu haigyo* or abandoned their trade of their own free will regardless of their employers' opposition in recent years was 128 in 1925, 249 in 1926, 186 in 1927, 158 in 1928 and 156 in 1929, making a total of 877 for the five years. The Government states that for women needing protection the local social workers committees which are publicly appointed under the Poor Law and exist in all the cities, towns and villages throughout the country, and the organisations for the protection of women and children also existing in various parts of the country, are taking measures for preventing them from taking up the disgraceful trade. In this connection, it is worth while mentioning that the number of such women receiving protection exceeds 2,550 a year.

In all the institutions for the rescue and protection of women which exist throughout the country, education of the girls is regarded as of primary importance. This education includes, not only the ordinary branches of primary education, in which many of these girls are deficient, but also vocational education and moral training.

It is evident from the fact that so many of the girls who enter the licensed houses and incur debts for money advanced to become prostitutes are daughters of poor agriculturists and labourers that the margin of economic safety amongst many of these classes of people is small. According to the opinion of the police, legitimate employment for many of these girls is impossible. This opinion is apparently based on the fact that the police do not permit any girl to enter a licensed house, unless the girl states that she has no other way of making a living and the official concerned accepts her statement.

According to official information given to the Commission in Japan, there are two organised bodies which have been and are continually carrying on the movement for the abolition of licensed prostitution, one being the *Kwakusei Kai* (the Purity Society) and the other the *Fujin Kyofukai* (Association for Good Morals). The former, making the elevation of sexual morality its object, has made the abolition of licensed prostitution one of its chief tasks; while the latter, making purity, peace and abstention

from drink its three planks, has also been demanding the abolition of the licensed prostitution system. When the question of licensed prostitution became a subject of public discussion in 1926, the above-mentioned organisations joined forces and formed the Union against licensed prostitution.

The Union at first concentrated its strength on calling on prominent Government officials or men of influence and laying its views before them or presenting petitions to the Government, but without effect. This procedure was carried on for several years without making much impression. "Accordingly", the report of the officials states, "the Union began to turn its eyes upon the so-called local movement, which is aimed at accomplishing the object by winning to the cause one prefecture after another. In this they have been more successful. Representations introduced to Prefectural Assemblies for the abolition of licensed prostitution were approved in 1927 by the Prefectural Assembly of Fukushima, in 1928 by those of Fukui, Ishikawa and Akita, in 1929 by Saitama, and in 1930 by Nagano, Toyama and Kanagawa." These are in addition to Gumma Prefecture, where abolition was put into effect in 1894. Abolition had not been put into effect in any of the other prefectures, with the exception of Saitama, where the last licensed houses were closed on December 27th, 1930.

In addition, a strong and growing official opinion exists among certain influential men which may be summarised in the words of the Governor of Kanagawa Prefecture, in which is located the city of Yokohama: "The general policy of the nation and the Japanese Government shows marked progress for the abolition of licensed prostitution in the country and, of course, as a Prefectural Government, we follow the same policy."

When asked what were the reasons which governed the Assembly in passing the resolution for abolition in the Kanagawa Prefecture, the Governor replied: "First, licensed prostitution is opposed to humanitarian ideas and the recognised standard of morality in the world; secondly, to uphold the honour and prestige of the nation, the existence of such an institution cannot be tolerated; and, thirdly, its existence cannot be tolerated from a social point of view."

INCOMING TRAFFIC.

Extent and Reasons.

With the exception of Kwantung Leased Territory, there is little or no incoming traffic in the Japanese Empire.

There are two reasons for this, the first being that there is no demand for foreign women from the very small foreign population, and the second is that the entry of foreign women and girls for prostitution is prohibited. Thus, between 1926 and 1930, only five attempts by foreign women to enter Japan for immoral purposes came to the notice of the authorities.

The position with regard to the Kwantung Leased Territory is described in the official reply of the Kwantung Government to the Commission's questionnaire as follows: "An overwhelming majority of the inhabitants of the Territory under the jurisdiction of the Kwantung Government being Chinese, the situation is such that the entry of Chinese women of easy virtue into the Territory has been tolerated. Especially necessary is the presence of low-class Chinese prostitutes to meet the demands of the coolies, who mostly come from the direction of Shantung, are unmarried and earn but poor wages." The authorities have permission to exclude such persons under a general ordinance universally applicable.

Thirdly, foreign women since 1901 have not been allowed to have licences for prostitution, except in the Kwantung Leased Territory, where Chinese women are licensed, and when found therein conducting themselves as clandestine prostitutes are subject to deportation.

Laws bearing on Incoming Traffic.

Immigration.

The Foreign Office Ordinance issued on January 24th, 1918, subsequently amended in 1921 and 1924, provides in Article 1 that the Prefectural Governor (in Tokio, the Superintendent of the Metropolitan Police Force) may prohibit the landing by a foreigner taking passage to Japan who is recognised to come under any of the following descriptions: A person considered likely to disturb public peace or to injure good manners, or a confirmed vagabond or beggar.

A similar Ordinance (No.7) as amended was issued by the general Government in Formosa.

No further laws on the question of immigration were furnished to the Commission. This law, however, allows the immigration officials wide latitude in the exclusion of undesirable persons.

Other Laws.

In Chosen, the general Government of Chosen issued in 1923 a notification, No. 288, requiring the officials, pending final action by the Director of the Oversea Bureau and the Minister for Foreign Affairs, to refuse all application by foreign women to become licensed prostitutes.

In Kwantung, on April 9th, 1924, the Director of the Police Affairs Bureau issued Notice No. 2914 prohibiting Russian women from engaging in the trade of geisha or *shakufu*. This provision will be found in Annex V.

The general provisions of the Penal Code heretofore cited and those prohibiting clandestine prostitution are available for the protection of foreign women against traffickers and their activities.

Situation with regard to Immigration and Application of Laws.

In Japan Proper, during the last five years, there were 6,756 foreigners who entered and settled in the country, of which number 6,623 were Chinese. The second largest number was that of Soviet Russians, 58, and the third British, 38.

In Chosen, during the five years ending December 31st, 1929, 219,389 foreigners arrived in the country. Of this number, 212,201 were Chinese on the basis of, approximately, four males to one female. The second largest number was that of Americans, and the third English, for whom the sex ratio was, approximately, even. Of the total of 219,389, there were 152,191 (124,483 males and 27,708 females) listed as persons who settled in the country. The same proportion of these settlers were Chinese and in a somewhat higher ratio of males to females.

During the five years ending 1930, there were 551,947 foreigners who arrived in the Kwantung Leased Territory, and, during that period, 457,128 persons departed from the Territory. The vast majority of these were Chinese, of which race 396,850 men arrived and 322,958 men departed, and arrivals and departures of women were 151,725 and 140,386 respectively.

In Formosa, there were approximately 33,400 foreigners who had entered the island and settled there during the last five years ending 1930 and of these 33,200 were Chinese.

Only in Kwantung Leased Territory were foreigners—that is, Chinese—allowed to come for prostitution, and Annex VI shows the provinces of China from which came Chinese women of special class—namely, actresses, prostitutes and singing-girls—to the Territory.

Statistics of Persons Excluded.

In Japan Proper, very few persons have been excluded for moral reasons—five altogether between the years 1926 and 1930, of whom four were Russians and one American.

In Kwantung, for the five years ending December 31st, 1930, there were 97 persons excluded, of whom 39 were women and the balance, 58, were men. Of this total, 14 were excluded because of questionable character, of whom 11 were males and 3 females. The remainder were excluded because they came without passports or visas. No Chinese are included in this table, because Chinese enter the Territory without passports or visas. The nationalities of those excluded were not given.

No information was given regarding exclusions from Chosen and Formosa.

With regard to Japan Proper, there had been only one deportation of a European woman in the last five years, who was stated to have wandered from place to place engaging in prostitution. In Formosa one Chinese labourer and one Chinese non-labourer were deported in 1927 and 1929 respectively.

Number of Prosecutions of Traffickers and Procurers.

In Kwantung, there were 96 cases involving 130 offenders and 34 victims during the five years ending December 1st, 1930. Both offenders and victims were of Chinese nationality. In 60 of the cases the offenders were handed over to the Chinese authorities; in 28, no prosecution was undertaken, because the offences took place outside the jurisdiction of the Kwantung Leased Territory. The balance of the offenders were either awaiting trial in a court of justice, restrained from committing the offences or convicted and sent to prison.

In Chosen, there were 28 cases under Articles 1 and 2 of the Convention of 1910. Twelve were cases of internal traffic. No statistics were given of prosecutions of traffickers in Formosa.

Administrative Measures.

The various laws which provide for the prevention of internal traffic are equally applicable for the prevention of international traffic. In addition to these measures, the vigilance of the immigration officials and the port police, both as regards incoming traffic and outgoing traffic, is relied upon to prevent such conditions arising.

Methods used to evade Laws and Regulations.

In Japan Proper, Chosen and Formosa, no such traffic was known to the authorities.

In Kwantung Leased Territory, Chinese traffickers contract false marriages with the women whom they victimise or deceive by pretending to find for them lucrative positions as servants, nurses, etc., and, when they find themselves in danger, they pretend the women concerned are their wives, sisters or adopted daughters. As most of them come from China, where the system of census registration is anything but complete, it is extremely difficult to bring out the truth.

Results of Activities against Incoming Traffic.

Incoming traffic to Japan Proper, Chosen and Formosa has been reduced to a minimum. There is, however, traffic in Chinese women into the Kwantung Leased Territory, which the authorities there are endeavouring to control. A considerable number of prosecutions against traffickers indicate activity on the part of the police, but the opportunities for the disposal of girls to the various categories of licensed places as prostitutes, singing girls, waitresses and in other capacities are so great, and the police are so hampered in discovering and thwarting the traffickers and in protecting the victims, that this traffic continues on a considerable scale.

OUTGOING TRAFFIC.

Extent and Reasons.

Traffic in women and children out of the Japanese Empire, formerly considerable, is now extremely small, except in the case of China, including the Kwantung Leased Territory.

This is due to the policy of the Japanese Government, which has been directed to preventing the emigration of women and girls engaged in prostitution or in trades likely to lead to an immoral life. The application of this policy is rendered more difficult as regards China, due to the fact that passports are not required of Japanese subjects entering that country.

The reason for the traffic to China would appear to be the presence in the various treaty ports and the cities of Manchuria of large numbers of Japanese men.

Laws bearing on Outgoing Traffic.

Emigration Law.

Law No. 70, promulgated on April 8th, 1896, provides in Article 2 that, unless given permission by the administrative authorities, no emigrant may take passage to a foreign country.

In the case of a minor proposing to take passage abroad alone without being called by his or her parents or a person taking their place, the person exercising parental power over him or her shall enter in the application an additional statement expressing his or her consent. The consent of the husband is required in the case of a married woman going abroad alone. This article is in force throughout the Empire.

Other articles of this law may be found in Annex VII.

Foreign Office Ordinance No. 4, promulgated on May 20th, 1929, contains rules regarding passports to foreign countries. Full details regarding these rules may be found in Annex VIII. In general, everyone who leaves for abroad, except for China, must have a passport and a visa if required by the country of destination.

It is the duty of the officials of the Emigration Service and of the port police to investigate carefully at the place of embarkation to determine whether the rules and regulations in force have been strictly observed.

Other Laws bearing on Outgoing Traffic.

A long series of regulations and instructions to Japanese Consuls abroad had led to the prevention of Japanese prostitutes and women and girls engaging in similar

trades from going abroad except to China, and in the repatriation of those already there. In regard to China, also improvement in the conditions of such women and restriction of their numbers have been effected.

Situation with regard to Emigration and Application of Laws.

Statistics.

Migration of Japanese from Japan Proper between the years 1925 and 1929 has steadily risen from approximately 10,600 in 1925 to approximately 25,700 in 1929, in the proportion of approximately two males to one female. During the same period, from 13,900 in 1925 to 14,073 in 1929, such persons have returned to Japan in the proportion of approximately eight males to five females. This emigration of Japanese has been mainly to Brazil and the Philippines—for example, in 1929, out of 25,704 emigrants, 15,597 Japanese left for Brazil and in the same year, 4,535 left for the Philippines. The balance of these emigrants were scattered throughout the world, the next highest numbers being those who left for Peru (1,585) and the Union of Soviet Socialist Republics (884). Annex IX shows the numbers of Japanese who migrated in 1929 to countries included in the Commission's enquiry. In 1930, there were 755,209 Japanese resident abroad. Approximately 335,685 of these were resident in the various countries of Asia, 128,098 in North America, 144,846 in Oceania and the balance in Europe and Africa. Among those resident in Asia, 68,053 were in China and 225,819 in the Kwantung Leased Territory. Annex X shows the numbers of Japanese resident in the various countries of Asia.

No statistics of natives emigrating from Chosen and the Kwantung Leased Territory were available, though a considerable migration to China and Manchuria is known to exist. Regarding the emigration of Japanese subject from Formosa, the vast majority went to China. Following China, the next most frequent countries of destination were Java, Singapore, Philippines, Hong-Kong and Siam.

Prosecutions.

In Japan Proper, there were four cases involving nine persons found to be engaged in traffic in women and children. Both offenders and victims were of Japanese nationality. In Chosen there were sixteen cases of outgoing traffic of Korean girls to Manchuria. Fourteen of these were cases occurring in 1926 (twelve cases) and 1928 (two cases). The girls, whose ages ranged from six to twenty-six, were all Koreans and were deceived with false promises of marriage or work. These cases were for violations of Article 1 of the International Convention of 1910. There were two additional cases of traffic in Korean girls to Manchuria in violation of Article 2 of the Convention of 1910. These cases occurred, one each, in the years 1925 and 1929.

In Kwantung, there were about eleven cases of prosecutions for traffic to China Proper.

Administrative Measures.

In addition to instructions to Consuls abroad, the police and the emigration authorities were required to watch the boats and railway stations and to question closely any persons suspected of being traffickers or victims of the traffickers.

Information concerning the methods used to evade laws against outgoing traffic and the results of the official activities to circumvent these methods are fully discussed in Part I of the report, page 76.

REVIEW OF THE SITUATION REGARDING TRAFFIC AND EFFORTS, OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

Only the Kwantung Leased Territory in the Japanese Empire is a country of destination for international traffic. In Japan, Chosen and Formosa, alien prostitutes are not in demand or permitted to be licensed or to carry on their trades clandestinely. When found, they are subject to deportation. In the Kwantung Leased Territory, in which the population is predominantly Chinese of the coolie class who immigrate mostly without womenfolk, there is a considerable traffic in Chinese women from China. Traffic in other nationals has been largely suppressed.

As regards outgoing traffic, there is a small amount from Chosen to Manchuria, from Kwantung Leased Territory to Manchuria and China, from Formosa to the Chinese port of Amoy, and a considerable amount from Japan Proper to various Manchurian, Korean and Chinese ports. As no passports are required for Japanese citizens going to any of these places, it is difficult for the Japanese authorities to control this traffic. Outgoing traffic of Japanese to other parts of the world has apparently been reduced to negligible proportions. This appears mainly to be due to the policy of the Japanese Government in preventing prostitutes, geisha and waitresses from leaving the country, and to the efforts which the Japanese Consuls abroad make, in co-operation with the local authorities, to prevent Japanese nationals from engaging in such trades and to repatriate those already there. The general opinion in regard to those Japanese prostitutes still to be found in other countries was that they were elderly and had been there for a long time.

ANNEX I.

EXTRACTS FROM THE PENAL CODE OF JAPAN.

PROCURING.

Article 182.

Whosoever shall have, for the purpose of gain, urged and encouraged a virtuous woman or girl to commit fornication, shall be punished with penal servitude for a period not exceeding three years or with a fine not exceeding five hundred yen.

ABDUCTION AND DETENTION FOR IMMORAL PURPOSES.

Article 224.

Whosoever shall have abducted or kidnapped any minor shall be punished with penal servitude for a period of not less than three months and not exceeding five years.

Article 225.

Should a person be abducted or kidnapped for the purpose of gain or for an indecent purpose, or with the object of marriage, the penalty shall be penal servitude for a period of not less than one year and not exceeding ten years.

Article 226.

Whosoever shall have, for the purpose of transporting him or her out of the Empire, abducted or kidnapped a person shall be punished with limited penal servitude for a period of not less than two years.

The same penalty shall be inflicted upon whosoever shall have, with intent to transport him or her out of the Empire, bought or sold a person or transported to a foreign country a person who has been sold or kidnapped.

Article 227.

Whosoever shall have, with intent to aid a person who has committeed any of the offences mentioned in the preceding three articles, received the person who has been kidnapped or sold, and concealed him or her, or promoted his or her concealment, shall be punished with penal servitude for a period of not less than three months and not exceeding five years.

Whosoever shall have, for the purpose of profit or an indecent purpose, received a person who has been kidnapped or sold, shall be punished with penal servitude for a period of not less than six months and not exceeding seven years.

Article 228.

Attempts to commit the offences mentioned in this chapter are punishable under the heading of " Infractions not consummated ".

Article 229.

Except the crime mentioned in Article 226, the crime mentioned in clause 1 of the Article 227 committed for the purpose of abetting the crime mentioned in the same article and the offence of attempting these crimes, any of the crimes mentioned in the present chapter is considered only when complaint has been lodged, unless it has been committed with the object of money-making. When a person has contracted marriage with one kidnapped or purchased, the complaint is invalid unless judgment for the invalidity or cancellation of the marriage has become final.

ANNEX II.

EXTRACT FROM REGULATIONS FOR PUNISHMENT OF POLICE OFFENCES.

Article I.

A person to whom any of the following items apply shall be liable to a minor fine or detention : .....

(2) A person who has engaged in secret prostitution or pandered and let his or her house for immoral purposes.

EXTRACT FROM REGULATIONS FOR THE CONTROL OF LICENSED PROSTITUTES.

(Home Office Ordinance No. 44, promulgated on October 2nd, 1900.)

Article IV.

A person who has been prohibited from carrying on the trade of a licensed prostitute is taken to have been struck off the licensed prostitutes' list.

Except in the case mentioned in the preceding paragraph, the erasure from the

ensed prostitutes' list is to be applied for by the prostitute; in the case, however, a minor, the said application may also be made by the persons mentioned in the ird and fourth items of the first clause of the preceding article.

Article V.

The application for erasure from the licensed prostitutes' list may be made verbally in writing.

The application mentioned in the preceding clause shall not be taken up unless the plicant presents it personally at the police office; this rule, however, does not hold in se she sends the application by post or presents it through another person and the lice office deems there is a cause for the applicant's inability to appear in person.

The police office, when it has taken up the application for erasure from the licensed ostitutes' list, shall immediately strike the name off the list.

Article VI.

With respect to the application for erasure from the licensed prostitutes' list, no rson shall be permitted to make any obstruction.

. . . . . .

Article XII.

No person whatever shall obstruct a licensed prostitute in her communications, eeting others, reading her letters, and possession and purchase of things, and her edom in other matters.

Article XIII.

Any person to whom any of the following items applies shall be liable to penal vitude for a term not exceeding three months or to a fine not exceeding one hundred n :

(1) A person who has caused another to apply for inscription in the licensed prostitute's list by presenting a false statement;

(2) A person who infringes the provision of Article VI or Article XII;

. . . . . .

(4) A person who causes a woman against her will to apply for inscription in the licensed prostitute's list or for erasure of such inscription.

EXTRACTS FROM RULES FOR THE CONTROL OF EMPLOYMENT AGENCIES.

(Metropolitan (Tokio) Police Board Ordinance No. 4, promulgated on December 28th, 1926.)

Article I.

By the term " employment agency business " mentioned in the present Ordinance is meant the business of finding employment for those to whom any of the following items apply :

(1) A geisha (singing-girl), licensed prostitute, *shakufu* (waitress) or a person engaged in a similar trade.

. . . . . .

Article IX.

A person engaged in the business or the head of his house or any of the members of his family may not engage or be employed in the business of a hotel or inn, restaurant, eating-house, licensed house, *machiai chaya* (a tea-house of accommodation), *hikite chaya* (a tea-house intermediary to licensed houses), geisha house, place of amusement, *kashiseki* (a house where rooms are let for social gatherings, entertainments, etc.).

. . . . . .

Article XV.

No person engaged in the business may find employment for a person to whom any of the following items apply :

(1) A minor or an incompetent person not possessing the consent of his or her legal representative or guardian.

(2) A quasi-incompetent person not possessing the consent of his or her assistant.

(3) A married woman not possessing the consent of her husband.

(4) A person whose antecedents and social status are unknown.

(5) A person who does not possess the qualifications for becoming a geisha or licensed prostitute.

ANNEX III.

TABLE SHOWING NUMBER OF LICENSED QUARTERS,[1] PERSONS ENGAGED IN THE BUSINESS AND LICENSED PROSTITUTES AT THE END OF 1929 IN THE PREFECTURES OF JAPAN.[1]

Prefecture	Number of licensed quarters	Number of persons carrying on business[2]	Number of licensed prostitutes
Hokkaido	45	354	1,823
Aomori	13	142	408
Iwate	17	105	384
Miyagi	12	48	380
Akita	10	55	176
Yamagata	26	139	584
Fukushima	25	98	424
Ibaragi	7	27	106
Tochigi	21	87	417
Saitama	2	10	48
Chiba	6	48	324
Tokio	10	762	6,424
Kanagawa	13	187	1,390
Niigata	20	315	1,276
Toyama	13	243	363
Ishikawa	16	524	31
Fukui	9	210	427
Yamanashi	2	24	178
Nagano	11	133	606
Gifu	4	101	733
Shizuoka	20	98	851
Aichi	4	289	2,684
Mie	30	280	1,241
Shiga	11	309	381

[1] Gumma Prefecture is excluded from the table.
[2] Keepers and others concerned in the management of the business.

Prefecture	Number of licensed quarters	Number of persons carrying on business[1]	Number of licensed prostitutes
Kioto	17	2,305	4,495
Osaka	10	1,613	8,677
Hyogo	10	227	2,473
Nara	3	28	663
Wakayama	3	20	131
Tottori	2	80	163
Shimane	6	47	119
Okayama	9	219	875
Hiroshima	19	418	2,178
Yamaguchi	41	249	902
Tokushima	2	104	297
Kagawa	7	132	620
Ehime	3	42	144
Kochi	5	43	339
Fokuoka	9	199	1,884
Saga	9	89	419
Nagasaki	23	214	1,436
Kumamoto	4	99	818
Oita	5	90	544
Miyazaki	5	27	210
Kagoshima	1	23	351
Okinawa	1	234	659
Total...	541	11,154	50,056

Figures compiled in June 1929 give a total of 50,355 prostitutes, whose ages were as follows : 7,300 below 20; 30,012 between 20 and 25; 10,921 between 25 and 30; 1,821 between 30 and 35; and 304 over 35.

[1] Keepers and others concerned in the management of the business.

ANNEX IV.

TABLE SHOWING NUMBER OF LICENSED QUARTERS AND THAT OF PERSONS ENGAGED IN BUSINESS OF LICENSED HOUSE (END OF 1929) AND NUMBER OF LICENSED PROSTITUTES AT END OF JUNE 1930 IN THE PROVINCES OF CHOSEN.

Province	Number of licensed quarters	Number of persons engaged in business of licensed house[1]			Number of licensed prostitutes at end of June 1930			
		Japanese	Korean	Total	Japanese	Korean	Foreigner	Total
Keiki.....	3	84	102	186	442	341	1 (Russian)	784
South Chusei ..	1	9	—	9	49	12	—	61
North Zenra ..	2	18	7	25	96	123	—	219
South Zenra...	2	6	5	11	60	40	—	100
North Keisho..	1	7	5	12	48	59	—	107
South Keisho..	8	100	14	114	537	190	—	727
Kokai	1	8	4	12	28	10	—	38
South Heian ..	2	21	56	77	20	215	—	423
South Kankyo.	2	13	10	23	138	63	—	201
North Kankyo.	3	37	4	41	235	79	1 (Russian)	315
Total...	25	303	207	510	1,841	1,132	2	2,975

[1] Keepers and others concerned in the management of the business.

ANNEX V.

CONCERNING RUSSIAN WOMEN WORKING AS GEISHA OR "SHAKUFU"

(Notice No. 2914 issued, on April 9th, 1924, to the Chief of each Police Station by the Director of the Police Affairs Bureau of Kwantung Leased Territory.)

As there is fear that to permit Russian women to engage in the trade of geisha (singing-girls) or *shakufu* (waitresses) may frequently give rise to disputes between them and their employers because of the difference of ideas and manners and customs, matters concerning such women shall hereafter be dealt with as follows:

1. No Russian woman shall be permitted to engage in the trade of a geisha or *shakufu*.

ANNEX VI.

NUMBER OF FOREIGN WOMEN OF SPECIAL CLASS IN KWANTUNG LEASED TERRITORY CLASSIFIED ACCORDING TO THE PROVINCES IN CHINA FROM WHICH THEY COME.

Province	Singing-girls	Prostitutes	Waitresses	Total
Shantung	672	116	107	895
Hopei	1,613	113	88	1,814
Kiangsu	235	19	25	279
Heilungkiang	7	2	—	9
Liaoning	460	9	15	484
Honan	22	4	1	27
Szochuan	—	1	—	1

ANNEX VII.

EXTRACTS FROM LAW FOR PROTECTION OF EMIGRANTS.

(Law No. 70 promulgated on April 8th, 1896.)

Article II.

Unless given permission by the administrative authorities, no emigrant may take passage to a foreign country.

Article VI.

A person who desires to be an emigration agent shall obtain permission from the administrative authorities.

1 *of Article XXVI.*

1. An emigration agent or his representative who has invited emigrants or aided them in taking passage abroad by means of enticement shall be liable to major imprisonment for a period of not less than one month and not exceeding one year.

ANNEX VIII.

EXTRACTS FROM RULES CONCERNING PASSPORTS TO FOREIGN COUNTRIES.

(Foreign Office Ordinance No. 4, promulgated on May 20th, 1929.)

Article II.

A person who desires to have a passport granted to him shall present the following written statement, in Japan to the Prefectural Government Office governing the place of his permanent domicile or present residence; in Kwantung, to the Governor-General of Kwantung; and abroad, to the foreign diplomatic establishment. The authorities concerned, however, may, at their discretion, relieve such a person from presenting

a statement of his social status, a certified copy or a duplicate of the domiciliary register and a letter of guarantee.

APPLICATION FOR GRANT OF PASSPORT.

(*Vide* appended Table No. 1.)

(Appended Table No. 1. Class A, non-emigrant.)

1. Name .....
2. Permanent domicile .....
3. Present residence .....
4. Social status .....
5. Age .....
6. Occupation .....
7. Places to which the applicant proposes to travel .....
8. Purpose of his proposed travel .....
9. Reason for his proposed travel .....
10. Height .....
11. Special physiognomical features .....
12. Port of departure .....
13. Intended date of departure .....
14. Intended date of home-coming (not required in case of emigrant) .....
15. Class of passage .....
16. Whether the passport applied for is one of the ordinary sort or one for frequent going and returning (not required in case of emigrant) ...

I hereby apply for the grant of a passport prepared in accordance with the above statement, presenting herewith the annexed statement of my social status, a certified copy (or a duplicate) of my domiciliary register . . . papers (papers such as are mentioned in Item No. 5 to Item No. 9 of Clause I of Article V), and two copies of my photograph.

Date..... Name (seal).

[Name of the Prefectural Governor (Governor-General of Kwantung or Chief of the foreign diplomatic establishments).]

Remarks.

1. In a case in which a minor proposes to take passage abroad alone without being called by his or her parents or a supporter taking their place, the person exercising parental power over him or her, his or her guardian, or the head of his or her household shall enter in his or her application an additional statement expressing his consent, sign his name and affix his seal thereto after the name of the person concerned.

2. In a case in which a married woman proposes to take passage abroad alone, leaving her husband behind, her husband shall enter in her application an additional statement expressing his consent, sign his name and affix his seal thereto after the name of the person concerned.

Remarks.

1. When the applicant is an emigrant under the care of an emigration agent, the latter shall sign his name and affix his seal thereto after the name of the former.

2. In the case of an emigrant who proposes to take passage to a settlement belonging to a foreign emigration guild in order to settle there, a letter of guarantee of the chief manager of the guild shall be attached to his application.

3. In the case of an emigrant who proposes to take passage abroad under the care of the manager of a settlement, the latter shall sign his name and affix his name thereto after the name of the former.

ANNEX IX.

MIGRATION OF JAPANESE FROM 1925 TO 1929.

Country [1]	Migration by country in 1929. Authorised to emigrate		
	Males	Females	Total
Philippines	3,623	912	4,535
Malaya	365	148	513
Netherlands East Indies	388	119	507
India	25	27	52
Borneo	26	4	30
Hong-Kong	28	21	49
Siam	1	2	3
Indo-China	13	9	22
Others	9	1	10

[1] Only those countries are included which were visited. As no restrictions concerning emigration to China, Chosen, Kwantung or Formosa exist, no statistics regarding such emigration were available.

ANNEX X.

JAPANESE NATIONALS RESIDENT IN ASIA BY COUNTRIES (OCTOBER 1ST, 1930).

(Figures of " Résumé Statistique de l'Empire du Japon ", 46th Year, 1932.)

Countries	Males	Females	Total
Kwantung	121,841	103,978	225,819
Manchuria	6,854	6,234	13,088
China	29,924	25,041	54,965
Russian Territory of the Far East	2,483	307	2,790
Siam	340	104	444
Hong-Kong	1,751	975	2,726
Indo-China	179	167	346
India and Ceylon	1,525	597	2,122
Persia	13	6	19
British North Borneo and Kingdom of Sarawak	374	218	592
Straits Settlements and Federated Malay States	3,974	2,859	6,833
Philippines	14,578	4,994	19,572
Netherlands Indies	4,188	2,181	6,369
Total...	188,024	147,661	335,685

*

CHINA.

China adhered to the International Agreement of 1904 *concerning the suppression of traffic in women and children, and to the International Convention of* 1910. *The Chinese Government signed and ratified the International Convention of* 1921.

No central authority in the sense of the International Agreement of 1904 *had been yet established at the time of the Commission's visit to China.*[1]

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The total population of China, including Manchuria, Mongolia, Chinese Turkestan and Tibet is estimated at 400 to 500 millions.

The total number of foreigners residing in China amounts to about 350,000, of whom there are :

	Approximate number
Japanese	200,000
Russians	120,000
British	12,000
Americans	7,000
Germans	2,700
French	2,600
Portuguese	2,200
Poles	2,000
Italians	700
Belgians	600

Austrians, Czechs, Danes, Dutch, Finns, Norwegians, Spaniards, Swedes and Swiss are represented in numbers of two to six hundred each.

Foreigners in China are, with the single exception of Koreans, principally engaged

[1] Since the return of the Commission to Geneva, the intention of establishing a central authority for China has been notified by the delegate of the Chinese Government.

in commerce and industry and reside mostly in the great commercial centres of the country. In some of these centres, special areas, the so-called " foreign settlements " have been set aside for their residence. These areas are, however, by no means inhabited exclusively by foreigners. On the contrary, in some of them, the number of Chinese residents exceeds considerably that of the foreigners.

For the purpose of this report it is necessary to mention that, by virtue of privileges which nationals of certain foreign powers enjoy in China, the municipal administration of these settlements is chiefly controlled by the foreign element.

The following are the settlements which, either on account of their large population or on account of their geographical situation, will have to be considered from the point of view of the traffic problem :

The International Settlement of Shanghai;

The French Settlement of Shanghai;

The several foreign settlements of Tientsin (British, French, Italian, Japanese);

The Japanese Settlement of Mukden (in the South Manchuria Railway Zone).

Each of these settlements handles the problem of prostitution and of the fight against traffic in women and children according to its own municipal laws and its own policy.

The Russians in China are concentrated chiefly in Harbin and in several smaller towns equally situated on the Chinese Eastern Railway line and also in Shanghai and Tientsin.

The British, French and Americans, as well as nationals of other occidental nations, are numerically most strongly represented at Shanghai and Tientsin. With the exception of missionaries who alone have the privilege of residing in all parts of the country, foreigners in China are limited in their residence to the so-called " treaty-ports "[1], forty-nine in number, which, according to the different degrees of their commercial importance, absorb different numbers of the foreign population.

No statistics were available to show the numerical relation of the sexes in certain parts or certain centres of the country and their possible relation to the problem under enquiry.

As regards foreigners in China, it is, however, safe to say that the number of males very considerably exceeds that of females. The reason is that, with the exception of

[1] Most, but not all, " treaty-ports " are sea or river ports. Some, like Mukden, are railway centres without any shipping possibilities. The name " treaty-port ", however, is generally employed for all such treaty centres.

Japanese, Koreans, Russians and Portuguese (from Macao), few foreigners establish themselves in China permanently. In most cases, they come with the intention of earning in as short a time as possible enough to allow them to continue commercial pursuits in their own countries or to retire there. For this reason, the lives of a considerable section of foreigners in China are unsettled in character and many of them do not consider themselves able to afford the increased expense of establishing a family while they are abroad.

A certain restlessness marks the rhythm of life in the two great settlements of Shanghai in general, the restlessness of a great centre of commercial enterprise and venture. The International Settlement has a population of over one million, of which more than nine-tenths are Chinese. In the French Settlement, too, the Chinese are in the great majority. Figures of the population, giving the numerical proportion of sexes, are available for the French Concession. They are 165,000 adult men and 65,000 adult women (foreign and Chinese). This numerical disproportion between the sexes must needs apply to the Chinese population as well, in view of the overwhelming Chinese majority. It would therefore appear that life in the Shanghai Settlements amongst Chinese as well as foreigners is of the kind which is necessarily accompanied by a preponderance of the males over the females and therefore creates a demand for prostitution.

Only the Shanghai Settlements have a large Chinese population. In the other foreign settlements in China, the Chinese population is much smaller and the numerical disproportion of the sexes would not be likely to become a social problem.

There is, further, no indication that a similar disproportion exists with regard to the Chinese population in any other part of the country. It may be found—though to a very much lesser extent than in Shanghai—in certain parts of Manchuria, a region which plays the part of an outlet for emigrants from overcrowded parts of China proper.

General Policy towards Prostitution and Allied Questions.

The attitude of the Nationalist Government of China towards prostitution and allied questions is a very distinct one. The Government has decided to do all in its power to restrict prostitution. Although no law has been enacted for this purpose, yet the Nanking Government has, in recent years, addressed all provincial Governments, and particularly the municipalities of great cities in China, summoning them to fight prostitution with the ultimate aim of eradicating the evil to the greatest possible extent. The capital of Nanking has given the lead in this direction. It has prohibited the exercise of prostitution within its walls. The Chinese city of Shanghai has followed this lead, and the official reply to the Commission's questionnaire declares that " the Chinese city of Shanghai has prohibited prostitution, and prostitutes of all nationalities

who had been there have been cleared away ". The Shanghai authorities claim that this measure has been so efficient, even with regard to Chinese prostitutes, that " there is no Chinese prostitution carried on in the Chinese district of Shanghai ". While, besides Nanking, Shanghai is the only city where the Chinese authorities claim to have done away with prostitution, the earnest conviction of the desirability of a similar measure has been expressed to the Commission by responsible officials in other Chinese cities, where no measures—or, at least, no efficient measures—to such purpose have yet been taken. The President of the Court of Justice of Peiping (Peking) declared with regard to the Central Government's recommendation to suppress prostitution :

> " In Peiping the Municipal Government and the police are considering this question. Probably in the near future some definite measures will be formulated, and we hope that prostitution will be put out of existence in this city."

The city of Chefoo has made a first step in the direction recommended by Nanking, inasmuch as the municipality of Chefoo has abolished the system of licensing prostitutes and houses of prostitution which, however, continue to be tolerated. Speaking for the Department of Public Safety in Chefoo, the competent official there said :

> " The Government thinks that here no prostitutes should be allowed and the few that are left behind have special conditions. They cannot be abolished all at once. The first step is to refuse protection and abolish their licences and, if thought fit, they can be abolished gradually."

The President of the Court of Justice in Mukden gave the following view on the question of prostitution and traffic—a view which may be considered to be that of many of his compatriots. He said :

> " In my opinion, if we are to stop traffic in women, it is best to stop public licensed prostitution. That, I think, will put a stop to the whole traffic. In those places where licences for prostitution are not allowed, cases of traffic, in my opinion, are very rare. It may happen, particularly in famine districts, that there is sale of women and children but rather for relief, a sort of charitable system, generally a richer family taking the girl of a poorer family to do domestic work. But the great curse of licensed prostitution is that it gives opportunity to men to do this traffic. From that point of view, to safeguard against traffic, certainly public licences for prostitution should be abolished. That would be the solution of the problem. That is my opinion."

In letters addressed simultaneously on June 30th, 1930, to the Chinese Ratepayers' Association of the International Settlement and to the Health Department of the

French Settlement of Shanghai, the Bureau of Public Health of Greater Shanghai (Chinese City) proposed to the Settlements in the interest of public health to " make arrangements for the gradual restriction of prostitution " with a view " to decrease and eventually abolish the evil for the good of humanity ". The letter and both answers are annexed to this report (Annex I).

As regards the foreign settlements, the attitude of their administrations towards prostitution is not uniform either. The International Settlement of Shanghai has abolished the system of tolerated houses of prostitution, but clandestine prostitution seems to continue undiminished. The French Settlement of Shanghai has retained the system of licensed houses. The British, French and Italian Settlements of Tientsin reject the system of licensed or tolerated houses with a good general result on the question of prostitution in their territories, while the Japanese settlements, both at Tientsin and at Mukden, continue the licensing of prostitution.

Laws relating to Prostitution and Allied Questions.

The new Chinese Penal Code (promulgated in 1928) contains the following provisions in the domain which concerns the subject under enquiry :

Chapter XV.—Offences against Good Morals : Articles 246, 247, 248, 249, 253;

Chapter XVI.—Offences against Marriage and the Family : Articles 257, 258, 259, 260;

Chapter XXV.—Offences against Personal Liberty : Articles 313, 314, 315, 316, 322, 323.

The text of the above-cited articles is to be found in Annex II.

The Consular Courts on Chinese territory apply their national laws.

Brothels : Prostitutes.

There are no special laws in China concerning prostitution, brothels and persons who live on the earnings of prostitutes. Nor do preventive and protective measures against traffic form the subject of a special codification.

Procuring.

Articles of the Penal Code, to be found in Annex II, deal with the crimes of procuring, of abduction and detention for immoral purposes and of forcing other persons into conditions of slavery.

Barter and Sale of Children.

The general provisions of Chapter XVI of the Code may be considered to cover abuses of the various customs of the transfer of guardianship over children in China, abuses which, as is well known, lead even to the pawning or selling of children. The long crusade of Chinese legislators against those abuses had found its expression already in a decree of the Ching Dynasty of 1910 and again in an ordinance which was originally promulgated in 1927 by the Provisional Government at Canton and subsequently was applied by the National Government to the whole of China. This ordinance is directed particularly against the abuses of the so-called " *muitsai* " system. This system consists in parents of a poor family handing over a daughter against an indemnity to a well-to-do family on the understanding that the latter will, in exchange for a reasonable amount of domestic service to be rendered by the girl, bring her up in their home and take care to arrange a desirable marriage for her when she reaches marriageable age. The extract from the regulations in question, cited in Annex III, allows it to be inferred in what direction abuses of the system occur : ill-treatment, failure to give the *muitsai* an adequate school-education, failure to provide her properly with the necessities of life, failure to arrange a suitable marriage for her or the forcing of her into an unsuitable marriage or into concubinage.

It may be concluded that it is on account of frequent abuses of this system that the original sponsors of the Ordinance in question found it advantageous to abolish the designation of *muitsai* and to demand that it be replaced by the name of " adopted daughter ". In demanding this change of name, the legislators obviously wished to impress on the public that the girls in question should receive the same treatment as girls adopted legally, in the sense of the new Civil Code, would be expected to receive.

Situation with regard to Prostitution and Application of Laws.

Prostitution is widespread in China. A valuable report on the subject of prostitution in Tientsin, which has been published by the Social Department of the Municipality of the Chinese city of Tientsin, calls prostitutes " the parasites of commerce and industry ". The expression illustrates well the ubiquitous character of the evil which is to be found in China wherever a certain economic activity permits the hope of even a small gain.

In order to simplify the review of the situation with regard to prostitution in China, the discussion of foreign prostitution in this country will be dealt with exclusively under the heading " Incoming Traffic ". In speaking of native prostitution, as a background to the problem of international traffic in Chinese women, conditions throughout China generally will be discussed in the first place and special conditions prevailing in the foreign settlements in the second.

Numbers of Registered Chinese Prostitutes.

The following list gives the approximate numbers of registered Chinese prostitutes as stated by the Chinese authorities in the principal cities which the Commission visited, not including foreign settlements.

City	Number of registered prostitutes
Nanking	None
Shanghai, Chinese city	None
Harbin	No figures given
Mukden	2,600
Tientsin (according to report of Social Department)	2,800
Peiping	2,000
Amoy	400
Swatow	500
Canton	1,100

The brothel system is the one which is most in use for prostitution in China.

Licences for Brothels and for Individual Prostitutes.

With regard to brothels with Chinese inmates on territory under Chinese administration, it has already been mentioned that the authorities in Nanking and Shanghai declare them not to be tolerated in any form and that, in Chefoo, the Chinese authorities follow abolitionist principles in the sense that they refuse to acknowledge officially the existence of brothels. Those houses of prostitution in Chefoo which still continue to operate are consequently only tacitly tolerated. In the other cities which the Commission visited, either brothels or prostitutes or both were licensed and subject to various systems of taxation. In most cases, the licences are issued by the Bureau of Public Safety. In Canton, they are delivered by the Bureau of Social Affairs; in Amoy, by the Office for the Repression of Prostitution.

On issuing licences to prostitutes, the authorities endeavour to exercise their influence with a view to preventing girls who are novices to the trade from entering the profession of prostitute. This is illustrated by a remark of a Mukden official who said:

> "If they (applicants for a first licence) come and ask us for a licence, we do not give it. We only give licences to those we know had become prostitutes a long time before."

The following remark of another Mukden official, however, shows in which manner these official endeavours are being frustrated :

> "The girls never come themselves, only the man who runs the business. The owner of the girls comes to get the licence and, when questioned, he says the girls came a few days ago and therefore are (already) prostitutes."

Brothel System the Rule : Exception in Swatow.

In general, the Chinese brothel is of the type where the prostitutes themselves live. In one case only has the Commission been informed of a different arrangement. In Swatow, the licensed prostitutes do not stay in brothels, but live by themselves and go to houses of prostitution to exercise their trade. With regard to this custom, a Swatow official declared :

> " There are no matrons in Swatow. Most of the prostitutes live by themselves and they go to the houses of prostitution, and these houses are managed by a man, a go-between man, who brings girls to the houses when they are wanted. The go-between lives there and brings the parties together there."

With regard to the go-betweens mentioned in the above testimony and the distinction to be made between them and the owners of the places of rendezvous, the official further explained :

> " They are a kind of servant running about for the parties, and these servants have a fixed wage every month which is paid by the prostitute. The houses are run by licensed men who own them. The house is owned by a man, and the prostitutes go there. The girls go from their own apartments. The owner of the house is not required to pay a tax because the prostitutes are already taxed. The prostitutes have to pay money to the owner of the house for the accommodation. They pay every month. It is mostly arranged monthly between the owner of the house and the keeper of the house."

While the prostitutes themselves in Swatow are licensed and taxed, the owner of their professional meeting-place is subject only to a control in so far as he is not permitted to allow the use of his place to other than licensed prostitutes. The official testimony says in that respect :

> " If they run the house for licensed prostitutes, it is all right, but they are not allowed to run it with girls from respectable families. Although there are no taxes or licences, they must apply to the Department of Public

Safety for a permit to open a house. Before the permit is issued, the Department of Public Safety wants to know all the details, whether the house is to be run for licensed prostitutes only."

Organisation of Brothels.

The above-mentioned report of the Bureau of Social Affairs of the Chinese city of Tientsin gives a well-defined account of the division into classes and the different organisations of the Tientsin brothels. It may be mentioned in this connection that, in the words of the Mayor of Tientsin, " there are two big cities in China which are well known for prostitutes. One is in South China, Soochow, and the other is Tientsin." The conditions described in the Tientsin report may therefore be considered more or less typical of brothel conditions in China. The report says :

" The houses of prostitution of this town are divided into five classes—first, second, third, fourth and fifth. In 1911, the local authorities introduced a tax on houses of prostitution, the rate payable varying according to the class of house. The first-class houses found that their monthly expenses were considerably increased by this tax and for that reason, in order to reduce the amount of tax they had to pay, they changed their houses to second class. At the present time, there are only four classes of houses of prostitution—second, third, fourth and fifth classes. However, as the organisation and manner of doing business are different from those of the other classes, the third-class houses are subdivided in four kinds of third-class houses—third-class superior, houses with a one-dollar fee, third-class inferior and houses with 60-cent fee. This further classification in itself is sufficient to indicate how complicated is the matter of prostitution in this town."

With regard to organisation :

" The second-class and the third-class-superior houses are organised in a somewhat similar manner. Generally, there is the keeper and a number of prostitutes. Besides them there is a man who deals with the book-keeping and another who occupies a position of *maître d'hôtel* and looks after the servants. In addition, there are male and female servants, cooks and night watchmen.

" The remaining third-class houses—one-dollar fee, third-class inferior and 60-cent fee—all have the same kind of organisation which is more simple than that of the second class and the third-class superior. They have no *maître d'hôtel*, no cook and no women servants.

" The organisation of the fourth and fifth classes is the most simple of all the houses of prostitution of the town. There is no keeper, no servants,

no *maître d'hôtel*, no book-keeper, no cook, etc. The prostitutes are at the same time keepers of the house and servants doing all the work of the house and looking after visitors. Sometimes the husbands, brothers, fathers or mothers of the prostitutes exercise these functions. On account of the simplicity of their organisation, these fourth and fifth class houses join together to form units. Twelve or fifteen houses form a unit, and one man will exercise the function of clerk for a whole unit, his duty being to see to the payment of rates and taxes and to deal with the accounts and correspondence of the houses."

An instructive table, prepared by the Tientsin municipality, and showing the number of Tientsin brothels of the different classes and the average business capital which they dispose of, is attached to this report in Annex IV. The table shows also the respective figures for Russian and Korean brothels in the area under the administration of the Chinese municipality of Tientsin. These will be referred to under " Incoming Traffic ".

One peculiar kind of brothel in China has to be mentioned in connection with he description of the different brothel-systems and classes. It is the so-called flower-boat of Canton. There are in Canton about 500 of these floating brothels, which, gaily illuminated at night, form a characteristic sight on the river-front. As the largest and richest city of South China and one from which a considerable number of prostitutes seem to find their way abroad, Canton was of particular interest to the Commission's enquiry. The tables in Annex V show statistics given by the Canton Municipality regarding brothels and their inmates.

Taxation of Brothels and Prostitutes.

The systems of taxation of prostitution in China are manifold and complicated. In some places, as in Canton, the amount of taxes is prescribed by the muncipality, but their collection is farmed out to a private financial enterprise. To cite one example, it may be mentioned that, out of a sum of 4.50 Canton dollars which represents the fee of a prostitute of the second class $1.90 goes to the tax-collector and $2.60 to the girl and the house.

The Tientsin system of taxes on prostitution is, according to the Tientsin Social Bureau's report, the following :

" There are two kinds of tax on the houses of prostitution : there is the tax on the house itself and there is the tax on the prostitute. The tax on houses is only applied to houses of second and third class. The second-class house pays 12 dollars (Mex.) a month and the third-class house pays 6 dollars a month. In the second-class houses, each prostitute pays a tax of 3 dollars

a month and, in the third-class houses, the prostitutes pay $1.50 a month. The fourth- and fifth-class prostitutes pay one dollar a month and 50 cents a month respectively. In the case of the second-class prostitutes, all taxes are paid by the proprietor, while, for the other classes, the proprietor is sometimes responsible for the whole tax and sometimes the prostitute pays two-thirds of the tax, the proprietor paying the balance."

Categories of Brothel Prostitutes.

With regard to the different categories of brothel prostitutes—as distinguished by the brothel-keeper from the point of view of their financial relations with the brothel —the report of the Social Bureau of the Tientsin Municipality gives the following information :

" There are three kinds of prostitute : the prostitutes belonging to the house, prostitutes hired to the house, and amateur prostitutes. The prostitutes belonging to the house are, in most cases, adopted daughters of the proprietor of the house of prostitution. Their food, clothing, pocket-money, etc., are all furnished by the proprietor, but all that they earn goes to the proprietor. The prostitutes hired to the house are in most cases girls who owe money to the proprietor of the house, and these girls receive from the proprietor only food, while they hand over to him one-half of their earnings. Amateur prostitutes are treated in exactly the same way as hired prostitutes, the only difference being that they do not owe money to the proprietor, and they have much more freedom than any of the others."

Categories of Brothel Prostitutes as Indication of Methods of Recruitment.

The distinction of the different categories of brothel inmates, as given in the above extract from the report of the Social Bureau of the Tientsin Municipality furnishes at the same time an easy indication to the question of the recruitment of brothel prostitutes in China. The house prostitutes who figure as " adopted daughters " of the brothel-keeper as well as the pawned prostitutes who are working off a debt which they incurred to provide money for persons in authority over them are those unfortunate girls who are the victims of abuses such as the above-referred-to Ordinance of 1927 about the emancipation of slaves and *muitsai* so strongly attacks (Annex III).

Sources of Recruitment contravening Legislation concerning Emancipation of Slaves and Muitsai : *Child Sale involved.*

The following extracts from the official testimony will best explain the manner in which the Ordinance in question is applied and the results which have been so far attained by its application. Speaking of conditions which led to the promulgation of

the Ordinance and the possibilities of its application, a Chinese official at Shanghai declared :

> " There were three reasons for requiring girls. First, there was the concubine system which existed formerly in China; secondly, sale to prostitute houses; thirdly, and comparatively more fortunate for the girl, sale as *muitsai*, or girl slave. Sometimes the girl sold as a concubine might be happy because married to a respectable, rich and good man. Girls of no education from the country might be disposed of their own free will to enter houses of prostitution. Girl slaves or *muitsai* might be satisfied, finding themselves more comfortable in the homes of their purchasers because they get better treatment there than in the homes of their parents. In all these three conditions, as long as the girls were comfortable and the act was committed before the law came into force, the Government is not in a position to do anything further in regard to them. With regard to their histories, we only know the present; we do not know the history of the past. Of course we know nothing about those who are properly treated and, with regard to those who suffer cruel treatment from their masters, we know their history if they come to the courts and the history comes out at the courts. With regard to prostitutes, if they think themselves comfortable, they will not come to the authorities but, if they want to change their profession, they can always go to the Che Leung Saw, or other charitable organisations, and change their mode of living from there. Only on the basis of their history from what they tell can we apply methods to prohibit this old evil. If they do not come to the notice of the Government, the police cannot do anything to save them if they consider themselves unhappy. While all these things are prohibited, it is very difficult to trace their past history unless they come to official notice."

Referring to conditions in North China, the Mayor of Tientsin said :

> " The dealers who sell these girls do not sell them altogether as prostitutes. The girls are sometimes bought for other purposes, adoption by a rich man, sale as a slave. The market for girls sold as maidservants or slaves has practically gone now because the persons buying such would be persons of position in society and, since the law was passed, the market has been reduced. Selling for prostitution is a crime, but all criminals try to take a chance. We cannot say definitely whether the market is increased or reduced."

Manchurian conditions in respect of the evil of the sale of girls to houses of prostitution are illustrated by the following remark of the President of the Ping Kiang (Harbin) court :

> " This court often has to deal with cases of kidnapping and seduction of children. It is especially poor people of Shantung, brought by relatives

or neighbours on the pretext of finding them work at Harbin. When they come here, they are sold to houses of prostitution and sometimes they are married, and it is on the complaint of parents or relatives that the court knows of it. The persons responsible are then punished and the child is sent back to its parents. If no family can be found, the child is put in the home and, when of marriageable age, a girl is married off in a proper manner. Sale of girls and children in the country is rather a rare occurrence. It is usually the father or mother who is deceived by friends or relatives into allowing their children to be brought to Harbin."

Another remark of the President of the Ping Kiang Court is an interesting explanation of the Court's practice under the Ordinance in question and under the provisions of the Penal Code :

> " The keeper of the house who buys a girl is punished as an accomplice of the trafficker. Sometimes it is not a case of sale to the house. The trafficker may put the girl into the house to do business and ask for a loan, and, in that case, the girl is not sold. For that reason, the keeper is not punished in every case. If the keeper knows that the girl has been kidnapped, he is an accomplice and is punished."

The President of the Peiping Court of Justice said :

> " With regard to the recruitment of prostitutes for the brothels of Peiping, none of the girls have been sold. A minority of them are pledged and the majority are willing to do this business just to earn a living. Most of them have relatives in Peiping, so if they wish to become prostitutes, they get to the prostitute houses through the introduction of their relatives. The girls are introduced to the houses of prostitution secretly. It is not supposed to be done."

The above-mentioned secret practice of the introduction of girls to brothels by relatives, etc., is referred to equally in the following extract from the Tientsin Social Department report. The report says :

> " The girl who makes her first entry into a house of prostitution is evidently introduced by one of her relatives or the person who owns her, who arranges a price representing the value of the girl's body, hiring her, pledging her or selling her outright. The arrangement is made with the proprietor of the house who always acts as go-between and witness, calling in the person who makes loans to prostitutes to estimate the above-mentioned value and to pay over to the relative or owner the amount asked."

Debt Slavery of Prostitute.

Besides loans given by the brothel-keeper in connection with the entry into the brothel of the " debt prostitute ", the brothel-keepers' system, well known in the whole world, of running prostitutes into debt, by offering to provide them with clothes, etc., seems to be practised in China also. The debt arising from money passed on the entry of a prostitute into the brothel—*i.e.*, money for which she is " being sold " or is " selling herself "—is, according to the President of the Court of Justice of Tientsin, not recognised by the courts. It comes under the category of claims based on an illegal transaction. But the debts which a prostitute incurs with the brothel-keeper for the purchase of clothes and finery, etc., are considered to be legal. This is borne out by the following declaration of a representative of the Mukden department of law :

> " The girls when they get to the place of prostitution have no nice clothes, as naturally they are from poor homes. First they have to borrow money from the keeper of the house, sometimes 400 or 500 dollars, in order to buy better clothes and be able to do business, and that is a debt by the girl. Yes, that is a legal debt which must be paid back. In that stage, whenever the girl owes money to the keeper of the house, she must give the keeper of the house half of her earnings, keeping the remaining half for herself. After the debt is paid, she is free, and all the money she earns is for herself."

Everywhere in the world, brothel-keepers try to prevent prostitutes from liberating themselves from their debts. In China, the ignorance of prostitutes seems to allow the keepers in the majority of cases to exercise the same tyranny and cunning over them, even where the most illegal financial obligations are concerned. It would appear from the following vivid description of the Tientsin Social Bureau, that this applies particularly to the house prostitutes, the so-called adopted daughters of the brothel-keeper. The report remarks :

> " The way in which a prostitute leaves the business (or, say, if a prostitute wishes to leave a house of prostitution to get married) is quite simple. The prostitute has only to settle all her debts and she is immediately free! But it is more difficult for the prostitute belonging to the house to get free, because of the value put on her body. The more desirous she may be to get free, the higher the proprietor fixes the price of her body, so that the prostitute is never able to get together the means to re-purchase her own body and is obliged to remain for all time the prisoner of the proprietor. The only possibility for her to get free is to find a person who wants to marry her."

" *Voluntary* " *Prostitutes.*

As appears from the previously cited extract from the Tientsin Social Bureau's report, there is, in addition to the " house prostitutes " and the " debt prostitutes ",

still a third kind—the voluntary prostitutes. With regard to these, the Commission has received the following official information.

The reply of the Harbin authorities to the Commission's questionnaire states:

> " The greater part of the traffic in women and children is for purposes of prostitution, but there are some who are only brought (to Harbin) in to earn their living honestly as domestic servants. The reason for this traffic is the force of poverty, and the women and children are often induced to take up an immoral life, either directly or indirectly, by force or deceit, and very few of them go into the life because they like it."

The President of the Mukden Court of Justice stated with regard to the question of willingness of novices to take up the profession of prostitute :

> " The thing generally happens like this : When the keeper of a house applies for a licence, he sends a photograph of the woman and says that the woman is willing to do this business. Unless the woman is willing, the licence cannot be given. The police get from each one an expression of her willingness to do the business. The keeper is the business manager who has nothing to do with the thing. But generally, behind it, we know the girls are bought, but the keeper says the girl is willing and has asked him to get a licence. It is only when there is a dispute among them that the real nature of the business comes out. Then the matter goes to the court and investigation is made. In appearance, the girls are willing at the time application for licence is made. Another reason is lack of education among the women. Cases have been brought to my notice where the keeper paid very little money, just gave them nice clothes and adornments and thus the women are induced to go into the business, then there is willingness on their part. According to police regulations, if they are willing to do it, they may have a licence. But behind their willingness there may be inducement by the keeper and purchase by the keeper, and it is not known until there is a quarrel and they come to court."

The Director of the Department of Social Affairs at Peiping said :

> " I have no idea of what percentage of the girls are pledged or how many are there of their own free will, which means under the control of their parents. Many of the girls are under the control of the houses, but they work for their parents. They feel it is their duty to support their parents. That is why they stay there. If you ask them why they are staying in the profession they say ' I want to support my parents. If I leave to-morrow, how about my parents? ' Of course, a few are there because they like the profession."

Kidnapping for Prostitution.

As has been stated before, there is no civil registration (of births, deaths, marriages, etc.) in China, and therefore it is extremely difficult, in a given case, for the authorities to control the pretended relationship of persons who come under the notice of the authorities at a considerable distance from their home town or village. Under these circumstances, pretended adoption may easily be used to mask many a case of traffic in children and even cases of kidnapping. The crime of kidnapping children and disposing of them at a safe distance from the scene of the crime is one which has the attention, not only of the authorities, but also of private bodies who do excellent work in tracing the evildoers. The most prominent of these private institutions is the Anti-Kidnapping Society of Shanghai which employs a number of detectives whose duty it is to look out for kidnappers on steamers, wharves, railway stations, etc., and to aid the police in detecting and apprehending them. About twenty cases of such kind are detected every year at Shanghai, thanks to the activity of this society. Tientsin—next to Shanghai, one of the most important commercial centres of China—is equally actively engaged in pursuing kidnappers. The Mayor of the Chinese city of Tientsin declared :

> " We have special inspectors in every station of the city and also on the steamers, and detectives also, and wherever they see somebody suspicious, they question them, and, if the person cannot give satisfactory answers, he is arrested."

" *Souteneurs* ".

The *souteneur*, in the sense in which the term is understood in the Occident, hardly exists in China. He would have no access to a prostitute who is constantly controlled, watched and managed by a woman brothel-keeper or brothel-*amah* who considers herself as the prostitute's lawful guardian. The brothels employ, however, runners whose business it is to act as intermediaries for prospective customers of the brothel. Brothel-bullies, who are employed by the Chinese brothels in order to intimidate and terrorise recalcitrant brothel inmates or rowdy clients, are mentioned on another page in connection with a quotation from the testimony of the Chief Judge of the French Settlement of Shanghai.

Chinese Prostitutes in Foreign Settlements in China.

With regard to Chinese prostitutes in the Settlements, it has already been mentioned that the International Settlement of Shanghai, as well as the British, French and Italian Settlements of Tientsin, are abolitionist, while the French settlement of Shanghai and the Japanese settlements of Tientsin and Mukden apply the system of licensed brothels.

In spite of the suppression of the licensing system, the International Settlement of Shanghai is still, to a very considerable extent, used as a place of operation of Chinese prostitutes. The Settlement authorities declare that, before the adoption of the abolitionist measures in 1921, there were about 10,000 Chinese prostitutes in the Settlement, while they estimate the present number of " clandestine " prostitutes at about 5,000. These prostitutes are clandestine in so far as they live in clandestine brothels. Their manner of attracting clients, however, is a particularly open one, for certain main streets of the Settlement show in the evening scenes of such insistent soliciting by scores of prostitutes, assisted by their *amahs* (female servants of mature age) that a mistake about the nature of their business is hardly possible. The Settlement authorities seem to have difficulty in coping with the situation. Their representative declared :

> " We can get at the people who run the houses of prostitution and we can get at the girls themselves for soliciting, but to prove the offence of soliciting is a very difficult thing because the person solicited has to give evidence, or, if he does not, there have to be two police witnesses, and any individual concerned would generally refuse to give evidence. Short of detailing a very large number of men for special work on that, it is rather difficult to make headway."

According to the Settlement police, the 5,000 clandestine prostitutes of the International Settlement live in illicit brothels much in the same conditions as they formerly did in the licensed ones. These conditions and the manner of recruitment of the prostitutes are, as related by the Settlement police, the same as those which have been described by the Chinese authorities with regard to Chinese houses of prostitution in different parts of the country.

In the French Concession of Shanghai, there are 1,200 licensed Chinese prostitutes. The minimum age for obtaining a licence is 18 years. The manner of their recruitment and the conditions under which they live in the brothels show no difference from those which have been mentioned with regard to Chinese prostitutes in other parts of China. In discussing the question, how the authorities on issuing to a girl a prostitution licence can ascertain whether the girl is willing or forced to be a prostitute, the President of the Mixed Court of the French Concession declared :

> " They always declare that they come of their own accord. We never hand over the card to the keeper of the house. A woman who made any protest at the time of receiving the card would not be registered and the keeper of the house would be prosecuted in that case. It is, however, always possible that the women are frightened of vengeance being taken on them if they make any complaint to us. "

From a reliable source, the Commission was informed unofficially that the manner in which such vengeance would usually be exercised is the terrorising of the prostitutes by gangsters who are at the call of the brothel-keeper for such purposes.

There are no Chinese prostitutes, according to the information given by the respective settlement authorities in the British, French or Italian Settlements of Tientsin. There were about 300 Chinese prostitutes in sixty houses in the French Settlement until 1928 when it was decided to prohibit prostitution in that settlement. To supply the requirements of French troops stationed in a military camp outside the French Settlement proper, there are, in a neighbouring Chinese village on territory under Chinese administration, about forty Chinese prostitutes in three brothels which, in the words of the French Military Commander are " under the control of the military authorities in regard to health and inspection of women and with regard to good order ".

Chinese prostitutes in licensed houses carry on their trade in the Japanese Settlements of Tientsin and Mukden. The authorities of the Tientsin Settlement declare their number there to be fifty-seven. The Commission has no information concerning the exact number of Chinese prostitutes in the Japanese Settlement of Mukden.

Singing-girls.

Before discussing incoming and outgoing traffic, it is necessary to mention a category of Chinese professional female entertainers who, in the opinion of the authorities, are not to be considered as prostitutes, but who are in many cases fated to become prostitutes eventually, and who play a certain part in the problem of Chinese outgoing traffic. They are the so-called singing-girls—*i.e.*, professional dinner entertainers of the geisha type, as described in the first part of this report. They play a prominent part in the social life of wealthy Chinese and are to be found wherever there are centres of such life, especially at Shanghai, Canton, Peking, Tientsin.

They generally have special entertainers' licences. Not being considered as prostitutes, they are also recognised and licensed where abolitionist principles have been adopted, as in the International Settlement of Shanghai.

Speaking of the fate of kidnapped or illegally " adopted " children, the Director of the Bureau of Social Affairs at Canton said :

> " If the girl is intelligent enough, they will make a singing-girl of her, but the border between the life of a singing-girl and that of a prostitute is very narrow."

A further remark of this official illustrates, very characteristically, how from the first almost inevitable step of accepting a lover amongst her clients the singing-girl

incurs the danger of gradually drifting into prostitution. " They become prostitutes ", he said, " if they find a man they like."

The attitude of the authorities of the Shanghai International Settlement towards the singing-girls is expressed in the following statement of the Chief of Police :

> " Then, of course, you have the system of what they call sing-song houses. When we abolished brothel licences, there was another class of place where they have sing-song girls and it is contended that it is quite a prominent feature of Chinese life to engage these girls. They come round and sing at a dinner party. They are a recognised class, they are still licensed and I suppose some of them, very few, are potential prostitutes. But they are not what you would call a common prostitute by any means, nor could a sing-song house be called a brothel."

There are 562 singing-girls licensed as entertainers in 486 sing-song houses in the Shanghai International Settlement. Both the house and the entertainer pay a licence of 15 Shanghai dollars per quarter each. No girls under 15 years are allowed to appear either as singing-girls or as apprentices to singing-girls in public places.

In the French Concession of Shanghai, there are 250 licensed singing-girls.

Labour Conditions in relation to Traffic.

China possesses a modern labour law which protects women and child labourers. So far, no special inspectorates exist to enforce the law, and its enforcement is in a general way entrusted to the municipalities in the cities and the district governments in the country. A great deal of both women and child labour is employed in industry. The new law prohibits night work for women and authorises not more than eight hours of work for them during the day. The law provides for an adequate vacation for women workers during pregnancy and after childbirth.[1]

INCOMING TRAFFIC.

Extent and Demand.

Demand for non-Chinese prostitutes comes in China exclusively from the foreigners who reside in the country. It is therefore limited to the larger foreign communities in the treaty ports and more especially in the foreign settlements. The demand from Europeans and Americans residing in China is met almost entirely by women of the Russian refugee communities in the country. Only a few prostitutes of other European or of American nationality are to be found. The larger Japanese communities in China

[1] Further details concerning labour conditions in China may be found in the *International Labour Review*, July to December 1924, Vol. 10, issued by the International Labour Office.

create a demand for Japanese prostitutes. A certain number of Korean prostitutes in North China and Manchuria cater for both European and Japanese clients and are also visited by some Chinese.

A category of prostitutes, peculiar from the point of view of international traffic, is to be found at Amoy in South China, where a number of Formosan women exercise the profession of prostitutes. They are Chinese by race and language, but Japanese subjects, and as such, come under the category of " foreign prostitutes ".

At the time of the visit of the Commission to China, passport control of incoming foreigners by the Chinese authorities existed only at the land frontier.[1] An introduction of a similar control for foreigners arriving by boat in China was planned. There is no immigration problem in China, therefore there is no necessity to elaborate measures calculated to check the entry of foreigners. Undesirable elements of foreign nationality are, if the necessity arises, either deported by the Chinese authorities, if they are subject to Chinese jurisdiction, or handed over for repatriation to their Consuls, if they come under the jurisdiction of the latter. Considerable care is taken by the Chinese authorities to control within China herself the movements of Russians, both Soviet citizens and refugees. For every journey from one city to another, they are obliged to procure a permit, a so-called " visa ".

Russian Prostitutes.

A considerable number of Russian prostitutes, both brothel inmates and clandestine ones are to be found in Harbin, Tientsin, Peiping and Shanghai. There are nine licensed Russian brothels with about 100 inmates at Harbin, four licensed brothels with about twenty-five inmates in Tientsin, two or three unlicensed brothels in Shanghai and one in Peiping. Clandestine prostitution seems to be exercised by Russian women in these places to a much more considerable extent.

In the opinion of the authorities and competent private observers, the causes which tend to induce Russian women in China to choose such professions, are thoroughly exploited by professional traffickers for their own profit. These traffickers are mostly of Russian nationality themselves. They use Harbin as their chief source of supply of Russian victims of traffic and Shanghai and Tientsin as the chief points of its destination. A few extracts from the official and private testimony received by the Commission will sufficiently illustrate the problem in question.

The Chief of Police at Harbin said :

> " There are still in Harbin great numbers of Russians who find difficulty in getting any living and have given themselves up to the traffic in women in Shanghai, Dairen, Tientsin, Tsingtao, Chefoo and other ports. This traffic

[1] The control of passports was put into force on July 1st, 1932, on maritime frontiers and in ports.

is especially carried on in a secret way and most of the traffickers are Russians who have taken up their residence in Harbin."

Russian Dancers.

An official of the municipality of the British Settlement in Tientsin declared in regard to Russian cabaret artistes and dancers :

> " Most of these women come from Soviet Russia and always through Harbin, though some come directly from Harbin, because, at Harbin, there is a large Russian population; there are about 100,000 Russians there at the present time. During these last two years, the numbers of Russian girls have greatly increased. I have often been surprised to note that, during the winter time, as many as 400 are employed by the various cabarets and dance halls, which is certainly a kind of prostitution, and in the summer time most of them, at any rate two-thirds of them, go to other ports when the American and British fleets go to Tsingtao and Chefoo. There is one man, _____ who is known as a woman dealer, who sent 400 women to Tsingtao during April; another, named _____ sent twenty-two to Chefoo; the proprietors of _____ Bar sent sixty and the _____ Bar sent fifty."

The same official stated with regard to the dancing-cabarets of Tientsin :

> " The cabarets get tremendous profits off drinks. The ordinary wage of a cabaret girl is anything from 30 to 50 dollars a month and her commission on drinks which she sells may come to as much. It depends on the girl's business instinct as to how much she makes. It is a cheap form of drink sold at a tremendous profit. The champagne is just a sparkling drink with some syrup in it, and they charge very heavily for it."

With regard to the dance establishments at Chefoo, which are opened during the summer, when there are numbers of American and other warships in that port, the Commission was informed by a private observer as follows :

> " There are, during the summer, approximately 5,000 officers and sailors from these warships and they bring large sums of money to the town estimated at between 4,000,000 and 5,000,000 dollars gold (this probably includes the purchase of ship stores, living expenses of wives and children of officers, etc.).
>
> " In order to provide entertainment for this influx of Europeans, the proprietors of the dance establishments above referred to either go themselves or send representatives to Shanghai, Tientsin, Harbin, Mukden and other places to secure entertainers and dancers, usually Russians.
>
> " The better-class establishments are sometimes frequented by officers and their wives, and these are apparently conducted in a respectable manner,

the dancers being believed to be above reproach. The places patronised by officers and their wives are open for the lower ranks until 11 p.m. when they close for an hour to give the dancers a rest before the advent of the better-class customers."

This observer further informed the Commission as follows :

" There are, in addition to the Russian girls above referred to, a number of Filipino girls who come out for the summer season. I do not know how many, but estimate their number at perhaps twenty or thirty. Approximately 200 girls, Russian and Filipino, come to Chefoo for the season.

" The lower-class dancing establishments, which are conducted with Russian dancers, are nothing but houses of prostitution with small rooms containing a victrola to furnish the music.

" I know personally and have talked with the proprietor of one of these establishments, a Russian Jewess, who said that she went every year to Harbin to secure her girls, who were of the prostitute class."

With regard to the recruitment of Russian dancers in the dance-halls of Shanghai which are situated in the French settlement, the French Consul-General at Shanghai stated (in March 1931) :

" Ninety-five per cent of the women in these establishments are Russian.

" It is possible that the cafés are in communication by correspondence with people in Harbin who send dancing girls to them. Still they have no need to go to any expense for recruiting girls, as the supply is always more than the demand. At the time of the hostilities between the Chinese and Soviet Russians, three or four hundred Russians landed at Shanghai each month."

Occidental Prostitutes other than Russians.

Very few European women of other than Russian nationality and equally few American women are engaged in prostitution in China. Hardly any other occidental women besides Russians are in the dancing profession.

With regard to European and American brothel-prostitutes in China, who are to be encountered almost exclusively in Shanghai, the authorities of the International Settlement of Shanghai declared :

" According to the 1929 report,[1] there were, in _____ Road, two Russians, a German, an American, a Pole, a Canadian; in _____ Road, an American, two Russians, an Australian; in _____ Road, there

[1] A report by the Settlement police.

were an American, two Australians and a Swiss; in _____ Road, a British, a Canadian, two Americans, two Germans, an Eurasian. But they are changing all the time. The system on which these places are run is that the landladies charge the women so much a month for board and room, and that is all; and after that they are private individuals. The landlady of the first house was supposed to be Canadian; in the second house there were two, one Canadian and the other American; in the next house an American; the landlady of the fourth house is also American."

Prostitutes of Japanese Nationality.

Japanese prostitutes are to be found in China mostly in Shanghai, Tientsin, Mukden and Harbin. In these places and in several other towns with important groups of Japanese there are Japanese geisha, also Japanese restaurant waitresses and in Shanghai there are, in addition to these categories of young women, also Japanese professional dancing partners.

Professional Entertainers of Japanese Nationality.

The part which geisha, waitresses and dancing partners play as professional entertainers in Japanese town-life, is related in detail in the chapter concerning Japan. The same rôle is given them in the life of Japanese colonies in China.

There are also a certain number of Korean geisha and prostitutes in the above-mentioned cities. Formosan prostitutes in China are to be found chiefly in Amoy and some also in Shanghai.

Japanese professional entertainers are in Shanghai in the following groups :

Geisha girls.—There are 177 in the city. The duration of their contracts is limited by law to four years, both in the case of a geisha as well as a dancer.

Waitresses.—There are 253 waitresses who serve customers in Japanese and European-style restaurants. They are paid a small stipend of 10 to 15 dollars a month and rely upon tips to make enough to live on. They sleep on the premises and receive their food free in addition to their wages.

Dancing girls.—Right after the trouble in 1927 in Shanghai, there came a sudden increase of the dancing girls who cater to the sailors and marines of various countries. It was then that Japanese dancers showed a remarkable increase. At present, there are 129. They employ a ticket system, dividing the proceeds evenly with the proprietors of the dance-halls. Many of the dancers are married.

Prostitutes, called by the Japanese " private street-girls ".—It is estimated that there are about 300 who engage in clandestine prostitution. When they are caught, they are punished by the Consular Court. The number so punished was twenty-eight in 1930. Those who are not sent back to Japan are confined to jail for approximately fifteen days.

The numbers of Japanese and Korean women of the categories in question in the Japanese concession in Tientsin are the following:

Geisha	83
Japanese prostitutes (also called " class B geisha ")	6
Korean prostitutes (also called " class B geisha ")	40

The Japanese Consul-General declared that both these classes of women in Tientsin are decreasing. There had been 160 geisha girls proper (class A) in 1923 against eighty-three now, and thirteen class B last year against six now. They are recruited in the same manner as women of these categories are recruited in Japan.

The Commission had, on its visit to the " red-light " district in territory under Chinese administration in Tientsin, been shown by the accompanying police official two houses of prostitution with Korean inmates, who, as Japanese subjects, are under Japanese consular jurisdiction. With regard to these houses the Japanese Consul-General declared:

> " Our reports say that they are managed by Koreans and Japanese, but we have heard that they are really owned by Russians who hire the Koreans just to manage the Korean girls. We get no reports, but, if we hear of any illegal business by the girls, we arrest them. We explain to the girls that, if they want to go back to Korea, they can do so."

The Chinese Chief of Police declared he had no knowledge regarding the recruitment of these Korean prostitutes.

Japanese geisha and prostitutes are to be found in different places in Manchuria along the South Manchuria Railway line where greater or smaller groups of Japanese reside and in the Japanese Settlement at Mukden.

A considerable number of Japanese, as well as Korean prostitutes, are to be found in Harbin, according to information given by the Harbin Chief of Police. This official gave their numbers as 100 Japanese and 120-130 Koreans.

There are, according to information obtained from the Japanese Consul at Amoy, about 150 Formosan prostitutes in Amoy. They are, as has been stated on a previous page, Japanese subjects of Chinese race. With regard to their recruitment, the Consul said that perhaps one-half of them came from Formosa to Amoy when they were older

than 15; of the other half, perhaps thirty were born in Amoy and the rest had come from Formosa as children.

Although civil registration has been introduced in Formosa by the Japanese administration and although, contrary to the general practice existing between China and the Japanese Empire, passports are required by the Japanese authorities for Formosans who wish to travel to the Chinese mainland, yet the Japanese authorities admitted that they had not been successful in checking the obviously existing traffic of Formosan girls for prostitution to Amoy. According to their views, the grown-up girls go to Amoy in the first place as tea-picking hands and become prostitutes afterwards, while the children arrive accompanied by their parents or relatives in a manner which cannot arouse the suspicions of the authorities.

The great majority of Formosan prostitutes in Amoy are employed in restaurants of the Formosan Restaurant Association as entertainers. With regard to the rôle of this Association, the Japanese Consul remarked :

> " We have no measures regarding the girls. We have direct control over the Association and through the Association we protect the girls and if we find anything wrong, we can send them back to Formosa."

With regard to the age of these Formosan prostitutes the Consul stated :

> " There is an agreement between our policemen and the Association. Under 14 we do not admit, and the Association accepts our proposal."

According to information given by the Consul, the Formosan Restaurant Association has, since 1925, paid voluntarily to the Chinese authorities a yearly contribution which amounts more or less to the sum which would be due in taxes if the Association were under Chinese jurisdiction. The amount in 1926 was about 3,000 silver dollars.

The following figure represents the number of Formosan women found to be engaged in immoral pursuits in the ninety-eight restaurants, members of the Formosan Restaurant-Keepers' Association of Amoy, as at January 1931 :

Age	Number
Under 14	2
14 to 20	124
Over 20	28
Total...	154

Beside the above, it is presumed that there are about a dozen more women who do not belong to this organisation. Practically all of them room in the restaurants except about fifteen scattered in lodgings and other Chinese houses.

Investigation reveals the fact that about 73 per cent of these women appear as " adopted daughter " in the family registries of the restaurant-keepers, while 25 per cent are " employed ". Two of them were found to be the restaurant-keepers' own daughters.

OUTGOING TRAFFIC.

Extent and Reasons.

A potential demand for Chinese prostitutes outside China exists in all countries of the South Seas to which Chinese labour emigration takes place. An analysis of this demand is given in the reports dealing with Indo-China, Siam, Malaya, the Netherlands East Indies and the Philippines. There is also a certain number of Chinese labourers in Japan and in Chosen, but, for reasons which will be discussed on another page, it would be hardly correct to speak of a demand for Chinese prostitutes by these groups of Chinese labourers.

Emigration Regulations and their Application.

The official figures of Chinese emigration in 1930 for different foreign countries are given in Annex VI.

Chinese citizens, men and women, going abroad are required by the Chinese authorities to have passports. Women and children are given the permission to leave the country only after a careful investigation of the purpose of their journey. These are the guiding principles for Chinese emigration policy. For a number of reasons, however, the strict application of these principles encounters in practice considerable difficulties.

The first difficulty for the enforcement of these rules lies in the fact that the route to the above-mentioned destinations of Chinese labour emigration leads through Hong-Kong and that the Chinese Government, in view of the close connection of Hong-Kong with the economic life of South China, does not require Chinese citizens, when going to Hong-Kong, to submit to passport regulations. It is therefore easy for most Chinese emigrants to avoid the formalities prescribed for journeys abroad by simply pretending Hong-Kong to be the ultimate destination of their journey.

A second reason for the easy evasion of Chinese emigration regulations is the fact that most ships plying between China and the South Sea ports are foreign ships on

which, in conformity with privileges enjoyed by certain nations, passengers are exempted from a Chinese control of their documents, except in cases where a special agreement to the contrary has been established.

Therefore there is, on the whole, no necessity for a Chinese passenger who has reason for wishing to avoid control to provide himself with a passport in order to be able to leave the country. The necessity for doing so arises only when the country of destination demands such a document as a condition to landing. This is, in the majority of the South Sea countries to which Chinese emigration takes place, the case only with regard to cabin passengers. Chinese steerage or deck passengers are, whatever the other conditions of their admittance may be, accepted by most of those countries without passports.

The application of the previously mentioned principles of Chinese emigration policy varies somewhat in practice in the different emigration ports.

With regard to the Canton practice in applying emigration laws, the Canton police authorities declared :

> " Persons of male or female sex under 18 have always to apply to this office for passports. If they do, they have to have an advice or letter from their parents or guardians, otherwise no passport is issued. If they have friends or next of kin to answer for them, then a passport is issued.
>
> " In addition to a letter of guarantee sent by parents or guardians to this office, a guarantee must be furnished by two stores in Canton city and these stores must be owned or run by the parents, relatives or friends of the applicant. If the children go away as prostitutes, the office holds the stores responsible.
>
> " We do not issue passports to young people unless we are sure that they are not kidnapped; so we want to know, if a child is going abroad, that the child is going with father or mother or some near relative, and we require a document from a magistrate or some other Chinese official certifying that the persons are relatives."

Swatow is connected with several places in the South Seas by direct steamship lines. The procedure followed in this port with regard to the control of women and children leaving for destinations abroad is, in the words of the Director of Immigration and Emigration at that port, the following :

> " There is protection in the municipal government for women and children leaving Swatow. They must pass through the enquiry department which questions them as to why they are going abroad, their profession, who is accompanying them and who guarantees them. This is our method of prevention and also of protection."

Taking the example of an 18-year-old girl applying for permission to go abroad, the same official described the procedure as follows :

> " A girl of 18 wishing to leave Swatow for a foreign place must first go to the enquiry office with one of her relations or guardians and must answer the questions put to her by the enquiry department, why she is going abroad, whether her family is willing that she should go. If her family consent to her going and she can prove that she is going for marriage or for any good purpose, the Government will issue a certificate which has to be shown to the police on board the steamer."

Choosing a recent case from the files, the Director of Emigration explained the history of the case to the Commission as follows :

> " This is a certificate referring to a guarantee, an application to the Mayor of Swatow by a man named Sao who states that he has been doing commercial work in Singapore, his age is 22, and he wishes to take back with him on the steamer *Liman* his cousin, Mrs. Lee, aged 23. He makes a declaration that he is not taking the woman for any immoral purpose or for anything of a bad character. He adds that, if the officials find any fault in his declaration, he is willing to take the most severe punishment. The man has a guarantor, a shopkeeper. The shopkeeper stands as guarantor that Mrs. Lee is not going for any immoral purpose. If the Government find any fault, the shop of the guarantor would be closed. If the application is accepted by the Mayor, the matter is referred to the enquiry office, which checks up the statements and, if everything is found in order, issues a certificate on production of which the police allow the woman to embark."

Neither prostitutes nor singing girls are, according to the authorities, given permission to embark for foreign countries. The rules followed for the protection of children who are being taken abroad are, in the words of the Director of Emigration, the following :

> " When a child leaves this country, the parents or guardians must make a declaration stating to whom the child belongs, and they have to prove that the child belongs to that person. They must be relations. A child cannot go out with a stranger.
>
> " For adopted children, they must have a guarantor the same as for any other child, therefore, if anything wrong were found out afterwards, the guarantor would be held responsible."

The same official declared that a boy must be 17 years old to be allowed to go abroad alone and that a woman, regardless of her age, is never allowed to go abroad alone, unless she obtains a special permission from the Foreign Office.

With regard to the reliability of the shopkeeper's guarantee the Director stated :

> " The Government relies most on the guarantor, because they know that, if the guarantor is willing to give his guarantee, he must have taken great care, because he knows the responsibility he takes.
>
> " The responsibility of the guarantor is terrible and therefore the guarantor is not easily satisfied. It is rare that they allow themselves to be deceived, because their shop is the guarantee."

Naturally, the value of the guarantee in question depends entirely on the chances which exist for the establishment of an official control of the further fate of the emigrant. This would be facilitated by the appointment of a " central authority " in China and a system of communication of the latter with the central authorities of the countries of destination of the emigrants concerned. No such system of communication exists so far, and no case of calling to account a guarantor for a young female emigrant has been mentioned to the Commission.

It is, however, important to note that the efficiency of the preventive measures of the municipality of Swatow described above is considerably increased, in the first place, by the fact that, in the case of women and children leaving Swatow—either on ships of any nationality for British colonial ports in Asia or on British ships for any Asiatic ports—the British Consul at Swatow accepts the embarkation certificates issued by the Mayor of Swatow in lieu of similar proofs of a satisfactory questioning of women emigrants by British officials, as provided for in these cases by British law, and, in the second place, by the practice by which the Consul authorises an official delegated by the Mayor to visit the British vessel concerned before her departure.

The emigration procedure in practice at Amoy is similar to that of Swatow. Amoy, however, does not apply the prohibition of adult women to leave the country unaccompanied and fixes the age for an unaccompanied departure for both sexes at 16 years.

At Shanghai, the control of women and children leaving the port is a less serious problem from the point of view of preventing international traffic in women and children, in so far as the big mail steamers do not come into consideration for emigration traffic and only very few others go directly from Shanghai to places in the South Seas. The ports of definite embarkation which come into consideration for steerage passengers bound from Shanghai to the South Seas are : Amoy, Swatow and Hong-Kong. No guarantee of any kind is required by the Chinese authorities from women or children leaving Shanghai for these ports. Only the Anti-Kidnapping Society, which has already been mentioned on a previous page, exercises an energetic and useful activity with a view to preventing traffic in women and children, whether national or international. Several shipping companies—viz., the China Navigation Company (Chinese), the Douglas Line and Butterfield and Swire Company (British), and the Nippon Yusen

Kaisha (Japanese)—allow detectives of the Anti-Kidnapping Society to visit their steamers.

With regard to a possibility of traffic in women and children from Tientsin to destinations abroad, the Mayor of Tientsin, while of opinion that cases of traffic may occur from Tientsin to Dairen, does not believe that Chinese women are taken for immoral purposes abroad—*i.e.*, to Chosen or Japan, *via* Dairen. One of the reasons why there is probably not even a potential demand for Chinese prostitutes among the Chinese labour population in Chosen and Japan is, according to official opinion, the fact that most Chinese in those countries are people from the province of Shantung, a stock famous for their thrift and uncompromising respect for the principles of moral and material soundness. They are the pioneers who, in the last few decades, have peopled the plains of Manchuria. The Mayor of Tientsin related, with regard to Shantung men who go as seasonal labourers to Manchuria, that, in order to avoid paying the money for a railway ticket of exceedingly reduced price when they come back to their homes in Shantung every Chinese New Year, they walk all the distance from Northern Manchuria to Tientsin, a distance of about a thousand miles. " How could you imagine ", exclaimed the Mayor, " that such people would spend money on prostitutes? "

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS, OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

No comprehensive statistics of discovered and fully established cases of traffic in women and children for the whole of China were available for the Commission. The information, however, which the Commission has obtained in the different cities visited give a general picture of the frequency of such cases and of their connection with international traffic.

The reference made to this subject by the Cantonese authorities may give an idea of the volume of official activities involved in the prosecution of persons guilty or suspected of the crime in question. The Cantonese reply to the Commission's questionnaire said :

> " Cases in which persons have been discovered leading away women or children rose to the number of several hundreds during the last five years. But many of its records, if not the total, are lost owing to the ' Red ' trouble of 1928. According to statistics available there were 198 cases in 1929, and 199 in 1930."

On the occasion of the discussion of the above reply to the questionnaire, the Sub-Commissioner of Public Safety of Canton explained :

> " The cases discovered in Canton were, most of them, poor country girls born in the country and living there who had heard that Canton was a

wonderful city and, because they were tired of their surroundings, they listened to men telling them they would earn good wages. They followed the men to the city and were led into immoral practices. They were discovered and the men prosecuted. Some of the girls did not come for work but for pleasure. Those are the 198 cases of 1929 and 199 cases of 1930."

The various official measures intended to prevent and prosecute traffic in women and children in China by the application of existing laws and regulations and by the vigilance of responsible authorities have already received due consideration in the preceding chapters of this report on China.

In order to supplement the enumeration of such endeavours, it is still necessary to mention special official and private institutions which contribute to the efforts of combating the evil.

As adequate enlightenment of the public is the first and fundamental means of averting the dangers of social evils, mention has to be made in this connection, first of all, of the remarkable achievements of the National Government of China in the domain of education, both primary and higher education. At the same time, no less remarkable achievements have been attained in the promotion of different branches of social welfare.

The Commission has also come into touch with a number of Chinese associations which endeavour to enlighten public opinion by the spoken and written word with a view to promoting social welfare. Amongst these were the following Chinese women's associations : Women's Salvation Society of Canton, Women's Right Alliance of China, Chinese Women's Right Alliance of China, Swatow Women's Association, and the China Branch of the Women's International Organisation.

The Commission was much impressed by the purposeful interest which these women's associations took in matters connected with the fight against prostitution and traffic in women and children.

An association of particular interest to the enquiry is the Chinese Anti-Kidnapping Society of Shanghai, a foundation of the prominent social benefactor Wang Yi-ting. This Society's successful activity in assisting the police to detect and apprehend kidnappers of children has been described on a previous page.

It would be impossible in the frame of this report to mention all charitable foundations in China which deserve mention as contributing in one way or another to the cause of prevention or rescue in the evil of traffic in women and children. The list of Chinese charitable institutions which have been visited by the Commission and are enumerated on a previous page of this report will give the reader a general picture of the well-intentioned activities of Chinese society in all questions of social welfare.

ANNEX I.

CORRESPONDENCE BETWEEN THE HEALTH DEPARTMENT OF GREATER SHANGHAI AND THE PUBLIC HEALTH DEPARTMENTS OF THE INTERNATIONAL SETTLEMENT AND OF THE FRENCH CONCESSION AT SHANGHAI.

1. Letter from the Health Department of Greater Shanghai.

30th of 6th moon in 19th year of the Republic.

The Branch Office of the Kuomingtang Party and the people have found that there is an enormous number of prostitutes in the Foreign Settlements, with the result that venereal diseases are widespread, while the administrative authorities there attend only to the collection of taxes and have never taken definite action in regard to this evil. We hope you will find it convenient to take some measures of medical examination.

The establishment of prostitution is a moral degradation, so it should be totally prohibited. Even if it cannot be done at once, at least there should be some methods introduced to prevent the spread of venereal diseases.

(Signed) Hou Ki Hu.

2. Reply to Preceding Letter by the Director of the Public Health Department of the French Concession.[1]

Chang-Haï, le 4 juillet 1930.

J'ai l'honneur de vous faire connaître que j'ai lu avec le plus grand intérêt votre lettre du 30 juin 1930.

1° Il est certain que le nombre des prostituées à Chang-Haï paraît très important. Il est évident que, ces prostituées n'étant contrôlées ni administrativement ni médicalement, la proportion de maladies vénériennes y est à coup sûr très élevée.

Vous savez comme nous que la prostitution est une plaie de l'humanité contre laquelle ont essayé de lutter vainement tous les peuples, même les plus avancés en civilisation. Nul n'a réussi à la faire disparaître et seuls les peuples bien organisés ont pu la discipliner.

Il serait trop long et hors de propos d'examiner si ce mal ainsi canalisé n'est pas un mal nécessaire.

2° L'organisation administrative et médicale de cette prostitution exige des conditions essentielles qui n'existent pas encore en Chine.

Tout d'abord l'état civil qui permet d'identifier les sujets, de les suivre de maison en maison, de logement en logement, de les contrôler partout, etc.;

[1] For conditions regarding prostitution, see pages 129 and 130.

En second lieu l'éducation du peuple, qui admet que, si ce mal est impossible à faire disparaître en entier, il doit être du moins très surveillé et attentivement contrôlé pour être toléré sans dommages.

Or l'état civil, tout au moins en ce qui concerne les naissances[1], n'existe pas en Chine. Il est donc difficile, pour ne pas dire impossible, d'avoir un contrôle sur les prostituées, qui peuvent se déplacer à leur fantaisie.

D'autre part, nous sommes sûrs que la moindre intervention des pouvoirs de la Concession, soit pour la réglementation du nombre des prostituées, soit pour leur surveillance médicale, nous attirerait des protestations en masse contre cette ingérence.

Dans tous les pays du monde la prostitution est une source de revenus très appréciable, plus encore pour ceux qui exploitent les prostituées que pour les prostituées elles-mêmes. C'est une vérité de dire que plus un pays est organisé socialement, moins il compte de femmes publiques. L'éducation mentale des masses, une compréhension plus belle de la dignité personnelle et des soins hygiéniques individuels rendront efficaces dans l'avenir les mesures d'hygiène prescrites par les pouvoirs publics.

Le problème ne nous a pas échappé, et je profite même de l'occasion qui m'est offerte pour vous affirmer que, contrairement à l'assertion du Bureau local du « Kuo Ming Tang », l'administration municipale de la Concession française, si elle a — ce qui est son devoir — le souci de son budget, y en ajoute bien d'autres, qui sont la recherche du bien-être, de la santé, du progrès de ses administrés.

Ce problème, je le répète, est très complexe ici pour les raisons que je vous ai données plus haut et pour bien d'autres encore. Il nous préoccupe néanmoins, et à mesure que nous le pourrons, nous ne manquerons pas d'y consacrer notre attention et nos efforts.

Le Directeur
des Services d'hygiène et d'assistance.

3. Reply to the Health Department of Greater Shanghai from the Secretary of the Municipal Council.

Administration Building, Shanghai, July 11th, 1930.

I have to acknowledge receipt of your letter of June 30th addressed to the Municipal Health Department relative to the suppression of prostitution and the prevention of venereal diseases.

In reply, I have to state that the Council has forwarded a letter on this subject to the Shanghai Chinese Ratepayers' Association from whom a communication on similar lines was recently received.

Secretary of the Municipal Council.

---

[1] Civil registration of births was established in China in 1929.

ANNEX II.

EXTRACTS FROM THE PENAL CODE OF THE CHINESE REPUBLIC ENTERED INTO FORCE ON SEPTEMBER 1ST, 1928.

[*Translation.*]

PROCURING.

Article 246.

Whoever, for purposes of gain, induces any woman or girl belonging to a respectable family to have illicit intercourse or to commit indecent acts with a third party shall be punishable by a term of imprisonment not exceeding three years. A fine not exceeding five hundred yuan[1] may be inflicted in addition.

Article 247.

If the offence mentioned in the foregoing article is committed by a husband against his wife or by the persons named in Article 243 against those also named therein, the penalty shall be imprisonment for a term not exceeding five years. A fine not exceeding one thousand yuan may be inflicted in addition.

Article 248.

Whoever makes the commission of the offence mentioned in Article 246 a profession shall be punishable by imprisonment for a term not exceeding three years. A fine not exceeding one thousand yuan may be inflicted in addition.

Article 249.

Whoever induces a person of either sex under 16 completed years to have illicit intercourse or to commit indecent acts with a third party shall be punishable by a term of imprisonment not exceeding five years.

Article 253.

In the case of the offences mentioned in the present chapter the deprivation of civic rights may be ordered in conformity with the provisions of Articles 57 and 58.

ABDUCTION AND DETENTION FOR IMMORAL PURPOSES.

Article 257.

Whoever entices away or abducts a person of either sex under 20 completed years and removes such person from the custody of those possessing the paternal power over

[1] One yuan is equivalent to one silver dollar or dollar Mexican.

them, or from their guardian or curator, shall be punishable by imprisonment for a term varying from six months to five years.

Whoever commits the offence mentioned in the foregoing paragraph for purposes of gain or with a view to the person who has been enticed away or abducted engaging in illicit intercourse or committing indecent acts shall be punishable by a term of imprisonment varying from one to seven years. A fine not exceeding one thousand yuan may be inflicted in addition.

Whoever causes the person who has been enticed away or abducted to be conveyed out of the territory of the Republic shall be punishable by imprisonment for a term of not less than seven years.

The attempt to commit the offences mentioned in the present article shall be punishable.

Article 258.

Whoever, with a view to assisting the author of one of the offences mentioned in the foregoing article, receives the person who has been enticed away or abducted, harbours or conceals such person, shall be punishable by a term of imprisonment varying from six months to five years.

Whoever receives the person who has been enticed away or abducted, or harbours or conceals such person for purposes of gain or with a view to that person engaging in illicit intercourse or committing indecent acts shall be punishable by imprisonment for a term varying from one year to seven years. A fine not exceeding five hundred yuan may be inflicted in addition.

Attempt to commit the offences mentioned in the present article shall be punishable.

Article 259.

A private complaint must be lodged before proceedings can be taken in respect of the offences mentioned in Articles 255 and 256.

In case of offences mentioned in Article 256, the private complaint cannot be admitted if the husband encouraged or tolerated the illicit intercourse (of his wife).

Article 260.

In the case of the offences mentioned in the present chapter, the deprivation of civic rights may be ordered in conformity with Articles 57 and 58.

Article 313.

Whoever forces a person into slavery shall be punishable by imprisonment for a term varying from one year to seven years.

Attempt to commit the offence mentioned in the present article shall be punishable.

Article 314.

Whoever, for purposes of gain, employs fraudulent means to make a person leave the territory of the Republic shall be punishable by imprisonment for a term not exceeding five years. A fine not exceeding one thousand yuan may be inflicted in addition.

Article 315.

Whoever, with a view to forcing a woman or girl to marry him or to marry another person, abducts her by force shall be punishable by imprisonment for a term varying from one year to seven years.

Whoever, for purposes of gain, or with a view to compelling a woman or girl to have illicit intercourse or to commit indecent acts, abducts her by force shall be punishable by a term of imprisonment varying from three years to ten years. A fine not exceeding one thousand yuan may be inflicted in addition.

Whoever conveys out of the territory of the Republic a person abducted by force shall be punishable by imprisonment for life or by imprisonment for a term of not less than five years.

Attempt to commit the offences mentioned in the present article shall be punishable.

Article 316.

Whoever by force detains another person or by any other illicit means deprives that person of his or her liberty of movement shall be punishable by imprisonment for a term not exceeding five years, or to detention, or to a fine not exceeding three hundred yuan.

If the offence occasions the death of the victim or serious injuries, then the punishment shall be increased by the application, *mutatis mutandis*, of the provisions relating to the offence of wilful assault.

Attempt to commit the offence mentioned in the first paragraph is punishable.

Article 322.

A private complaint must be lodged before proceedings can be taken in respect of the offences mentioned in Articles 315 and 320.

In the case of the offence mentioned in the first paragraph of Article 315, complaints by parents shall be allowed only if they are not contrary to the wish of the person carried off.

Article 323.

In the case of the offences mentioned in the present chapter, the deprivation of civic rights may be ordered in conformity with Articles 57 and 58.

ANNEX III.

EXTRACT FROM THE CHINESE REGULATIONS FOR THE EMANCIPATION OF SLAVES AND "MUITSAI" OF MARCH 1ST OF THE 16TH YEAR OF THE REPUBLIC (1927).

[*Translation.*]

1. The mayors and magistrates of all cities and districts shall make careful enquiries as to the condition of slaves and *muitsai* in their respective localities and report to the Provincial Government and the Commissioner of Civil Administration. The magistrates shall send in their reports within three months and the mayors within two months.

4. From the date of the publication of these regulations, no girls shall be bought, sold or pledged as *muitsai*, and all agreements for such purposes shall be null and void.

5. All existing *muitsai* at the time of the enforcement of these regulations shall no longer be called *muitsai*, but shall be called "adopted daughters". All agreements or presentation deeds in respect of their purchase and sale shall be sent to the nearest police station for cancellation and registration in a register specially provided for the purpose.

6. No adopted daughter shall be ill-treated. They shall be sent to school during the age of 12 to 16, and shall not be married later than 23, but may be allowed to remain single if they choose.

7. No adopted daughters shall be forced to become concubines.

8. Adequate clothing, board and lodging shall be provided for adopted daughters according to the circumstances (of their adopted parents).

9. Each district magistrate and mayor should, after considering the local conditions, take steps to establish poor girls' homes or female industrial schools.

10. After the publication of these regulations, if any person is proved by the *Kaifong* or neighbours or discovered by the police to have beaten or maltreated his adopted daughter, the magistrate, mayor or officer in charge of any police station concerned shall send the girl to a poor girls' home or a female industrial school to be brought up. The person who illtreated the girl shall be fined as a warning. When anybody who has been fined for maltreating his adopted daughter is found to have maltreated her again, a greater fine or other punishment will be imposed.

11. Anybody who commits any breach of Regulations 3, 4 and 7 shall be punished according to the law, and anybody who violates Regulations 2, 5, 6 and 8 shall be fined according to the offence.

12. These Regulations shall be enforced from the date of publication.

ANNEX IV.

COMPARISON OF NUMBERS OF HOUSES OF PROSTITUTION IN TIENTSIN AND THE AMOUNT OF CAPITAL ENGAGED, PREPARED BY THE SOCIAL WELFARE BUREAU OF THE CITY OF TIENTSIN.

(Mexican dollars.)

Grouping of capital $	2nd class		Third class								4th class		5th class		Others		Russian prostitutes		Korean prostitutes		Total	
			3rd-class superior		$1-fee houses		3rd-class inferior		60-ct.-fee house													
	Number	Cap $	Number	Cap $	Number	Cap $	Number	Cap. $	Number	Cap $	umber	Cap. $	Number	Cap $	Number	Cap $	Number	Cap $	Number	Cap $	Number	Cap $
10- 50	—	—	2	100	4	150	2	60	3	110	77	2,605	68	2,146	—	—	—	—	—	—	156	5,171
51- 100	1	80	10	920	2	186	9	860	10	950	43	3,400	27	2,000	—	—	—	—	—	—	102	8,396
101- 200	1	200	6	1,150	15	2,841	24	4,570	9	1,240	13	2,250	8	1,280	8	1,350	—	—	—	—	84	14,881
201- 300	—	—	13	3,800	8	2,400	26	7,430	5	1,480	2	550	2	530	—	—	—	—	1	300	57	16,490
301- 400	5	2,000	13	5,000	6	2,350	17	6,650	1	400	1	350	—	—	1	400	—	—	1	400	45	17,550
401- 500	4	2,000	15	7,240	6	3,000	19	7,700	1	500	3	1,500	—	—	—	—	—	—	—	—	48	21,940
501- 600	1	600	3	1,800	8	4,800	3	1,090	—	—	1	600	1	600	—	—	—	—	—	—	17	9,490
601- 700	2	1,400	1	700	3	2,100	5	3,050	—	—	—	—	1	650	—	—	—	—	—	—	12	7,900
701- 800	6	4,800	2	1,600	—	—	3	2,400	—	—	—	—	—	—	—	—	—	—	—	—	11	8,800
801- 900	1	850	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	850
901-1,000	8	8,000	—	—	2	2,000	—	—	—	—	—	—	—	—	—	—	—	—	—	—	10	10,000
1,001-2,000 ...	6	9,200	—	—	1	2,000	—	—	—	—	—	—	—	—	—	—	3	6,000	—	—	10	17,200
2,001-3,000	2	6,000	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	2,300	—	—	3	8,300
Unknown	—	—	1	0	—	—	—	—	—	—	1	0	12	0	1	0	—	—	—	—	15	0
Total...	37	35,130	66	22,310	55	21,827	108	33,810	29	4,680	141	11,255	119	7,206	10	1,750	4	8,300	2	700	571	146,968
Average per house of different classes..	$949.5		$338 03		$396.9		$313.05		$161.4		$79.82		$60.56		$175.0		$2,075.0		$350.0		$257.39	

ANNEX V.

STATISTICS OF PROSTITUTES FOR THE MUNICIPALITY OF CANTON.

	Brothels		Prostitutes	
	1st class	2nd class	1st class	2nd class
Chung Tong	17	—	367	—
Tung Tai Hop Chang	8	—	21	—
Tong Yc Lan	—	19	—	278
Nam Tai	—	19	—	240
Dy Ho Lo	—	22	—	100
Wong Sar May Fou	—	16	—	94
Tung Tai Tung Sar May	—	6	—	43
Tung Tai Tic Chup Yu		3	—	18
Ho Nam	—	1	—	9
Total...	25	86	388	782

Statistics of Servants in Brothels.

	Male	Female	Minors	Total
1st-class brothels.....	127	355	49	531
2nd-class brothels	124	291	51	466
Total...	251	646	100	997

ANNEX VI.

CHINESE EMIGRATION STATISTICS FOR 1930.

Destination	Sex	Labourers	Merchants	Students	Officials	Tourists	Others	Total
Great Britain and Colonies .	Men ...	62,525	68,528	9	4	50	102	131,218
	Women	14,543	12,423	3	3	32	20	27,024
	Children	16,252	8,369	—	5	—	10	24,636
Netherlands and Colonies	Men ...	34,532	55,123	5	2	35	11	89,708
	Women	8,342	14,259	2	1	22	5	22,631
	Children	15,218	15,223	—	2	12	4	30,454
America and Colonies	Men ...	38,640	12,918	32	5	83	203	51,879
	Women	7,230	6,324	20	2	22	24	13,622
	Children	12,340	9,231	—	2	4	31	21,608
France and Colonies	Men ...	35,541	21,451	10	5	13	230	57,250
	Women	9,310	10,231	7	2	11	21	19,582
	Children	8,212	10,123	—	—	—	9	18,344
Japan.....	Men ...	1,832	2,729	9	5	21	31	4,627
	Women	634	201	4	2	4	22	867
	Children	323	329	—	2	—	3	657
Siam.....	Men ...	22,124	16,252	—	2	51	185	38,614
	Women	8,321	7,253	—	—	21	34	15,629
	Children	9,124	8,120	—	—	3	2	17,249
Peru	Men ...	451	120	—	—	21	—	592
	Women	44	53	—	—	1	—	98
	Children	42	42	—	—	—	—	84
Switzerland ...	Men ...	41	342	—	—	1	—	384
Mexico	Men ...	21	32	—	—	—	—	53
	Women	1	28	—	—	—	—	29
Germany.....	Men ...	52	98	2	6	31	2	191
	Women	—	9	5	—	10	2	26
	Children	—	10	—	—	—	—	10
Other countries.	Men ...	34	14	1	1	12	25	87
	Women	1	1	—	—	3	5	10
	Children	—	—	—	—	—	—	2
Totals...	Men ...	195,793	177,607	68	28	318	789	374,603
	Women	48,426	50,782	48	10	126	133	99,518
	Children	61,506	51,449	—	11	19	59	113,044

HONG-KONG

The United Kingdom acceded on behalf of Hong-Kong to the 1904 *Agreement, the* 1910 *Convention and the* 1921 *Convention. The Inspector-General of Police acts as central authority in the sense of the* 1904 *Agreement.*

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The Chinese population of the colony of Hong-Kong (including Kowloon) was, in 1931, 820,000; the non-Chinese population about 28,000. It is estimated that the proportion of sexes in the total population is about 7 males to 5 females.

The numerical disproportion between males and females and the character of the city of Hong-Kong as a rich commercial and shipping centre tend to create a considerable business incentive to those who derive profits from prostitution.

General Policy towards Prostitution and Allied Questions.

At the time of the Commission's visit, the general policy of the Hong-Kong Government towards prostitution—*i.e.*, in the first place, Chinese prostitution—was not to interfere with the habits of the Chinese population more than should be considered strictly necessary in the interest of public order and the observance of the provisions of the Penal Code. The Commission, however, had in conversations with responsible officials many an opportunity to observe that a change of attitude towards that problem was being contemplated. According to information published by the Press, such change of attitude has, in the meantime, definitely taken place and found its expression in a new policy of gradual abolition of tolerated houses of prostitution.

As the competence of the Commission is naturally limited to the presentation of the situation as studied at the time of their visit, this report will be concerned exclusively with the laws and regulations in force, as well as the practices and facts observed in January 1931.

Laws relating to Prostitution and Allied Questions.

As regards the laws then in force, the following are concerned with the problems under enquiry :

1. Women and Girls Protection Ordinance 4, of 1897;
   Women and Girls Protection Amendment Ordinance 21, of 1929;
   Regulations of Hong-Kong, pages 178 and 179;
   Amendment Government Notification 578 in Government *Gazette* of October 7th, 1927.

2. Boarding House Rules, Regulations, pages 715 to 726;
   Amendment Government Notification 326 in Government *Gazette* of June 8th, 1928.
3. Female Domestic Service Ordinance 1, of 1923;
   Female Domestic Service Amendment Ordinance 22, of 1929;
   Regulations Government Notification 568 in Government *Gazette* of November 8th, 1929, as amended by Government Notification 273 in Government *Gazette* of May 9th, 1930.
4. Ordinance 2, of 1865, Sections 44 and 45;
   Amendment Ordinance 13, of 1929.

Extracts of these laws in so far as they are concerned with procuring and brothel-keeping, *souteneurs*, receiving or harbouring women or girls brought into the colony, emigration by force, intimidation,etc., for immoral purposes are given in Annexes I and II.

Situation with regard to Prostitution and Application of Laws.

Hong-Kong is ethnographically a part of China. Citizens of the Republic of China, and, as a matter of fact, any Chinese, whether Portuguese subjects from Macao or Netherlands subjects from the Dutch East Indies, or citizens of the Philippines, etc., enter and leave the colony of Hong-Kong, as far as the Hong-Kong authorities are concerned, without any kind of administrative control of their identity. The Chinese authorities reciprocate this practice and Chinese citizens going to Hong-Kong are not required by them to submit to any passport formalities. Two to five thousand Chinese come and go to and from Hong-Kong daily on the railway and the local river boats which connect Hong-Kong with Canton. This is a sufficient indication of the extent to which the Chinese population of Hong-Kong is linked with the life of China. The customs of Chinese daily life in Hong-Kong are the same as those of the neighbouring great Chinese city of Canton. This also refers to customs relating to the subject under enquiry—to the recruitment of prostitutes, the dependence of the prostitutes on persons in control over them, the practical selling or pawning them to brothels, the internal organisation of the brothel, the rôle of the pimp and the gangster. All these matters are dealt with at length in the Chapter on China and therefore need not be repeated here. In the Chapter on Hong-Kong, it will be necessary only to record the numbers of prostitutes involved and the manner in which the authorities act in order to exercise the necessary measure of control over the houses of prostitution and prostitutes in general.

Registration.

There were, at the time of the Commission's visit, over 2,600 Chinese registered prostitutes in Hong-Kong. Before being allowed to practise prostitution, they had to

appear before an official of the Secretariat of Chinese Affairs [1] and undergo questioning for the purpose of establishing whether they entered the life of prostitution by their own free will, knowing its drawbacks and dangers. It was admitted by officials that the questions put to the candidates for prostitution on this occasion and the admonitions given them to reconsider their intention practically never attained their purpose, as all the girls are carefully coached by the persons in authority over them as to what they should answer. No applicant under 19 years of age was given a prostitute's card. According to official testimony, however :

> " Statements by Chinese prostitutes regarding their age or period of residence are entirely unreliable, and no attempt has been made to co-ordinate information on these points. In the case of a registered prostitute, the date on which she first entered a known brothel is on record. Of girls applying for permission to enter known brothels, 99 per cent state that they are between 21 and 24 years of age, and that they arrived in the colony only a few days previously."

Exploitation.

Exploitation of prostitutes by a system of debts and the pressure exercised by brothel-keepers to prevent an indebted prostitute from leaving the brothel were by much the same methods as in China. The Hong-Kong authorities declared with regard to this subject :

> " It is not unusual for a prostitute on entering a brothel to be required to sign a promissory note. The debt no doubt in most cases represents the amount of the purchase money with interest, but is generally disguised as a loan, perhaps for the purpose of buying clothes or jewellery. To maintain the fiction, the money is sometimes handed to the girl herself, who passes it to the trafficker. From statements made by prostitutes, it seems likely that the usual arrangement is for the girl to agree to remain with the mistress for a term of years, three, five or seven; but that she can be 'redeemed' at any time on payment of a lump sum representing the purchase money and interest.
>
> " Prostitutes applying for permission to enter known brothels are always informed by the official before whom they appear that they are in no way under compulsion to remain in the brothel, and action is at once taken by the authorities against any brothel-keeper who is suspected of having put any form of pressure upon a girl to remain in the brothel against her will."

[1] The Secretariat of Chinese Affairs at Hong-Kong is the Department of Government which deals with matters affecting the welfare of the Chinese population.

Procurers.

About the methods used by Chinese traffickers, as they have been observed by the Hong-Kong authorities, the official testimony says :

> " It is possible to distinguish broadly between persons who procure girls in order to live on the proceeds of their prostitution and traffickers who procure girls and hand them over to brothel-keepers in return for a lump sum. The former are generally middle-aged or elderly women who may be prostitutes or ex-prostitutes, brothel-servants or brothel-managers. Their practice is to purchase children who are introduced by them into brothels at an early age. It is usual for them to claim these children as daughters. The latter are also as a rule middle-aged or elderly women who describe themselves as maid-servants or perhaps more commonly as ' travelling traders ' (pedlars, commission agents, or guides). Their social status is low, and the funds at their disposal at any one time are probably small. In fact, it is not unlikely that these persons are usually agents working on commission. Their employers may be individuals or possibly syndicates working through a Chinese boarding-house. In one case the method is believed to have been to advance money to these agents in return for a promissory note. No doubt, also, credit is given by the boarding-house on the same terms."

Clandestine Prostitution.

The age-limit for registered prostitutes as well as the limit imposed on the number of tolerated houses of prostitution are considered by the police to be the chief reasons for the existence of a considerable amount of Chinese clandestine prostitution in the colony. The conditions of recruitment and exploitation of prostitutes in the clandestine brothels are the same as those in the tolerated ones, *i.e.*, the same as have been described in the Chapter on China. The police have difficulties in detecting these sly brothels, as they are masked as ordinary Chinese dwellings, and rapidly change their quarters, when they suspect detection.

" *Muitsai* ".

The Commission was informed that cases in which *muitsai* are given over to prostitution are rare for the following reasons :

> " One reason is that the parents of a girl disposed of as a *muitsai* have by custom the right to visit her from time to time. This right is commonly exercised, and an attempt by the employer to dispose of the *muitsai* as a prostitute would be likely to be detected; another reason is that girls who are being trained for prostitution are not, as a rule, employed as domestic servants for a reason sufficiently obvious. It is not always easy to decide in any particular case whether a girl is a *muitsai* or not. Not all purchased

girls are *muitsai*, although the term is often used loosely in the general sense of a ' bought ' girl."

The possible relation of the *muitsai* and slave-girl system to international traffic in women and children is fully discussed in the Chapter on China. The manner in which the Hong-Kong Government deals with this problem is of interest. An extract from the Female Domestic Service Ordinance of Hong-Kong, No. 1 of 1923, all sections of which are now in operation, and which deals extensively with the *muitsai* problem, is to be found in Annex II. It provides for an adequate control of the employers of *muitsai* by an obligatory registration of all existing *muitsai* and for the ultimate abolition of the system in a not distant future by prohibiting that anybody should henceforth take a novice to the system into employment as *muitsai*. In connection with these measures it is, however, necessary to note that a danger of evasion of the registration of *muitsai* lies in the fact that, in view of the absence of civil registration for Chinese in general, some employers might find it possible to pose as parents or adoptive parents of the *muitsai* without much risk of detection of their subterfuge.

Preventive and Protective Measures.

In addition to the work of the officials of the Secretariat for Chinese Affairs, there is a number of private organisations which carry on preventive and rescue work. Chief among these is the " Po Leung Kuk " which operates a home on similar lines to the " Po Leung Kuk " homes of the Straits Settlements and the Malay States. This organisation, which is administered by Chinese, co-operates with the Chinese Secretariat by considering and advising upon cases submitted to it. In addition to receiving cases of repatriation, it is in close touch with similar organisations in China.

There is also a District Watch Committee which controls an auxiliary police force of 120 men, whose duty it is to deal with matters relating to the welfare and morals of women and children.

The Anti-Muitsai Society is active in bringing cases of bad treatment of *muitsai* to the notice of the authorities. Girls under 14 in need of protection may be sent to the Victoria Home and to two convents. Social work generally is also done by the Salvation Army. There is, besides, a Society for the Protection of Children, which has recently been established.

INCOMING TRAFFIC.

Chinese Prostitutes[1].

As there is no civil registration either in China or for the Chinese population in Hong-Kong, and no administrative control of Chinese arriving in Hong-Kong, it is

[1] Since the visit of the Commission it has been decided by the authorities that no further prostitutes are to be admitted other than those already registered as inmates of these houses and that no transfers from one brothel to another are to be permitted. See also footnote, page 173, regarding the closing of Chinese brothels which cater for Europeans.

impossible to ascertain what proportion of the prostitutes are Hong-Kong bred and what proportion have come from outside the colony. The Hong-Kong authorities have expressed their opinion on this point as follows :

> " Very nearly all Chinese women practising prostitution in Hong-Kong speak the dialect of Canton City, showing that they have lived for a number of years in the parts of Kwangtung and Kwangsi provinces where that dialect is spoken—that is to say, for the most part in towns such as Canton, Fatshan, Wochow, Sheklung, Chan Tsun, Ung Ki, Macao and Hong-Kong. Only a very small minority come from other provinces."

Occidental Prostitutes[1].

There were 21 occidental prostitutes operating in seven houses. They belonged to the following nationalities : 11 were natives of France, and the remainder came from the United States of America (3), Australia (3), Russia, Lithuania, Latvia and Mauritius (1 each).

They seemed to be fairly independent, and it was not known to what extent they were influenced in their movements by traffickers and pimps. They lived in houses of prostitution which were generally kept by an occidental ex-prostitute posing as keeper of a boarding-house. During the years 1926 to 1930 police records showed numbers of occidental prostitutes operating in the colony varying from 25 to 36 in a year, though there were, it was stated, never more than 21 in Hong-Kong at one time.

Japanese Prostitutes[1].

The number of Japanese prostitutes in Hong-Kong was, at the time of the Commission's visit, 29. They were operating in three houses of prostitution. They were all elderly, as no Japanese prostitutes have arrived in Hong-Kong for ten years or more, according to official testimony. There were also, according to official estimate, 20 or more Japanese geisha in Hong-Kong, and these were not obliged to obtain official permission for the exercise of their profession of entertainers.

Deportations.

During the years 1925 to 1930, deportations of persons involved in traffic numbered 121—19 for procuring, 80 for trafficking, 5 kidnapping, 5 keeping a brothel, 12 living on prostitution. In addition, persons who served sentences of imprisonment of six months or more were summarily deported.

---

[1] Since the visit of the Commission the Government of Hong-Kong have closed the seven European brothels and also all the Chinese brothels catering for Europeans. These latter brothels contained 197 Chinese prostitutes, who all refused assistance and stated their intention of resuming the practice of their trade in Canton or Macao. The Japanese brothels have also been closed with the co-operation of the Japanese consulates.

OUTGOING TRAFFIC.

STATISTICS.

The prominent part of Hong-Kong in the movement of Chinese migration to the South Seas is clearly shown by a comparison of the immigration and emigration records for Hong-Kong.

	Immigration		Emigration	
	1928	1929	1928	1929
Men	145,953	139,915	188,505	172,754
Boys under 16	12,678	13,457	18,399	13,708
Women	22,683	24,681	42,210	34,805
Girls under 16	6,533	7,337	8,048	6,256
Total...	187,847	185,390	257,162	227,523

During the last few years, immigration as well as emigration have each reached a yearly figure equal to about one-fifth of the total population of Hong-Kong. The emigration figure has been consistently greater than the immigration figure. As the population of Hong-Kong has not decreased during the same period, it may be concluded that the difference between immigration and emigration figures is made up by an unrecorded influx of Chinese to the colony across the land frontier of Kowloon, and that, in fact, almost the total of Chinese immigration and emigration to and from Hong-Kong has, in these years, represented nothing else but an indirect through traffic of emigrants from China to the countries of the South Seas. The movement is, from an administrative point of view, regulated by the Asiatic Emigration Ordinance of Hong-Kong, No. 30 of 1915, with amendments, an extract of which, containing provisions of interest and for the problem under enquiry, is to be found below.[1]

[1] *Extract from the Asiatic Emigration Ordinance of Hong-Kong, No. 30 of* 1915.

Section 41.—(1) It shall be lawful for the Secretary for Chinese Affairs or the emigration officer, at any time when he is satisfied that any emigrant who is unwilling to leave port has been obtained by any fraud, violence or other improper means, to land such emigrant and procure him a passage back to his native place or that from which he was taken, and also to defray the cost of his maintenance whilst awaiting a return passage.

Section 53.—Every person who : *(a)* unlawfully, either by force or fraud, takes away or detains against his will any person with intent to put him on board any emigrant ship; or, *(b)* with any such intent, receives, or harbours, or enters into any contract for foreign service with any person so taken away or detained, shall be guilty of felony, and, being convicted thereof shall be liable, at the discretion of the court, to imprisonment for any term not exceeding seven years.

Places to which Women go.

With regard to the presence of victims of traffic in women and children amongst the emigrants, the official testimony says : " Chinese prostitutes go or are sent from Hong-Kong to Malaya, Siam, Indo-China, Macao and the mainland of China. A few may go to Canada and the United States of America."

Reasons given for emigration by women and girls over 16, travelling as third-class passengers on emigrant ships who were examined at the Secretariat for Chinese Affairs are :

	1925	1926	1927	1928	1929
Going to find relatives...	3,170	6,329	11,416	11,960	10,823
Servants	2,422	5,272	8,719	5,861	5,356
Needlewomen	301	384	873	586	409
Prostitutes	245	700	71	2	—
Gardeners	138	266	376	249	173
Miscellaneous	22	62	61	102	73
Accompanying husband or relation	3,201	6,574	24,986	12,440	8,610
Total...	9,499	19,587	46,502	31,200	25,444

Administrative Measures.

Under the Emigration Ordinance of 1930, Asiatic women and children proceeding from Hong-Kong to certain ports as deck passengers are examined before departure at the Secretariat for Chinese Affairs, and precautions are taken, as far as possible, to see that this examination is not evaded.

The Commission, when attending the questioning of a group of women and children who were to leave Hong-Kong for Singapore, was impressed by the skill with which this rapid questioning involving a large number of prospective passengers was conducted by a British official assisted by a Chinese employee.

ANNEX I.

EXTRACTS FROM THE PROTECTION OF WOMEN AND GIRLS ORDINANCE OF HONG-KONG, No. 4 OF 1897, WITH AMENDMENTS UP TO 1924.

Procuring and Brothel-Keeping.

Section 2.

In this Ordinance :

"Brothel" means a house, room, junk, boat or other place occupied, frequented, or used by any two or more females for the purpose of prostitution;

"Owner of premises" means the person for the time being receiving the rent or a consideration for the use of premises, whether on his own account or as agent or trustee for any other person, or who would receive the same if such place were let to a tenant;

"Occupier of premises" means the person in actual occupation of any premises;

"Keeper" includes any person having or appearing to have the management or control of the premises in question.

Section 3.

Every person who :

(1) Takes part in bringing into or taking away from the colony, by force, intimidation or fraud, any woman or girl for the purpose of prostitution either within or without the colony; or

(2) Takes part in bringing, taking, decoying or enticing any woman or girl into or away from the colony, with intent to sell, pledge, let out to hire, purchase, take in pledge, take on hire or otherwise dispose of such woman or girl, for the purpose of prostitution, either within or without the colony; or

(3) Takes part in bringing, taking, decoying, or enticing any woman or girl into or away from the colony, for the purpose of prostitution, either within or without the colony, knowing that such woman or girl has been sold, pledged, let out to hire, purchased, taken in pledge or taken on hire; or

(4) Takes part in selling, pledging, letting out to hire, purchasing, taking in pledge, taking on hire, or otherwise disposing of any woman or girl, for the purpose of prostitution either within or without the colony; or

(5) Knowingly derives any profit from the sale, pledge, hire, purchase, taking in pledge, taking on hire or other disposal of any woman or girl who has been sold, pledged, let out to hire, purchased, taken in pledge, taken on hire

or otherwise disposed of for the purposes of prostitution, either within or without the colony,

shall be guilty of a misdemeanour;

Provided that, in any prosecution under paragraph (3) of this section, where it is proved, to the satisfaction of the jury or of the magistrate, as the case may be, that the woman or girl had, in fact, been sold, pledged, let out to hire, purchased, taken in pledge or taken on hire, knowledge thereof by the accused shall be presumed, unless he satisfies such jury or magistrate that he had not such knowledge.

Section 4.

(1) Every person who :

(a) Procures or attempts to procure any female under 21 years of age, not being a common prostitute or of known immoral character, to have unlawful carnal connection, either within or without the colony, with any other person; or

(b) Procures or attempts to procure any woman or girl to become, either within or without the colony, a common prostitute; or

(c) Procures or attempts to procure any woman or girl to leave the colony, with intent that she may become an inmate of a brothel elsewhere; or

(d) Procures or attempts to procure any woman or girl to leave her usual place of abode in the colony (such place not being a brothel), with intent that she may, for the purpose of prostitution, become an inmate of a brothel within or without the colony,

shall be guilty of a misdemeanour.

(2) No person shall be convicted of any offence under any of paragraphs *(b)*, *(c)* and *(d)* of the last sub-section on the evidence of one witness only, unless such witness is corroborated in some material particular by evidence implicating the accused.

Section 9.

(1) Every person who :

(a) By threats, intimidation, false pretences, false representations, or other fraudulent means, procures or attempts to procure any woman or girl to have unlawful carnal connection either within or without the colony; or

(b) Applies, administers to, or causes to be taken by any woman or girl any drug, matter or thing, with intent to stupefy or overpower so as thereby to enable any person to have unlawful carnal connection with such woman or girl,

shall be guilty of a misdemeanour.

(2) No person shall be convicted of an offence under this section on the evidence of one witness only, unless such witness is corroborated in some material particular by evidence implicating the accused.

"SOUTENEURS".

Section 17.

(1) Every male person who :

(a) Knowingly lives wholly or in part on the earnings of prostitution; or

(b) In any public place, persistently solicits or importunes for immoral purposes,

shall be liable to imprisonment for any term not exceeding three months.

(2) If it is made to appear to a magistrate by information upon oath that there is reason to suspect that any house or any part of a house is used by a female for the purposes of prostitution and that any male person residing in or frequenting the house is living wholly or in part on the earnings of such prostitute, the magistrate may issue a warrant authorising any police officer to enter and search the house and to arrest such male person.

(3) When a male person is proved to live with or to be habitually in the company of a prostitute or is proved to have exercised control, direction or influence over the movements of a prostitute in such manner as to show that he is aiding, abetting or compelling her prostitution with any other person, or generally, he shall, unless he can satisfy the court to the contrary, be deemed to be knowingly living on the earnings of prostitution.

(4) Every female who is proved to have, for the purpose of gain, exercised control, direction or influence over the movements of a prostitute in such a manner as to show that she is aiding, abetting or compelling her prostitution with any person, or generally, shall be liable to imprisonment for any term not exceeding three months.

RECEIVING OR HARBOURING WOMEN OR GIRLS BROUGHT INTO THE COLONY.

Section 18.

(1) Every person shall be guilty of a misdemeanour who without lawful authority or excuse, proof of which shall lie on the accused :

(a) Receives or harbours any woman or girl who has been brought into or is about to be taken away from the colony by force, intimidation or fraud; or

(b) Receives or harbours any unmarried girl under the age of 21 years without the consent of the person having the lawful care or charge of her.

(2) When any person accused under paragraph *(b)* of sub-section (1) of this section is proved to have received or harboured any female who appears to the magistrate to be under the age of 21 years, it shall, until the contrary is proved, be presumed

(a) that the female was an unmarried girl, and was under the age of 21 years, at the date of the alleged offence; and *(b)* that the accused received or harboured her without the consent of the person having the lawful care or charge of her.

(3) No prosecution under this section shall be instituted without the consent of the Secretary for Chinese Affairs : provided that the consent of the Secretary for Chinese Affairs shall not be necessary for the arrest of any person suspected of having committed an offence under this section.

Section 19.

Every person who :

(1) Receives or harbours any girl under the age of 16 years, knowing that she has been procured for the purpose of having unlawful carnal connection with any other person, and with intent to aid such purpose; or

(2) Receives or harbours any woman or girl, knowing that she has been sold, pledged, let out to hire, purchased, or otherwise disposed of, either within or without the colony, for the purpose of prostitution, and with intent to aid such purpose;

(3) Receives or harbours any woman or girl with intent that she shall be sold, pledged, let out to hire, purchased, taken in pledge, taken on hire or otherwise disposed of for the purpose of prostitution either within or without the colony,

shall be guilty of a misdemeanour.

EMIGRATION BY FORCE, INTIMIDATION, ETC.

Section 20.

Every person who, by force, intimidation or any fraudulent means brings, takes, decoys, or entices any woman or girl into or away from the colony for the purpose of emigration shall be guilty of a misdemeanour.

WHIPPING.

Section 31.

(1) Whenever any person is convicted either summarily or before the Supreme Court of any offence against the provisions of Section 4 or Section 7, it shall be lawful for the magistrate or court to direct that, in addition to the punishment hereinbefore prescribed, the offender, if a male, be flogged.

(2) Whenever any person is convicted of any offence against the provisions of Sections 3, 5, 6, 8, 9, 10, 11, 17, 18, 19 or 20, if it is proved that the offender has been

previously convicted either summarily or before the Supreme Court of an offence against the provisions of the same or any other of the said sections, it shall be lawful for the magistrate or court to direct that, in addition to the punishment hereinbefore prescribed, the offender, if a male, be flogged.[1]

Abduction and Detention for Immoral Purposes.

Section 8.

(1) Every person who detains any woman or girl against her will:

(a) In or upon any premises with intent that she may be unlawfully and carnally known by any man, whether any particular man or generally; or

(b) In or upon any premises for an immoral purpose or for the purpose of emigration; or

(c) In any brothel,

shall be guilty of a misdemeanour.

(2) For the purposes of this section, a person shall be deemed to detain such woman or girl in or upon such premises or in such brothel, not only where force, intimidation or fraud is used, but also if, with intent to compel or induce her te remain in or upon such premises or in such brothel, such person withholds from such woman or girl any wearing apparel or other property belonging to her, or. where wearing apparel has been lent or otherwise supplied to such woman or girl by or by the direction of such person, such person threatens such woman or girl with legal proceedings if she takes away with her the wearing apparel so lent or supplied.

(3) No legal proceedings, whether civil or criminal, shall be taken against any such woman or girl for taking away or being found in possession of any such wearing apparel as was necessary to enable her to leave such premises or brothel.

Section 25.

Every person who by force takes away or detains against her will any woman of any age, with intent to marry or carnally know her or to cause her to be married or carnally known by any other person, shall be guilty of felony, and shall be liable to imprisonment for any term not exceeding fourteen years.

---

[1] " Every male person who is convicted summarily or on indictment of an offence under Sections 3, 4, 8, 9, 11 or 17 of the Protection of Women and Girls Ordinance, 1897, may be sentenced by the magistrate or the court to be publicly exposed in the stocks for any period not exceeding six hours, in addition to any other punishment to which such person is liable " (Stocks Ordinance, 1921, Section 3).

Section 26.

Every person who unlawfully takes or causes to be taken any unmarried girl, being under the age of 21 years, out of the possession and against the will of her father or mother or of any other person having the lawful care or charge of her shall be guilty of a misdemeanour.

ANNEX II.

EXTRACTS FROM THE FEMALE DOMESTIC SERVICE ORDINANCE OF HONG-KONG, No. 1 OF 1923.

Section 2.

Whereas certain persons have erroneously supposed that the payment of money to the parent or guardian or employer of a female child, such payment purporting to be in return for the transfer of certain parental rights, may confer certain rights of property in the child and certain rights of retaining possession, custody and control of the child as against the child's parent or guardian, and as against the child herself, it is hereby declared and enacted that no such payment can confer any such rights whatsoever upon the person making such payment or upon any other person.

Section 3.

In this Ordinance, *(a) muitsai* includes :

(i) Every female domestic servant whose employer for the time being shall have made, directly or indirectly, within or without the colony, any payment to any person for the purpose of securing the services of such female as a domestic servant;

(ii) Every female domestic servant whose employer for the time being shall, within or without the colony, have acquired the custody, possession of or control of such female from, or upon the death of, any former employer who made any such payment as aforesaid.

Section 4.

No person shall hereafter take into his employment any *muitsai.*

Section 9.

(1) No *muitsai* shall hereafter be transferred from one employer to another, provided that, upon the death of the employer of any *muitsai,* it shall be lawful for the Secretary for Chinese Affairs to make any order which he may think fit regarding the transfer of such *muitsai* to a new employer.

(2) Every person who after the date of the coming into operation of this Ordinance shall become the actual employer of a *muitsai* by reason of the death of the former employer of such *muitsai*, or for any other reason, shall report such fact in the prescribed manner within one week after he shall have become the actual employer of such *muitsai*.

Section 10.

Any *muitsai* who wishes to be restored to the custody of her parent or natural guardian, and any *muitsai* under the age of 18 years whose parent or natural guardian wishes such *muitsai* to be restored to his custody, shall, without any payment whatsoever, be restored to such custody unless the Secretary for Chinese Affairs shall see some grave objection in the interest of such *muitsai* to such restoration.

Section 11.

Every *muitsai* shall, as hitherto, have the right to apply to the Secretary for Chinese Affairs, and upon any such application it shall be lawful for the Secretary for Chinese Affairs to make any order which he may think fit regarding the custody, control, employment and conditions of employment of the applicant.

Section 13.

(1) Every person who at the date of the coming into operation of this part shall have a *muitsai* in his employment in the colony shall register such *muitsai* in the prescribed manner within six months after the date of the coming into operation of this part.

(2) Every person who shall at any time have in his employment in the colony a *muitsai* who shall have been brought into the colony after the date of the coming into operation of this part shall register such *muitsai* in the prescribed manner within two weeks after the arrival of such *muitsai* in the colony.

(3) It shall be lawful for the Secretary for Chinese Affairs in his absolute discretion to refuse to register any particular *muitsai* and to remove any particular *muitsai* from the register.

MACAO.

Portugal has adhered for her colonies to the 1904 *Agreement as well as the* 1910 *and* 1921 *Conventions. The central authority for Portugal is the Police Section of the Ministry of the Interior. There is no separate central authority for Macao.*

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The total settled population of Macao amounts to about 160,000 people, of whom about 4,000 are Portuguese, 500 of other foreign nationalities and the remainder Chinese.

General Policy towards Prostitution and Allied Questions.

The attitude of the Macao Government towards prostitution is one of strict reglementation. Both brothels and prostitutes are subject to registration and licensing.

Laws relating to Prostitution and Allied Questions.

The laws in force concerning traffic, *souteneurs* and procurers are, in the first place, Articles 405 and 406 of the Penal Code, according to which " any person who habitually incites, furthers or facilitates the debauch or corruption of any person under 21 years of age in order to satisfy the improper intentions of a third party, shall be punished with imprisonment of from three months to one year and to the payment of a fine, and shall be deprived of political rights for five years. If this offence is committed in respect of members of the offender's family or persons entrusted to his care, heavier penalties are imposed."

There is to be mentioned, moreover, the Law of April 3rd, 1896, which stipulates that anyone living on the earnings of a prostitute should be considered as a vagabond in the sense of the Penal Code. Thanks to this law, it is possible to apply to *souteneurs* the penalty provided for in Article 256 of that Code. The texts of the aforementioned articles of the Penal Code are given in the Annex.

The regulations for native labour of October 14th, 1914, contain a number of provisions intended to discourage prostitution and to combat traffic in women and children. These provisions are the following :

> " Servants who give themselves up to the practice of vice and inveterate immorality shall be punished.
>
> " The hiring of servants with a view to using them for immoral purposes is prohibited.

" Recruiting agents for native servants must have a licence from the Governor of the colony. This licence is granted them after enquiry into their morals and behaviour. Representatives of recruiting companies must be honest and moral persons.

" Ships for emigrant traffic must be provided with installations allowing for the separation of the sexes. The embarkation of persons under 14 years of age is only allowed when these minors are accompanied by their parents.

" Should anyone in a colony employ native women in establishments for the sale of victuals, drinks or goods intended for consumption by natives, and if it should be proved that the proprietors of these establishments exploit these women or consent to their giving themselves up to prostitution, they shall be punished by a fine of from 200 to 2,000 crowns or imprisonment of from six months to two years.

" Should these women be married to the proprietors of such establisments, even where the marriage is by native custom, the fine shall be increased to from 2,000 to 5,000 crowns."

Situation with regard to Prostitution and Application of Laws.

Brothels and Prostitutes.

There were, in December 1930, in Macao, 65 licensed brothels with 877 inmates, all of the keepers as well as inmates being Chinese. The minimum age for a licensed prostitute is, according to the regulations, 20 years. According to official testimony, cases of minors detected by the police in brothels are frequent. In the last few years the average was one to two cases a month. The brothel-keepers are fined in these cases, and the girls handed over to a charity institution.

The police estimated the probable number of clandestine Chinese prostitutes at about 200. No prostitutes of any other than Chinese race were known to exist in Macao. There had been three Japanese prostitutes in the colony a few years ago; but, following action by the Japanese Consul at Hong-Kong, they left for Japan.

Recruitment.

The majority of inmates of the Chinese brothels in Macao comes from neighbouring Chinese territory. Their recruitment and the manner of their relations to the brothel-keepers are identical with the respective conditions described in the Chapter on China. These conditions are influenced by the Portuguese administration, inasmuch as the brothels are obliged to post in a visible place a public notice (dated February 18th, 1928) informing the prostitutes that the Portuguese administration does not recognise any debt whatsoever contracted by the prostitute with the brothel-keeper and that the

prostitutes are not considered to be under any obligation whatsoever to remain in the brothel, if they wish to give up their profession. It is more than likely, however, that, under the influence of the habits in question, such a notice will hardly instil sufficient courage into a traffic victim to induce her to take up the unequal fight against the moral and other kinds of pressure which are usually employed with regard to a Chinese prostitute to make her accept her fate.

Barter and Sale of Children.

The attitude of the Portuguese authorities towards the *muitsai* problem and abuses of adoption is the following: Portuguese legislation has exempted from the general Portuguese law those local customs of the Chinese population of Macao which are not contrary to moral principles in the light of time-honoured habits of Chinese life. A Decree of June 17th, 1909, codifies those customs. Under this Decree, the handing over of a minor child by anybody but its parents to a third party is punishable, even if it be handed over for adoption. Thanks to this distinction, the law recognises and preserves the possibility of a *muitsai* contract between parents and employer, but prosecutes the abuse of both adoption and *muitsai* system by intermediaries whose object is the business profit resulting from bartering children for domestic service or other purposes.

INCOMING AND OUTGOING TRAFFIC.

Macao is, in the same degree as Hong-Kong, ethnographically a part of China. About three thousand Chinese come and go to and from Macao daily, either across the narrow stretch of land-frontier of the colony or on the steamers which ply between Macao, Canton and Hong-Kong.

There is, therefore, no immigration or emigration problem in Macao in the usual sense of the word. It may be said that Chinese immigration and emigration has, as far as Macao is concerned, only the significance of a transit problem. The thousands of Chinese who come and go daily by land and by sea undergo no administrative scrutiny and are subject to nothing else but the ordinary police observation applied anywhere to a daily crowd of passengers. It may therefore be inferred that the detection of cases of traffic in women and children amongst those migrants is a very difficult one. It is very likely that traffickers from South China use, in many cases, the Hong-Kong and the Macao brothels as a kind of depot for their victims pending their ultimate disposal to places in the South Seas. It is probable that traffickers make use of the possibility of shifting a traffic victim within a few hours from one colony to the other, as soon as they suspect police interference in the one or the other case. In that way the notion of incoming and outgoing traffic becomes in both colonies, and more particularly so in Macao as the smaller territory, a rather fluctuating one. This is the reason why

both these categories of traffic in Macao have been treated under one common heading.

Various cases of traffic had been detected by the police. Those of an international nature will be found in the first part of the report.

REVIEW OF EFFORTS TO COMBAT THE TRAFFIC IN WOMEN AND CHILDREN.

The above-described official measures are the only efforts to combat traffic in women and children in Macao. The admirable devotion, shown here, as in all other similar institutions in China, by sisters of the Roman Catholic Orphanages and Foundling Homes undoubtedly assists materially in the prevention of the evil as far as the local population of Macao is concerned.

ANNEX.

EXTRACTS FROM THE PORTUGUESE PENAL CODE.

Article 256.

Whoever has no fixed domicile, no means of subsistence, or who does not habitually exercise any trade or profession or other method of gaining his livelihood, nor cannot advance any circumstance justifying such a condition, shall be, on conviction, declared vagrant, sentenced to imprisonment up to six months and held at the disposition of the authorities and provided with work for whatever length of time is deemed necessary.

Article 405.

Should anyone, to satisfy the improper desires of a third party, incite, further or facilitate prostitution or corruption of any person descended from him, he shall be condemned to imprisonment of from one to two years and to the payment of a fine, and shall be deprived of political rights for twelve years.

Sub-Section 1.—A husband who shall have committed the same offence in respect of his wife shall be condemned to the maximum period of banishment and to the payment of a fine equivalent to the total amount of his income for from three months to three years, and shall be deprived of political rights for twelve years.

Sub-Section 2.—A guardian or any other persons entrusted with the education, direction or control of a person under 21 years of age who shall commit the same crime in respect of that person under age shall be punished with imprisonment of from six

months to two years, and to the payment of a fine, and shall be deprived for twelve years of the right to be a guardian or member of a family council and of the right to teach, to direct, or to participate in the direction of any educational establishment.

Article 406.

Any person who habitually incites, furthers or facilitates the debauching or corruption in any person under 21 years of age in order to satisfy the improper intentions of a third party shall be punished with imprisonment of from three months to one year and to the payment of a fine, and shall be deprived of political rights for five years.

Note.—It should be pointed out that, according to the practice of the courts, a person who, to further his improper purposes, has induced a third party, by presents or promises, to seduce a female under 21 years of age, who is a virgin, is considered as guilty of the offence of procuration within the meaning of Article 406.

No punishment is provided for offences in the case of a woman over 21 years of age, except in the cases provided for in Article 405 and in sub-section 1 in the same article.

The above-mentioned crimes, even when committed in a foreign country, are punishable under the provisions of No. 5 of Article 53 of the Portuguese Penal Code :

(a) If the criminal or offender has been discovered in Portugal;

(b) If the act is also treated as an offence in the law of the country in which it was committed;

(c) In cases where the offender or criminal has not been tried in the country where he has committed the crime or offence.

PHILIPPINE ISLANDS.

The United States adhered to the 1904 *Agreement but did not adhere to the* 1910 *Convention or the* 1921 *Convention on the ground that these Conventions related to matters which are exclusively under the control of the several States of the Union and not of the Federal Government, which makes and ratifies treaties. The Commissioner-General of Immigration in the Department of Labour at Washington is the central authority for questions relating to traffic in women and children.*

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

An estimate of the population of the Philippine Islands gives the total population at December 31st, 1930, as 13,267,929 persons, of whom 13,077,929 were Filipinos, 146,000 Chinese, 27,000 Japanese, 9,000 Americans, 4,200 Spanish, 1,800 English and the balance other foreigners. Between the censuses of 1903 and 1918, the population increased by about $2\frac{1}{2}$ millions, and the increase was about the same between the 1918 and 1929 censuses (see Annex V).

In the population are also numerous meztizos, or persons of mixed blood, estimated at 45,000 in 1931. Meztizos with Chinese blood were the most numerous, followed by those with Spanish, American and negro blood in that order.

It is of interest to note that, whereas the number of foreign males in the whole population predominated over foreign females in 1903 at the rate of approximately 17 men to 1 women, the foreign females had so increased by 1918 that this predominance had decreased to 8 to 1. This increase was especially marked in the case of the Chinese, among whom the males exceeded the females in number in 1903 by nearly 40 to 1, whereas the ratio had fallen in 1918 to 13 to 1. The Japanese, however, furnish an exception. In 1903, the Japanese males and females were approximately equal in number; but, although the number of females had doubled by 1918, the number of males had increased more than fourteenfold.

It was stated by several official witnesses that there had been, since the American occupation in 1898, a considerable yearly clandestine Chinese immigration by means of small boats to the southern islands and, prior to the American occupation, the Chinese are known to have come to the islands for centuries. It is probable, therefore, that the estimate of one official witness that there were approximately 200,000 Chinese in the islands in 1931 is not far wrong, and, if those who have some Chinese blood are included, that this figure is too small.

General Policy towards Prostitution and Allied Questions.

The general policy of the Philippine Government towards prostitution is one of prohibition. The responsibility for carrying out this policy rests, in the first instance, on the municipal authorities. In the case of failure to carry out the policy on the part of the municipal authorities, it is the duty of the provincial authorities to stimulate action. In addition to the above, the insular or central authorities have general supervision over the other two.

Laws relating to Prostitution and Allied Questions.

Laws.

The duties of the municipalities in regard to prostitution, brothels, etc., are made mandatory under Section 2242 of the Revised Administrative Code of 1917.[1]

In performance of this duty, the Manila municipality has passed a law against vagrancy, of which the text will be found in Annex I. Most of the other municipalities have passed laws similar to that of Manila.

The new Penal Code of the islands, which, though approved on December 8th, 1930, was not to come into operation until January 1st, 1932, contains provisions against traffic in women and children, adultery, concubinage, rape, seduction, corruption of minors, abduction, slavery, kidnapping, exploitation of child labour and forced labour in payment of debt (see Annex II).

Brothels.

The law neither permits nor allows for the licensing of brothels, and keepers of brothels can be proceeded against under the law relating to vagrancy, which has been taken to apply to such persons.

There is no provision in any law penalising or holding responsible in any way the owners of property used for immoral purposes or prostitution.

Prostitutes.

Prostitutes are not registered or permitted to operate, and therefore, where they exist, can only be regarded as clandestine. They are prosecuted as vagrants when evidence can be secured.

" *Souteneurs* " *and Procurers.*

The term " vagrancy " has been construed by the courts to include, not only the

---

[1] *Section 2242.—Certain Legislative Powers of Mandatory Character.*

It shall be the duty of the municipal council, conformably with law:

(j) To prohibit and penalise . . . prostitution, the keeping of disorderly houses and other species of disorderly conduct or disturbance of the peace;

(k) To provide for the punishment and suppression of vagrancy.

activities of the prostitute and of the keepers of houses of prostitution, but also of all pimps and procurers.

Barter and Sale of Children.

The general provisions of the American Constitution are embodied in Section 3 of the Jones Law, 1916, which prohibits any form of slavery and involuntary servitude and the passage of any law which shall deprive any person of life, liberty or property without due process of law. The Jones Law is in substance the constitution of the Philippine Islands.

Protective and Preventive Measures.

There are numerous provisions in the Labour Laws, the execution of which is under the supervision of the Bureau of Labour, and also regulations of the Public Welfare Commissioner, which fix the hours and conditions of labour and provide both personnel and institutions for the welfare, health, education, protection and rescue of women and children. It should be noted, however, that the duty of the municipalities to regulate public dancing-schools and public dance-halls is discretionary, and a wide variety of municipal legislation of this character exists, some prohibiting, some licensing under regulations, and some tolerating without licensing and regulations.

SITUATION WITH REGARD TO PROSTITUTION AND APPLICATION OF LAWS.

Brothels, Prostitutes and Traffic.

Though brothels are neither licensed nor tolerated by law, some municipalities, particularly in the southern islands and in the municipalities outside of Manila, have until recent years been less vigorous in their enforcement of the laws than is the case in Manila. Prior to 1918, prostitution was licensed in Manila, at which time there were ten or more American and European prostitutes, 200 natives and 122 Japanese. Towards the end of the war an order was issued prohibiting the existence of houses of prostitution within a radius of ten miles of any military or naval station. In accordance with this policy, all such houses in Manila were closed in October 1918. The American prostitutes were repatriated at the expense of the Philippine Government and the 122 Japanese were deported from Manila a month later. Some of them returned to Japan. Eighty of the native prostitutes were sent back to their relatives and the remainder sent to Davao in Mindanao, one of the southern islands, at which place they continued to practise prostitution for some years. Since 1918, such prostitution as has existed has been in most places more or less clandestine, and the principles and methods of recruitment and operation have varied in different parts of the islands, depending upon the vigilance of the municipal authorities. At least one marked exception to this

rule appears to have existed as late as 1930 in Bario Lourdes, Angeles Pampanga, according to a report issued by the representative of the Y.M.C.A., which was widely circulated in the Philippines and the United States and never officially denied. This report shows that there existed in 1929 at this place, which was in the neighbourhood of a military encampment containing both American and Filipino soldiers, a number of open brothels which were supervised by the joint action of the civilian authorities and the medical officers of the Army. On complaint being made to the Army authorities, the medical examination of these women was discontinued, but, as late as the middle of 1930, the women continued to practise this trade.

In Manila, where the authorities have been more vigilant and active and where the insular authorities have been exceedingly active in preventing foreign women coming or being brought for purposes of prostitution and deporting those found practising prostitution after entry, clandestine prostitution has been reduced, as far as the law on the subject and the co-operation of the courts has permitted. The Chief of Police stated that there were no more prostitutes in 1931 than in 1918. He estimated the number as between 300 and 500. He added that these prostitutes are " recruited from the dance-hall girls and the servant-girl class brought here from the outlying provinces as servants and who get tired of working and eventually become prostitutes ". As regards the many mistresses or *queridas*, he said they " often go in for prostitution when abandoned ". Referring to Chinese prostitutes, he said : " There have been very few Chinese prostitutes in the islands to my knowledge for many years. The Chinese take up with Filipino women."

Dancing-places are fairly common and exist under varying types of regulations. No such places are allowed in Manila, but there are some large dance-halls just outside Manila where the women dancing-partners or *bailarinas* are supervised and probably indulge infrequently in prostitution, although several witnesses indicated that a number of these girls, having come from the remote provinces and being largely alone, gradually drift into clandestine prostitution. Other dance-halls, in the same province, not so well supervised and regulated, contain *bailarinas* of a lower grade who are known to be prostitutes. In addition, evidence was given that a few of the waitresses of some of the restaurants and cafés, and also many of the women attendants of bars, are also clandestine prostitutes. The method of recruitment of *bailarinas*, being largely the same as that used for the recruitment of children for domestic service, will be considered under another heading hereafter. An example of dance-hall regulations will be found in Annex III.

The large majority of the prostitutes now operating in the islands are natives. American, Russian and French prostitutes come to the islands from time to time, and are either deported or requested to leave as soon as they are discovered. Most of these women operate in and around Manila. In addition, there are some Chinese and a very few Japanese prostitutes. Most of the Japanese are located at Davao,

where there is a considerable Japanese colony. Such Chinese prostitutes as exist reside in Manila, Cebu, Iloilo or Zamboango, where the chief Chinese colonies are located.

" Souteneurs " and Procurers.

Little information was available about *souteneurs* and procurers, but some of the native taxi-cab drivers and drivers of small pony-carts or *caretas* act as go-betweens or procurers of customers for the prostitutes and presumably live upon their earnings. The Assistant Chief Probation Officer stated, in 1929, that " the most unscrupulous figures connected with the business of prostitution are the maintainers and the pimps. These persons corrupt youth in order to furnish their patrons with fresh human stock. Such exploiters have no reason for their occupation, except the large profits derived from the business."

Barter and Sale of Children.

This practice is illegal, but it was stated to have existed, particularly amongst the uncivilised tribes in the mountains and even among some of the poorer and more ignorant Christian Filipinos, until recent years. Poor parents borrowed money and pledged the services of their boys or girls to repay the debts. Outright slavery among some of the hill tribes was not entirely unknown in former years, particularly amongst the Negritoes. A more common form of exploitation of children, however, is still carried out by the so-called employment agencies. It was stated by officials that the outright barter and sale of native children as above described is rapidly dying out.

Prosecution under these Laws.

While detailed information as to the number and character of cases brought under these laws in the courts throughout the islands was not furnished except as regards foreigners, a number of facts was obtained which gave an indication of the extent of violations of these laws. The Chief of Police of Manila stated that he had many complaints each year from persons in the city that women were practising clandestine prostitution in their neighbourhoods. Following these complaints, the police took various forms of action, much of which did not involve prosecutions but resulted merely in forcing these women to move to some other portion of the city. The explanation given by the Chief for the failure to prosecute and for the failures of various prosecutions undertaken was that the courts required a very high degree of evidence to convict, which it was impracticable for the police to secure. The Chief also stated that, from his long knowledge of conditions in other parts of the islands, prostitution was largely confined to the big cities and probably did not exist to any extent in the villages and country districts.

In Rizal Province, adjoining Manila, the Fiscal described the situation somewhat as follows : there are five first-class or true cabarets where the girls are not expected to be prostitutes and where it is easier to secure a living. Then there are a number of other so-called cabarets which are the same in substance as the bars where the girls are expected to be prostitutes. In certain respects, however, they differ from them as regards their purpose and the way in which they are conducted, the main difference being that dancing takes place in the former and not in the latter. It is very difficult to abolish these so-called cabarets, because many of the municipalities in which they are licensed derive a revenue of not less than 10,000 pesos in licence fees from such places, and the municipalities are rated as first-class, second-class, etc., in accordance with the amount of their income.

The Chief of the Delinquent Children's Division of the Public Welfare Commission testified that most of the girls in the Girls' Training School for Delinquents under her care had been brought in from the provinces first as domestics. " They are recruited for that purpose . . . eventually they are lured into it (dance-halls) by attractive pay, more attractive pay than that of domestic service. They leave their masters, induced by procurers and pimps, not knowing where they are going. They go in as dancing-girls and then later on they are taken from the dance-halls on to the different out-houses."

She also stated that she knew a number of girls who had taken these steps. She added : " While acting as dancing-girls they are induced to buy expensive clothes and jewellery and they are charged with these sales by the dance-hall proprietor and eventually they find themselves so deeply indebted that the proprietor suggests that they go in for prostitution so as to be able to pay the money off quicker. " In conclusion, she said : " It is from the dance-halls that most of the girls are recruited for immoral purposes ".

Preventive and Protective Measures.

The official measures of this kind are carried out by the Bureau of Labour and by the Commission of Public Welfare. The office of the Public Welfare Commissioner is located in Manila and carries on a variety of activities, including (1) maternity and child hygiene, (2) the care of destitute and other dependent classes of people, including minor delinquents, and (3) the promotion, co-ordination and regulation of work for charitable ends, and for the improvement of the general social conditions of the people. Under (2), the Public Welfare Commission maintains several institutions for the care of children at Welfareville, outside the city; the Government orphanage; the home for well children of leper parents; the Philippine training school for boys and the Philippine training school for girls. The boys' and girls' training schools take care of minors who are committed to these institutions pending their majority by the court for various offences—such as, for instance, against morality, against propriety and

offences against persons. Some of the institutions and charitable organisations under the supervision of the Welfare Commission are the following:

American Guardian Association.—Organised for the purpose of guarding and caring for children wholly or partly of American blood who are without proper protectors.

Associated Charities of Manila.—Private organisation receiving Government subvention. Helps families in trouble regardless of nationality or creed.

Catholic Federation of Filipino Women.—Organised for the purpose of uniting all Catholic women in the Philippine Islands, promoting universal charity, sustaining social, humane and beneficent works and establishing free night schools.

Convent of the Good Shepherd.—An institution operated by the Sisters of the Good Shepherd for orphaned and for delinquent and incorrigible girls.

National Federation of Women's Clubs of the Philippines.—Organised to promote interest in civic improvement, social betterment, intellectual advancement, economic independence and mutual co-operation among the women of the Philippine Islands.

Young Women's Christian Association of Manila.—Organised to promote among all young women growth in Christian character and service through physical, social, mental and spiritual development. Maintains a Service Centre for business and a Student Centre.

The Hospice of San José at Manila takes in orphans, aged persons and lunatics and receives a subsidy from the Government. Until 1918, it also acted as a reformatory for delinquent children.

The Bureau of Labour generally supervises the enforcement of all laws relating to labour and capital. One of the laws coming under the jurisdiction of the Labour Bureau is Law No. 3071 to regulate the employment of women and children in shops, factories, etc. Section 11 of this Act prohibits the employment of persons below the age of 16 in billiard-rooms, dance-halls, etc., particularly as *bailarinas*.

With regard to supervision of the activities of employment agents who recruit young girls from the remote provinces to come to Manila ostensibly for work, the relation of the Labour Bureau to employment agencies is at present slight, and, where it exists, is wholly voluntary and not defined or fixed by the Statute.

Health education as recently organised in schools does not include reference to venereal disease. There is nothing about sexual education in the school, though the girls are taught the principles of care of children, and, in the biology teaching, reference is made to the laws of heredity. The authorities considered it a great difficulty to find teachers able to give sexual education, so nothing was done in that connection at present.

Influence of Labour Conditions.

Abuses of the contract labour situation are shown in the following statement of an official of the Commission of Public Welfare (dated December 5th, 1929).

> ". . . Employment of very young girls in easy jobs like selling tickets and newspapers has also led many of them into the slave traffic. We have actual cases in which these girls, without the knowledge of their parents, are initiated into the business by maintainers, and I remember we have had cases in which girls hardly 14 years of age and engaged in ticket selling supplemented their business by soliciting customers for themselves until they were arrested for prostitution, to which they pleaded guilty.
>
> "Young ignorant girls are lured by *corredoras* (representatives of employment agencies) to the 'happy life' in Manila and with the fictitious opportunity to have employment with high salaries. We have many cases in which such girls were induced to come to the city by these agents and turned over to pimps and panderers upon their arrival.
>
> "Investigation conducted into the delinquent history of young victims of prostitution reveals several methods of recruiting girls for this business. Promises of employment, or actual employment, are used in order to get the girls within the power of their exploiters.
>
> "Oftentimes the procurer is a woman, who by her seeming interest in a poor *provinciana* girl, obtains the 'unsophisticated victim's confidence'. At first she employs her as a house-girl. After two or three days, the poor girl is shocked to find that her mistress's visitors are often intoxicated, and that her mistress is a masked prostitute. At first, she would refuse to follow the example of the mistress; but, after being accustomed to the environment and after much coaxing by her mistress, the girl is dazzled by the opportunity to have fine clothes and money without much work, and, before she is aware, she is leading a life of prostitution."

Influence of Other Social Conditions.

"*Queridas*".

In addition to the labour conditions above described, a certain custom of long standing is worthy of note as bearing on this problem—viz., the so-called "*querida* custom". This custom involves temporary unions between the sexes, in which the man is usually well-to-do and the girl of poor or ignorant parents. The custom is commonly accepted and rather widespread. Concerning its effects on public welfare,

the Chief Probation Officer was quoted in the Press of October 26th, 1930, as follows :

> " There are many causes that encourage and multiply the traffic in girls in the Philippines. In the first place, I desire to make it plain that the common acceptance of the ' *querida* system ', which is a deep-rooted institution in our country and which no sociologist or religious worker would dare denounce openly for fear that they might be firing at their own friends—this so-called ' *querida* system ', I repeat, is constantly increasing the sum total of potential prostitutes and undesirables in this country."

It was stated by several witnesses that the great majority of the public are against prostitution and traffic. This exists not only among the native Filipinos, but appears to exist also among the Chinese and the Japanese as regards prostitution, by their owen nationals with the result that national pride has proved to be an important factor in preventing international traffic in Chinese and Japanese women to the Islands. There is, however, a strong minority opinion in favour of re-establishing the licensed houses in Manila.

INCOMING TRAFFIC.

Extent and Reasons.

Incoming traffic to the Philippine Islands has in recent years been small in extent for the following reasons :

(a) The immigration and international traffic laws and policy of the Philippine Government have been strongly opposed to such traffic. These laws, which are rigidly enforced, are the same as those which have existed in the United States for from fifteen to twenty years and the successful experience there gained has been available for use by the Philippine Government.

(b) Local laws and customs of the Philippine people do not permit the existence of licensed houses of prostitution, and, although prostitution exists in the few large cities and their environs and in the neighbourhood of military and naval stations, it is forced in most cases by the activities of the local and insular police to be so furtive and fleeting that it cannot provide a sure and steady market for foreign prostitutes, even if they were allowed to come to or remain in the islands.

(c) The foreign population, with the exception of the Chinese, is small in number and composed for the most part, including the Chinese, of officials, business men or merchants. This class of foreigners, through national pride, is apparently not willing that women of its own nationality should be brought to the islands as victims, whether willing or not, of a disreputable traffic. As regards the country districts, prostitution is said to be comparatively unknown, and the foreigners located there do not find it either practicable or desirable to encourage the importation of their own nationals for prostitution.

Laws bearing on Incoming Traffic.

Immigration Laws.

The immigration laws of the United States of America, which provide for the exclusion and deportation of certain classes of undesirable aliens, including traffickers, procurers, pimps and prostitutes, and also the special law providing for the exclusion of Chinese labourers, are in force in the Philippines. Captains of ships bringing immigrants to the islands are required to co-operate fully with the immigration officers in the preparation of lists, in the prevention of stowaways and in the prevention of passengers landing until examined by the immigration officers. In addition, they are required to take back to the place of origin immigrants who are excluded. It is the duty of the immigration officials under this Act to carefully examine all immigrants to determine whether they belong to any of the excludable classes and to exclude all such at time of entry. In addition to the usual instructions to Consuls abroad concerning visas for proposed immigrants, there are special instructions in regard to Chinese. Section 6 of the Chinese Exclusion Law (see Annex IV) permits the entry to the Philippines of *bona-fide* merchants, and it is the duty of the Consuls, in visaing certificates of such status which are issued to Chinese merchants by the Government to which they owe allegiance, to examine carefully each prospective immigrant to determine the *bona fides* of his application.

The immigration law contains no provisions for the assistance and protection of victims of the traffic except that they shall be repatriated to the port of origin. The law contains, in Section 4, provisions wich penalise the importation into the islands of any alien for the purpose of prostitution or for any other immoral purpose. The penalty on conviction of such an offence is imprisonment for a term of not more than ten years and a fine of not more than 5,000 gold dollars.

White Slave Traffic Act.

The so-called White Slave Traffic Act passed by the United States in 1910, which penalises the international and inter-State traffic in women and girls for prostitution, debauchery or any other immoral purpose, provides in Section 7 that its provisions shall apply to the Philippine Islands.

Situation with regard to Immigration and Application of Laws.

For the purpose of the enquiry, the following figures of immigration are of interest.

	Arrivals			Departures		
	Total	Male	Female	Total	Male	Female
1928 :						
Chinese	16,326	14,696	1,630	13,862	13,015	847
Japanese...	2,749	2,111	638	1,193	968	225
Others	2,213	1,511	702	1,815	1,282	533
Total...	21,288	18,318	2,970	16,870	15,265	1,605
1929 :						
Chinese	15,271	13,891	1,380	14,572	13,637	935
Japanese...	3,466	2,664	802	1,457	1,166	291
Others	2,063	1,364	699	2,045	1,363	682
Total...	20,800	17,919	2,881	18,074	16,166	1,908
1930 (first 9 months) :						
Chinese	15,840	14,562	1,278	11,633	11,147	486
Japanese...	2,848	2,024	460	990	762	228
Others	1,385	934	451	1,653	1,107	546
Total...	19,709	17,520	2,189	14,276	13,016	1,260

Places from which Foreigners come.

The great majority of aliens in the Philippines are Chinese from Southern China and particularly from Amoy. There are also numbers of Chinese from Formosa who are Japanese subjects. The Japanese constitute the second largest group of alien immigrants.

Routes they travel.

Most of the aliens above described come to Manila by water via Hong-Kong, though some land at the ports of Iloilo, Cebu and Zamboanga. In addition, there are said to be clandestine entries in the southern islands by way of Borneo.

Exclusions.

No statistics of exclusions were available, but a number, most of them Chinese, were said to be made. They were, for the most part, due to attempts to evade the

narcotic laws. Cases, however, occurred in which Chinese attempted to bring in women or girls in violation of the immigration law. These attempts, the officials said, were rarely for purposes of prostitution, but due for the greater part to a desire on the part of Chinese to bring in women and girls for the purpose of marriage or domestic service.

Deportations.

The general practice appears to be that foreign women found practising prostitution, and pimps or procurers connected with them, are given the choice of leaving the islands voluntarily, or, if the evidence is sufficiently strong, they are prosecuted, convicted and then deported by the Governor-General. A large number of such deportations took place in 1918 at the time of the abolition of the licensed-house system in Manila. Since that date, there have been a number of deportations—for example, 14 in 1928 and again 8 in 1929. Altogether, in the last five years, deportations have included 23 French prostitutes, 3 American prostitutes and 2 Russian prostitutes. In addition, 900 Chinese women were deported or obliged to leave in the same period.

Prosecutions.

Statistics or prosecutions were not available, but few such prosecutions of traffickers and procurers take place, because the procedure of deportation, either voluntary or obligatory, was preferred by the Government.

Immigration Procedure.

The Chief of the Immigration Department described the procedure for examining immigrants, especially Chinese immigrants, coming to the islands as follows :

> " Every woman or girl, especially Chinese, prostitute or not prostitute, who comes to the islands is investigated by the Board of Special Enquiry to see if they have the status allowing them to enter. She is asked all pertinent questions affecting her relatives or personal relations which have a bearing on her claim to the status. We reject her and deny her admittance if she makes contradictions in her testimony, or if the father, the husband or witnesses have made statements contradicting what she has said. It is for us to enforce the immigration law as it should be enforced, because we have no detention station. As soon as women come here, they are released under bond, so that they have every opportunity to prepare themselves when their cases are presented before the Board of Special Enquiry. There are many reasons for deportation. Contradiction is one, another is that she might not be claiming the right age or might claim 15 and appear to be 20, and she would be rejected on that ground. If the papers presented to establish her rights do not appear to be genuine before the Board, she would be rejected on that ground."

Methods used to evade Laws.

The principal method used, as far as Europeans or Americans are concerned, is misstating the purposes of the visit to the islands. In addition to this method of evasion, there is known to be a considerable clandestine immigration of Chinese by small boats to the southern islands. To what extent this includes traffic in women and girls is not known by the authorities. These clandestine arrivals are sometimes discovered in connection with offences or incidents involving the production of papers of identity.

Results of Activities against Incoming Traffic.

The official activities above described, in conjunction with the co-operation of the Consuls and the various foreign communities, have resulted in reducing incoming traffic in women and girls to a minimum.

OUTGOING TRAFFIC.

Extent and Reasons.

According to both official and unofficial information, there is very little outgoing traffic in Filipino women and girls for immoral purposes. There are, apparently, several reasons for this fact. In the first place, migration of Filipino women for any purpose is small. In the year 1929, out of 17,673 persons of Filipino nationality who left the islands for the United States and its other insular possessions, only 435 were females, and of 4,251 Filipino emigrants to foreign countries in the same year, only 1,115 were women. An official of the Passport Office stated : " As a general rule, very few Filipino women travel alone; they are always accompanied by parents or near relatives ". When a woman applies for a passport, she is required to state the object of leaving the islands.

A few Filipino women go abroad as members of theatrical troupes, as musicians or as dancers in cabarets. In regard to this class of migrants, the passport officer stated : " We have had cases of that, but only very few. In these few cases, passports were given only after production of a document executed before the Bureau of Labour that the girls were to be properly paid and that their stay abroad would be at the expense of the employer. If they were over 21, the parents' consent was not required. Some of them go at their own expense without anybody contracting for them."

It appears to be a fact also that there is little demand for Filipinos either as prostitutes or entertainers in most of the countries surrounding the Philippines. In the Dutch East Indies, the Straits Settlements and the Federated and Unfederated Malay States, there are plenty of native women of similar race to draw upon for these purposes. In China, they would not be able to compete with the Chinese prostitute or singing girl and apparently only migrated to that country as wives of returned

Chinese. Some cases of ill-treatment, unhappiness and destitution have resulted from these mixed marriages where the Filipino wife has returned with her husband to China.

It would appear from a statement made by one of the dance-hall girls at a cabaret just outside Manila that these girls are sometimes approached by men to leave the islands and to go to Europe or Singapore as mistresses or in some other capacity. The girl making the statement said that she had been so approached.

Laws bearing on Outgoing Traffic.

There is no law, except the Labour and Passport Law above referred to, bearing on emigration from the islands. The regulations concerning passports and the duties and efforts of the officials to prevent traffic have already been referred to.

Situation with regard to Outgoing Traffic and Application of Laws.

Statistics of Natives emigrating.

From statistics showing the number of Filipino emigrants to Hawaii to work and those who returned between 1925 and 1929, it would appear that the departures of Filipinos have steadily increased each year during the last ten years from 6,523 in 1920 to 21,924 in 1929, and those returning to the islands have increased from 5,319 in 1920 to 9,352 in 1929.

Statistics of Aliens emigrating.

Comparatively few of the Chinese females who have come to the islands as immigrants leave the islands. A much larger proportion of the Japanese women come and go—for example, in 1925 there were 5,989 Chinese who came to the islands as immigrants. Of this number, 5,042 were males and 947 were females. In the same year, only 8 Chinese females who had been immigrants left the islands. On the other hand, in the same year, there were 1,797 Japanese who came to the islands as immigrants, of whom 1,514 were males and 283 were females. In the same year, 300 male Japanese immigrants left the islands and 50 female immigrants. In that year, a larger migration among the several foreign races existed than during subsequent years.

Places to which Emigrants go and Routes.

Most of the Filipinos who emigrate go to the United States of America, Hawaii or other insular possessions of the United States. They usually travel by the regular steamers going directly from the Philippines via Hong-Kong to China, Japan and then east to Hawaii and the United States. Almost all embark at Manila, departures from Davao, Zamboanga, Jolo, Cebu and Iloilo being only a few hundred yearly.

Administrative Measures to prevent Traffic.

In addition to the activities of the Labour Office and the passport officer, there are the port police, who watch outgoing steamers and are available for protection and assistance to women and girls.

Co-operation with Foreign Consuls.

There had not been, apparently, for some years any co-operation with foreign Consuls with regard to traffic in their nationals either from or to the Philippines. In 1918, however, it was in co-operation with the Japanese Consul that the 122 Japanese prostitutes located in the licensed area in Manila were repatriated to Japan. Since that time, the assistance and co-operation of the foreign Consuls has rarely been sought.

RESULTS OF ACTIVITIES AGAINST OUTGOING TRAFFIC.

There has been at no time any considerable outgoing traffic in Filipino women. The vigilance of the passport officer, the Labour Office and the American Consuls in China and elsewhere has resulted in the rendering of such assistance as is necessary to stranded artistes, musicians and Filipino wives of Chinese who were in need of funds or assistance in returning to the Philippines.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS TO COMBAT IT.

The Philippines are neither a country of origin nor destination for any considerable international traffic in women and girls. Owing to lack of demand and the vigilance of the officials, very few Filipino women go or are taken abroad for immoral purposes. As regards incoming traffic, two factors appear to have prevented to a large extent such traffic—first, the policy of the foreign Governments and the national pride of the foreign communities in the islands, which are opposed to the bringing of their nationals to the islands for this purpose; secondly, the rigid immigration control exercised at the larger ports has prevented to a great extent persons of bad character from being successful in this traffic.

The central authority under the International Agreement of 1904 is the Commissioner of Immigration at Washington, D.C. No local representative appears to have been appointed for the Philippine Islands, and there has been no exchange of information, as contemplated by that Agreement, with the central authorities of other countries on the question of traffic in women and children, as far as the officials of the Filipino Government know.

The procedure followed by the Immigration Service in connection with the exclusion and deportation of foreign women and girls takes no account of their future welfare after leaving the islands. No advanced notice of such action is given to the Chinese Consul, for example, in cases of exclusion or deportation of young Chinese women, nor is any arrangement made or attempted to be made that they should be received by relatives, friends or charitable agencies on arrival in their own countries or in the countries from which they came to the Philippines.

There appears to be a considerable internal traffic in young native girls carried on mainly by so-called employment agencies, which bring poor and ignorant young girls from the country districts to the large cities, particularly Manila, ostensibly as servants. Many of these girls, who find themselves loaded down with debts for real and sometimes for imaginary services claimed to have been performed by the agency, are easily lured into dance-halls and houses of prostitution, which in some places are one and the same thing. Cases of deceit, gross exploitation or even deliberate debauchery of such girls by keepers of so-called cabarets and houses of prostitution with the connivance of such agencies are said to be not infrequent.

ANNEX I.

EXTRACTS FROM THE ORDINANCE OF THE CITY OF MANILA.

Section 822.

Vagrancy; Penalty.—Any person who keeps a house of prostitution; or acts as pimp or procurer; or who is a common gambler or prostitute; or habitually idly loiters about; or wanders abroad, visiting or staying about hotels, cafés, drinking-saloons, houses of ill-repute; or who habitually accompanies prostitutes or other persons of notoriously bad repute, shall be deemed as vagrant, and, upon conviction thereof, shall be punished by a fine of not more than two hundred pesos, or by imprisonment for not more than six months, with or without hard labour, on the streets or elsewhere, or by both such fine and imprisonment in the discretion of the court, for each offence (R.O., 733).

Vagrancy.—The above section is practically similar to Section 1 of Act 519 of the Philippine Commission, construed by the Supreme Court in the following cases: U.S. *v.* Choa Chi Co (1904), 3 Phil. 678; U.S. *v.* Gandole (1906), 6 Phil. 253; U.S. *v.* Molina (1912), 23 Phil. 471; U.S. *v.* Hart (1913), 26 Phil. 149.

Pimps.—A " pimp " *(alcahuete)* is one who provides gratification for the lust of others; a procurer; a panderer. It is not essential, in order to convict one of vagrancy because a pimp or procurer, that this person has no visible means of support or be an agent for a keeper of a house of prostitution, etc. (U.S. *v.* Giner Cruz (1918), 38 Phil. 677).

ANNEX II.

EXTRACTS FROM PENAL CODE, PHILIPPINE ISLANDS

(Effective June 1st, 1932.)

Article 270.

Kidnapping and Failure to return a Minor.—The penalty of *reclusión temporal* shall be imposed upon :

(1) Anyone who shall kidnap a child under 7 years for the purpose of permanently separating the said child from his parents or guardians or the persons charged with his custody;

(2) Any person who, being entrusted with the custody of a minor person, shall deliberately fail to restore the latter to his parents or guardians.

Article 271.

Inducing a Minor to abandon his Home.—The penalty of *arresto mayor* and a fine not exceeding 500 pesos shall be imposed upon anyone who shall induce a person under age but over 7 years to abandon the home of his parents or guardians or the persons entrusted with his custody.

If the person committing any of the crimes covered by the two preceding articles shall be the father or the mother of the minor, the penalty shall be *arresto menor* or a fine not exceeding 200 pesos, or both.

Article 272.

Slavery.—The penalty of *prisión mayor* and a fine not exceeding 10,000 pesos shall be imposed upon anyone who shall purchase, sell, kidnap or detain a human being for the purpose of enslaving him.

If the crime be committed for the purpose of assigning the offended party to some immoral traffic, the penalty shall be imposed in its maximum period.

Article 273.

Exploitation of Child Labour.—The penalty of *prisión correccional* in its minimum and medium periods and a fine not exceeding 500 pesos shall be imposed upon anyone who, under the pretext of reimbursing himself of a debt incurred by an ascendant, guardian or person entrusted with the custody of a minor, shall, against the latter's will, retain him in his service.

Article 333.

Who are guilty of Adultery.—Adultery is committed by any married woman who shall have sexual intercourse with a man not her husband and by the man who has

carnal knowledge of her, knowing her to be married, even if the marriage be subsequently declared void.

Adultery shall be punished by *prisión correccional* in its medium and maximum periods.

If the person guilty of adultery committed this offence while being abandoned without justification by the offended spouse, the penalty next lower in degree than that provided in the preceding paragraph shall be imposed.

Article 334.

Concubinage.—Any husband who shall keep a mistress in the conjugal dwelling, or shall have sexual intercourse, under scandalous circumstances, with a woman who is not his wife, or shall cohabit with her in any other place, shall be punished by *prisión correccional* in its minimum and medium periods.

The concubine shall suffer the penalty of *destierro.*

Article 335.

When and how Rape is committed.—Rape is committed by having carnal knowledge of a woman under any of the following circumstances:

(1) By using force or intimidation;

(2) When the woman is deprived of reason or otherwise unconscious; and

(3) When the woman is under 12 years of age, even though neither of the circumstances mentioned in the two preceding paragraphs shall be present.

The crime of rape shall be punished by *reclusión temporal.*

Article 336.

Acts of Lasciviousness.—Any person who shall commit any act of lasciviousness upon other persons of either sex, under any of the circumstances mentioned in the preceding article, shall be punished by *prisión correccional.*

Article 337.

Qualified Seduction.—The seduction of a virgin over 12 years and under 18 years of age, committed by any person in public authority, priest, house-servant, domestic, guardian, teacher, or any person who, in any capacity, shall be entrusted with the education or custody of the woman seduced, shall be punished by *prisión correccional* in its minimum and medium periods.

The penalty next higher in degree shall be imposed upon any person who shall seduce his sister or descendant, whether or not she be a virgin or over 18 years of age.

Under the provisions of this chapter, seduction is committed when the offender has carnal knowledge of any of the persons and under the circumstances described herein.

Article 338.

Simple Seduction.—The seduction of a woman who is single or a widow of good reputation, over 12 but under 18 years of age, committed by means of deceit, shall be punished by *arresto mayor.*

Article 339.

Acts of Lasciviousness with the Consent of the Offended Party.—The penalty of *arresto mayor* shall be imposed to punish any other acts of lasciviousness committed by the same persons and the same circumstances as those provided in Articles 337 and 338.

Article 340.

Corruption of Minors.—Any person who shall habitually, or with abuse of authority or confidence, promote or facilitate the prostitution or corruption of persons under age to satisfy the lust of another shall be punished by *prisión correccional* in its minimum and medium periods, and, if the culprit be a public officer, he shall also suffer the penalty of temporary absolute disqualification.

Article 341.

White Slave Trade.—The penalty of *prisión correccional* in its medium and maximum periods shall be imposed upon any person who, in any manner, or under any pretext, shall engage in the business or shall profit by prostitution or shall enlist the services of women for the purpose of prostitution.

Article 342.

Forcible Abduction.—The abduction of any woman against her will and with lewd designs shall be punished by *reclusión temporal.*

The same penalty shall be imposed in every case if the female abducted be under 12 years of age.

Article 343.

Consented Abduction.—The abduction of a virgin over 12 and under 18 years of age, carried out with her consent and with lewd designs, shall be punished by the penalty of *prisión correccional* in its minimum and medium periods.

Article 344.

Prosecution of the Crimes of Adultery, Concubinage, Seduction, Abduction, Rape and Acts of Lasciviousness.—The crimes of adultery and concubinage shall not be prosecuted except upon a complaint filed by the offended spouse.

The offended party cannot institute criminal prosecution without including both the guilty parties, if they are both alive, or in any case if he shall have consented or pardoned the offenders.

The offences of seduction, abduction, rape or acts of lasciviousness shall not be prosecuted except upon a complaint filed by the offended party or her parents, grandparents or guardian, nor, in any case, if the offender has been expressly pardoned by the above-named persons, as the case may be.

In cases of seduction, abduction, acts of lasciviousness and rape, the marriage of the offender with the offended party shall extinguish the criminal action or remit the penalty already imposed upon him. The provisions of this paragraph shall also be applicable to the co-principals, accomplices and accessories after the fact of the above-mentioned crimes.

ANNEX III.

EXTRACTS FROM ORDINANCE No. 18 REGULATING THE ADMINISTRATION OF DANCING-HALLS AND THEIR PREMISES AT MALABON RIZAL.

Article 1.

For the purposes of the present Ordinance, dancing-halls shall be taken to mean all establishments of a public character intended exclusively for dancing, or dancing-schools, in which the owner or managers receive a reasonable and fixed fee for each time the dancer or pupil dances with one of the women dancers kept for the purpose in the said establishments, which shall be subject to the provisions both of this Ordinance and of those which may subsequently be issued in this connection.

Article 2.

The sole legal purpose of dancing-halls is declared to be the art of dancing, physical and choreographical exercises, the study of dancing, honest and reasonable recreation and distractions and similar amusements within the bounds of order and morality. Any performance or acts or words, figurative language or signs revealing or proving other purposes contrary to those mentioned in the present article shall be illegal and punished by the present Ordinance.

Article 6.

The establishments dealt with in this Ordinance shall be declared to be public and shall accordingly be subject to inspection at any time by the authorities and agents of public order.

Article 8.

No one may enter or permit any other person to enter the inner rooms or any hidden part of the establishment except the concessionnaire and his employees, or when any physical indisposition or other sudden illness requires that the sufferer be taken to a room in order that first-aid may be rendered.

Article 9.

No one may receive, or permit the receiving, as guest to spend the night in any part of the establishment, any woman, or any man accompanied by a woman when they are not lawful spouses or blood relatives up to the second degree, with the exception of the concessionnaire, his family or his employees. All customers shall be obliged to leave the dancing-hall at closing-time unless unforeseen and reasonable circumstances oblige a person to spend the night in the establishment, in which case the concessionnaire must inform the Chief of Police.

Article 10.

The following are strictly prohibited from entering dancing-halls :

(a) Persons under 18 years of age in order to dance;

(b) Women of bad or doubtful reputation;

(c) Persons who are manifestly suffering from mental disorders or contagious disease;

(d) Any person of bad conduct or in a drunken condition.

Article 12.

No one shall indulge in immoral or improper words or acts, or take part in any dispute, altercation or action of an offensive nature or contrary to public morality and decency.

The concessionnaire shall be obliged to prevent the performance of any of the above-mentioned acts, and shall also be responsible for breaches of the present article.

Article 13.

Each concessionnaire shall set apart a suitable section of the hall exclusively for the use of the women dancers, and also a private room, lighted at one of its extremities, for the toilet of the dancers and for changing clothes, arranging their hair, etc.

Article 14.

No man may enter the dancers' room, nor remain in the part of the hall set aside for them, longer than the time strictly necessary for inviting his partner and bringing her back after a dance.

Article 16.

No person or couple shall dance in an indecent or ridiculous manner, nor execute pirouettes or figures which are scandalous or contrary to morality and decency. The concessionnaire shall also be responsible for breaches of this article.

Article 17.

Each woman dancer shall be subject to the following provisions:

(a) She shall present herself in the hall decently clothed, with a kerchief on her neck according to the custom of Philippine women, unless she is dressed in European style;

(b) She shall be provided with a fan of the type known as *anahaw*, which shall be used during dancing to prevent contact of her bosom (pectoral region) with the dancer or subscriber;

(c) She shall not refuse on any pretext any invitation to a dance, unless she has previously promised the dance to another person, in which case she must always be able to prove the fact;

(d) She shall change her clothes in the room provided for the purpose if they are dirty or wet with perspiration;

(e) She may not remain in the part of the hall intended for the public without a good and sufficient reason;

(f) When called upon to do so, she must give the authorities and agents of public order her real name and surname, and other personal particulars.

ANNEX IV.

EXTRACTS FROM LAWS RELATING TO THE ADMISSION OF CHINESE AND PROVIDING FOR THE ENFORCEMENT OF THE EXCLUSION TREATY WITH CHINA.

Section 6.

That, in order to the faithful execution of the provisions of this Act, every Chinese person, other than a labourer, who may be entitled by said treaty or this Act to come within the United States, and who shall be about to come to the United States, shall obtain the permission of and be identified as so entitled by the Government, or of such other foreign Government of which at the time such Chinese person shall be a subject, in each case to be evidenced by a certificate issued by such Government, which certificate shall be in the English language, and shall show such permission, with the name of the permitted person in his or her proper signature, and which certificate shall state the individual, family and tribal name in full, title or official rank, if any, the age, height and all physical peculiarities, former and present occupation or profession, when and where and how long pursued, and place of residence of the person to whom the certificate is issued, and that such person is entitled by this Act to come within the United States.[1]

If the person so applying for a certificate shall be a merchant, said certificate shall, in addition to above requirements, state the nature, character and estimated value of

[1] Official signing certificate must be known or shown to have authority from foreign Government (54 Fed., 490). For list of such officials, see Rule 10.

the business carried on by him prior to and at the time of his application as aforesaid : *Provided,* that nothing in this Act nor in said treaty shall be construed as embracing within the meaning of the word " merchant ", hucksters, pedlars, or those engaged in taking, drying or otherwise preserving shell or other fish for home consumption or exportation.[1]

If the certificate be sought for the purpose of travel for curiosity, it shall also state whether the applicant intends to pass through or travel within the United States, together with his financial standing in the country from which such certificate is desired.

The certificate provided for in this Act, and the identity of the person named therein, shall, before such person goes on board any vessel to proceed to the United States, be visaed by the endorsement of the diplomatic representatives of the United States in the foreign country from which such certificate issues, or of the consular representative of the United States at the port or place from which the person named in the certificate is about to depart; and such diplomatic representative or consular representative whose endorsement is so required is hereby empowered, and it shall be his duty, before endorsing such certificate as aforesaid, to examine into the truth of the statements set forth in said certificate, and, if he shall find upon examination that said or any of the statements therein contained are untrue, it shall be his duty to refuse to endorse the same.

Such certificate visaed as aforesaid shall be *prima facie* evidence of the facts set forth therein, and shall be produced to the Chinese inspector in charge of the port in the district in the United States at which the person named therein shall arrive, and afterwards produced to the proper authorities of the United States whenever lawfully demanded, and shall be the sole evidence permissible on the part of the person so producing the same to establish a right of entry into the United States; but said certificate may be controverted and the facts therein stated disproved by the United States authorities.[2]

* * *

The relevant sections of the Immigration Act of February 5th, 1917, may be found on page 181 of Part II of the Report of the Special Body of Experts on Traffic in Women and Children of the League of Nations (document C.52(2).M.52(1).1927.IV), Section 6 of the Act of May 8th, 1882, as amended and added to by Act of July 5th, 1884 (22 Stat. Laws; 23 Stat. Laws, 115).

The relevant sections of the White Slave Traffic Act may be found on page 180 of Part II of the Report of the Special Body of Experts on Traffic in Women and Children of the League of Nations (document C.52(2).M.52(1).1927.IV).

---

[1] For definition of " Merchant ", see Section 2, Act of November 3rd, 1893; of " Student ", Rule 8.

[2] *Section* 6.—Certificates must conform strictly to all requirements (186 Y.S., 168,176; 83 Fed., 832; 133 Fed., 392; Op. Atty. Gen. 130). Administrative officers sole judge of sufficiency and weight of (186, U.S., 168, 176). Admission under not for labouring purposes (83 Fed., 832; 86 Fed. 605; 133 Fed., 154 and 391). Sole evidence permissible on part of Chinese (140 U.S., 424; 48 Fed., 668; 93 Fed., 797; 97 Fed. 576; 100 Fed., 609). Are *prima facie* evidence only, and may be ignored where there is any impeaching evidence at all (186 U.S., 168; 217 Fed., 45).

ANNEX V.

POPULATION BY NATIONALITY AND SEX.

	1903			1918			1931
	Male	Female	Total	Male	Female	Total	Estimated Total 31.XII.1930
Filipino	3,792,144[1]	3,787,144[1]	7,579,288[1]	5,121,426	5,128,847	10,249,161[3]	13,077,929[4]
Chinese	40,518[2]	517[2]	41,035[2]	40,704	3,098	44,239[3]	146,000[5]
Japanese	475[2]	446[2]	921[2]	6,904	902	8,209[3]	27,000[5]
American	6,920[2]	1,215[2]	8,135[2]	3,853	1,921	5,808[3]	9,000[5]
Spanish	3,187[2]	701[2]	3,888[2]	2,760	1,185	4,032[3]	4,200[5]
British	549[2]	118[2]	667[2]	864	276	1,202[3]	1,800[5]
German	344[2]	24[2]	368[2]	187	99	288[3]	400[5]
French	105[2]	16[2]	121[2]	87	95	182	200[5]
Swiss	—	—	—	90	35	125	200[5]
All Others	738[2]	265[2]	1,003[2]	693	284	979[3]	1,200[5]
Total Foreign...	52,836[2]	3,302[2]	56,138[2]	56,142	7,895	65,149[3]	190,000[5]
Grand Total...	3,844,980[1]	3,790,446[1]	7,635,426	5,177,568	5,136,742	10,314,310	13,267,929

[1] Estimated, as only Christians are separated by sex in 1903 census.
[2] Birthplace.
[3] Males and females in specially organised provinces not separately stated.
[4] Estimated by using the same rate of increase as existed during period from 1903-1918.
[5] Estimated by using for 12-year periods the rate of net increase in immigrant aliens during six years ending December 31st, 1930.

INDO-CHINA.

The Union of Indo-China consists of one colony (Cochin-China) and four protectorates (Cambodia, Annam, Tonkin and Laos). The Leased Territory of Kwang-Chow-Wan is under the administration of the Government-General of Indo-China.

France adhered on behalf of her colonies to the 1904 *Agreement and the* 1910 *Convention. She did not accede on their behalf to the* 1921 *Convention. These adhesions did not include the protectorates in Indo-China.*

The Legislation and Administration Department of the Government-General of Indo-China acts as central authority.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The following figures of population were supplied by the authorities in Indo-China. Total population : 21,452,000 of whom 15,765,000 are Annamites.

Population of :		Population of principal cities :	
Cochin China	4,484,000	Saigon	122,000
Annam.....	5,122,000	Cholon.....	134,000
Cambodia	2,805,000	Pnom-Penh	96,000
Tonkin.....	8,096,000	Hanoi	124,000
Laos.....	944,000	Haiphong	122,000

The Chinese population of Indo-China (excluding Kwang-Chow-Wan) is estimated at 418,000 inhabitants, the corresponding figures for 1929 being 402,000, including 75,000 for Saigon and 95,000 for Cholon.

In the statistical year-book of Indo-China for 1930-1931, the figure of 43,789 European inhabitants is given for 1930; that figure covers all persons of European status, including half-castes, but does not cover Japanese, Filipinos, Siamese, etc. It also covers soldiers and sailors numbering 10,562 in 1930.

The Chinese in Cochin-China in 1930 were, by age and sex :

Men over 18 years	89,312
Boys 7 to 17	46,360
Women over 16	68,195
Girls 7 to 15	7,192
Children below 7	16,317
Total...	227,376

In Cambodia :

Chinese men paying taxes	47,973
Women, children, invalids	38,385
Total...	86,358

In Haiphong (Tonkin) there were from 3,000 to 4,000 Chinese.

The European population of the Union was estimated at 35,000 in 1926, including " persons of European standing ", that is Franco-Annamites, Japanese, Filipinos, and also including about 8,000 sailors and soldiers.

General Policy towards Prostitution and Allied Questions.

The general policy of the Government of Indo-China in regard to prostitution may be said to be the control and supervision of brothels and women who are already prostitutes, the protection of women and girls, and, by protective and preventive measures, the safeguarding of women and girls from being induced by force or deceit to carry on prostitution.

Laws relating to Prostitution and Allied Questions.

Licensed Prostitution.

In Indo-China, the control of prostitutes is, in principle, in the hands of the municipal (in the larger towns) and the provincial authorities. This control is set out in municipal or provincial decrees approved by the competent superior authorities. Regulation in Tonkin, for example, is governed by the Decree issued on February 3rd, 1921, regulating the control of prostitution in the towns of Hanoi and Haiphong, in the provincial capitals and all the centres in which there is a European or native garrison, modified by the Decree of October 7th, 1926.

The control of prostitution seems to be almost identical in every place, and the various decrees conform in principle to the Tonkin decree of December 12th, 1913, of which the most important clauses are as follows (see Annex I) :

1. Every woman of whatever nationality who is known to practise prostitution must be registered at the police office (Articles 2 and 4).

2. Registered women are divided into two categories, those who live in houses of prostitution and those who exercise their profession in their own lodgings (Article 3).

3. No woman can be registered as a prostitute before she is 18 years of age if an Asiatic, or 21 if a European (Article 27).

4. Women known to practise prostitution without being registered are registered after an enquiry (Article 33).

5. Prostitutes are not allowed to solicit in the streets (Article 10), to enter

cafés or drinking-shops (Article 11), or to exercise their profession outside the tolerated house or their lodgings (Article 11).

6. A prostitute who wishes to have her name removed from the police register must show that she has some means of subsistence or that there is some person of respectable standing who is willing to take the responsibility for her in this respect (Article 8).

7. Each keeper of a house of prostitution must have a licence from the police authorities (Article 19) and must be a woman over 25 years of age and, if married, have the consent of her husband (Article 24).

Houses of prostitution are allowed only in certain districts designated for them by the Administrative Authorities.

Procuring.

The Decree of March 18th, 1923 (Annex II), penalises incitement of young persons to an immoral life; procuring of women under age even with the consent of the woman herself; procuring of any woman if fraud, violence, threats, abuse of authority or other means of constraint have been used; the use of such means to detain against her will, even on account of debts contracted, a woman in a house of prostitution or to oblige her to practise prostitution. Attempts to commit these offences are punished as the offences, and preparation for procuring is dealt with as an actual attempt.

By Article 2 of the same decree, a prohibition of residence for a shorter or longer time may be added to a sentence under the regulations dealing with procuring, mentioned above.

The Decree of December 31st, 1912 (see Annex III), makes the selling, pledging and hiring of third persons a legal offence. The punishment may be more severe if the victim is under age or if the offender is a relative of the victim.

Children regarded as vagrants and who are from 13 to 16 years old may be sent by the courts to their families or to an institution (see Annex IV).

SITUATION WITH REGARD TO PROSTITUTION AND APPLICATION OF LAWS.

Segregated Areas.

There are, strictly speaking, no segregated areas of prostitution in the towns of Indo-China. Brothels are allowed only in certain parts of the town, but there are houses of other kinds in the same areas. Many of the Annamite houses in Saigon are situated in the neighbourhood of the soldiers' barracks, which is considered an advantage both to the keepers and to the authorities (as facilitating the control).

Enforced Registration.

In Saigon, the police registered a woman as a prostitute if she was found soliciting in the streets or if a person complained of having been contaminated by her. In Hanoi

and Haiphong, a woman was forced to register if she had been reported as practising prostitution three times by different police agents. The first time a woman is reported, the police try to make her return to her family or to find some person willing to be responsible for her or they advise her to procure some kind of work.

Number of Prostitutes.

The large majority of registered prostitutes in Indo-China are natives of the country, only a very small number being other Asiatics or Europeans.

In Saigon, there were rather more than 200 Annamite women registered as prostitutes. Most of them were in licensed houses. Four Chinese women were registered in Saigon, all of them living in licensed houses kept by Annamites. At the beginning of 1930, there had been twenty-five French women registered in Saigon, but six had since left for Europe. French prostitutes usually live in their own private rooms. There were two French licensed houses in Saigon, but these were said by the police to be used mainly as houses of rendezvous.

No figures were available regarding sly prostitutes. No sly French prostitutes were known to the authorities, who were of the opinion that it would be almost impossible for a European woman to practise prostitution without being found out by the police.

A number of Annamite and Franco-Annamite women were said by the police to practise clandestine prostitution.

In Cholon, 270 Annamite women were registered as prostitutes, 160 of them living in licensed houses, 110 outside. Sly Annamite prostitutes were now and then reported to the police in Cholon.

No Chinese woman was registered as a prostitute in Cholon.

In Hanoi, 156 registered Annamite women were living in twenty licensed houses. Eight hundred women had been reported during 1930 as prostitutes, out of whom 351 were said to be " in flight " *(en fuite)*—that is, escaping from the control. Some of the women in question had only been reported once or twice; some had probably left the town.

One Chinese woman and another of Chinese-Annamite origin were registered, both of them living in licensed houses.

No French woman was registered in Hanoi. Formerly, when there were more French prostitutes in Saigon, about every third or fourth month some of them came to Hanoi from Saigon for a short time. They stayed in the best hotels and usually were able to go back to Saigon with a few thousand francs before being interfered with by the police.

Some years ago, there had been a number of European prostitutes from the Balkans and the south of Russia in Indo-China, especially in Hanoi. These women kept a kind of restaurant where prostitution was practised. All but one had

been expelled in 1928, and no new ones had been allowed to come in. The remaining one was an old woman and she had no longer anything to do with prostitution.

The number of sly prostitutes, Annamite or of mixed origin was said to be very high in Hanoi. One authority,[1] speaking of sly prostitutes, says :

> " Although it is almost impossible to estimate their number, they are supposed by some people to amount to 5,000 to 6,000. The police has officially estimated them to be more than 3,000."

Of these sly prostitutes, some are professionals practising in sly houses of prostitution or in annexes to the licensed houses, others only occasionally practise prostitution, having other means of livelihood. Many of them were married. The same authority states that, in clandestine annexes to licensed houses, opium-smoking is prevalent, and this was confirmed by private observation. He also says that clandestine prostitution and opium-smoking are closely connected in other places. This, too, was confirmed by private information.

Rickshaw pullers and other men in the street sometimes offer to take men to " Madame Française ", but, as far as could be learned, the women concerned in such cases were of French-Annamite origin, dressed as Europeans.

In Haiphong, there were at the time of the enquiry six licensed houses with about forty Chinese women. The keepers of these houses were Chinese. According to the police, some of the inmates were of Sino-Annamite origin, dressed as Chinese to attract Chinese clients. Information obtained by the Commission showed that all the Chinese had been born in China.

In Pnom-Penh, there were five licensed houses kept by Annamites. About 100 Annamite and 100 Cambodian women were registered, many of them living outside the houses. There were no foreign women registered as prostitutes in this city.

The number of sly prostitutes in Pnom-Penh was estimated at about 100 Annamites and 100 Cambodians. A certain amount of sly prostitution was thought to exist among the Chinese singing-girls.

Several years ago there had been some Japanese houses of prostitution in the larger cities of Indo-China, but, during the last ten years, there had been no new arrivals of Japanese women or girls for immoral purposes and the houses had been closed, the majority of the inmates being repatriated through the activities of the Japanese Consuls in conformity with Japanese Government policy throughout the East. A few elderly Japanese ex-prostitutes remained, and these now kept small restaurants for sailors.

No other foreign prostitutes exist now in Indo-China, according to the authorities.

---

[1] Dr. Joyeux, Directeur du Service d'Hygiène of Hanoi in an article " Le Péril vénérien et la Prostitution à Hanoï ", published 1930 in the *Bulletin de la Société Médico-Chirurgicale de l'Indochine.*

Exploitation of Prostitutes.

Native and Chinese prostitutes are, as in most other countries, exploited through a system of debt, the keepers providing them with dresses, cheap jewellery and such things, at prices so exorbitant that they are never out of debt. The inmates of the licensed houses are especially exploited in this way.

In Hanoi, the Medical Officer sometimes sent girls to the hospitals, not because of venereal disease, but because they were in a state of very great exhaustion, having been obliged by the keepers of the houses to receive an excessive number of customers.

Some of the French prostitutes in Saigon kept their earnings themselves, others were exploited by pimps or *souteneurs* of French nationality. If the women complained at court, as they rarely did, the men were invariably punished and expelled; but, in many cases, the women volunteered to share their income with men of this kind, and there were cases known where prostitutes in Saigon sent money to pimps in France.

Restaurants and Cabarets.

Restaurants and cabarets are supervised by the police and are not regarded as connected with prostitution.[1]

Foreign artistes visit Indo-China now and then. They must have a special permit. Troupes of female cabaret artistes come occasionally. In the last three years, there had been only five or six troupes of travelling cabaret artistes in the big cities, and the police had not had any reason to interfere with them.

Child Artistes.

No child under 12 years of age can be employed in a public performance, in a theatre, café or exhibition. Girls under age were not allowed to be employed in cafés or drinking-places.[2]

Selling and Pawning of Children.

Selling and pawning of children is a custom remaining among the natives from old times, " a custom as old as the country ".

In periods of famine and distress, it used to be a common practice for poor people to hand over their children for money to more well-to-do families who wanted children for work or for adoption.

Written contracts in which the term " selling " appeared were used in such cases, though, as a rule, with a stipulation that, when the money advanced was refunded,

---

[1] The hotal managers of Saigon were instructed in July 1932 not to tolerate soliciting in their establishments and not to let rooms to prostitutes. Proprietors of hotels and cafés were also forbidden by law to serve drinks to prostitutes.

[2] Municipal Law, Saigon, January 25th, 1893, Article 1, says :

" No girl under age may be employed in any capacity in cafés, taverns, beershops or other places in which intoxicating drink is sold."

the child would be handed back to the parents. The condition of the adopted child was neither that of a slave nor that of a servant. Neither law nor custom permitted it to be retained against its will. It remained free, under a family guardianship. This custom originated in the desire of the parents to ensure in this manner the future of their child and it was meant to prevent the simple abandonment of children.

As a rule, the parents were most anxious to pay off the debt in order to get their children back as soon as possible.

Such contracts were illegal and, if taken to court, were declared null and void, both contracting parties being liable to punishment.

The practice of pawning children is very rare nowadays and is condemned by public opinion among Annamites, although the sold children in most cases were said to be better off in the buying family than in their own, as shown by the fact that many of them refused to go back to their parents.

Ignorant parents were, however, sometimes deceived by a " go-between ", who handed the girl over to a house of prostitution, instead of to a respectable family.

Regulations for adoption similar to those of France are now being introduced in Indo-China; however, the custom of informal adoption has never been abolished among Annamites or even interfered with provided that the adopted child remains free to return to its natural parents. At present, Article 211 of the Annamite Penal Code forces the punishment of forced labour for definitive periods for " anyone who has been convicted for having sold a member of his family."

Prosecutions.

The police authorities were convinced that the great majority of offences committed in Indo-China against the laws regarding protection of women and children were discovered and punished. Details of various cases of prosecutions in regard to procuring of women and girls in the country were given to the Commission. These included deceit and abduction of the victims.

A report of the public prosecutor at the Court of Appeal of Saigon for 1929, emphasised the fact that traffic in women and children had practically disappeared from the colony during the preceding years. " It may be ", says the author, " that the supervision exercised, the severe sentences by the courts and the administrative measures taken against foreign Asiatics sentenced for offences of this nature, have warned delinquent people against the consequences of this shameful commerce; it may be that the mental attitude modified through French influence and through contact with our civilisation, so respectful of the rights of women and children, has brought about an almost complete change of the native customs."

One case had occurred at Saigon of incitement of a French girl of 16 to an immoral life. The man and the woman concerned were sentenced.

Preventive and Protective Measures.

Useful preventive and protective work among women and children in Indo-China is done by several charitable and educational organisations. These include the Association for Child Welfare (Société de protection de l'enfance de Cochinchine) in Saigon which runs an orphanage for boys and girls and a *foyer pour jeunes filles* and sends some of the children under its care to various schools, and the Society for the Welfare of Abandoned Franco-Indo-Chinese Children (Société d'assistance aux enfants Franco-Indochinois abandonnés), which has for its field of work Tonkin, but co-operates with protective and charitable institutions in Annam and Laos and works on much the same lines as the Cochin-China Society, the Society for Protection of Young Abandoned Annamites ", which educates and cares for young Annamites who have been abandoned.

The girls in the care of these societies were mostly of mixed origin (Franco-Annamites). They were often married off from the institutions, and the societies tried to give them a sufficient education for family life as well as making them able to earn a decent living. It was said by the authorities to be greatly due to the child-welfare associations that young European and Franco-Annamite girls to a great extent were saved from being induced by poverty, unemployment and ignorance to take to prostitution.

According to the police, there is, in most of the villages and communities of the country, some kind of institution supported by the municipalities to take care of orphans and other destitute children. There are also orphanages and schools engaged in preventive work, run by Christian Missions.

The necessity of encouraging a more widespread education of girls as well as of boys among the native population and among those of mixed origin and of giving them some kind of training to enable them to earn a decent living was emphasised by the staffs of various charitable institutions, where such education is provided, which the Commission visited.

Popular educational work regarding the dangers of prostitution and irresponsible sexual life is carried on through the Public Health Department in co-operation with private organisations. Films are used for this purpose, lectures are given in French and Annamite and printed matter is distributed. Educational work of this kind is also carried on through midwives, especially by persuading women, where necessary, to take treatment for venereal disease. According to the Inspector-General of Hygiene in Hanoi, the lectures were well attended, and interest was shown by the population in the educational work.

Influence of Labour Conditions.

Among the laws and ordinances regulating labour, there are special regulations for the protection of women and children. A labour inspection department has been in operation since the beginning of 1928. Private agents go round in Tonkin and

Annam recruiting labour for Cochin-China and Cambodia. This recruitment is supervised by the Labour Department, whose regulations provide that women, whether married or unmarried, must not go with contract labourers unless accompanied by husbands or other relatives.

There are no Chinese or other foreign workers on these plantations. Chinese immigrant coolies go only to the pepper plantations in Cambodia or to ricefields and mills belonging to Chinese. The Chinese workers often intermarry with natives.

INCOMING TRAFFIC.

Extent and Reasons.

Nothing in the information obtained or in the conditions observed by the Commission indicated that a demand for foreign prostitutes existed among the indigenous population of Indo-China.

European Prostitutes.

There was, according to the authorities, no real demand for European prostitutes among the European residents. The European population is not very great and the number of unmarried European men who stay for any considerable time in the countries of the Union is comparatively small. Most of the Europeans are said to live a normal family life, though certain men were known to have native mistresses.

The clients of European prostitutes were said to be usually passing travellers, passengers on ships which called for a day or two at Saigon, and occasionally Europeans visiting Saigon.

The police were of opinion that the French prostitutes in Saigon had almost without exception been prostitutes in France. They usually arrived by regular steamers, either direct from Marseilles or from Egypt after having spent some time at Cairo or Alexandria. No clandestine entries of French prostitutes were suspected and no case of the use of false documents was known.

Chinese Prostitutes.

The Chinese population of Saigon-Cholon is mainly composed of people of a rather high standing, such as merchants, manufacturers, artisans. There are, comparatively, very few belonging to the lower class of labourers. They are grouped in congregations according to their place of origin in China and, distinguished by a certain community pride, do not allow any open Chinese prostitution to exist in Saigon-Cholon.

Most of the Chinese men in Saigon-Cholon are married, the majority of them to Chinese women, others to Annamites or Sino-Annamites.

For Chinese men requiring prostitutes, there is a sufficient number of Annamite women of that kind, of whom many dress in Chinese costume to attract Chinese clients.

For these reasons, there was no demand for Chinese prostitutes in Saigon-Cholon. There were only four Chinese women registered as prostitutes in Saigon and none in Cholon.

Statistics were obtained by the Commission, showing the dates of arrival and the dates of entry in the licensed houses by the Chinese women. All the registered Chinese prostitutes in Haiphong were living in licensed houses. Out of the 45 Chinese inmates of licensed houses in Haiphong (1930) who had been registered during the years 1925-1930, 7 had entered the houses 1 to 15 days after their arrival from China, 14 had entered 1 to 9 months after their arrival, and 24 a year or more after their arrival. Two of the women had arrived at Haiphong as children aged about one year, and had become inmates of brothels, one at 18, the other at 22 years of age. They had come from the Chinese towns of Pakhoi, Yunnanfoo, Tong Hing, Long Tcheou, Hoihao. Many of the Chinese inmates of licensed houses in Haiphong had come to Tonkin as wives or concubines of Chinese men who had divorced them in Tonkin.

No cases were known of girls being forced or deceived into entering the houses, nor were cases known to the authorities of women and children having been brought into Tonkin for immoral purposes, or of any attempt at such traffic.

Chinese Singing-girls.

For entertainment purposes there was a demand for the traditional Chinese singing girl among well-to-do inhabitants of Cholon.

The general opinion was that these girls either did not practise prostitution or did so in a very discreet manner. Proposals by the French authorities at various times to submit them to medical examination had always met with strong objection on the part of the Chinese, and the proposals had been dropped.

In spite of this view of the Chinese which seemed to be accepted by the French authorities, various private persons expressed the opinion to the Commission that at least some of the singing-girls practised sly prostitution.

Between 1923 and 1931, the number of girls who had been registered as singing-girls had been 1,033. At the time of the Commission's visit, there were 750 singing-girls registered.

In Cambodia, with Pnom-Penh as centre, the conditions and attitude of the Chinese population were said to be very much the same as in Cochin-China and Saigon-Cholon. There were, in Pnom-Penh, seventeen restaurants and 100 singing-girls who could be called in. Some of them were said to practise sly prostitution to a certain degree, exclusively among Chinese clients.

In Hanoi, the Chinese population is not ver ygreat. There are fifteen singing-girls, and opinions differed as to the degree in which they might be considered as sly prostitutes.

In Haiphong, the main port of immigration for Tonkin, the attitude of the Chinese

congregations appeared to be quite different from that of the Chinese of Cochin-China and Cambodia. There were forty-five Chinese women registered as prostitutes. There were also about thirty singing-girls.

One of the Chinese chiefs of congregation in Haiphong declared to the Commission that Chinese women in Haiphong were quite free to practise prostitution if they wanted to do so. Female immigrants suspected of coming for purposes of prostitution were not refused admission by the congregation.

Though the annual report to the League of Nations in 1929 suggested that singing-girls in Cholon not only were the object of traffic but practised clandestine prostitution, the authorities seen by the Commission did not know of any recent case of a singing-girl being brought to the colony or exploited by traffickers.

A list of the singing-girls in Haiphong (1930) showed that on their arrival they were of the following ages, one 11 years old, one 12, one 13, 4 were 14, 20 between 15 to 18, one (the oldest) 24 years old. All those girls had declared to the police that they had neither father nor mother. They were living with " adoptive mothers". They had arrived at Haiphong during the years 1926 to 1930.

Among the Chinese population of Indo-China, the selling and pawning of children was not usually practised, according to the French authorities as well as the Chinese chiefs of congregation, nor was the *mui-tsai* system practised.

In Haiphong, the chiefs of congregation declared that they did not know how the houses of prostitution were recruited. They thought that the keepers sometimes went over to China to get new girls, but they supposed that these girls came voluntarily.

Measures of Control.

International traffic in women and children was said to be very effectively prevented and combated by police supervision throughout the country and especially at the frontiers by land and by sea. The Bay d'Along, which used to be the favourite route for smuggling and traffic in women and children, is now declared to be very carefully watched by the Customs boats which stop and search all suspected craft. Besides these, detachments of soldiers often patrol different parts of the frontier.

The police supervision of the frontiers has been reorganised by a Decree issued by the Governor-General on November 22nd, 1930, in which it is pointed out that the frontier police by land and sea, among its other duties, has to deal with cases of traffic in women and children.

Laws bearing on Incoming Traffic and their Application.

Non-Asiatic Arrivals.

The Decree of June 30th, 1929, regulates the conditions of admission and stay of French and foreign citizens other than Asiatics in Indo-China (see Annex VI).

The most important provisions are :

1. Foreigners must have passports and, with some few exceptions, visas issued by French consuls (Articles 7 and 11).

French consuls have instructions to give visas for Indo-China, only after very scrupulous investigation and after communication with the authorities in Indo-China. Visas were refused in each case where the applicant for one reason or another might be suspected of belonging to the category of undesirables.

2. French citizens must, before landing, fill in and sign a declaration about their profession, purpose of coming, and so on (Article 2).

3. Certain categories of French citizens as well as some foreigners must deposit a sum of money covering the cost of their return to their country of departure (Article 3).

No Russian cabaret artistes are allowed to come and, as a rule, Russians are not allowed to go ashore during the stay of a passing steamer in a port of Indo-China.

The difficulty in obtaining visas had for effect that hardly any foreign undesirables had arrived at the ports of Indo-China during recent years.

No cases of traffic in occidental women of other than French origin had been discovered during recent years.

"Souteneurs" and Procurers.

The police were of the opinion that about half the French prostitutes in Saigon had come there on their own initiative to earn money and were not exploited by *souteneurs* or others. The remainder had been brought there by Frenchmen, although with their own consent. There were no cases known to the French police where French women had been brought to Indo-China for immoral purposes by force or deceived to come by false promises of, for instance, employment or marriage.

The men concerned in bringing these women may have suggested that they should go to Saigon, as a place where much money could be made. They arranged the voyage, paid the travelling expenses and advanced money for clothes and establishment. In this way, the women arrived indebted and had to give over their earnings to their *souteneurs* who went on exploiting them, even after the debts had been paid, as long as the women did not complain.

The police considered they had been successful in reducing the number of French *souteneurs* and traffickers coming to Saigon during recent years, though, in case of suspicion, it was difficult to refuse permission to land to French subjects whose papers seemed to be in order.

This result was said to be due partly to the strict application of the Decree of June 30th, 1929, making it difficult for any undesirables to be admitted to Indo-China, partly to the tactics of the police in making the stay in Saigon as unpleasant as possible for such of these people as entered. The *souteneurs* were, with that object,

very strictly watched by the police and, if any formality was lacking on their part, they were immediately dealt with.

Chinese Immigration.

Chinese immigrants come to Indo-China from the south of China, mostly from the Kwangtung, Hunan and Fukien provinces.

The large bulk of immigrants arrive by sea at Saigon-Cholon. A smaller group of them go by sea to Haiphong, the main port for Tonkin, while others come to Tonkin by the smaller ports or overland.

The total numbers of Chinese men and women entering the Union of Indo-China during the years 1923 to 1929 were 183,195 men and 92,498 women, the sexes being therefore in the proportion of two men to one woman. In the same period, total departures numbered 127,000 men and 49,638 women or rather less than three men to one woman. The greatest numbers of arrivals and departures of Chinese concerned Cochin-China, and the proportions of the sexes of these were similar to those of the totals.

The difference in the sexes among the immigrant and emigrant Chinese may be explained by the fact that among those returning to China the number of unmarried men is comparatively greater than the number of married men with their wives. From these figures, it may be expected that the sex ratio must be a little more approaching to the normal relation among the settled Chinese population than it is among the immigrants on their arrival. This supposition is confirmed by the statistics by sex for Saigon-Cholon, where the great majority of the Chinese live.

No statistics of Chinese immigrants to Tonkin were available.

The admission of Chinese immigrants to Cochin-China is regulated by the Decree of October 16th, 1906, with amendments (see Annex V). All steamers, sampans, junks, etc., are visited on their arrival in the port by immigration officials, directed by one or more European officers (Article 40).

Chinese immigrants to Cochin-China are not required to have passports. They are accepted or refused permission to stay by the chiefs of the congregations (Article 7). Those not accepted are repatriated (Article 10).

On the arrival of the Chinese immigrant steamers, the following procedure is used : the chiefs of the Chinese congregations, or their delegates, are present at the arrival of the steamers. All the immigrants are allowed to go ashore. They are taken to the immigration office, where they receive an identification card. They are medically examined, and immigrants who are discovered to be suffering from certain contagious diseases are sent back or sent to hospital (venereal disease). After the medical examination, the immigrants are taken to the congregation offices to be received, or, if refused, are sent back (Article 10). Those accepted receive a permit to stay and the chiefs of congregations are responsible for the payment of the taxes by these persons.

If the accepted immigrants later on do not pay their taxes or if the congregations disapprove of their way of living, the congregations may expel them from membership, and they are sent back to China at their own expense or, if they are insolvent, at the expense of the congregation (Article 8).

The admission of Chinese immigrants to Tonkin is regulated by the Decree of December 12th, 1913. The immigration of Chinese to Annam, Cambodia and Laos is regulated by special decrees.

Chinese immigrants to Haiphong are required to produce passports visaed by French Consuls, or a document issued by French consular authorities in China is accepted in the place of a regular passport. Within a month of their arrival, they have to appear before the chief of the congregation to which they ought to belong and give full information as to their place of residence, their means of livelihood and their ability to pay taxes. As in Cochin-China, they may be accepted or refused by the chiefs. Those refused are placed under the supervision of the police who decide whether they shall be repatriated or not.

Both in Saigon and Haiphong, young immigrant Chinese women and girls were said only to arrive accompanied by persons alleged to be their husbands, parents or other relatives. As marriages and births are not registered in China, it was impossible for the authorities to check the statements made in this respect. Neither the French authorities nor the chiefs of congregations knew of any cases where Chinese women and girls had been brought in under false statements during recent years.

In view of the attitude of the Chinese congregations in Saigon-Cholon, it seems probable that traffickers would not feel much inclined to bring in Chinese women to the colony for open prostitution, and it very rarely happened that the congregations refused to accept women and children arriving at Saigon-Cholon.

Only isolated cases of traffic had been discovered during the last few years.

OUTGOING TRAFFIC.

Extent and Reasons.

Europeans.

Some few years ago, occidental, especially French, prostitutes and traffickers used Saigon as a centre for business trips to other cities in the East such as Singapore, Manila, Hong-Kong, Batavia, but, for some time, visas for these places had been refused by the consuls concerned in suspected cases, Saigon, in this way, being made less attractive as a base for *souteneurs* and prostitutes. There was, in this regard, close co-operation between the Saigon police and the foreign consuls.

In particular, the Consul-General of the United States of America in Saigon,

having received complaint from the Governor-General of the Philippines that many prostitutes were coming to those islands with visas from Saigon, instituted certain procedure by which each woman applicant for a visa to the Philippines regarding whom there might be some doubt as to her profession was required to submit a certificate of conduct from the local *Chef de Sûreté.* In addition, in order to prevent prostitutes going away from Saigon from applying for visas to the Philippines at other United States consular offices in the Orient, a circular had been sent out in 1930 by the American Consul in Saigon to other United States consular offices in the East suggesting that applications for visas by unaccompanied women who had previously resided in Saigon should be referred to the Saigon office.

There were no cases of outgoing traffic in European women quoted by the authorities during the enquiry.

The introduction of special measures for the protection of European women leaving Indo-China was not considered necessary.

Native.

It was known to the authorities that native women and children (Annamite) sometimes were taken for immoral purposes to China and in very rare cases to Siam.

In recent years, the number of women and children taken over to China by illegal means was said to have been very much reduced. In spite of stringent and active measures of repression, child traffickers are still occasionally found. They seek out and purchase infants whose parents do not want them and send them to China, where they become domestic workers, actors or singers in tea-houses.

While cases are rare and ruthlessly penalised, traffic in women minors with China as the destination is still found in the frontier districts and sometimes on the Tonkin coast. Traffickers employ elderly women for whom it is difficult to make a living in order to entice young girls by means of seductive promises into traps where they are carried off.

Along the coast of the Maritime Provinces, especially before the French occupation, traffic in women was a regular practice, but since the establishment of the French Protectorate, thanks to the police and to special services of supervision, kidnapping involves such risks that traffickers have almost completely given it up.

Supervision is less easy in frontier districts. At the same time, the inhabitants take more effective measures to protect themselves.

In the Annamite colony at Yunnanfoo, numbering some 10,000 persons, there might be some Annamite prostitutes. It was considered that such prostitutes, if they existed were women who had gone as mistresses of Annamite men and had been abandoned in Yunnan. No cases of traffic were known.

Laws bearing on Outgoing Traffic and Their Application.

Regulation.

The control of foreign and native Asiatic emigrants is regulated by the Decree of September 16th, 1920 (Annex VII).

No foreigner may leave the country without identification papers (Article 1).

Natives wishing to leave Indo-China must have an identification card (Article 2).

Permit to leave may be refused to young persons under age and to people who are not in possession of sufficient means for the voyage (Article 4).

Europeans wishing to take native servants with them abroad—even to France—must apply for permission and guarantee the cost of a return ticket (Article 7).

Natives who leave the country, including those taken abroad as servants of Europeans, are controlled, and interest is taken in what happens to them abroad. This control is exercised through the Indo-China Service in Paris, through the Governors of French oversea possessions and through the representatives of France in foreign countries (Article 6).

The Chief of Police in Saigon referred to the case, then pending, of a European commercial traveller, living in Saigon, who wanted to take with him in his service to the Philippines a Tonkinese girl of 17. As the man was not married and not a widower with children, the permission asked for would be refused.

Administrative Measures.

To combat outgoing traffic, the police supervision on land and sea frontiers was regarded as still more important than it was in regard to incoming traffic. The Bay d'Along and the Leased Territory of Kwang-Chow-Wan were no longer reputed as a place for the smuggling of women and children, as it had formerly been, although cases might be discovered occasionally.

Prosecutions.

Various cases of traffic from Tonkin and from the Leased Territory of Kwang-Chow-Wan were cited. No case of international traffic from Saigon later than 1924 was known to the police. In that year, twenty-eight clandestine passengers were discovered on a ship going from Saigon to Hong-Kong. Among them were four Annamite girls and nine Annamite boys, who were thought to have been taken on board with the intention of selling them in Hong-Kong. The compradore, who was Chinese, was sentenced to four months' imprisonment and to expulsion.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS TO COMBAT IT.

From the information gathered, it appears that a certain amount of traffic in women and children has been observed in Indo-China during recent years.

Some French men of the trafficker and *souteneur* type had been plying their trade by bringing French women, practically all of them already prostitutes, from France or some intermediate station to Saigon to place them there as licensed prostitutes after having advanced them money for travelling expenses, clothes and so on, in order to exploit them in Saigon. A prostitute, so far from her country and in surroundings very different from those to which she has been accustomed, of course very rarely has the courage to complain to the police about being exploited by the *souteneur*.

The traffic in French women was said to be effectively combated by a strict application of the decree making it difficult for any undesirable of French or foreign nationality to get permission to stay in Indo-China, by making the stay in Saigon as unpleasant as possible to the *souteneurs* and by co-operation with foreign consuls of the neighbouring countries with the result that French prostitutes were refused visas to those countries, and with the police authorities in the same countries.

Traffic in native women and girls from Indo-China seemed to be connected with old customs and tradition. Selling and bartering of children may, in former times, sometimes have been a necessity for poor people, and there is no doubt that traffickers had abused, and still to a certain extent did abuse, the situation of poor and ignorant people by buying their children under false pretences in order to sell them again, girls in this way being sold into prostitution. The traffic seemed to have decreased during recent years. The measures to reduce it have been : strict application of the laws on traffic and abduction with severe punishments and, in the case of foreign (Chinese) offenders, expulsion; careful supervision of the whole country and especially of the frontiers by land and by sea. Improvement in the economic and social conditions of the natives and the influence of the French civilisation were claimed to have effected a marked decrease in the custom of selling and bartering of children.

The main responsibility for the control of traffic in Chinese women and children is transferred to the Chinese chiefs of congregations. Though immigrant vessels are visited by French immigration officials, the detailed investigation about the personal conditions of the immigrants is made by the chiefs of the congregation who have the power to accept or refuse immigrants. The admission of women coming for immoral purposes therefore wholly depends upon the attitude of the congregations. Saigon-Cholon, where Chinese women are not allowed by Chinese sentiment to practise open prostitution, was regarded not to be a market for traffickers in Chinese prostitutes. In Haiphong, Chinese did not object to Chinese women practising prostitution and, as the chiefs of congregation apparently took it for granted that the keepers of licensed

brothels went over to China to bring back new inmates for their houses, traffic in Chinese prostitutes to this town without doubt does exist.

Traffic in Chinese singing girls to any part of Indo-China was said by the police and by the chiefs of congregation not to exist. These girls were said to get a sufficient pay to enable them to live without increasing their income by prostitution and they were all said to come over voluntarily and not to be exploited.

The problem of the protection of Chinese singing girls seems then to be very much the same as the problem regarding other young female artistes. On the one hand, such artistes very much need protection against various people trying to induce them to immorality and to exploit them. On the other hand, protective measures should not make it difficult for female artistes to earn a decent living by imposing too much restriction on their professional practice and should not in any way contribute to make their profession seem a disreputable one.

This problem of providing efficient protection without creating professional difficulties is perhaps the most complicated and the most difficult part of the problem of international traffic in women and children in Indo-China.

ANNEX I.

EXTRACTS FROM THE DECREE OF FEBRUARY 3RD, 1921, PROMULGATED BY THE "RESIDENT SUPERIEUR" OF TONKIN.

(REGULATING PROSTITUTION.)

Article 1.

In the towns of Hanoi and Haiphong, in each centre of administration of a province and in all centres where is stationed a European or native garrison, the following measures shall be adopted in regard to prostitutes.

Article 2.

Any woman or girl of whatever nationality notoriously known to engage in prostitution habitually is deemed to be a common prostitute and as such is liable to the following obligations and to such others as may be from time to time imposed in the interests of public health.

Article 3.

Common prostitutes are divided into two categories: those who live in licensed brothels and who are under the control and authority of the mistresses of such houses and those who have a private lodging, either in a furnished dwelling or in a dwelling which they rent and in which the furniture is their own property.

Article 4.

Every common prostitute must be registered at the Office of the Commissioner of Police and, if she does not belong to the locality, must deposit at that office her passport and her residence permit.

At the time of registration, she must give her full name and any other name by which she is known, age, place of birth, previous domicile, former occupation, means of livelihood and her reasons for leading an immoral life. In addition, she must indicate the category to which she intends to belong and either state the licensed brothel she is about to enter or give the street, house and number of her private dwelling.

Article 5.

Common prostitutes will receive at the time of registration a health book provided with photograph, in which will be noted—in French, in *quoc ngu* (romanised Annamite) and in Chinese characters—the principal obligations to which they have to conform and in which are to be recorded medical examinations.

Article 8.

Every common prostitute who applies for her name to be taken off the register of prostitutes must give evidence of an assured means of livelihood or prove that she is claimed by a person known to be respectable and in a position to furnish her with the means of subsistence.

Article 9.

No common prostitute will be allowed to leave the town unless she has undergone the medical examination referred to below.

Article 10.

Common prostitutes are forbidden to solicit or to loiter in streets or public places and to attract attention by word or gesture.

Article 11.

They are forbidden to enter cafés and taverns. They are forbidden to engage in prostitution in lodging-houses unless they reside in such houses and are entered as prostitutes in the register of the house.

Article 14.

Every common prostitute is required to undergo a bi-weekly examination, with bacteriological examination whenever possible, in the place and by the doctors designated for that purpose.

Prostitutes of European nationality may, however, if they so request, be examined

at their place of abode. In such case, they will be required to pay the doctor who examines them.

Article 19.

Every place in which prostitution is encouraged, facilitated or tolerated is deemed to be a licensed brothel. No licensed brothel may be opened without authorisation, and such authorisation may always be refused.

Article 20.

Licensed brothels may only be established in those quarters designated for them by the administrative authority.

Article 23.

Licensed brothels may only be kept by women.

Article 24.

Every keeper of a licensed brothel must be at least 25 years of age and, if she is married, she must produce the authorisation of her husband.

Article 26.

Keepers of licensed brothels are forbidden to sell alcoholic liquors or to supply them, even free of charge, to persons visiting their houses.

Article 27.

Keepers of licensed brothels are forbidden to receive girls under age or to cause girls under age to lead an immoral life.

Article 31.

Keepers of licensed brothels are forbidden to receive as clients persons under age.

Article 33.

Any woman not registered as a prostitute and notoriously known to engage in prostitution habitually shall be registered as a prostitute, after an enquiry, and shall be obliged to undergo medical examination.

Article 39.

Keepers of licensed brothels and prostitutes living alone may not cause or allow opium to be smoked on their premises.

ANNEX II.

EXTRACTS FROM THE DECREE OF MARCH 18TH, 1923, APPLYING THE LAW MODIFYING ARTICLES 334 AND 335 OF THE FRENCH PENAL CODE TO COLONIES AND PROTECTORATES.

Article 1.

Article 334 of the Penal Code is completed as follows:

A term of imprisonment of from six months to three years and a fine of from fifty francs (50 francs) to five thousand francs (5,000 francs) shall be inflicted on:

(1) Any person who shall have attempted to commit an immoral act by instigating, encouraging or habitually facilitating the debauching or corruption of a young person of either sex below the age of twenty-one years;

(2) Any person who, in order to gratify the passions of another, shall have procured, enticed or led away, even with her consent, a woman or girl under age for immoral purposes;

(3) Any person who, in order to gratify the passions of another, shall have, by fraud or by means of violence, threats, abuse of authority or any other method of compulsion, procured, enticed or led away a woman or girl over age for immoral purposes;

(4) Any person who shall have, by the same means, detained a person, whether over age or not, against her will in a brothel, even on account of debts contracted, or shall have compelled her to lead an immoral life.

If the above offences shall have been instigated, encouraged or facilitated by the father, mother, guardian or the other persons enumerated in Article 33, the term of imprisonment shall be from three to five years.

These penalties shall be pronounced, even if the various acts constituting the infractions have been performed in different countries.

An attempt to commit these offences shall be punished by the same penalties.

Article 2.

Article 335 of the Penal Code is modified as follows:

. . . . . .

In all cases, the guilty persons may further be prevented by the decree or by the judgment from remaining in the country. . . . . .

EXTRACTS FROM THE FRENCH PENAL CODE.[1]

LAW OF MAY 27TH, 1885 (AMENDED BY LAW OF DECEMBER 27TH, 1916).

Article 4.

Any person who habitually aids, abets or protects soliciting in public places with a view to the prostitution of others in order to share in the profits therefrom shall be considered as a *souteneur*.

All persons convicted of being *souteneurs* shall be punished by a term of imprisonment of from three months to two years and a fine of from one hundred to one thousand francs (100 to 1,000 francs) and shall be prohibited from residing in the districts for a period of from five to ten years.

The term of imprisonment may be increased to five years and may not be less than two years in the following cases :

(1) If the *souteneurs* have aided, abetted or protected the prostitution of minors;

(2) If they have used compulsion in order to bring about prostitution;

(3) If they were in possession of any weapon whatever, whether visible or concealed.

* * *

Statement of Reasons.—On account of the numerous precautions taken by persons habitually engaged in the traffic in women and children to defeat the efforts of the authorities responsible for prosecution, it has become difficult for the police officers to ascertain the various circumstances constituting offences of the kind referred to in Article 334, and consequently to bring a properly supported charge against the offenders in the criminal courts.

An enactment to the effect that an attempt to commit these offences will henceforward be subject to prosecution would make it possible to prevent a recrudescence of the traffic which at present remains unpunished, which is tending to increase and which is observed throughout the whole territory.

This measure would enable more effective protection to be given to women and children who are enticed into leading an immoral life by methods other than those at present specified in the Penal Code, and would reach without fail notorious traffickers and their agents, " touts " and persons employed to accompany women.

A decision to punish an attempt to commit the offences in question would enable the authorities to enquire into acts constituting a preparation for the commission of the offence and to take proceedings in these cases. In particular such acts would be :

(a) The finding and procuring by traffickers, or by persons employed by them, of women or girls to be sent abroad for immoral purposes;

---

[1] In the Leased Territory of Kwang-Chow-Wan, the Chinese Penal Code is applied.

(b) The delivery of funds to enable them to travel to their destination;

(c) The payment of travelling expenses for the same purposes and the delivery of railway or steamer tickets;

(d) The accompanying of women to the port of embarkation and on the vessel;

(e) The purchase of outfits for women, linen, clothing, etc.;

(f) The payment of hotel and other personal expenses while travelling;

(g) Steps with a view to obtaining passports.

Moreover, the criminal record of habitual traffickers and the co-habitation of these offenders with their victims previous to the voyage may be taken into consideration by the criminal courts when coming to a decision.

ANNEX III.

EXTRACT FROM DECREE OF INDO-CHINA OF DECEMBER 31ST, 1912, ON THE SELLING AND HIRING OF PERSONS.

Whosoever shall sell, make over, pledge or let for hire, either free of charge or for a consideration, a third person shall be punished by imprisonment of from six months to two years. Should the person sold, made over, pledged or hired out, be a minor, this imprisonment may be increased to three years. Should the offence have been committed by the father, mother, uncle, aunt, brother or sister, the imprisonment may be increased to five years.

ANNEX IV.

EXTRACT FROM THE FRENCH PENAL CODE.

Article 271.

. . . Vagrants over thirteen and under sixteen years of age may not be sentenced to imprisonment, but after being declared by the judgment to be guilty of vagrancy, they shall, according to the circumstances, be returned to their parents or entrusted to a charitable institution or to a private person or sent to a reformatory or preservation school or to a penitentiary or correctional colony, in order to be brought up and kept until the age of twenty-one years, unless they have before that age been permitted to take a regular engagement in the land or sea forces.

ANNEX V.

EXTRACTS FROM THE DECREE OF OCTOBER 16TH, 1906, REGULATING THE IMMIGRATION SERVICE FOR ASIATICS IN COCHIN-CHINA.

Article 1.

Asiatics who are aliens or assimilated persons residing in Cochin-China are grouped according to their country of origin, their dialect or their religion into a number of special bodies, called congregations, set up in each administrative division.

Article 2.

The congregations are managed by a chief and a deputy-chief, who are elected for two years and are re-eligible without any restriction. They are nominated by the Lieutenant-Governor.

Article 7.

The congregations may accept as member any person whom they think fit, and may expel from membership any person for whom they do not wish to continue responsibility.

Article 8.

No foreign Asiatic or person on the same footing who is rejected by a congregation or who refuses to continue to belong to a congregation may remain in the colony. After being heard by the *Congso*, or Council of the united congregations, he shall be expelled by the administration at his own expense or, if he is insolvent, at the expense of his congregation.

IMMIGRATION FORMALITIES ON ARRIVAL.

Article 10.

On their arrival at Saigon, Asiatic immigrants coming under the regime of congregations, are received on board the ship bringing them, by immigration officers and by the chiefs of congregation or persons delegated by them, and medically examined.

Those of them who intend to take up residence in the colony and concerning whom the chiefs of congregation guarantee at the same time the payment of the taxes in force, receive immediately from the immigration officer a personal permit taken from a book of numbered forms, with counterfoils. This permit is valid for thirty days and the number it bears is the number granted to the immigrant.

The others are taken to the immigration depot to complete the formalities necessary for their acceptance by the chiefs of congregation, and there they receive permits.

These formalities accomplished, the immigrants are free.

Those not accepted by the congregations are repatriated at the first opportunity by the colony and at the expense of the parties liable therefor.

CONTROL OF IMMIGRATION.

Article 40.

Every ship, junk or vessel, with the exception of warships, receives, on its arrival at Saigon, the visit of immigration officials placed under the direction of one or more European officers.

Article 42.

On leaving Saigon, every ship, junk or vessel, is visited in the same way as on arrival.

ANNEX VI.

EXTRACTS FROM THE DECREE OF JUNE 30TH, 1929.

CONDITIONS FOR THE ADMISSION INTO INDO-CHINA OF FRENCH CITIZENS AND OF FRENCH SUBJECTS AND PROTECTED PERSONS.

Article 1.

Officers, officials, employees and civil and military agents of central or local services, municipalities and public establishments, together with their families, members of the military and naval forces travelling alone or with detachments to rejoin their posts, and all passengers, even if not officials (entrusted with missions or others) travelling with an official movement order, are admitted into Indo-China without any formality.

Article 2.

French citizens, French subjects and protected persons, other than those mentioned in Article 1, travelling to Indo-China must produce a declaration in the form prescribed in the Annex to the present law.

They will, in addition, be required to produce, whenever asked, a document of identity giving all particulars as to their civil status.

Article 3.

In principle, unless otherwise expressly provided in Article 4 following, every French citizen, other than those mentioned in Article 1, and every French subject or protected person, other than natives of Indo-China or Kwang-Chow-Wan, must,

before departure for Indo-China, deposit with the Treasury, which will furnish a receipt therefor, the passage money from Haiphong to Marseilles or from Haiphong to the port of his country of origin, this being intended to provide, in case of need, for the payment of his return passage.

Article 5.

. . . Any steamship or transport company which shall have accepted as passengers for Indo-China French citizens, subjects or protected persons other than those referred to in Article 1, without production of the declaration referred to in Article 2, shall be required to pay the expenses of repatriation of the persons concerned.

Article 7.

Non-immigrant foreigners are admitted into Indo-China on production of a passport with a visa granted by French diplomatic or consular authorities, unless there be conventions which have decided otherwise.

Article 25.

Every French citizen, French subject or protected person making a declaration which is false, incomplete or incorrect shall be punished.

ANNEX VII.

EXTRACT FROM THE DECREE OF SEPTEMBER 16TH, 1920.

CONDITIONS FOR THE DEPARTURE FROM INDO-CHINA OF FRENCH CITIZENS, FRENCH SUBJECTS, PROTECTED PERSONS AND OTHERS.

Article 1.

No European or assimilated foreigner, no Asiatic or assimilated foreigner may leave Indo-China unless provided with the identity document referred to in the Decree of November 9th, 1918, or with some other administrative or diplomatic document establishing his identity.

Article 2.

No native, French subject or protected person may leave Indo-China unless provided with :

(1) The document prescribed by the Decree of November 9th, 1918, and bearing his photograph;

(2) A visa delivered less than two months previously for that particular departure by the chief of the administrative district in which he habitually resides.

Article 3.

The visa required by the preceding article is furnished free of charge on a special printed form of which a model is annexed to the present decree. It includes mention of the country to which the person concerned wishes to go and the route he intends to take.

Article 4.

The visa must be refused when it is evident that the applicant has not at his disposal sufficient means for the journey he declares himself desirous of undertaking, unless he be going with an engagement as servant, in which case he must produce the document delivered to him in virtue of Article 10 of this decree.

Article 5.

The official delivering a visa under the terms of Articles 2 and 3 shall advise the chief of the local administration.

The chief of the local administration shall advise the Government-General of the departure of the person concerned.

Article 6.

The Department of Economic Affairs will keep in touch with natives, French subjects or protected persons, who leave Indo-China under the above-mentioned conditions or who are taken as servants under the conditions of the articles following. The Department will keep itself informed about them through organisations of Indo-China in Paris, through Governors of French oversea possessions and through French representatives in foreign countries.

Article 7.

Every European or assimilated person who wishes to take abroad from Indo-China, as servants, one or more natives who are French subjects or protected persons must apply for authorisation to the chief of the local administration through the chief of the administrative district in which he resides.

DUTCH EAST INDIES.

The Netherlands have acceded on behalf of the Dutch East Indies to the Agreement of 1904, *the Convention of* 1910, *and the Convention of* 1921.

The central authority for questions concerning the traffic in women and children is the Government Bureau for the Suppression of Traffic in Women and Children and of Obscene Publications at Batavia.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Population.

The population of the whole Dutch East Indies is 60 millions, of whom 40 millions alone live on the island of Java, one of the most densely inhabited parts of the world. The most numerous alien population of the Dutch East Indies is Chinese, numbering 1,233,000. Amongst other Asiatic peoples, Japanese and Arabs are represented; numerically, however, they are unimportant. Europeans number about 242,000.

So far, the figures of the last (1930) census have been published only for the island of Java with Madura. The following table shows the population of Java and Madura according to race and sex for the years 1920 and 1930.

	Natives	Europeans and assimilated persons	Chinese	Other Asiatics	Total
1930 :					
Males	19,979,184	102,205	320,216	27,377	20,428,932
Females	20,911,110	91,413	263,144	24,925	21,290,592
Total...	40,890,244	193,618	583,360	52,302	41,719,524
1920 :					
Males	16,861,920	74,919	209,707	17,131	17,163,677
Females	17,571,556	60,369	174,511	14,058	17,820,494
Total...	34,433,476	135,288	384,218	31,189	34,984,171

The numerical proportion between males and females in the different racial sections of the population of Java and Madura is represented in the following table, showing the numbers of females per thousand males, in 1930 :

	Natives	Europeans and assimilated persons	Chinese	Other Asiatics	Total population
Females per 1,000 males	1,042.6	894.4	821.8	910.8	1,046.2

A glance at the above figures shows that, while the proportion between males and females in the native population indicates the usual slight preponderance of females, the contrary is the case among the immigrated European and Chinese populations. It is, however, noteworthy that, with the steady improvement of general living and health conditions and the consequent greater encouragement for European settlers to choose brides from their mother-country, the numerical disproportion of females amongst the European population tends to decrease. Amongst the Chinese population, on the other hand, the analogous disproportion has become still greater in the last ten years.

The Europeans and " assimilated " persons are principally either employed in the administration of the country or engaged in the more important positions on the plantations, in commerce and in industry.

The Chinese are, in the great majority, merchants and artisans. In some branches of these professions they have almost a *de facto* monopoly. The rest is composed of a floating population of workmen on plantations and mines.

General Policy toward Prostitution and Allied Questions.

The official attitude in the Dutch East Indies towards the problem of prostitution is, in brief, the following : the exercise of prostitution in itself is not a legal offence. There is no regulation and no licensing of prostitution whatsoever.

Laws relating to Prostitution and Allied Questions.

Adequate legal and administrative measures, however, have been taken which allow the prosecution of the following as legal offences :

(a) The keeping and, to a certain extent, even the visiting of brothels and houses of rendezvous;

(b) Soliciting in public.

This action is being taken first of all on the strength of an article of the Penal Code (Annex I), which prosecutes those who " professionally or habitually cause or favour knowingly debauchery amongst third persons "; and, in the second place on two draft texts (Annex II) which, in the meantime, have become local laws in most of the important districts and towns of the Dutch Indies, [1] and which are directed *(a)* against soliciting, and *(b)* against the clandestine use of dwellings for the purpose of brothels or places of rendezvous.

The local laws in question give the mayor of the town and the head of a district concerned the right to place a house or dwelling under a special ban as a place suspected of being used as a brothel or house of rendezvous. This ban is publicly promulgated and a notice to the effect posted on the entrance-door. Nobody except those living in the said place, their close relatives and persons who have legitimate urgent business there are allowed to enter. In case of infraction of the order, both inmates and visitors are liable to punishment. When of opinion that the ban has brought about the desired result, the mayor and the head of a district concerned lifts it, choosing the time at his own discretion.

The provisions of the Penal Code against all crimes connected with traffic and the above-mentioned strict abolitionist laws and measures are, in the opinion of the competent officials, a reasonable guarantee of rendering, generally speaking, traffic and professional exploitation of prostitutes an infrequent offence (see Annexes I and II).

An official memorandum detailing measures in force in the Dutch East Indies for the adequate protection of female and child labour—measures which undoubtedly have a bearing on the problem under enquiry—is given in Annex IV.

Situation with regard to Prostitution and Application of Laws.

For the purposes of this report we have to distinguish between the following three categories of prostitutes : *(a)* Native—*i.e.*, Malay—*(b)* Chinese, *(c)* European.

Chinese and European prostitution in the Dutch East Indies will be discussed under the heading " Incoming Traffic ".

Native Prostitutes.

With regard to native prostitution, we shall obtain a picture of its conditions by quoting the following extracts from official testimonials given to the Commission at Batavia :

> " There may be in Batavia more than 300 young girls and women practising prostitution and more than 400 in Tandjong Priok, the harbour of Batavia. They all are native women, principally from Batavia and the

[1] These districts or towns are : Medan, Pematong, Siantur, Atjeh, Padongo, Bongka, Batavia, the Preonger Regencies, Bandoeng, Soerabaya, Blitor, Semarang, Djokjakarta.

neighbourhood of this town (Sundanese country districts), but also from the centre of Java and other places of the Archipelago. Most of them are young women, who like to have good revenues and little work; they want to have fine clothes; they want to have much money; they want to carry on business for themselves. Also, they hear from friends that more money is to be earned in Batavia. Sometimes they live two or three together, sometimes alone; but they have no men, no *souteneurs*. They only go out during the evening. Sometimes I receive complaints concerning one or two streets where there may be a couple of these women. I have some special policemen, detectives whose duty it is to visit hotels, the small hotels, Chinese hotels and Dutch hotels in order to see whether there are women who have come from the country or from abroad to carry on prostitution in the hotels. That is prohibited here as elsewhere."

Brothels.

"Wherever you find the words 'clandestine brothel' in our documents, it nearly always means a little wooden native house in which the occupier gives opportunity for a man and a woman to commit immoral acts. It is not a brothel in the sense of the word in South America and Europe. There are some houses where the occupier has a woman in his service—one or two or three. Always a very small house. Sometimes combined with a restaurant or hotel or little shop."

It is natural that, in view of the rigorous prohibition of brothels, prostitutes have to resort to soliciting in order to find their clients. Soliciting is prohibited equally; but, as it is difficult to prove this offence if it is done discreetly, a considerable number of native prostitutes risk the danger of being found out by the police. About sunset in Batavia the casual observer will notice in certain of the roads quite frequently the passage of a small two-wheeled horse-carriage, in which the passenger is one single young native woman. Her manner unmistakably invites the mounting of her carriage and the occupation of the comfortable, empty seat beside her or the following of the carriage, if the client is driving himself.

Besides the small native huts which serve as clandestine houses of rendezvous, small hotels, often in the hands of enterprising Chinese, are suspected by the police of being used for purposes of native as well as Chinese prostitution. An official in Medan, referring to these hotels, states :

"In the Chinese part of Medan there are many small hotels. Anybody can ask permit for an hotel and get it if there is nothing against them. Many of them get into trouble with the police on account of prostitution in their hotels."

The manner in which the authorities are, by appropriate legislation, combating these practices has been described before. The following remark of a Batavia official summarises these methods :

> " We have in the Penal Code (Article 296) (Annex I) a provision that the keeper of a brothel and he who provides facilities for lewdness are punished. But we found that, when the keeper of a house was punished or sent to prison for nine months or a year, there was another to take his place and the brothel was carried on as before. Annexed to the article of the Penal Code that a brothel-keeper shall be punished we have a regulation (Annex II) for the towns and autonomous bodies made at our Department to complete the article of the Penal Code. By this project a house which is known to be a house of ill-fame can be closed by the Burgomaster or head of the *residentie*, so that when people come to the house—*i.e.*, people not belonging to the house—they are punished."

The difficulties met by the police with regard to hotel prostitution are shown in the following remark of an official in Djokjakarta :

> " It is just a native hotel. A room may be hired for the night or for an hour. We try to check it, but we cannot do anything because they come and hire a room, then they go on the streets and get a customer. The manager of the hotel knows it, but we cannot prove it."

Influence of Labour Conditions.

Prostitutes are also attracted to the plantations on the different islands of the Dutch East Indies, chiefly Sumatra, where great numbers of unmarried workers, mostly Javanese, are employed (Annex IV). The Government Bureau of Labour is making efforts to bring about the engagement of married workers and facilities for them to go to the plantations with their families; but, so far, only 20 to 40 per cent of the plantation workers are married men who are accompanied by their wives. It appears that, not infrequently, cases occur in which young women in Java are deceived by traffickers with the promise of well-paid work on the plantations. There are also native women of the plantation district itself who go in for prostitution on the plantations; but, as a rule, when a large group of men from some particular part of Java goes to plantations outside of their island—*e.g.*, to Sumatra—they are followed by prostitutes from the same Javanese district, whether voluntary or deceived. The Javanese authorities take great pains to warn young women and children against persons who try to persuade them to follow them to other places in the Dutch East Indies or abroad by promise of an easy life.

Influence of Social Conditions.

It is noteworthy that, in the opinion of competent observers, the overwhelming number of native recruits for prostitution in the Dutch East Indies are divorced women, who, if without means of subsistence, take to prostitution to earn a provisional living up to the time when they will get new husbands.

In speaking of native prostitution in the Dutch East Indies, it is to be noted that, following a well-known Chinese example, native Malay theatrical companies with actresses who execute native dances and sing native songs also frequently tour the country, especially plantations, and that those singers and dancers habitually act as prostitutes.

The following extract from an official testimony may be considered typical of the way in which traffickers try to victimise native women in the Dutch East Indies :

> " The other cases are one of a Chinese and one of an Arab. The Arab went to a village near Socrabaya, and there he made the acquaintance of two native women. He suggested they should go with him to the Pasar Maläg (local fair) in Kriang, also near here. The women went with him, but he did not take them to the Pasar Maläg. He took them to his house and tried to persuade them to practise prostitution with all kinds of people, Arabs and natives, he, of course, getting his share of the money. The case was brought before the judicial authorities here, but the Arab was not punished, because there was not sufficient proof to convict. The last case is similar, but the man in this case was a Chinese. This was also in 1928.[1] At that time it was not easy to deal with these houses, there was one kampong in which all the houses were brothels and it was impossible to close them. This Chinese, a man of no fixed profession, brought girls to Socrabaya and received profit from their prostitution."

Preventive and Protective Measures.

There are in the Dutch East Indies a number of institutions, both Government and private, whose aim is to render active help in the fight against traffic in women and children. The most prominent is the Ati-Soetji Society—an association subsidised by the Government which maintains at Batavia a home for Chinese girls who are in need of protection and guardianship. The greater part of the inmates are immigrants of minor age placed in the home by the Government bureau for the suppression of traffic in women and children. The home is equipped and administered in a manner

[1] This is before the introduction of the aforementioned Municipal Law (Annex II) against clandestine brothels in the particular town in question—Socrabaya.

which assures to its protégées the most efficient preparation for a morally healthy life and the greatest possible economic independence through a knowledge of handicrafts. Most of the girls are, on attaining marriageable age, married to men of their own country under the auspices of the bureau. They are much-sought-for brides on account of the practical education they receive and on account of the fact that no " present " has to be paid for them by the bridegroom. The home remains in touch with the young women after their marriage. The following extract from an official testimony at Batavia illustrates another of the manifold activities of the Ati-Soetji society :

> " A few months ago there was the case of a Chinese child handed over by its parents to a Wayang actor for whom the child had to sing from six till eleven at night. The child wanted to go back to its parents; but, because the parents had received money for the time of service, they took the child back to the actor each time. The people at the theatre bound the child to a table with an iron chain, and did other things. After two or three weeks the police heard of the matter, and the child was taken away. It was not given back to the parents, but is now in a home for Chinese children here in Batavia. We have a home for girls and a home for boys, both of the association Ati-Soetji. The parents in this case are dismissed, and the Ati-Soetji is appointed guardian of the child."

Other institutions run on similar lines, for Chinese and for native girls, are the Salvation Army homes for girls at Batavia and Samarang, and the Vrouwentehuis Rescue Home for Malayan girls at Soerabaya. There is also the State reformatory at Batavia. The Christien Jungevrouw Federatie (Y.W.C.A.) maintains hostels for young girls at Weltevreden, Bandung and Djokjakarta.

Amongst the associations which endeavour to help the cause by influencing public opinion are the following :

> Society for the Protection of Women and Children (Perkoempoelan Pembasni Pendjocalan Perampoean Den Anak) at Djokjakarta;
>
> Indonesian Association for the Suppression of Traffic in Women and Children;
>
> Association of Women of Sumatra;
>
> Women's League of Peace at Batavia;
>
> Union Internationale des Amies de la Jeune Fille at Batavia;
>
> Persatoen Bangea Indonesie at Soerabaya.

The above-named private associations and institutions work in close contact with the competent Government officials and share with the Government the merit of combating energetically the evil of traffic in women and children to and from the Dutch East Indies.

INCOMING TRAFFIC.

Extent and Reasons.

There is no demand for prostitutes from abroad amongst the native population of the Dutch East Indies. A potential demand of this kind exists undoubtedly among the foreign population of the country—*i.e.*, in the order of their numerical importance amongst the Chinese and the Europeans. The Chinese population amounts, as stated above, to 1,400,000, most of whom are in a comparatively good material position. Therefore, there are hardly any Chinese women, born and bred in the Dutch East Indies, who would by poverty be forced to fill the ranks of prostitution. It is consequently natural that attempts are being made by traffickers to smuggle women from poor districts of China into the country, and thus to reap a considerable profit from a latent ready demand for a rare luxury on the part of wealthy Chinese residents in the Indies.

Situation with regard to Immigration and Application of Laws.

Laws.

Immigration into the Dutch East Indies is regulated by the Royal Decree on immigration into the Dutch East Indies (Annex III).

Chinese immigration, as every other Asiatic immigration into the Dutch Indies, is free. A practical measure of restriction exists in the form of a comparatively high landing-tax of 150 guilders per head for every foreigner who wishes to enter the country. This provision is intended to keep away automatically persons who are entirely without means of support. Only persons whose presence is considered dangerous to public peace and order and, further, persons who have already previously been expelled from the country and prostitutes are refused admission.

Immigration Procedure.

A short account of the immigration procedure in the Dutch East Indies may be of interest.

People who enter the Dutch East Indies have to appear, in the first place, before the port officer in control of the landing-service, who goes on the steamer and whose principal duty is to check whether persons arriving are residents or non-residents of the Dutch East Indies. If they are able to prove that they are residents, then they are, as a rule, free to land. Those who are not able to prove residence of the Dutch East Indies are given a landing-permit, which permits them to go on shore, where they have to see the Secretary of the Immigration Commission for that port. There are approximately twenty-five ports of entry for persons coming from abroad, and no person from abroad is allowed to enter by any port which is not indicated as a landing-port for foreigners. Corresponding to the ports of entry there are approximately twenty-five Immigration Commissions. Each Commission consists of the head of the local Government and a police officer and a medical officer, who will be present

at hearings, only if medical questions are involved, and a Chinese officer where Chinese are concerned. The decisions of the Commissions are judicial, not administrative. The Commissions are judicial bodies, and appeal from their decisions is to the head of the provincial Government, and his decisions are also judicial decisions. Non-residents who have been seen by the Secretary of the Commission will not always be called on to appear before the Commission, because the Secretary is delegated to act in cases which are clear. If there is no objection to the entry of the immigrant, then the Secretary of the Commission is empowered to issue an admission permit. In cases of doubt, the Secretary will bring the matter before the Immigration Commission, and, if the Commission is satisfied, the immigrant will be given an admission permit. These admission permits are valid for two years only and have to be renewed at the end of that time. Renewals are made first for one year, then for one year more and then for six years more, so that for the first ten years of his stay an immigrant must present himself three times for renewal of his permit. Generally speaking, only after he has been in the Dutch East Indies for ten years can an immigrant obtain a paper indicating that he has the status of a resident in the Dutch East Indies.

With regard to prostitutes or persons promoting prostitution, the procedure is, in the words of a competent Batavia official, the following :

> " When it is known that an immigrant leads an immoral life (is professionally immoral), or if an immigrant promotes immorality, then that immigrant is not granted a permit of admission under any circumstances. But it is very difficult to draw the line where we are able to say that a person may not enter. It does not happen very often, but once in a while we get word by telegram from the police in the Netherlands that a woman coming here has been a known prostitute in the Netherlands. In that case she would not be allowed to enter."

If a case is doubtful, the person may obtain a preliminary permit and remain under police observation.

With regard to artistes, the same official explained :

> " We have several very difficult cases, because, in present economic conditions, people in the Netherlands and in other European countries—for instance, Germany, Austria and Switzerland—come here thinking that they will be able to make a living. We have had quite a number of cases of women coming here with contracts showing that they would earn as much as 500 guilders a month as dancers, singers and so on. Several of the companies making the contracts we know to be of doubtful financial standing on account of economic depression, and we are afraid that, even if the contract is valid, it will not help the artiste much if the company goes bankrupt and stops payment and tells them that it cannot pay them any longer. The danger, of course, is that these European women will find themselves here without

means of existence, and prostitution is the danger lurking behind it. The landing-fee to be paid to the port officer is 150 guilders, and it must be paid on board before leaving the ship. When an artiste arrives and tells the port officer that he (or she) has no money, but an employer is waiting for him (her), we send him (her) back immediately; he (she) is not allowed to land. That is done to avoid adventurers coming in.

" If the employer here is a responsible person and we know his standing to be good, then we assume that everything is all right. But in the case of employers we know not to be responsible bringing artistes from Europe we do not assume it is all right. We simply say, ' You must show that you are able to provide for the living of the immigrant, and, in order to show that, you must make a deposit with the immigration service to cover the cost of the return journey of the immigrant to wherever he or she came from.' If there is trouble and the employer sends the artiste away or stops paying the salary, the police is sent after the artiste and the case is investigated. We had several cases last year, and we had to send women back to Europe. We issue a permit for six months, and within those six months we have ample opportunity of making enquiries. Practically speaking, we have now got so far that employers hardly ever want to bring artistes in from Europe. It is too expensive for them and too much trouble."

The formal prohibition of the entry of prostitutes forces traffickers in Chinese girls to take to many kinds of smuggling devices. In order to counteract their manœuvres, a close collaboration exists between the immigration authorities throughout the Dutch East Indies and the central authority for controlling traffic in women and children at Batavia.

Amongst suspected victims of traffic a clear distinction is made between women of age and minors who are believed to have come or to have been brought for unlawful purposes. In the case of a woman of age of this description, the proceedings are, in the words of a Batavia official connected with the central authority, the following:

" When a case is doubtful, the woman may be allowed in for a certain period, and then we are informed by the Immigration Office that a woman who is suspected has come in, and we give instructions to the police or the domestic administration to keep observation. After a certain period we get a report concerning the kind of life she is living. If the information is not favourable, the paper of admission is not given, or, if it has already been given, it is not prolonged."

If already on her arrival the woman is beyond doubt recognised to be a prostitute, she is refused permission of entry.

In the case of minors, the Dutch East Indies authorities take a different line of action, based on the consideration that refusal of entry to minors who are victims of

traffic would result in nothing else but leaving the unfortunate child in the clutches of the malefactors, who would simply devise new methods of disposing of it for their nefarious ends.

Measures of Protection.

The following regulations have been laid down by the authorities concerned for the protection of young immigrants :

If a young immigrant is not accompanied by his parents or actual guardian, and if the employer has notified the arrival in advance to the secretary of the particular immigration board, and has produced the correspondence in the case, the official, if he is satisfied that the persons concerned are acting *bona fide*, may admit the immigrant.

If, on the other hand, the official cannot obtain any complete assurance that the *soi-disant* guardian is wholly trustworthy, he may nevertheless leave the youthful immigrant in his charge and report the case at once to the head of the Public Morals, Education and Public Relief Section of the Department of Justice, who conducts the daily business of the Government bureau (central authority).

This chief official supervises the upbringing and education of the immigrant.

If the guardian appears to be neglectful of his duties, and if the head of the bureau is not satisfied that the immigrant would be properly cared for if sent back to his country of origin, he is placed, through the intermediary of an official, in one of the institutions or colonies established in the Indies which are prepared to take charge of such young persons.

In the last-mentioned case—*i.e.*, when the trustworthiness of the guardian is not above suspicion—no immigration card is issued; a deportation order is made out requiring the young immigrant to leave the Dutch Indies, but the enforcement of the order is suspended for such time as the head of the Public Morals and Education Department (central authority) thinks necessary.

The above regulations comprise general protection of minors of both sexes against exploitation of any kind, not only for immoral purposes. Their principal significance, however, lies undoubtedly in their efficiency in dealing with attempts at traffic in Chinese girls for immoral purposes. In many cases, action is taken immediately on such a girl's arrival, if the person who claims to be the guardian is deemed untrustworthy. The girl is then placed in the home for Chinese girls at Batavia (a private institution which is subsidised by the Government and has a board of governors consisting of Chinese and European ladies and gentlemen).

The number of young immigrants of both sexes under the supervision of the Bureau at present amounts to about 600.

Barter and Sale of Children.

With regard to the known Chinese custom by which children, especially girls, are given away by their parents against an indemnity in order to be brought up by

other people, whether as adopted children or as prospective daughters-in-law or as *muitsai*—a custom which is commonly referred to as the sale of children—the regulations and administrative measures for the protection of minor immigrants, described above, are undoubtedly a strong guarantee against possible abuse.

The comparatively favourable material situation of the Chinese population of the Dutch East Indies makes abuses of the custom within the Chinese colony unlikely. Yet, in the case of girls brought in from China, the danger exists that, instead of being placed in respectable families and later married off under their auspices as the time-honoured custom requires, they might be intended to serve immoral purposes.

The following remarks made by an official at Medan, however, show that it is a transfer of Chinese children for domestic service rather than for immoral purposes which occupies the attention of the police authorities of Sumatra:

> " We have a large Chinese population, and, in connection with the Chinese, there is the question of the sale of children. In about three years we have had four cases of the sale of children by Chinese, but always, when the police made enquiries, we could not get evidence. Each time the people would say, 'Yes, we got the child when about 2 or 3 years old.' We do not know the parents, they live perhaps in China, and the children are here. Until they are about 14 or 15 years old they work in the house of the adopted parents, and then, when they are of age to marry, they look about for a husband for the child. When they have a prospective husband, they ask if he will marry the child. If the marriage is arranged, they say they did not sell the child, but that they gave her in marriage to a well-known man who gave them a little present. It is the same in every case. We cannot prove that there was a sale in the proper sense of the term."

The following explanation by a high official in Batavia regarding the above-mentioned custom amongst the Chinese population in certain parts of the Dutch East Indies will be of interest:

> " There are poor Chinese families who come to Sumatra and have trouble in maintaining their children on the one hand, and on the other hand there are well-to-do Chinese families who have no children and for their ancestor worship require children. Or the richer family may have only a son and would like to find a daughter-in-law. So from the poorer families the children go to the richer families where they are very well treated. Our police and the officials of the domestic administration control it. Sometimes cases of ill-treatment do occur, but they are rare and not more frequent than among other people.
>
> " The impression we have is that the handing over of children in this way does not cause any trouble."

Chinese Prostitutes.

In the opinion of the authorities, Chinese prostitutes in the Dutch East Indies are few. Chinese men, if they want a prostitute, go mostly to native women. Such Chinese prostitutes as there are, on the other hand, seem to be exclusively at the disposal of their own countrymen. There are no Chinese singing girls—professional dinner entertainers of the *courtisane* type—in the Dutch East Indies, for the authorities do not authorise their profession. It may be that, in their absence, to a certain extent the clandestine Chinese prostitute in the Indies is called on to satisfy the demand which, amongst Chinese men abroad, usually exists for a woman entertainer of his own nationality.

Astonishingly high prices, according to official testimony, are paid by Chinese men in the Indies for the company of clandestine Chinese prostitutes. One of the reasons for this may be their scarcity, and another that, as entertainers, they take perhaps the place of the singing girl whom the Chinese so much appreciate in their own country.

European Prostitutes.

As regards European prostitution in the Dutch East Indies, no cases of women coming for the purpose of prostitution are known to the authorities. The police, however, had frequently occasion to suspect European cabaret artistes, who had come with valid cabaret contracts, of conduct on the border-line of prostitution.

The following remarks of a Soerabaya official gives an account of the usual circumstances in these cases :

> " We had here some time ago—it is closed now for lack of funds—the *Moulin-Rouge*, an imitation of the Paris *Moulin-Rouge*— a very poor imitation. There were about fifteen girls from France and also some from Saigon; they were European girls. They did not come for prostitution, they were cabaret girls. After the cabaret they had to stay in the dancing-place until three in the morning. After three o'clock they could do as they liked. Sometimes we received information that they would go with anyone who would pay enough. They went, not to their own lodging, but to the house of the man. You cannot call it real prostitution. They came for the cabaret, and I am sure that the owner of the cabaret did not receive money from the girls for going with men. When they were in the dancing-establishment, they were real entertainment girls, whose business it was to push men to drink champagne and buy them chocolates."

It is stated by the authorities that some local women of mixed Dutch-native parentage occasionally are to be found going in for clandestine prostitution for a European clientele.

In former years, a certain number of Japanese prostitutes came to the Dutch East Indies; but, thanks to the efforts of both the Japanese and the Dutch-Indian Governments, this movement appears to have ceased entirely.

OUTGOING TRAFFIC.

Extent and Reasons.

There are, generally speaking, two possibilities of native women from the Dutch East Indies becoming victims of traffic outside of their native country. The one is the case of concubines of Chinese in the Dutch East Indies who are taken by them to China and, finding it unbearable to live there in an inferior position side by side with the legal Chinese wife of the man in question, leave their new homes and get into the clutches of traffickers. The other case is that of native, generally Javanese, women being taken for purposes of prostitution to the Malay Peninsula, in the first place to Singapore.

The first-mentioned possibility, it is feared, occurs in some of the sporadic cases (about five or six a year), when traces of the women in question in China are lost by their Javanese relatives, and investigations through the diplomatic channel lead to no result.

The possibility of traffic in women from the Dutch East Indies to Singapore seems to be a greater one. A number of Javanese men engage themselves for agricultural work on plantations in the Malay Peninsula (Annex IV), and consequently the same situation arises there with regard to Javanese women as the one described under the heading " Internal Conditions " of women from Java going or being taken for prostitution to plantations on other islands, within the Dutch East Indies, where Javanese men are employed.

Situation with regard to Emigration.

Pilgrims.

The Batavia Government takes specially careful measures calculated to prevent traffic in women and children in connection with the yearly pilgrimage of about 50,000 persons from the Dutch East Indies to Mecca. The competent official in Batavia explained that no cases of traffic in women or movements of prostitutes in connection with these pilgrimages have come to his notice, but that occasionally, though rarely, cases of traffic in children for purposes of slavery in Mecca or the Hejaz had come to light in former years. He gave details as follows :

> " We had one point about five years ago. We got a letter from our Consul in Jeddah informing us that there were some girls from the Moluccas

and from other islands who were suspected of having become slaves in Mecca. We enquired here, and it was clear that these girls had been taken to Mecca, not by their own families, but by other people, and they had been sold in Mecca. It was found possible to have them sent back to Java. The Government then sent a letter to all the district officers in Java and the islands in which it was said that sometimes pilgrims to Mecca took with them very young children belonging to other people, they said with the object of teaching them the Moslem religion in Mecca, but afterwards it was found that they were sold in Mecca or the Hejaz. The Governor-General therefore wanted that no young children should be allowed to go to Mecca unless they went with their own parents and unless it was known that their parents were already in Mecca, for a great number of the pilgrims going to Mecca stay there for a considerable time. We had a few cases, and I think there must still be a few female slaves in Mecca, though according to Mohammedan law, it is not allowed to have Mohammedan slaves. When we had pagans here, the pagan children could be taken and sold in Mecca, but it still happens that Mohammedan children are taken and sold in the same way, but it only happens very seldom."

The Mecca pilgrims are subject to a special control, supervision and probation on the part of the Government. So are workers of the Dutch East Indies who have made contracts for plantation labour, etc., abroad.

General Administrative Measures.

With regard to general supervision of persons leaving the Dutch East Indies, the police are entrusted with measures to prevent possible cases of traffic in women and children. The official testimony in this respect says :

" For emigrants it is the police who see whether there are young girls amongst the people going on a steamer, or a man who has three or four young women with him, etc., and then enquiry is made into the circumstances of the voyage. When the steamer is at sea, it is the captain and officers of the ship who observe the actions of the passengers. Always in the harbours, in the neighbourhood of departing steamers, there are police officers. Outside appearances may make a case suspicious, and then the police make further enquiry. The Y.W.C.A. has an organisation to watch stations and harbours [1] and to help girls and women who are alone if they need help."

[1] It is interesting to note that, according to testimony given by the Secretary to the Y.W.C.A., this institution has found it more to the purpose, in the case of European girls arriving in the Dutch East Indies, to communicate with them in writing—*i. e.*, in the form of a welcoming letter offering the services of the institution—than to approach them personally on arrival in harbour.

REVIEW ON SITUATION REGARDING TRAFFIC AND EFFORTS TO COMBAT IT.

Traffic in women and children, both outgoing, concerning Malay victims, and incoming, concerning Chinese and European victims, is in the Dutch East Indies reduced to an almost negligible degree.

In the foregoing chapters, the country's legislation against traffic has been cited, and frequent reference has been made to the administrative activities of the authorities in that direction. It is still necessary to record the way in which these activities are concentrated and organised. It has been stated already that the central authority for gathering information about traffic in women and children in the meaning of the International Convention signed at Paris on May 18th, 1904, is, for the Dutch East Indies, the Government Bureau at Batavia for the Suppression of the Traffic in Women and Children and in Obscene Publications.

It is interesting to note that the activities of this bureau are not strictly limited to the international obligations directly arising under the above-mentioned Paris Agreement; they are of a more general nature and cover all forms of exploitation of women and children, even outside the traffic in women in the strict sense of the term. The bureau's officials keep a close watch on all newspaper reports, advertisements, etc., dealing with this subject and receive from those bureaux of the Government which deal with Chinese affairs and Japanese affairs (both at Batavia) similar particulars appearing in Japanese and Chinese journals.

In collaboration with the police authorities in the Dutch Indies, the Bureau is immediately furnished with a copy of all police reports of raids on clandestine brothels and the interrogations of prostitutes found therein and of the keepers of such premises. Through its inspectors, the bureau keeps in personal touch with the heads of provincial and local authorities, the police, the immigration service, the orphans' court and with associations and persons engaged in work for the protection of women and children, etc. Where necessary, these inspectors carry out investigations on their own account in cases connected with the traffic in women, neglect of the education of girls, etc. The material collected as described above is then recorded by the bureau. Registers of suspected persons are drawn up and are kept up to date, and photographs are filed. Photographs and finger-prints are said to have proved invaluable in the campaign against the traffic in women in the Dutch East Indies.

The bureau is entrusted with the care of immigrants of minor age who are suspected of being victims of traffic, and, as stated in a previous chapter, these are not merely refused entry into the country, but are placed with responsible guardians and educated until they are able to make their own way in life. Under the control of the bureau, subsidies are granted to, and supervision is exercised over, societies which establish and keep homes for victims of prostitution.

It is regrettable that, in its energetic endeavours to combat international traffic in women and children, the Government bureau in question seems to have had but little occasion to collaborate with similar bodies in other territories in the Far East, to or from which cases of such traffic occur. A certain contact exists between the central authority in Batavia and those of Hong-Kong and Singapore, but the absence of a central authority in China[1] for the suppression of traffic in the sense of the International Agreement of 1904 unfortunately precludes the establishment of efficient official co-operation in these matters with the very country with which it is needed most.

ANNEX I.

CLAUSES OF THE DUTCH EAST INDIES PENAL CODE WHICH REFER TO THE PROTECTION OF MINORS, TRAFFIC IN WOMEN AND CHILDREN, ETC.

Article 290.

Any person found guilty of the following offences shall be liable to a term of imprisonment not exceeding seven years :

1. Indecent assault on a person who, to the knowledge of the offender, is unconscious or insensible;

2. The corruption of a person known by the offender to be a minor, or a person whom the offender has reasonable cause to believe has not attained her fifteenth year, or, if the age is not evident, is not yet adult;

3. Inciting a person known by the offender to be a minor, or a person whom the offender has reasonable cause to believe has not attained her fifteenth year, or, if the age is not evident, is not yet adult, to commit or tolerate the commission of immoral acts or to engage in extra-marital intercourse with a third person.

Article 291.

1. Should any of the offences enumerated in Articles 286, 287, 289 and 290 result in serious bodily injury, the offender shall be liable on conviction to a term of imprisonment not exceeding twelve years.

2. Should any of the offences enumerated in Articles 286, 287, 289 and 290 result in death, the offender shall be liable on conviction to a term of imprisonment not exceeding fifteen years.

---

[1] Since the return of the Commission to Geneva, the intention of establishing a central authority for China has been notified by the Delegate of the Chinese Government.

Article 295.

1. Any father, mother, guardian or surrogate guardian who instigates or abets the corruption of his or her minor child, or the minor entrusted to his or her care, by a third person, shall be liable on conviction to a term of imprisonment not exceeding five years.

2. Any person who instigates or abets the corruption of a minor, whom he or she knows to be a minor, or has reasonable cause to believe is a minor, shall be liable on conviction to a term of imprisonment not exceeding four years.

The above terms of imprisonment may be increased by one-third if the person commits this offence for gain or habitually.

Article 296.

Any person who for gain or habitually instigates or abets immoral acts between third parties shall be liable on conviction to a term of imprisonment not exceeding sixteen months or to a fine of one thousand florins.

Article 297.

Persons trafficking in women shall be liable on conviction to a term of imprisonment not exceeding six years.

Article 298.

1. Any persons sentenced for the offences enumerated in Articles 281, 284 to 290 and 293 to 297 may be deprived by the court of the rights specified in Article 35, Nos. 1 to 5.

2. If the person found guilty of any of the offences enumerated in Articles 292 to 297 has committed them in connection with his or her professional activities, he or she may be prohibited in future from exercising his or her profession.

Article 506.

Any person habitually deriving profit from the immoral earnings of a woman shall be liable on conviction to a term of imprisonment not exceeding twelve months.

ANNEX II.

PRELIMINARY DRAFT DECREE CONCERNING THE CAMPAIGN AGAINST PROSTITUTION ON THE PUBLIC HIGHWAY.

Article 1.

Incitement to immorality by word, gesture, sign or in any other manner on the public highway or in a place visible from the public highway shall constitute an indictable offence.

Article 2.

Women whose behaviour gives the police grounds for supposing that their mode of life is irregular may not loiter in front of, or near, hotels, dwelling or boarding-houses, restaurants or similar establishments, or places of public amusement, after a police officer of a rank not lower than *mantri-politie* has ordered them to move away.

Article 3.

Any person guilty of any of the offences enumerated in Articles 1 and 2 shall be liable on conviction to a term of imprisonment not exceeding eight days or to a fine not exceeding one hundred florins.

Article 4.

(1) This decree shall come into force on the day following that on which it is promulgated.

(2) It may be referred to as the " Decree concerning prostitution on the public highway of . . . (date) ".

PRELIMINARY DRAFT DECREE CONCERNING THE CLOSING OF BROTHELS.

Article 1.

The Mayor (Chairman of the Town Council; heads of the local authorities) may (each within his own jurisdiction) promulgate according to the dictates of his conscience an order for the closing of a brothel and may cause a copy of such order to be posted on the building or in the locality in which the said brothel is situated. The order shall apply to the whole building.

Article 2.

It shall be an indictable offence to resort to an establishment mentioned in the previous article, or to be found therein, after its closing has been ordered and made public in the manner prescribed in the foregoing article.

Article 3.

It shall be an indictable offence for the proprietor of an establishment, the closing of which has been ordered and made public in the manner prescribed in Article 1, to admit a client.

Article 4.

The following persons shall not be regarded as clients of an establishment described in Article 1 :

(a) Persons actually living therein;

(b) Parents and relatives of the proprietor of the establishment to the second degree inclusive;

(c) Persons whose presence is necessitated by urgent circumstances.

Article 5.

The Mayor (Chairman of the Town Council; heads of the local authorities) may (each within his own jurisdiction) annul the order for closing, referred to in Article 1, at any time, and shall, if he exercises this faculty, cause the copy of the order to be removed.

Article 6.

A person guilty of infringing the provisions of Articles 2 and 3 shall be liable on conviction to a term of imprisonment not exceeding eight days or to a fine not exceeding one hundred florins.

Article 7.

(1) This Decree shall come into force on the day following that on which it is promulgated.

(2) It may be referred to as the " Decree concerning the closing of brothels, of ..... (date) ".

ANNEX III.

EXTRACTS FROM ROYAL DECREE ON IMMIGRATION, GOVERNMENT " GAZETTE ", 1926, No. 47.

Section 1.

1. *(a)* Netherlanders, not born from parents residing in the Dutch East Indies, nor being themselves residents of the Dutch East Indies;

(b) Aliens who are not residents of the Dutch East Indies,

When arriving from foreign countries, are not allowed to disembark in other ports than those indicated by the Governor-General.

2. Before being allowed to disembark, the new arrival (*vide* Section 1, paragraph 1) is required to obtain a " landing-permit " from the official appointed for this work by the Governor-General, the so-called " landing-officer ".

3. Unless the special conditions established for these cases have been complied with, no landing-permit is given to such persons as are apparently lunatics, idiots,

suffering from contagious diseases; or such who are considered to be a danger to the public peace or are in such a physical condition that they may be expected to become a charge upon the community. [1]

Section 3.

1. The landing-permit is issued on board and is subject to a fee of 150 florins (one hundred and fifty guilders), which amount is refunded to whosoever is not admitted into the country. The landing-permit also implies the wife and minor children of the holder.

2. Netherlanders are not required to pay this fee of 150 florins mentioned in the previous paragraph.

3. The fee of 150 florins will be refunded to whosoever again leaves the Dutch East Indies within a certain period, the length of which to be determined by the Governor-General [2].

Section 4.

1. Unless the landing-officer decides otherwise, the holder of a landing-permit is obliged immediately upon landing to go in person to the office of the Immigration Board, instituted by the Governor-General, for the purpose of exchanging his landing-permit for an admission permit.

2. Besides to the individuals mentioned in paragraph 3 of Section 1, this permit is also refused to all those who:

Are professional prostitutes or procurers;

Have been convicted in a foreign country with which the Netherlands have concluded a treaty of extradition for an extraditable crime;

Have been banished from the Dutch East Indies;

Also to those who:

Are apparently not able to provide for themselves and their families;

Are considered to be a danger to the public peace;

Being aliens, are not in the lawful possession of either a valid passport issued by or on behalf of their Governments for the voyage to the Dutch East Indies and bearing a Netherlands visa, or who not being able to procure a passport, are in possession of some other document which has been considered

---

[1] According to Section 45, paragraph 2, of the Stamp Ordinance (Bill No. 570, 1922), "landing-permits", "admission permits" and "residence permits" are subject to stamp duty, the amount of which is fixed in this Decree. The amounts paid are refunded in the cases provided in the Ordinance.

[2] *Hoofd van Gewestelijk Bestuur.*—This is the highest territorial official, who governs a division of the country, directly under the Governor-General. In rank he is either a Governor or Resident (old style) or a Governor (new style). For the purposes of this Ordinance he will be denoted H.V.G.B.

Hoofd van Plaatselijk Bestuur.—This is a territorial official who is lower in rank than the civil servant mentioned above and is directly responsible to him. In rank he is either an Assistant Resident or Controller (old style) or a Resident (new style). For the purposes of this Ordinance he will be denoted H.V.P.B.

satisfactory by some Netherlands diplomatic or consular official and which shows clearly who the holder is and from where he comes.[1]

Visas, passports or other documents in lieu of passports are not required by such groups of aliens as have been exempted by the Governor-General.[2]

3. The issue of an admission permit to those whose presence is considered to be deleterious to the economic interests of the native population can either be refused or be granted on special conditions, to be determined by the Governor-General.

4. When the landing-permit is exchanged against an admission permit, special admission permits are issued to the wife and minor children of the immigrant concerned.

Section 6.

1. Without prejudice to Section 12, admission permits are valid for two years only.

2. At the request of the holder of an admission permit, extensions can be granted by the H.V.P.B. The first extension will expire after one year; the second extension will run for another year; the last extension will cover six years.

3. The admission permit becomes void if the holder, on leaving the Dutch East Indies, neglects to have it visaed for departure at immigration ports by the landing-officer (harbour-master) and at other ports by the H.V.P.B. Furthermore, the permit becomes void if the holder does not return to the Dutch East Indies within one year after the date of his departure.

4. The extensions and the visa for departure must be endorsed on the permits.

5. The H.V.P.B. shall *refuse* to grant an extension *in the cases mentioned in Section* 4. In case of refusal, Section 9, paragraphs 4 and 5, are applied.

Section 9.

1. Whenever a person coming under paragraph 1 of Section 1 is found not to be in lawful possession of a valid admission permit or preliminary permit, he is taken before the H.V.G.B., in whose jurisdiction he stays or resides, who then supplies him with an admission permit, *unless he belongs to the categories mentioned in Section* 4, to whom no admission permit may be issued.

2. For an admission permit, issued in conformity with paragraph 1 of this section, a fee of 150 florins is charged; *should the person concerned have transgressed the Immigration Decree, a fee of* 250 *florins will be charged.* These amounts will be charged only for the admission permit, issued to the head of the family.

3. Should the person concerned have been admitted in conformity with the regulations of the Immigration Decree and be able to give satisfactory reasons for not having an admission permit, he will be handed a duplicate free of charge.

---

[1] *Gazette* No. 170, 1921.—No passport or other document is required by *bona-fide* Oriental labourers born in China, the Straits and the Federated Malay States.

[2] *Gazette* No. 444, 1925.—No visas are required by the subjects of Switzerland, the Principality of Liechtenstein and Japan, etc.

4. An appeal to the H.V.G.B. is possible against any verdict of the H.V.P.B. within eight days after it has been delivered. This official gives his reasoned decision in writing.

5. Whenever an appeal against the refusal of an admission permit is granted, such a permit will then be issued.

Whenever the appeal is not granted, or whenever the person concerned does not appeal within the time-limit mentioned, then the H.V.G.B. will issue a written deportation order.

Should the person to be deported apply for it, the deporting authority can grant him a certain period for winding up or settling his business.

Section 10.

1. Should a person who has been admitted under Sections 4, 5, 8 or 9 be considered to be dangerous for the public peace and order; should such a person be found guilty of a crime; or should it become evident that such a person has got his admittance through fraudulent means—*for instance, false statements with respect to his name or quality*—then the Governor-General can cancel the admission permit and issue a deportation order.

Section 11.

1. The persons mentioned in Section 1, paragraph 1, are not considered as residents of the Dutch East Indies, unless they have received a residence permit.

2. In order to obtain a residence permit, persons living in Java and Madura must submit a stamped petition to the Governor-General through the intermediary of the H.V.G.B., and persons living in the outer provinces must submit a stamped petition to the H.V.G.B. through the intermediary of the H.V.P.B.

Valid admission permits must be enclosed with the above-mentioned petitions.

3. The admission permit shall be returned to the petitioner with an endorsement referring to the petition. On receipt of the residence permit, the admission permit shall be handed in. For the residence permit a fee of 10 guilders is charged.

4. Pending the decision on the petition, the applicant enjoys the right granted by Section 6, paragraph 1.

Section 12.

1. The residence permit may be *refused:*

In the interests of the public peace and order;

In case the applicant *is not deemed to be able to provide properly for his own or his family's wants;*

In case he should have been convicted for crime since his admission.

2. Whenever the issue of a residence permit is refused, the reasons for this refusal must be given in writing; such a refusal is accompanied by a deportation order.

ANNEX IV.

CLAUSES CONCERNING THE RECRUITING OF LABOUR IN JAVA AND MADURA.

The recruiting of native contract labour for trade, agriculture and industry in the outlying provinces of the Dutch Indies is permitted in Java and Madura, but such recruiting is governed by strict provisions.

The rules for the recruiting of labour through so-called recruiting agents were promulgated in *Official Journal*, 1914, No. 613 (Ordinance on Recruiting of Labour). These agencies are only allowed to operate with the consent of the Director of Justice and under the conditions laid down in the ordinance. Although these regulations are still in force, this form of "professional" recruiting has been abolished in practice since the beginning of 1930, when the still existing consents were withdrawn. Practically the same rules apply to the recruiting offices of certain planters' associations which now exclusively recruit contract labour in Java and Madura for the plantations in the outlying provinces. The agents who recruit for these associations are subject to the provisions laid down in *Official Journal*, 1915, No. 693, and *Official Journal*, 1917, No. 497; the recruiting is supervised by the Inspectorate of Labour and contracts are drawn up in the presence of an official. This procedure may be followed in the case of persons from eighteen to forty-five (forty when women are concerned) years of age.

Women are free to enter into contracts on their own behalf if they are unmarried. In the case of married women, the husbands must give their consent.

The women are conveyed to the various plantations under the supervision of reliable persons.

In addition to recruiting for labour in the outlying provinces, labour is sometimes recruited for countries outside the Dutch Indies. Generally speaking, such recruiting is prohibited (see *Official Journal*, 1887, No. 8, and Article 239 of the Penal Code). The rules, however, contain this reservation, that the Governor-General may in certain cases waive the prohibition. The Governor-General seldom avails himself of this power and then only in the case of countries which for a number of years have enjoyed the right to recruit Javanese labour, such as British North Borneo, Cochin-China, the Straits Settlements, the Federated Malay States, Sarawak and New Caledonia.

The Ordinance on Recruiting of Labour (see *Official Journal*, 1914, No. 613) is also applicable to labour thus recruited under the Governor-General's dispensation.

Although persons infringing the rule which prohibits recruiting are liable on conviction to a term of imprisonment not exceeding six months or to a fine not exceeding three thousand florins, the rule has nevertheless on several occasions been evaded. Clandestine recruiters conduct parties of labourers through the coastal villages and then

in " prao's " (native boats) to vessels waiting out at sea, which transport the labourers to their destination. The Inspectorate of Labour and the police do all they can to prevent such proceedings, but the length of the coastline of Java and Madura and the very small help afforded by the population (who do not readily denounce clandestine recruiters) render this work extremely difficult. Labour recruited for abroad under dispensation is supervised by the Inspectorate of Labour; naturally, labourers recruited clandestinely escape all control and supervision.

Furthermore, under the terms of an ordinance promulgated in the *Official Journal*, 1899, No. 235, no natives may, without permission of the Governor-General, be engaged to proceed abroad in order to give representations of Javanese ways and habits.

The contracts for labour with persons recruited under the terms of the Ordinance on Recruiting of Labour are concluded in conformity with the clauses of the Coolie Ordinance, 1931 (see *Official Journal*, 1931, No. 94), according to which the labourers work for several years under—so to speak—a liability at criminal law.

The wives of labourers under contract, with their legitimate off-spring, are also entitled to lodging, medical treatment, supplies of rice at regulated prices, etc., in their new place of residence, and to travel and return to their native place free of cost even in the case of the husband's death; in the latter case the family is repatriated immediately after his decease.

Apart from the foregoing provisions, free labour may be recruited in Java and Madura for plantations in the outlying provinces. No recruiting regulations then prevail, but on the other hand the managers of plantations cannot conclude with these labourers contracts under the rules of the Coolie Ordinance. Such labour is not liable at criminal law, but is subject to the conditions of the rules for free labour as published in *Official Journal*, 1911, No. 540, and *Official Journal*, 1924, No. 250, and 1931, No. 252.

Agreements under the provisions of this free labour ordinance can be either verbal or in writing. The conditions as to the duration of the agreement, the amount of wages, repatriation at the employers' expense, etc., have to be entered, with the names of the labourers, in a register. These agreements, like the contracts subject to the Coolie Ordinance, can only be concluded with labourers who do not belong to the native population of the province in which the plantation is situated.[1]

Labourers under contract and their families, as well as the above-mentioned free labourers, are placed under the permanent protection of the Inspectorate of Labour.

---

[1] Agreements concluded with the population native to the province in which the plantation is situated do not in practice come within the scope of any regulations.

ANNEX V.

IMMIGRANTS ADMITTED.

	1925	1926	1927	1928	1929	1930
Dutch	3,359	4,013	5,110	5,617	5,811	4,709
Other Europeans, Americans, Australians, Africans	1,192	1,199	1,249	1,275	1,489	1,418
Japanese and Japanese subjects	685	790	894	772	1,052	1,117
Chinese	24,687	25,309	38,463	47,144	43,347	43,162
Arabs	490	568	877	895	1,039	485
Other Oriental foreigners	2,240	2,310	2,733	2,869	2,757	2,177
Total...	32,653	34,189	49,326	58,572	55,495	53,068

STRAITS SETTLEMENTS.

The British Empire has acceded on behalf of the Straits Settlements to the 1904 *Agreement and to the* 1910 *and* 1921 *Conventions. The Central Authority for questions relating to traffic in women and children is the Secretary for Chinese Affairs, Singapore.*

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The total population of the Straits Settlements according to the census of 1931 is given as 1,114,015, of whom 671,080 were men and 442,935 women. The population is composed of many different races. According to the census of 1921, in a total population of 883,769, there were 498,547 Chinese, 255,353 Malays, 104,628 Indians, 8,149 Europeans, 9,138 Eurasians and 7,954 others. In the rural districts, the Malays are predominant; in the towns and mining centres, Chinese; and on the large rubber estates, Indians.

The proportion of men and women in the various immigrant groups arriving in 1929 is shown by the table in Annex I.

The figures of departures from the colony show that a large part of the immigrant population does not settle down definitely in the colony, but leaves again after a shorter or longer stay.

General Policy towards Prostitution and Allied Questions.

The immigration of various races of different customs, traditions and religions, the excess of males and the unstable living conditions of great masses of the immigrants converge in making the prostitution problem in the Straits Settlements very complicated and difficult to handle.

On two occasions, investigations have been made in the Straits by Committees appointed by the Secretary of State for the Colonies: the Advisory Committee on Social Hygiene, the report of which was presented in 1925; and the body known as the Balfour Committee, the report of which is dated February 1929.

It was in conformity with the recommendations of these two Committees that the Government of the Straits Settlements on October 14th, 1930, issued the Women and Girls Protection Ordinance No. 15, of 1930, which effected a fundamental change in the general policy followed until then regarding the control of brothels and prostitutes by making the keeping of brothels a legal offence and by withdrawing recognition of prostitutes, while other measures to protect women and girls and prevent exploitation of them by traffickers remain practically unchanged.

Laws relating to Prostitution and Allied Questions.

Laws.

The laws in force include the Women and Girls Protection Ordinance No. 15, of 1930, the Penal Code (Sections 359 to 374), the Female Domestic Servants Ordinance No. 23, of 1925, of which extracts will be found in Annex II. In addition, sections of the Children Protection Ordinance No. 17, of 1927, certain instructions under the Banishment Ordinance and provisions of the Minor Offences Ordinance are of interest.

Brothels.

By Ordinance No. 15, of 1930, it is an offence to keep, manage or assist in the management of a brothel (Section 7 *(a)*) or as tenant or owner to permit a house or part thereof to be used as a brothel (Section 7 *(b)*, *(c)*). According to Section 2, a brothel is defined as a house or place occupied or used by two or more women and girls for the purpose of prostitution.

Prostitutes.

Prostitution is not an offence under the Ordinance.

Procuring and "Souteneurs".

Ordinance No. 15, of 1930, has the following provisions regarding procuring, *souteneurs*, etc.

The procuring of any woman or girl under the age of twenty is a legal offence. The procuring of a woman or girl over twenty is a legal offence only if the woman or girl is not a prostitute or of known immoral character (Section 3 *(b)*).

Males who live on the earnings of prostitution or who persistently solicit in public places for immoral purposes are liable to punishment (Section 5).

It is a legal offence for a female not only to compel but also to aid and abet a prostitute to practise her profession (Section 6).

The age of consent (except in marriage) is fifteen years (Section 3 *(j)*).

Traffic in women and girls is penalised (Section 3 *(a)*, *(d)*, and Section 4).

In addition, the Minor Offences Ordinance penalises soliciting by any person (male or female), and the Banishment Ordinance recommends for banishment " persons who traffic in women or girls or live wholly or in part on the proceeds of prostitution ".

Preventive and Protective Measures.

In all suspect cases of traffic or procuring, the Protector[1] may ask for a security to be furnished that the woman or girl in question will not leave the Settlement in which

[1] " Protector ", according to the definition of the Ordinance means the Secretary for Chinese Affairs, the Chief of the Department of Government which looks after the welfare of Chinese in the Colony. The term includes officials of the Department in the various Settlements (Singapore, Penang, Malacca) known as protectors or assistant protectors of Chinese.

she then is without the consent of the Protector and that she will not be trained or disposed of for immoral purposes and that she will come and report to the Protector at fixed intervals. The security can be informal—that is, a moral guarantee from a reliable person or a bond which may be estreated at court. In default of security, the Protector may order the woman or girl to be removed to a place of safety and detained until proper provisions can be made for her protection (Section 12).

The Protector may also order the detention in a place of safety of any woman or girl whom the Protector considers to need protection (Sections 12, 14, 15).

Special rules provide that no woman or girl may be unduly committed or kept too long in such a place of safety (Section 15 (2)).

Barter and Sale of Children.

The Penal Code penalises kidnapping and abduction and selling and buying of slaves.

In order to prevent the selling and bartering of girls as *mui-tsai*, the Female Domestic Servants Enactment (Annex II) makes the employment of female servants under the age of ten a legal offence (Section 3). It states further that female servants under the age of eighteen shall receive wages in addition to board (Section 6).

The Protection of Children Enactment states that children must have a licence to take part in public performances.

Conditions with regard to Prostitution before Brothel Abolition.

As Ordinance No. 15, of 1930, had been issued less than a year before the visit of the Commission, it may be useful to give a short description of the situation as it existed during the preceding period as a background for the change brought about by this Ordinance.

According to the report of the Advisory Committee on Social Hygiene, the professional prostitutes in Singapore during this period could be divided into three groups:

(1) Inmates of " known " brothels;
(2) Inmates of sly brothels;
(3) Independent clandestine prostitutes.

" *Known* " *Brothels.*

The " known " brothels had no legal status but were, for practical purposes, recognised as such, inasmuch as their keepers were bound under penalties to conform to certain regulations. The inmates were all Chinese and only Chinese men were received. The girls were not registered, but their names and houses were known to the Protectorate of Chinese, and they received cards known as " protection tickets ", which were intended to make it clear to them that they could always seek aid and protection at the Protectorate.

Sly brothels, the report continues, were used by Europeans, well-to-do Chinese and members of other races. The police were, in many cases, aware of their existence, but the Chinese Protector had no record and the inmates were not protected.

The independent clandestine prostitutes did not live in brothels. They were partly Eurasian, partly other races. They were, the report declared, open to ill-treatment and exploitation.

"Protection" of Prostitutes.

Before entering a "known" brothel, the girls had to be examined by an officer of the Protectorate, who asked questions about their age, birthplace, families, previous occupations, if they went into prostitution of their own free will and their reasons for doing so. It was explained to each girl that she was under no compulsion to become a prostitute and would be repatriated to her home if she so desired.

For several reasons, the results obtained by this procedure were very poor, according to the Protectorate officers.

An inmate of a brothel was not permitted to leave the brothel without the assent of the Protector. If a girl managed to escape, the keeper would have to refer the matter to the Protector and would be called upon to issue a reward notice, which would be posted in the Protectorate, all of which made it seem that the Protectorate was assisting the keeper to get the girl back.

In the brothels, there were many ways in which the girls were oppressed and intimidated by the brothel-keepers.

Their protection tickets were taken from them (contrary to the Ordinance, Section 5 *(iii)*), then the girls would get frightened and think they had lost their "licences".

If a keeper thought a girl was getting too intimate with a client and that this client might assist her to get away, the keeper would see that the girl got transferred to another brothel, maybe in another town.

Changing Conditions.

From March 1927, after which date no professed prostitute was allowed to enter, brothels staffed by Chinese women who had openly arrived for that purpose gradually died out, but other brothels still existed recruited from Straits-born Chinese girls—girls who had come from China at an early age and had been brought up in the colony—and a few girls of other Asiatic races and probably by Chinese girls who had not passed through the Protectorate as prostitutes.

In Singapore, at the time of the issue of the Ordinance of October 14th, 1930, the police knew of 315 brothels and 79 houses of assignation.

Sly brothels made very little attempt at concealment, according to the Protector, as there were no means of dealing with them seriously during this period when brothel-keeping was not a legal offence.

Before the enforcement of the Ordinance of October 14th, 1930, brothels could

be closed by the police court or by the Protector, and were so closed, but the keeper of a closed brothel was not legally prohibited from opening a new brothel in another place, and a new brothel could be opened by another person in the same place as the closed one had been.

Prosecutions under Former Ordinance.

The regulation contained in Ordinance 143, of 1925, prohibiting keepers of brothels from harbouring diseased women was found to be difficult to enforce. It was apt to hit the prostitute harder than the keeper. Another difficulty was that a prostitute could refuse to be examined and in this way prohibit evidence being obtained.

In the annual reports to the League of Nations for the years 1925 to 1929, the cases of offences against women and girls were 5, 13, 0, 22 and 11 respectively. In addition to banishments of persons convicted of such offences, there were several cases of banishments as undesirables of persons suspected of such offences but against whom sufficient evidence for conviction could not be obtained.

The report of 1928 shows the greatest number of offences in one year of the period. The twenty-two offenders were 14 Chinese women, 5 Chinese men, 1 Japanese man, 1 Japanese woman, 1 Siamese man. Against 12 of the offenders, banishment orders were issued, but three of these persons had succeeded in escaping. The list of banishments includes 10 Chinese women, 3 Chinese men and 1 Siamese man.

In the year 1929, 11 convictions under the Ordinance No. 143 were reported from Singapore and one from Penang.

The same year, 13 Chinese women, 12 Chinese men and 1 Japanese man were banished for the same kind of offences.

During the year 1930, 45 cases of offences were detected in Singapore and 10 in Penang, 22 of these cases relating wholly to the Straits Settlements, 33 being of an international character.

The offences were committed in 36 cases by females, in 15 by males and in 4 by both males and females. In 12 cases, the offenders were deported after having served their sentences; 27 cases were withdrawn owing to insufficient evidence, but in 10 of these cases the accused were banished. The list of banishments for 1930 shows 14 Chinese men, 1 Japanese man and 22 Chinese women. Particulars of some of these cases will be found under " incoming traffic ".

The ages of the banished persons during the years 1925 to 1930 varied between 25 and 68 for the men and between 25 and 63 for the women.

PRESENT SITUATION IN REGARD TO PROSTITUTION AND APPLICATION OF LAWS.

Closing of Brothels.

From October 1930 to April 1931, the number of the houses had been reduced by more than 50 per cent, since when they had been still further reduced.

A special brothel area no longer exists in any of the towns of the colony.

It had been impossible to close all the brothels during the time which had elapsed between the issue of the Ordinance and the visit of the Commission (September 1931). On various grounds, the closing must be carried out gradually.

Some Japanese houses, all within a small area, still existed (September 1931). They were inhabited by about fifty rather old Japanese women. Their customers were European and Asiatic sailors.

Nine houses for Europeans, kept by Siamese women and inhabited by Siamese prostitutes who were said to have attraction for European men, had been closed during the last months of 1930.

Brothels with Eurasian and Tamil women and Malay women from the Malay Peninsula and from Java had been closed. Some prostitutes of these nationalities were still carrying on prostitution in a few remaining brothels or in their own lodgings.

Figures of still existing sly brothels or of Asiatic prostitutes could not be given, as both the brothels and the women changed their quarters very often. The Protector in Singapore did not think that the sly brothels had increased in any considerable degree after the known brothels had ceased to exist.

When places were found to be used as brothels, with or without a keeper, the landlord was dealt with under the Ordinance.

In October 1930, there had been 15 European women openly practising prostitution in Singapore. They had since left.

Among the closed brothels, there had been 5 male brothels inhabited by 11 Chinese catamites (or sodomites passive), who were arrested, sentenced and deported. Three of these houses had been patronised by Chinese, the other two by Eurasians and Europeans.

In Penang, the conditions regarding brothels and foreign Asiatic prostitutes were very similar to the conditions in Singapore. Though fifteen Chinese brothels had been closed during the previous six months and the keepers sentenced and deported, there were still a number of Chinese prostitutes in Penang. Some Japanese prostitutes were living in private lodgings; they were all elderly destitute women.

A few Siamese women were practising prostitution in Penang. There were a few Indian prostitutes, mostly Tamils, and a few Malay women from Malaya and Java. No European woman was practising prostitution in Penang.

Clandestine Prostitution.

At the time of the enquiry, the Women and Girls Protection Ordinance No. 15, 1930, had been in force for about ten months, and the authorities had been able to observe some of the consequences of the new system.

As the brothels were more and more obliged to disappear, traffickers and keepers tried to carry on their business on other lines. Japanese and Chinese lodging-houses and Chinese eating-houses were, to a much larger extent than before, used for immoral

purposes. Latterly, the number of such houses had increased very much. The number of unlicensed lodging-houses, according to the Protector, was about three times the number necessary for *bona-fide* business, and their main business was prostitution. Every male visitor to these houses was asked if he wanted a woman; the hotel employees had lists of girls and rickshaw men were sent to fetch them. Girls from the streets also took their clients to the lodging-houses. The girls were charged 30 per cent of their pay and rent was obtained for rooms for which otherwise there was no demand. The girls connected with the houses were Chinese, Tamils, Malays from Java and the Peninsula.

The majority of such girls were young and lived with some middle-aged woman who had bought them from poor parents in Malay or in China. After some wealthy man had paid a large sum (150-300 dollars) for her defloration, the " owners " of a girl gave the address to the lodging-house runners and went on exploiting her for at least about five years.

In Penang, the same thing was going on. There were many lodging-houses where, according to the Protector, " from the manager to the boys, all increase their income by trafficking in girls".

In a Memorandum on Lodging-Houses of June 16th, 1931, the Protector in Penang points out :

> " Lodging-houses play a leading part in *(a)* abetting the traffic in young girls and *(b)* encouraging prostitution. More than half the profit of many lodging-houses is derived from the proceeds of prostitution. Many young girls are by this system forced into an existence which deprives them in youth of all hope of happiness or better things."

The lodging-houses dealing with immigrants were licensed by the Secretariat for Chinese Affairs, but the other lodging-houses which used to be licensed by the Municipality had not been obliged to have licences since the year 1928.

Two Japanese had recently been convicted for allowing an hotel to be used as a brothel. On appeal, they were acquitted, as the judge held that, as it had been proved that the hotel had been so used on only one occasion by two or more prostitutes, the place did not come under the definition of brothels.

In Penang, particularly, the traffickers also tried to place girls in coffee-shops for immoral purposes.

Places of Amusement.

A certain amount of sly prostitution was to be found among some cabaret artistes and dancing partners. Artistes and dancing partners may leave before closing hours by arrangement with the management, but the practice is that the management does not allow them to go with clients to lodging-houses. Their pay is sufficient to live on.

One place of amusement in Singapore had applied recently for permission to bring down a troupe of twenty Russian dancing girls from Shanghai. Permission was refused by the Police.

Theatrical troupes recruited in Madras bring over Tamil actresses. These women are under contract, but many of them are known to practise prostitution. As nobody is know to exploit them and they return to India, they are not interfered with.

Children (under 14 years) must have a licence to take part in public performances. Licences are given only under certain conditions as to hours and number of performances per week.

Soliciting.

Soliciting in the streets of Penang and Singapore had very much increased since the closing of the brothels.

Previously it was only European prostitutes who used to parade in rickshaws in certain streets soliciting, but Asiatic women who had been inmates of houses, now closed, had recently to a great extent adopted the same system.

Chinese prostitutes who formerly were very rarely seen in the streets now paraded every night in certain places, their dress indicating to Chinese men that they were prostitutes looking for clients.

Siamese prostitutes, after the closing of the Siamese brothels in Singapore, openly solicited in the streets. In April 1931, eight of them had been arrested for soliciting and had been sentenced to fourteen days' imprisonment. They had not been deported.

Persistent soliciting being a legal offence under the Minor Offence Act, several Asiatic prostitutes had been arrested and sentenced for this offence but as a rule not deported.

Procurers and "Souteneurs".

The number of pimps was very great, as almost all sly prostitutes needed pimps as touts to get clients. These pimps were paid by the girls as a kind of servant. Chinese pimps, especially, solicited in the streets to get clients for Chinese women to a greater extent than before. In March 1931, thirty Chinese pimps had been arrested from one area in Singapore, sentenced for soliciting and deported. In August 1931, fourteen Chinese pimps were arrested for the same offence and would be deported after their punishment.

Souteneurs exploiting the girls by taking their earnings and " bullying " them were said to be comparatively rare.

Sexual Crime.

Sexual crime had not in any way increased after the closing of the brothels. There was no evidence of women having been molested in the streets.

Troops.

It was especially pointed out that there had been no difficulty with the troops.

There were about 1,300 European troops in Singapore. They had their married quarters and no women were allowed in the quarters of the unmarried. There were no special houses of prostitution for the soldiers. They used to visit Eurasian prostitutes.

Results of Brothel Closing.

The opinion of the police and the Protectorate officials, as well as of the Chief Medical Officer, was that things were decidedly better under the new system.

The traffic in women and children was decreasing, as there was not any longer an assured market for the traffickers.

The girls were not now exploited to the same extent and in the same hopeless way as before and seemed to have more courage to complain at the Protectorate.

The opinion that traffic and prostitution had been seriously hampered by the new law was expressed also by a private Chinese physician with a great experience of social questions.

Preventive and Protective Measures.

A combination of official and unofficial preventive and protective work among Asiatic young women and children is done through the Po Leung Kuk Homes founded by the Po Leung Kuk Society. These homes serve as the " places of safety ", where the Protector sends young girls and female children who are in need of protection.

The Po Leung Kuk Society has as its object " to aid in the suppression of the crime of kidnapping and to provide for the rescue and restoration to their families or friends of women and children who may require assistance or protection ".

The funds of the Society consist of voluntary donations and subscriptions supplemented at the discretion of the Government by a Government grant.

The work of the Society is carried on by three Committees : one in Singapore, one in Penang, one in Malacca, and Po Leung Kuk Homes exist in these three places. The members of the Committees are nominated by the Governor.

The Singapore Home was started in the year 1888 and has constantly expanded. It has now accommodation for 300 inmates. At the beginning of 1930, there remained 179 girls from the previous year; there were 460 admissions and 411 discharges during the year, leaving 228 inmates at the end of the year.

In the Penang Home, there were, at the beginning of the year 1930, 49 inmates remaining from the year 1929. There were 76 admissions and 63 discharges.

In Malacca, 16 girls were admitted during the year 1930, of whom 7 remained at the end of the year.

The members of the Commission visited the Po Leung Kuk Homes at Singapore and Penang, which made a most favourable impression on them.

Well-organised, privately supported protective and preventive work among children was done by the Children's Welfare Society, running crêches and Infant Welfare Centres, and by the children's department of the Missionary Hospital, taking care of orphans and abandoned children.

A branch of the Y.W.C.A. offered assistance to young European women who, coming to Singapore to find work or for other reasons, might be in difficulties. Valuable educational and recreational work was carried on by this association among European, Chinese and Eurasian girls.

Widespread, well-organised educational work is carried on through the Public Health Department regarding the dangers of prostitution and venereal disease and other sex problems.

INCOMING TRAFFIC.

Extent and Reasons.

A considerable amount of traffic in women and children to the Straits Settlements comes yearly to the knowledge of the authorities. The most important reasons for the traffic were said to be the following :

In the total population of the colony, there is a great excess of males, as shown by the statistics, and it appears from the immigration statistics (Annex I), that, each year, large groups of men of various races and nationalities arrive without a corresponding number of women.

A contributory cause for the demand was, according to the authorities, to be found in the bad housing conditions and the high rentals in the towns of the colony, making it difficult for an immigrant of small means to set up a home and live a decent life.

Conditions in neighbouring countries caused by poverty were taken advantage of by traffickers.

The profits made in the business were said to be very great.

While immigrants from some countries were said to want almost exclusively women of their own people, other immigrants mixed more freely with people of different origin and were satisfied in finding women of other races than their own.

In the same way, certain prostitutes only received their own compatriots as clients while others were less exclusive.

Among the Europeans arriving, the sex ratio is more satisfactory than among the Asiatics. During the years 1925 to 1929, the proportion of Europeans has been

approximately one woman to two men. A potential demand for European prostitutes may exist, but it does not seem to be strong enough to create a traffic of considerable extent carried on in spite of the high cost of travelling and the vigilance of the police.

European men were said to favour Siamese prostitutes. They also visited Eurasian prostitutes.

The Siamese inhabitants of the Straits were not numerous and no real demand for Siamese prostitutes was said to exist among them.

The Japanese immigrants were not numerous enough to create a great demand on their part for Japanese prostitutes. It was stated that no Japanese prostitutes had come in during the last two years.

Among the Indians in the Straits Settlements, who constitute a considerable part of the immigrants, there was an unfavourable sex proportion. During the years 1925 to 1929, the percentage of women had varied between 12 and 19 approximately. A demand for women of their own race was said to exist among Indian men, but this demand was not considered great enough to play a very active part in inciting traffic, as the Indians mix freely with the Malays and often marry Malay women.

The Chinese are by far the most numerous of the immigrants and show a great disproportion between the sexes. In the last ten years, the proportion of women to total Chinese immigration had varied between 18 and 28 per cent. The shortage of females was accentuated by the custom among well-to-do Chinese of taking concubines in addition to the legal wife.

The Chinese in the Straits Settlements were said not to mix much with other races and not often to marry women of another origin.

Laws bearing on Incoming Traffic.

Immigration Laws.

Under the Passport Ordinance, 1920, travellers coming to the Malay Peninsula are required to have passports which, in the case of foreigners, must be visaed by British Consuls. These regulations do not apply to Asiatic natives of British India and Ceylon or to *bona-fide* Chinese or Netherlands Indian labourers.

Under the Registration of Aliens Ordinance No. 160, every alien is obliged to register at a police office within forty-eight hours of his arrival. Chinese, English and Indians are exempt from registration under the Ordinance. Since August 1930, there has been a restriction on male Chinese immigrants of about one-third of the number which had been arriving previously. The restriction is carried out by not allowing the steamers to bring more than a certain number. There is no restriction on females. The Passenger Restriction Ordinance did not apply especially to traffic conditions in its actual form. The Government had under consideration an amendment which

would permit the police to refuse permission to land to any woman who appears to be coming for purposes of prostitution. The amendment was proposed in January 1931.

Traffickers bringing in women and girls for immoral purposes are liable to punishment under the Ordinance 15, of 1930 (Section 4, see Annex II).

Ordinance 153 (Banishment) provides for banishment of foreign traffickers.

Situation with regard to Incoming Traffic and Application of Laws.

Occidentals.

As regards traffic in occidental women to the Straits Settlements, the police thought that most of the women operating in Singapore were French and had been brought there by male traffickers of French nationality, although with their own consent. The women had arrived in Singapore from France or from Saigon or, in a few cases, from Shanghai, by the regular steamers, usually declaring themselves milliners, dressmakers, manicurists or to have other occupations.

A few occidental women might have come to Singapore for some kind of employment and afterwards drifted into prostitution. One is known to have become a prostitute after having been abandoned and left without means by her husband.

No organisation of traffickers in European women was known. The traffickers probably arranged the voyages and advanced money and then exploited the women more or less. The police knew of a French male criminal who, early in 1930, was engaged in traffic, but he had disappeared.

Non-Chinese Asiatics.

Siamese prostitutes arrived by boat or train from Bangkok. Steamers from Bangkok are not regularly examined—only now and then.

Many of them, the police said, had been prostitutes in Bangkok before coming to the Straits, but only a few had come on their own initiative. There had been also several cases of young Siamese girls about 18 to 22 years old, belonging to respectable families, who had been brought by Siamese traffickers under false promises of employment as house servants or shop assistants and then forced into the brothels.

Some of the Siamese prostitutes in Singapore had been discovered, at the time when the brothels were raided, as not having registered as aliens as prescribed by the Ordinance No. 160. They were sentenced to a fine but not deported, as deportations in such cases must be carried out within four days of arrival.

Traffic in Javanese girls was said to be going on to a certain extent. Steamers from the Netherlands East Indies were examined only if the police had received information about suspicious cases. Cases of clandestine entries were not known.

Traffic in Indian girls was thought to be carried on only to a small extent.

There were some Indian prostitutes in the Straits Settlements—almost all of them Tamils—who the police thought probably had come over of their own accord.

No clandestine entries of Indian girls were known.

Chinese.

Traffic in Chinese women and children constitutes the greatest and most difficult part of the traffic problem in the Straits Settlements. Chinese women and girls mostly arrive in Singapore and Penang by steamer.

The majority of them are from Kwangtung province (Cantonese), coming by steamers from Hong-Kong and Swatow; a considerable number are Hokkiens coming from Amoy. Singing girls come from Canton or from Shanghai. To a less extent, Chinese women and girls are brought to the Straits Settlements via Siam, by boat from Bangkok to Singapore or by rail through the Malay States.

On the arrival of immigrant steamers from China, the ship is boarded by an officer from the Secretariat for Chinese Affairs (Protectorate of Chinese) to whom the compradore of the ship hands over a list of the Chinese passengers, men, women and children, containing their names, birth-places, destination and, for those coming from Hong-Kong, their photographs. The Hong-Kong list has asterisks against certain names with a notice that, in these cases, protection and fuller enquiry are needed. Passengers from other ports in China than Hong-Kong are not required to have photographs. As a rule, it is the Cantonese women and girls, who almost all come via Hong-Kong, who require most protection.

Women of about 35 years and more are allowed to go ashore if they are not accompanied by children. The other women and children are taken to the Secretariat for Chinese Affairs for further examination. In cases of women coming to join husbands or of girls coming to join parents or other relatives, the parties are kept apart and are examined separately and their statements checked.

In cases which are not free from suspicion, the Protector may ask for an informal security from a shop keeper in Singapore, answering for it that the girl will come and report to the Protectorate in three or six months or at any time the Protector may decide. In more suspicious cases, the girl is put under bond, a guarantee which can be estreated in court, or she may be sent back to her port of embarkation. Women going up country are listed to the Protectorate nearest to their destination, where fuller enquiries can be made. Women coming for work are as a rule received by their employers. If a maid-servant or other women comes on chance, she must wait in a licensed lodging-house until she gets a guarantor; sometimes the lodging-house itself puts up the guarantee.

Clandestine entries by small boats and junks from China were known to happen only in a few cases. Junks from Canton, Amoy and Swatow do come to Singapore and, according to the Protector in Singapore, it might be expected that, as immigration

of Chinese males is now restricted, this way would be used to smuggle in Chinese male immigrants and at the same time be used by traffickers to bring in women and girls.

In very rare cases it had been detected that girls were smuggled over the steamer's side into small boats.

Examination of immigrants arriving by steamers from China could be evaded by Chinese immigrants on their arrival at Singapore declaring that they do not intend to stay, but are going on to one of the islands of the Rhio Archipelago belonging to the Dutch East Indies where at the time of the enquiry emigration and immigration were not controlled by the Dutch, and from there the Chinese can come back to Singapore without examination, as vessels from the the Dutch East Indies are not regularly examined. Chinese junks sometimes come to these islands with girls who go from there to Singapore.

In August 1931, 4,984 Chinese men, apart from women and children, arrived in Singapore from the Dutch East Indies, the majority from these islands, but some from other places where immigration is controlled by the Netherlands authorities.

The Protector had information that traffickers sometimes took girls from these islands to Baganaki on the east coast of Sumatra to break them in before bringing them to Singapore, though no particular cases could be given.

Among the women who were allowed to come in for prostitution before the end of March 1927, it was impossible for the authorities to say how many did so of their own free will and how many were induced to do so by force or deceit.

Out of 3,911 women arriving in Singapore as prostitutes and 184 in Penang during the years 1919 to 1924, 252 were repatriated from Singapore and 9 from Penang. Many of these girls were too young to enter the brothels, the minimum age being 18 years; in other cases, the examination had aroused suspicions of traffic. Out of the 1,308 women who came to be prostitutes in the Straits Settlements during 1925 to 1927, none was repatriated.

The Protectorate officials knew that during the period of the old system there had been houses in Singapore where young girls were brought up and kept and where keepers of " known " brothels used to go and make offers for girls just old enough to become inmates of the brothels.

After the closing of the brothels the import of women and girls for immoral purposes was decreasing. The official reply says :

> " Until the passing of the Ordinance No. 15, of 1930, and the definite change of policy whereby the brothel was no longer tolerated, it is considered that the application of the other laws . . . did not seriously hamper the traffickers, except in respect of very young girls."

Because the authorities knew that the traffickers now tried to carry on their business on new lines, each case of immigrant young girls was very carefully examined and the system of securities and bonds was made use of to a very great extent. When Chinese

prostitutes were found in raided brothels or elsewhere, an investigation was made into the way they had been brought into the country.

The Po Leung Kuk Homes, as at present organised and managed, are an integral and most valuable factor in the system of combating traffic.

It may be added that in January to August 1931, out of 266 girls admitted to the Po Leung Kuk Home in Singapore, 159 were suffering from venereal disease. One of these girls was 7, one 8, two were 10 and one 11, one 12 and three 14 years old. During the years 1925 to 1930, 131 Chinese and 2 Siamese girls who had been inmates of the Home were sent back to their respective countries.

In the case of girls repatriated, arrangements were made to ensure they got to their destination safely.

OUTGOING TRAFFIC.

Extent and Reasons.

According to the authorities, only a very small number of women and children are exported for immoral purposes from the Straits Settlements to countries outside the Malay Peninsula. Evidently the traffickers were able to find a sufficient market in the colony, and no special demand from foreign countries was known to exist. Difficulties in selling or placing a woman or girl in the Straits Settlements or the wish to escape examination and supervision were said sometimes to cause the transfer of victims to other countries especially the Dutch East Indies. There were many cases known of women and girls being taken to other States of the Malay Peninsula. After the closing of the brothels in Singapore and Penang, many of the inmates had been taken over to the brothels in Johore State. This " inter-Malay traffic " cannot for several reasons be regarded as international, but its existence may be mentioned as an evidence of the readiness of the traffickers to take advantage of the difference of the laws and general policy regarding prostitution in the different States of British Malaya.

Situation with regard to Emigration and Application of Laws.

Women and children leaving for abroad are not required by the Government to have passports, but are subject to the regulations of the countries they wish to visit.

Chinese women and girls on security who go to other States of British Malaya or to Hong-Kong, are listed for further examination to the Protectorates of Chinese in those places.

There is no supervision of contracts of female artistes going abroad.

The emigration statistics (Annex I) show that, every year, large groups of emigrants leave the Straits Settlements by steamers from Singapore and Penang, mainly for China, British India, the Netherlands East Indies and Europe. Smaller groups leave for Japan, Siam and other countries. The sex ratio in the various groups is about the same as in the immigrant groups—a great excess of males.

REVIEW OF THE SITUATION REGARDING TRAFFIC AND EFFORTS TO COMBAT IT.

The Straits Settlements have a great attraction for traffickers in women and children who try to take advantage of circumstances prevailing in the colony. It is the incoming traffic in Chinese women and children which creates the main problem in this regard, incoming traffic in women and children of other nationalities, as well as outgoing traffic, being of comparatively small extent.

Experience had given rise to the opinion among the authorities that the system, abolished in October 1930, under which brothels were allowed and registered, was very unsatisfactory, in spite of the examination of the prostitutes which was made in each case in order to ascertain if the women were under any compulsion to register as brothel inmates.

The closing of the brothels, the prosecution of traffickers and of female as well as of male keepers and procurers under the Ordinance No. 15, of 1930, were said to have had a marked effect in hampering the traffic, although some new difficulties had been observed, resulting from the tactics of traffickers who tried to find new methods for their trade.

As most traffickers are foreign citizens (mainly Chinese), banishment can be and is used to a great extent after the payment of fines or the term of imprisonment, as well as in cases where evidence sufficient for sentence is lacking.

Banishment, besides having the effect of reducing the number of traffickers in the country, was expected to reduce the evil very shortly to small dimensions by its moral effect. "As the banishments become better known abroad, they will have a very strong deterrent effect," said the Protector in Penang.

Through communications with Protectorates in other parts of British Malaya, women and girls can be followed up when they leave the colony and are not lost sight of if they need protection.

Close co-operation exists with the Secretariat for Chinese Affairs in Hong-Kong for the protection of emigrant and immigrant Chinese women and children travelling to and from that port. Co-operation with authorities in China proper was lacking.

The abnormal sex ratio among Chinese immigrants which is the principal reason for the demand for Chinese prostitutes, seems to be difficult to improve. The restrictions at present imposed on the numbers of Chinese male immigrants allowed to enter, while females are not restricted, may result in making the ratio more even.

Improvement of housing conditions and educational and social work were also regarded by the authorities as necessary to combat the existing traffic in women and children in the Straits Settlements.

ANNEX I.

IMMIGRATION AND EMIGRATION STATISTICS.

	Arrivals from foreign ports				Departures to foreign ports			
	Males	Females	Children	Total	Males	Females	Children	Total
1929 :								
Europeans ...	14,299	6,586	1,472	22,357	13,593	6,110	1,667	21,370
Eurasians	267	126	67	460	171	92	29	292
Japanese	1,954	490	234	2,678	1,518	441	221	2,180
Chinese	284,406	61,498	49,575	395,479	229,865	35,158	20,655	285,678
Malays	52,385	17,058	8,966	78,409	50,665	13,982	7,129	71,776
Northern Indians	18,754	1,571	1,329	21,654	10,444	861	419	11,724
Southern Indians	49,586	8,915	9,492	67,993	54,808	6,231	5,330	66,396
Other nationalities.....	2,229	583	305	3,177	1,746	650	241	2,637
Totals...	428,880	96,827	71,440	592,147	362,810	63,525	35,691	462,026

ANNEX II.

1. EXTRACTS FROM ORDINANCE No. 14 (PENAL CODE).

KIDNAPPING, ABDUCTION, SLAVERY AND FORCED LABOUR.

Kidnapping.

359. Kidnapping is of two kinds : kidnapping from the colony, and kidnapping from lawful guardianship.

Kidnapping from the Colony.

360. Whoever conveys any person beyond the limits of the colony without the consent of that person, or of some person legally authorised to consent on behalf of that person, is said to kidnap that person from the colony.

Kidnapping from Lawful Guardianship.

361. Whoever takes or entices any minor under fourteen years of age if a male, or under sixteen years of age if a female, or any person of unsound mind, out of the keeping of the lawful guardian of such minor or person of unsound mind, without the consent of such guardian, is said to kidnap such minor or person from lawful guardianship.

Explanation.—The words " lawful guardian " in this section include any person lawfully entrusted with the care or custody of such minor or other person.

Exception.—This section does not extend to the act of any person who, in good faith, believes himself to be the father of an illegitimate child or who in good faith believes himself to be entitled to the lawful custody of such child, unless such act is committed for an immoral or unlawful purpose.

Abduction.

362. Whoever by force compels, or by any deceitful means induces any person to go from any place is said to abduct that person.

Punishment for kidnapping.

363. Whoever kidnaps any person from the colony or from lawful guardianship, shall be punished with imprisonment of either description for a term which may extend to seven years, and shall also be liable to fine.

Kidnapping or abducting in order to Murder.

364. Whoever kidnaps or abducts any person in order that such person may be murdered, or may be so disposed of as to be put in danger of being murdered, shall be punished with penal servitude for life, or rigorous imprisonment for a term which may extend to ten years, and shall also be liable to fine.

Illustrations.—*(a)* A kidnaps Z from the colony, intending or knowing it to be likely that Z may be sacrificed to an idol. A has committed the offence defined in this section. *(b)* A forcibly carries or entices B away from his home in order that B may be murdered. A has committed the offence defined in this section.

Kidnapping or abducting with intent secretly and wrongfully to confine a Person.

365. Whoever kidnaps or abducts any person with intent to cause that person to be secretly and wrongfully confined, shall be punished with imprisonment of either description for a term which may extend to seven years, and shall also be liable to fine.

Kidnapping or abducting in order to subject a Person to Grievous Hurt, Slavery, etc.

367. Whoever kidnaps or abducts any person in order that such person may be subjected, or may be so disposed of as to be put in danger of being subjected to grievous hurt or slavery, or to the unnatural lust of any person, or knowing it to be likely that such person will be so subjected or disposed of, shall be punished with imprisonment of either description for a term which may extend to ten years, and shall also be liable to fine.

Wrongfully concealing or keeping in Confinement a Kidnapped Person.

368. Whoever, knowing that any person has been kidnapped or has been abducted, wrongfully conceals or keeps such person in confinement, shall be punished in the same manner as if he had kidnapped or abducted such person with the same intention of knowledge or for the same purpose as that with or for which he conceals or detains such person in confinement.

Kidnapping or abducting Child under Ten Years with intent to steal Movable Property from the Person of Such Child.

369. Whoever kidnaps or abducts any child under the age of ten years, with the intention of taking dishonestly any movable property from the person of such child, shall be punished with imprisonment of either description for a term which may extend to seven years, and shall also be liable to fine.

Buying or disposing of any Person as a Slave.

370. Whoever imports, exports, removes, buys, sells or disposes of any person as a slave, or accepts, receives, or detains against his will any person as a slave, shall be punished with imprisonment of either description for a term which may extend to seven years, and shall also be liable to fine.

Habitual Dealing in Slaves.

371. Whoever habitually imports, exports, removes, buys, sells, traffics, or deals in slaves, shall be punished with penal servitude for life, or with imprisonment of either description for a term not exceeding ten years, and shall be also liable to fine.

Unlawful Compulsory Labour.

374. Whoever unlawfully compels any person to labour against the will of that person shall be punished with imprisonment of either description for a term which may extend to one year, or with fine, or with both.

2. EXTRACTS FROM WOMEN'S AND GIRLS' PROTECTION ORDINANCE No. 15, OF 1930.

1. This Ordinance may be cited as the Women's and Girls' Protection Ordinance, 1930.

3. (1) Any person who :

(a) Sells, lets to hire or otherwise disposes of or buys or hires or otherwise obtains possession of any woman or girl with intent that such woman or girl shall be employed or used for the purpose of prostitution either within or without the colony, or knowing or having reason to believe that such woman or girl will be so employed or used, or

(b) Procures any woman or girl under the age of 21 years, or any woman or girl above that age not being a prostitute or of known immoral character, to have, either within or without the colony, carnal connection, except by way of marriage, with any other person, or for the purpose of prostitution either within or without the colony, or

(c) By threats or intimidation procures any woman or girl to have carnal connection either within or without the colony, or

(d) By or under any false pretence, false representation, or fraudulent or deceitful means, made or used either within or without the colony, brings or assists in bringing into the colony any woman or girl with intent that such woman or girl shall be employed or used for the purpose of prostitution either within or without the Colony, or knowing or having reason to believe that such woman or girl will be so employed or used, or

(e) Brings into the colony, receives or harbours any woman or girl under the age of 21 years, or any woman or girl above that age not being a prostitute or of known immoral character, knowing or having reason to believe that such woman or girl has been procured for the purpose of having carnal connection, except by way of marriage, with any other person, or for the purpose of prostitution either within or without the colony and with intent to aid such purpose, or . . .

(j) Has carnal connection with any girl under the age of 15 years, except by way of marriage,

shall be liable to imprisonment of either description for any term not exceeding two years or to a fine not exceeding five hundred dollars, or to both.

4. (1) Any person who buys, sells, traffics in, or imports into the colony for the purpose of such traffic, and whether or not for the purpose of present or subsequent prostitution, any woman or girl, shall be liable to imprisonment of either description for any term not exceeding two years or to a fine not exceeding five hundred dollars, or to both.

(2) Upon the trial of any person for contravening this section, evidence may be given that such person has bought, sold, trafficked in, or imported into the colony other women or girls, or has been concerned therein. If this is proved, it shall be deemed, in the absence of proof to the contrary, that he has bought, sold, trafficked in or imported, as the case may be, the woman or girl in respect of whom an offence under this section is charged.

5. (1) Every male person who:

(a) Knowingly lives wholly or in part on the earnings of prostitution, or

(b) In any public place, persistently solicits or importunes for immoral purposes,

shall be liable to imprisonment of either description for any term not exceeding two years.

6. Every female who is proved to have exercised control, direction or influence over the movements of a prostitute in such a manner as to show that she is aiding, abetting or compelling her prostitution with any person, or generally, shall be liable to imprisonment for any term not exceeding two years or to a fine not exceeding five hundred dollars, or to both.

7. Any person who:

(a) Keeps or manages or acts or assists in the management of a brothel, or

(b) Being the tenant, lessee, occupier, or the person in charge of any premises, knowingly permits such premises or any part thereof to be used as a brothel, or

(c) Being the owner of any premises, or the agent of such owner, lets the same or any part thereof with the knowledge that such premises or some part thereof are or is to be used as a brothel, or is wilfully a party to the continued use of such premises or any part thereof as a brothel,

shall be liable to imprisonment of either description for any term not exceeding six months or to a fine not exceeding five hundred dollars, or to both; and on a second or subsequent conviction shall be liable to imprisonment of either description for any term not exceeding twelve months or to a fine not exceeding one thousand dollars, or to both.

12. (1) If the Protector has reasonable cause to suspect that any woman or girl:

(a) Has been brought into the colony, either after having been purchased, or by fraud, misrepresentation or any false pretence, for the purpose of prostitution or of being sent from the colony, or

(b) Has been purchased either within or without the colony for the purpose of being trained or disposed of as a prostitute, or

(c) Is being detained against her will for the purpose of prostitution or of being sent from the colony;

he may require any person in whose custody or under whose control she appears to be

to furnish him with copies of her and such person's own photographs, and to furnish security to the satisfaction of the Protector that such woman or girl will not leave the Settlement in which she then is without the previous consent in writing of the Protector, and will not be trained or disposed of as a prostitute or for immoral purposes, and will not, whether by way of adoption or otherwise, be transferred to the care or custody of any other person without the previous consent in writing of the Protector, and that she will be produced before the Protector whenever he requires it.

(2) In default of such photographs and security being given, the Protector may, by warrant under his hand, order such woman or girl to be removed to a place of safety and there detained until she can be returned to the place from whence she was brought or until other proper provision can be made for her protection.

14. (1) If the Protector has reasonable cause to suspect that any girl under the age of 18 years is being trained or used for immoral purposes or lives in or frequents any brothel or is habitually in the company of prostitutes or brothel-keepers or procuresses or persons employed or living in brothels or persons directly interested in the business carried on in brothels or by prostitutes, he may, by warrant under his hand, order such girl to be removed to a place of safety and there temporarily detained until an enquiry has been held by him.

15. (1) The Protector may, by warrant under his hand, order the detention in a place of safety of any woman or girl :

(a) Whose detention in a place of safety is required in writing by her lawful guardian;

(b) Whom the Protector considers to need protection and whose lawful guardian cannot be found;

(c) Whom the Protector certifies in writing to have been ill-treated and to need protection, or

(d) Whom the Protector has reasonable cause to suspect to be a *muitsai* and in need of protection.

(3) No woman or girl appearing to be under the age of 18 years at the time of her being received into a place of safety shall be detained under this section after such arrangements have been made for her welfare as the Protector deems necessary or in any case after she attains the age of 19 years or marries, whichever first happens.

3. EXTRACTS FROM FEMALE DOMESTIC SERVANTS ORDINANCE OF 1925, No. 23, OF THE STRAITS SETTLEMENTS.

Section 3.—(1) No person shall have in his employment any female domestic servant under the age of 10 years.

(2) Every person acting in contravention of this section shall, unless he can prove to the satisfaction of the court that he had reason to believe that such girl was above the age of 10 years, be liable, on conviction before a police court, to a fine not exceeding $200 or to imprisonment of either description for a term not exceeding six months.

Section 4.—(1) If the Protector has reason to suspect :

(a) That any girl under the age of 10 years has been brought into the colony for the purpose of being employed as a female domestic servant, or

(b) That any woman or girl has been purchased in or out of the colony with a view to being employed as a *muitsai;*

he may require any person in whose custody or under whose control she appears to be to produce such woman or girl and to furnish copies of her and such person's own photographs and security with or without sureties to the satisfaction of the Protector that such woman or girl will not leave the Settlement in which she then is without the previous consent in writing of the Protector, and shall not be employed otherwise than as a female domestic servant and shall not be trained or disposed of as a prostitute or for immoral purposes and shall not, whether by way of adoption or otherwise, be transferred to the care or custody of any other person without the consent in writing of the Protector and that she will be produced before the Protector whenever he requires it.

(2) Any person failing to produce such woman or girl as required by sub-section (1) shall be liable, on conviction by a police court, to a fine not exceeding $200 or to imprisonment of either description for a term not exceeding six months.

(3) In default of such photographs or security being given, the Protector may by warrant under his hand order such woman or girl to be removed to a place of safety and there detained until she can be returned to the place whence she was brought or until other proper provision can be made for her protection.

Section 6.—(1) Every employer of a female domestic servant under the age of 18 years shall provide such servant with wages, sufficient food, clothes of a reasonable kind and proper medical attendance.

FEDERATED MALAY STATES
(Perak, Selangor, Negri Sembilan, Pahang).

The Federated Malay States are not parties to the 1904 *Agreement nor to the* 191 *or* 1921 *Conventions.*

The functions of the central authority are performed by the Federal Secretary for Chines Affairs.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The total population of the Federated Malay States, according to the 1921 census was 1,824,890, of whom 853,528 were males and 471,362 females. The populatio is composed of the following races : Malays, 510,000; Chinese, 494,000; Indians, 305,000 Eurasians, 3,000; and Europeans, 5,600.

The populations of the four States of the Federation were : Perak, 599,000 Selangor, 401,000; Negri Sembilan, 178,000; and Pahang, 146,000.

The chief town and the centre of Federal Administration is Kuala Lumpur, witl 80,000 inhabitants.

General Policy towards Prostitution and Allied Questions.

The policy of the Federated Malay States towards prostitution and allied question follows closely that of the Straits Settlements, and the enactments in force in th Federation are the same in all material respects as the ordinances of the colony. As i the Straits Settlements, the keeping of brothels is now a legal offence in the States and the last known brothel was closed in February 1931.

Laws relating to Prostitution and Allied Questions.

The following enactments were in force :

Women's and Girls' Protection Enactment, 1931;
Children Enactment, 1922;
The Penal Code, Sections 359 to 374;
Instructions under the Banishments Enactment, 1910;
Female Domestic Servants Enactment.

The Women's and Girls' Protection Enactment of 1931 is identical with the Women's and Girls' Protection Ordinance, No. 15, of 1930, of the Straits Settlements (see Annex II chapter on the Straits Settlements), and replaced an enactment which was practically the same as the Straits Settlements Ordinance, No. 143, of 1925.

The Children Enactment, the Female Domestic Servants Enactment the sections of the Penal Code and the Banishments Enactment were the same as the corresponding ordinances of the Straits Settlements. Reference may therefore be made to the review of these laws in the report on that Colony.

In addition, the following enactments were said by the authorities to be of use against traffic :

The Minor Offences Enactment, Section 21 of which says that the keeper of any hotel, boarding-house, etc., who permits prostitutes or other persons of notorious bad character to remain therein shall be liable to a fine, and that, whenever any person would be liable to punishment under the section, he shall be liable to the same punishment if the act is done by his servant.

The Boarding-House Enactment, No. 24 of 1927, which provides for the licensing of lodging-houses of different classes. Licences are issued by the Sanitary Board. Rule 13 states that prostitutes shall not be allowed to occupy the premises or to meet or assemble therein. Lodging-houses are open to inspection by sanitary or protectorate officers and licences may be cancelled on breach of rules.

The Excise Enactment, which states that no prostitute shall be permitted to frequent the premises of public-houses licensed to sell liquor.

Situation with regard to Prostitution and Application of Laws.

Brothels.

Conditions in the Federated Malay States up to the inauguration of the abolition system were substantially the same as in the Straits Settlements. The number of known brothels and registered prostitutes were as follows :

	Brothels	Prostitutes
1925	227	1,541
1926	209	1,587
1927	194	1,637
1928	184	1,566
1929	167	1,254
1930	107	641

The majority of inmates in most known brothels were Chinese. A small number were Japanese and there were a few Javanese. Prior to 1924, there had been some Malay women of the Malay States and Tamil inmates.

Prostitutes.

The prohibition in the Straits Settlements of the entry of avowed prostitutes had had an effect upon the supply of Chinese prostitutes to brothels in the Federated Malay States, as almost all Chinese immigration comes through the ports of the colony.

Prostitutes when registered were all examined at the Protectorate in the sam way as in the Straits Settlements. According to the official reply :

> " Permission to prostitute was always refused unless the local Protectorat officer was satisfied that the applicant had already become an habitual prostitut either outside the Federated Malay States as a known or ' sly ' prostitute o within the Federated Malay States as a ' sly ' prostitute. It is, however probable that most of those who were allowed to prostitute had originall been the victims of traffickers."

During the period of known brothels, sly brothels and sly prostitutes existed an their number then was supposed to be a little less than the registered ones. Brothel still existed, but no figures could be given by the authorities as to their number o the numbers of their inmates.

Some ex-inmates of the closed brothels had moved to other places; others ha married or obtained employment; some were practising sly prostitution.

Since the closing of known brothels, prostitutes, according to the Protector, hav operated in sly brothels, in lodging-houses and coffee-shops and in Chinese clubs an messes.[1] Some sly prostitutes were said to receive clients in their private rooms. N figures were available.

Around the larger towns, such as Kuala Lumpur, Seremban and Ipoh, there wer said to be in colonies of hutments brothels occupied by the lowest types of prostitute and frequented by labourers.

Hutment brothels were to be found also in the mining districts in Perak. The were used by elderly prostitutes, who went there each day and were patronised b mining coolies. The owners of the hutments charged the prostitutes 30 per cent c their earnings for the accommodation.

The number of Japanese prostitutes had greatly decreased during recent year No new Japanese women had been admitted to the brothels since 1924.

There had never been Siamese women in the brothels, but there were some fe Siamese sly prostitutes in Kuala Lumpur and about thirty in Ipoh. The Federa authorities said some of them were divorced women.

Javanese women practising prostitution usually lived one in each block of sma houses. They were mostly divorced women.

There were some Indian (Tamil) women practising prostitution; some of the were said by the protector to be ex-members of travelling theatrical troupes.

There were no Chinese singing-girls in the Federated Malay States, according t the Protector.

---

[1] A mess is a club with less than ten members. Clubs with ten or more members are governed b the Societies Enactment of 1927, and are not allowed to have cubicles on the premises.

Selling and Bartering of Children.

Selling and bartering of children by Chinese was said not to be very frequent. There had been some cases discovered of ill-treatment of *muitsai*, but no cases were known of such girls having been handed over to keepers or procurers for purposes of prostitution.

Performances by children belonging to theatrical troupes—believed to have been in many cases pledged by their parents in China—were subject to licence and regulation regarding numbers and lateness of performances. During 1930, forty-two licences for child actors and actresses had been issued in Perak, two in Selangor and one in Negri Sembilan. No cases were known where such children had been induced or forced into immorality.

Prosecutions.

Cases of prosecutions under the laws in force had been reported to the League of Nations during recent years.

In 1926, there were four cases of internal traffic and two cases of traffic from China to the Federated Malay States.

In 1928, three internal cases and three cases of traffic from China were reported.

In 1929, one internal, three international (China) cases.

In 1930, two internal cases and six international cases (China).

The authorities pointed out that, while the cases reported to the League of Nations were such as resulted in conviction or deportation of the offenders, there were many more cases dealt with where sufficient evidence could not be obtained for such measures, but where the victims had been taken care of.

Protective and Preventive Measures.

Protective and preventive measures were taken under the Women's and Girls' Protection Enactment in the same way as in the Straits Settlements. The Federal Home in Kuala Lumpur and the Perak Home in Ipoh correspond to the "Po Leung Kuk" Homes in the Straits Settlements and are run in the same way under supervision of the Protectorate.

In the Federal Home, there had been, during 1930, 135 admissions and 113 discharges, as compared with 171 admissions and 190 discharges in 1929.

In the Perak Home, there were 144 admissions in 1930, as compared with 114 in 1929.

There were no private organisations engaged in work to prevent traffic or to protect girls, other than a ladies' committee, which visited the Federal Home.

Educational work on venereal disease was carried on under the direction of the Health Department.

The influence of social and economic conditions may be taken to be the same as in the Straits Settlements.

INCOMING TRAFFIC.

Extent and Reasons.

A certain number of women and girls who had been brought to British Malaya from other countries for immoral purposes were known to have come sooner or later to the Federated Malay States.

As in other Malay States, the demand for foreign prostitutes was mainly created by the disproportion between the sexes in the immigrant groups, especially among the Chinese. While Indian labourers are tending to replace Chinese on the plantations, it is not considered that they constitute a demand for Indian prostitutes.

Laws bearing on Incoming Traffic and their Application.

Laws.

Nearly the whole immigration to the Federated Malay States arrives via the Straits Settlements, and is subject to the immigrant laws and practices of the colony.

Traffic in women and children is penalised by the Women's and Girls' Protection Enactment. Preventive and protective measures are provided for under the same enactment.

Chinese.

The bulk of women and girls brought to the States by traffickers are Chinese. Most of them come via the Straits Settlements; a very small number via Siam by rail.

The following table is a comparative statement of Chinese immigration to and emigration from the Federated Malay States by sea during the years 1926 to 1930 :

Year	Perak	Selangor	Negri Sembilan	Pahang	Total Federated Malay States
1926.....	+ 3,477	+ 2,518	+ 593	+ 1,047	+ 7,635
1927.....	+ 4,386	+ 1,465	+ 1,068	+ 1,572	+ 8,491
1928.....	+ 2,634	+ 344	+ 209	+ 844	+ 4,001
1929.....	+ 2,025	+ 2,830	+ 304	+ 301	+ 5,460
1930.....	+ 518	— 870	+ 52	+ 741	+ 441

In 1930, Chinese immigrant deck passengers numbered 16,597 and emigrants 16,156. Among the immigrants there were 2,441 females and 741 children and among the emigrants were 2,565 women and 759 children. The number of Indians who came to the Federated Malay States in 1930 was estimated at 38,531, of whom about 13,000 were women. The majority of these arrived at Penang by sea.

Indians.

With regard to the sex ratio among the Indian workers on the estates, the Assistant Controller of Labour estimated there were about 50,000 women to 80,000 men. Prostitutes were not allowed to go over from India by the labour transports. If by chance such women or traffickers should succeed in coming over and be detected on arrival, the Labour Department would immediately repatriate them as " bad characters." The Assistant Controller of Labour thought that there was no prostitution on these estates. The Indian workers would object, he thought, to prostitution being practised, and the guilty parties would be expelled from the estate.

Javanese.

On other estates there were Javanese workers. The Controller of Labour did not know if there were any prostitutes among those workers, but he knew that a very great percentage of the Javanese male workers were suffering from venereal disease.

Deportations and Repatriations.

Twenty-three deportations of traffickers had taken place in the years 1926 to 1930 : 18 female Chinese, 4 male Chinese, 1 male Japanese.

During the last five years, there had been only one case of repatriation of a victim of traffic—that of a Siamese woman. According to the official reply, the victims did not, as a rule, desire repatriation. Arrangements for their welfare were generally made by the Protectorate of Chinese.

OUTGOING TRAFFIC.

Export of women and girls from the Federated Malay States outside British Malaya was not believed to exist, though it was known that women and girls sometimes were taken from one State of the Peninsula to another.

No passports or identification papers were needed to leave the Federated States, but Chinese women and girls while on security could only leave with the consent of the Protector, and, if permitted to leave, they were listed to the Protectorate nearest to their destination according to the practice throughout British Malaya.

No cases of outgoing traffic had been known during recent years.

UNFEDERATED MALAY STATES
(Johore, Kedah, Perlis, Trengganu, Kelantan, Brunei).

None of the Unfederated Malay States is a party to the 1904 *Agreement or to the Conventions of* 1910 *and* 1924.

Nevertheless, central authorities for questions relating to traffic in women and children have been appointed. They are: in Johore, the Protector of Chinese; in Kedah, Perlis and Kelantan, the respective British Advisers; in Trengganu, the Commissioner of Police; in Brunei, the Chief Police Officer of Brunei Town.

Each of the Unfederated Malay States has its own enactments dealing with matters relating to traffic in women and children. These enactments were similar to those in force in the Straits Settlements and the Federated Malay States up to the time when brothel-keeping was made illegal by law in the colony and the federation.

Where conditions in the Unfederated States were similar to those existing in the Straits Settlements and the Federated States, they will not be repeated in detail here.

* * *

JOHORE.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The population of Johore State was estimated in 1928 to be 330,256, compared with 282,234 at the 1921 census. The following table gives the population by race and by sex, as at the 1921 census:

Nationality	Adults		Children (under 15 years)		Total
	Males	Females	Males	Females	
Malays	55,220	41,858	30,687	30,087	157,852
Chinese	71,989	12,285	7,077	5,902	97,253
Indians	17,728	3,581	1,563	1,308	24,180
Europeans....	423	117	37	41	618
Others	1,216	584	265	266	2,331
Totals...	146,576	58,425	39,329	37,584	282,234

General Policy towards Prostitution and Allied Questions.

The system in force at the time of the enquiry was the same as had been practised in the Straits Settlements prior to October 1930. Brothels were allowed and registered, but legislation based on the Straits Settlements Ordinance No. 15, of 1930, was to be introduced. This change was brought about later in Johore by the issue of the Women's and Girls' Protection Enactment No. 15, of 1931, dated November 16th, 1931, to be enforced from July 1st, 1932. This enactment is identical with the Straits Settlements Ordinance No. 15, of 1930, and declares brothels illegal.

Laws relating to Prostitution and Allied Questions.

At the time of the enquiry (September 1931), the following laws relating to prostitution and allied questions were in force in Johore :

The Women's and Girls' Protection Enactment No. 7, 1926 (Annex I);
Female Domestic Servants Enactment, 1926 (Annex II);
The Penal Code (certain sections);
Enactment No. 25, of 1919, providing for the punishment of certain offences by Mohammedans;
The Banishment Enactment.

Brothels.

Brothels were not licensed, but they were, for practical purposes, recognised and registered at the Protectorate of Chinese.

Under the enactment, the brothel-keepers were liable to punishment : *(a)* if they permitted an inmate suffering from venereal disease to take clients in the brothel; *(b)* if they took the protection ticket away from an inmate; *(c)* if they did not bring before the Protector or the Police an inmate who wished to complain or to leave the brothel.

Brothels could be closed by the Protector or a Magistrate after enquiry and after due notice, but it is not illegal for the keeper or for anybody else to open a new brothel. Female keepers who compelled prostitutes to practise prostitution were liable to punishment.

Prostitutes.

Prostitutes were examined at the Protectorate before being allowed to enter the brothels to give them an opportunity of telling if they were under any kind of compulsion, and each prostitute was given a " protection ticket ", printed in Malay, Chinese and English, saying that she might complain to the Protectorate if she had any grievance. An inmate of a brothel was required to obtain the assent of the Protector to leave the brothel.

Clandestine Prostitution.

Clandestine prostitution was punishable if practised by Mohammedan women. In such cases, the Enactment No. 25, of 1919, could be enforced by the President of Religious Affairs.[1]

Procuring.

The selling, buying or otherwise disposing of women for purposes of prostitution, and the bringing of women into the State by deceitful means and under false pretence for the same purposes were punishable (Section 3). Buying or selling or importing women, whether or not for the purposes of prostitution, is punishable (Section 4).

" *Souteneurs* ".

Souteneurs and pimps were liable to punishment (Section 16).

Barter and Sale of Children.

In order to prevent the selling and bartering of girls as *muitsai*, the Female Domestic Servants Enactment makes the employment of female servants under the age of ten a legal offence. It states further that female servants under the age of 18 shall receive wages in addition to their board.

Administrative Measures.

Measures provided by the Women's and Girls' Protection Enactment, of 1926, for the protection and safeguarding of women and girls operate in the same way as in other parts of the peninsula.

SITUATION WITH REGARD TO PROSTITUTION AND APPLICATION OF LAWS.

Brothels.

The registered brothels in Johore were all Chinese. Their numbers had decreased during the last few years, as is shown by the following table.

Year	Number of brothels	Number of prostitutes
1925	49	470
1926	44	522
1927	52	511
1928	49	395
1929	43	516
1930	35	284
1931	29	254

[1] *Section* 4.—Any woman who leads an immoral life by becoming a prostitute shall be guilty of an offence and for each first such offence shall be liable on conviction to simple imprisonment for a term not exceeding one month and for each subsequent such offence to simple imprisonment for a term not exceeding three months.

The keepers were middle-aged Chinese women, usually Cantonese and, as a rule, ex-prostitutes. The minimum age for registration was 16 years. Latterly, fresh women had not been registered prostitutes unless they had already been inmates of brothels in other places.

The following figures show the number of prostitutes entering and leaving Johore brothels during the last five years :

Year	Entered	Transferred (to other brothels in the State or in Malaya)	Left					
			Married	For China	Absconded	Died	Various reasons (employment, etc.)	Total
1926	412	236	46	2	12	3	71	134
1927	402	256	55	3	14	—	120	192
1928	233	198	39	2	13	1	81	136
1929	224	59	27	2	3	—	110	142
1930	79	48	18	9	9	7	171	214

Women who arrived via Singapore had formed the main supply to Johore brothels. Latterly, fresh woman had not been registered unless they had been inmates of brothels in other places of the peninsula, and this, together with the economic depression, was believed to be the reason for the decrease since 1929.

Clandestine Prostitution.

Sly prostitution was said to exist in Johore, the number of sly prostitutes being estimated as approximately the same as the number of registered prostitutes.

Most sly prostitutes were Chinese.

Some few Tamil women, not living in brothels, were known as prostitutes.

One or two Japanese waitresses were suspected as prostitutes.

There were some Malays, mostly divorced women, some of whom had come from Kelantan and Trengganu. They were believed to be free agents and not under the control of traffickers.

Offences under the Women's and Girls' Protection Enactment.

In the annual reports, six cases of offences are given for the years 1926 and 1927, three of them being cases of international traffic; for the years 1928 and 1929, no cases are reported; in 1930, there were two cases, and, in 1931, one case.

Preventive and Protective Measures.

Women and girls in need of protection are sent to the Po Leung Kuk home in Johore. The home is run under the supervision of the Protectorate on the same lines as the corresponding homes in other parts of the Malay Peninsula.

INCOMING TRAFFIC.

Extent and Reasons.

The authorities were convinced that a considerable number of Chinese women and girls were brought to Johore by traffickers for immoral purposes.

The official reply says :

> " The development of the country has required thousands of unskilled labourers who have mostly come from China. Most of these men have left their wives and families in China, or are unmarried. They find themselves among a people of alien race and religion and they do not intermingle much with the Malay. There is in any case no preponderance of Malay women. In such conditions, prostitution, whether or not recognised by a system of brothels, is bound to flourish."

Laws bearing on Incoming Traffic.

Incoming traffic in women and girls is penalised by Protection Enactment 7/1926 (see Annex I), which also provides for protection of suspected victims of traffickers brought to the State.

Under the Banishment Enactment, traffickers can be banished after having served their term of imprisonment or, if there is no conviction because of lack of evidence, as undesirables.

Passports are not required to enter Johore State.

Situation with regard to Immigration and Application of Laws.

Immigrants.

There are no statistics kept by the Government regarding immigrants. It is estimated that 17 per cent of immigrants arriving at Singapore go to Johore, which would make about 50,000 for each of the years 1928 and 1929 and about 34,000 for 1930. The sex ratio is considered to be the same as for Singapore immigrants.

Routes and Entries.

Chinese women and girls brought in by traffickers are in most cases of Cantonese origin, coming to Johore through Singapore. A small number comes from the

Netherlands East Indies, usually from the Rhio Archipelago or Deli on Sumatra, by small boat to the west coast of the State. Out of 282 inmates of Johore brothels in April 1931, 59 had come from the Netherlands East Indies.

Examination of Women Arrivals.

Chinese women and girls arriving via Singapore are all examined in that port and, if going to Johore, they are listed to the Chinese Protectorate in Johore for further examination. The measures taken by the Johore officials in suspected cases were as have been described for other parts of the peninsula.

Prosecutions.

The annual report to the League of Nations of 1926 mentions two cases of traffic with Canton; in 1927, one trafficker was discovered and, in 1931, there was one case.

OUTGOING TRAFFIC.

Outgoing traffic from Johore existed only to a very small extent. Only in some few cases had women been taken from the Johore brothels to the Netherlands East Indies.

Persons going to the Netherlands East Indies usually go via Singapore to the Rhio Archipelago or by small boats to Sumatra.

KEDAH.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The population according to the 1921 census was 338,554, of whom 237,031 were Malay, 59,403 Chinese, 33,004 Indian, 8,399 Siamese, 721 Europeans and others.

General Policy towards Prostitution and Allied Questions.

Kedah law on this subject was to be brought into line with that of the Straits Settlements and the Federated Malay States and a new Enactment was in course of preparation.

Situation with regard to Prostitution and Application of Laws.

Laws.

The laws relating to those questions were the Women's and Girls' Protection Enactment No. 18, of 1336, and Amendment Enactment No. 10, of 1343, which were practically identical with the Johore Enactment No. 7, of 1926 (Annex I).

Brothels and Prostitutes.

Though by existing Kedah law brothels were not illegal, there were in fact no registered brothels in the State. The Protector stated that such brothels had existed, but that they had all been gradually closed, the last ones about eighteen months before the enquiry.

Only clandestine prostitution, therefore, existed in Kedah and statistics were not available.

The sly prostitutes were nearly all Chinese. Only a few Siamese women and some Indian and Malay women were known to practise this profession.

Sly prostitutes—many of them ex-inmates of registered brothels—were said to operate now sometimes in lodging-houses, the attendants of which were believed to take some commission.

Children.

Theatrical troupes with many children engaged obtained licences only to a very limited degree. There were no Chinese singing-girls in Kedah.

Protective Measures.

Protective and preventive work among women and children was done by the Protectorate of Chinese under the Women's and Girls' Protection Enactment. Experience in Kedah in regard to protection of women appeared to be similar to that in Johore.

INCOMING TRAFFIC.

Extent and Reasons.

The number of women and girls arriving in Kedah from other countries for immoral purposes was not considered by the authorities to be great.

According to the Protector in Kedah, the Chinese coolie-class workers, who were the most numerous of the Chinese immigrants in Kedah, could not afford to pay the fee for Chinese prostitutes. The customers of these women belonged to the smaller group of shop-keepers, clerks and others of good economic standing.

Laws bearing on Incoming Traffic.

No passports are needed. The Chinese immigrants usually arrive via Penang and are subject to the immigration laws and practices of the Straits Settlements.

Traffic is penalised by the Women's and Girls' Protection Enactments in the same way as in Johore.

Situation relating to Incoming Traffic.

Immigration.

No statistics of immigrants to Kedah were available. The Straits Settlements statistics apply also to Kedah regarding sex ratio.

Foreign women arriving in Kedah for immoral purposes were said by the Protector to be exclusively Chinese, most arriving via the Straits Settlements, though some came by rail from Siam.

Administrative Measures.

Women and girls who arrive in Kedah listed by the Protectorate in Penang are further examined at the Protectorate in Kedah and, if found necessary, protective measures are taken under the Women's and Girls' Protection Enactment.

There is no regular examination of entries from Siam, but the Protector said there was an arrangement that railway and frontier officials should send him information by wire if any suspect cases should occur.

By leaving a train on the Siamese side of the frontier, people could come clandestinely by road to Malaya, but the Protector did not believe this method had been used by traffickers during recent years. They would always run a risk of detection by Customs officials.

Prosecutions.

Some few cases of incoming traffic had been detected during recent years. In 1925, there were four cases of traffic; in 1926, there was one case; in 1927, there were four and in 1931 one.

Banishment and Repatriation.

There had been only one case of banishment during recent years.

There had been one case of repatriation in 1928, a Chinese girl of 18 who had been sold to a brothel in Kedah being returned to her parents.

OUTGOING TRAFFIC.

Official testimony says: "There is no export of women for immoral purposes from this State, except in cases where attempts are made to pass women through the State from Siam to the Straits Settlements or Federated Malay States".

No cases of outgoing traffic or traffic through the country during recent years were known.

Chinese women and children emigrants from Kedah were listed to the Protectorate nearest to their destination as is the practice between the territories of British Malaya.

PERLIS.

SITUATION REGARDING INCOMING AND OUTGOING TRAFFIC.

According to the 1921 census, the population was 40,091, of whom 34,165 were Malay, 3,062 Chinese, 811 Indians, 1,344 Siamese, 165 Europeans and others.

The official reply stated that there were in Perlis about 2,000 immigrant Chinese coolies, mostly single. This creates a certain demand for Chinese prostitutes, who come in from time to time from Penang of their own free will, as far as is known.

The law in force is the Enactment 4/43.

Women and children immigrants from China via Penang are required to report to the Chief of Police, Perlis, for enquiries to be made.

No offences were reported during recent years.

TRENGGANU.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The total population, according to the 1921 census, was 153,456. Of this number 145,523 were Malay, 7,246 Chinese, 211 Indians, 785 Europeans and others.

General Policy towards Prostitution.

The official reply of this State says :

> " The Trengganu Government will observe the policy now being adopted in the Straits Settlements and the Federated Malay States. The problem is not a serious one in Trengganu. It is believed that the Chinese population —this will be verified by the census now being conducted—is not more than about 5 per cent of the total population."

Laws.

There are no special laws or orders other than the provisions of those sections of Chapter XVI of the Penal Code which refer to offences of this nature. There are, in addition, local regulations forbidding Malay women to enter coffee-shops or lodging-houses.

Situation.

The official reply says :

> " Compared with the population, there is very little prostitution in the State. The Malay population has an adequate proportion of the female

sex. In addition, the case with which divorce can be obtained, the number of legal wives allowed by the Mohammedan Law and the early marriage-age customary, remove some of the most important factors which help to support prostitution in other countries.

"In addition to the Police Department, the Department of Religion watches the state of affairs to a certain extent."

INCOMING AND OUTGOING TRAFFIC.

The official reply to the questionnaire gives the following information:

"There is a demand for Chinese prostitutes created by the immigrant Chinese labour employed in the country. Cessation of road construction will probably result in a reduction of the Chinese labour population.

"The only women coming to Trengganu for immoral purposes are Chinese prostitutes. Nearly all such women come from Singapore. On hearing of their arrival, it is the practice of the Commissioner of Police to send for them and question them. All cases known so far have been those of women who had already practised their profession elsewhere. No young girls arrived in the State for this purpose. The women who come are of an age and type which make it reasonably certain that their arrival is due neither to compulsion nor to misrepresentation.

"There has been a gradual decrease in the arrival of Chinese women believed to be prostitutes."

There is no traffic of native women of Trengganu outwards for immoral purposes.

KELANTAN.

Population.

The 1921 census gives the total population as 309,300, including 286,383 Malays, 12,755 Chinese, 3,575 Indians, 352 Europeans and others.

Situation regarding Prostitution and Traffic.

The Kelantan answer declares that "there is no international evil to combat" in the country. "The evil of international traffic in women and children does not exist. . . . As this is a Mohammedan country, prostitution is not officially recognised. . . . There are no administrative orders or regulations as no traffic in women and children exists".

The only measures mentioned are that "arrangements have been made for women arriving from China to report to the Commissioner of Police or to the District Officer".

There have been no offences relating to traffic to report during recent years.

BRUNEI.

Population.

The population in 1921 was 25,454, all Malay except 1,434 Chinese and 174 others

Situation regarding Prostitution and Traffic.

The position of Brunei is described in the official report as follows :

> " The State of Brunei is, from the modern world standpoint, unindustrialised, undeveloped and very thinly populated, and its neighbours[1] are in much the same condition. The great bulk of the population consists of smallholders and fishermen. Immigrants only amount to about 5 per cent of the total population, and there are less than fifty Europeans resident in the State. There are no licensed brothels and no recognised prostitutes."

Although traffic may be said to be non-existent at present, the Government is fully alive to the fact that it may develop following the discovery of an oilfield in the territory. Should it be found necessary, a Women's and Girls' Protection Enactment will be introduced.

* * *

REVIEW OF THE SITUATION REGARDING TRAFFIC AND EFFORTS TO COMBAT IT.

In four of the Unfederated Malay States, evidence of international traffic was found. These States were Johore, Kedah, Perlis and Trengganu. For Kelantan and Brunei no indication of traffic was given.

The traffic, almost exclusively in Chinese girls, was most important in Johore, rather less in Kedah and of no great importance in Perlis and Trengganu.

The information received by the Commission seems to show that protection is given in the States to all Chinese women and girls who are known to be, or suspected by the Protector to be, in need of protective measures and that there is effective co-operation with other parts of Malaya. Movements of female and child immigrants (and to a less extent female emigrants) and of girls on security bond under the law as well as of prostitutes are regularly reported between the various territories in Malaya. In suspicious cases, enquiries are undertaken by one administration on behalf of another as a matter of routine.

In Johore, a new enactment on the lines of the Straits Settlement Ordinance making brothels illegal was about to be introduced, and, in Kedah, a similar enactment was in course of preparation. These are the States where most traffic was to be found.

---

[1] British North Borneo and Sarawak.

ANNEX I.

JOHORE ENACTMENT No. 7, OF 1926.

This Enactment was identical with Straits Settlements Ordinance No. 143, of 1925, repealed and replaced by Straits Settlements Ordinance No. 15, of 1930 (see Annex II, Straits Settlements).

Of the sections of the Straits Settlements Ordinance of 1930 quoted in Annex II of the chapter on the Straits Settlements, all, except Section 7, by which brothels are made illegal in the Settlements, are to be found in the Johore Enactment, with small differences.

In the Johore Enactment, the age limit is fixed at 16, whereas the Straits Settlements Ordinance makes it 18. The words "aiding and abetting" which appear in Section 6 of the Settlements Ordinance are not included in the corresponding section of the Johore Enactment.

Sections of the Johore Enactment which are not reproduced in the Settlements Ordinance of 1930 are as follows :

Section 5.

(i) The Protector may, at any time and in any place, furnish, if he thinks fit, any prostitute found in a brothel with a protection ticket, which shall be written in Malay (or English) and Chinese.

(iii) Any keeper of a brothel, who, by misrepresentation, fraud, or any other means, takes away, or causes to be taken away, such protection ticket from any prostitute in a brothel of which she or he is the keeper shall be liable to imprisonment of either description for a term which may extend to one year, or to a fine not exceeding five hundred dollars, or to both.

(iv) No prostitute to whom such protection ticket has been given shall be permitted by the keeper of a brothel to leave the brothel, until such keeper has first taken the said prostitute before the Protector, and the Protector has signified his assent thereto.

Section 6.

If any inmate of a brothel shall state to the keeper of such brothel that she wishes to leave the brothel, or to take her protection ticket to the Protector, or to complain to the Protector of ill-usage or of any breach of the provisions of this enactment, the keeper of such brothel shall, so soon as can reasonably be done, take such inmate before the Protector or a magistrate or a police officer, and in default of so doing shall be liable to imprisonment of either description for a term which may extend to one year, or to a fine not exeeeding five hundred dollars, or to both.

Section 7.

The Protector may supply to all keepers of brothels a notice in Malay (or English) and Chinese, informing prostitutes of their liberty, and may direct that such notice be placed in a conspicuous position in the hall of the brothel. Any keeper of a brothel who omits to place such notice in the brothel as directed, or fails to preserve it when so placed, or to change it for another when torn, defaced or otherwise rendered illegible, shall be liable to a fine not exceeding one hundred dollars, or to imprisonment of either description for a term which may extend to three months.

Section 8.

(i) Every keeper of a brothel who permits any woman suffering from any contagious disease to be, or remain, in such brothel for the purpose of prostitution shall be liable to imprisonment of either description for a term not exceeding one year, or to a fine not exceeding five hundred dollars, or to both.

(ii) For the purposes of this section, a keeper of a brothel shall, where any inmate of such brothel is suffering from a contagious disease, be deemed to know that she is suffering.

Section 11.

(i) If the Protector has reasonable cause to suspect that any woman is under the age of sixteen years, and is being trained or used for purposes of prostitution or lives in or frequents any brothel, he may, by warrant under his hand, order such woman to be removed to a place of safety.

Section 17.

Any female who is proved to have, for the purposes of gain, exercised control, direction or influence over the movements of a prostitute in such a manner as to show that she is compelling her prostitution with any person, or generally, shall be liable to imprisonment of either description for a term which may extend to six months.

Section 26.

(i) Whenever any house, or any portion thereof, is used as a brothel or lodging-house for prostitutes or disorderly persons, a magistrate of the first class or the Protector may, at any time, issue a summons in the form of Schedule IV to the tenant, occupier, or keeper of the said house or portion thereof, and, if the magistrate or Protector is satisfied that the said house or any portion thereof is used as a brothel, or lodging-house for prostitutes or disorderly persons, he may order the tenant, occupier, or keeper to discontinue such use of it within such time, not exceeding thirty days, as may be specified in the order, and may take such measures as may be necessary for carrying the order into effect.

(ii) If the order is not complied with within the time therein specified, the tenant, occupier, or keeper of such house shall be liable to imprisonment of either description for a term which may extend to three months, or to a fine not exceeding three hundred dollars, and shall further be liable to a fine not exceeding twenty-five dollars for every day that the house or any portion thereof shall be so used after the time fixed by the said order.

ANNEX II.

FEMALE DOMESTIC SERVANTS.
EXTRACTS FROM ENACTMENT No. 6, OF 1926, STATE OF JOHORE.

Section 3.

(i) No person shall have in his employment any female domestic servant under ten years of age.

(ii) Any person acting in contravention of this section shall, unless he can prove to the satisfaction of the court that he had reason to believe that such girl was above ten years of age, be liable, on conviction before the court of a magistrate of the first class, to a fine not exceeding $200, or to imprisonment of either description for a term not exceeding six months.

Section 6.

(i) Every employer of a female domestic servant under eighteen years of age shall provide such servant with wages, sufficient food, clothes of a reasonable kind, and proper medical attendance.

SIAM.

Siam adhered to the 1904 *Agreement and the* 1910 *Convention and signed and ratified the* 1921 *Convention : " With reservation as to the age-limit prescribed in paragraph* (b) *of the Final Protocol of the Convention of* 1910 *and Article* 5 *of the Convention of* 1921 ".

The Director-General of Gendarmerie and Police at Bangkok acts as the central authority.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The total population of Siam, according to the 1929 census, was approximately 11 ½ millions, divided roughly into 10 ½ million Siamese and 1 million foreigners. The total Siamese population, however, includes 113,050 persons of Chinese race born in Siam. The number of males in the total population slightly exceeded the number of females, the excess being 83,923. Among the Siamese themselves, however, the reverse was true, as the number of females exceeded the number of males in 1929 by 106,196.

This excess of males in the general population must therefore be due to the usual cause which operates in immigration countries—namely, the preponderance of male over female immigrants. This explanation is proven by immigration figures and also by the census of foreigners by sex for 1929. In that year, among the 1,012,903 foreigners listed as residing in Siam, there were 601,511 males and 411,392 females, or approximately 60 per cent and 40 per cent respectively. While the total population of Siam increased between the 1919 and 1929 censuses by nearly 25 per cent, this increase was almost entirely amongst the Siamese and, as far as foreign races were concerned, amongst the Chinese, who increased from 260,194 in 1919 to 445,274 in 1929, or 71.13 per cent. During this ten-year period, Siamese increased by 27 per cent, while foreigners as a whole increased by less than 1 per cent. Siamese females increased by 25.86 per cent and Siamese males increased at a somewhat faster rate—namely 28.25 per cent. The increase among Chinese was particularly large among the females, who increased during the ten-year period by 140.24 per cent as compared to 52.7 per cent among the males.

In speaking of the Chinese population in Siam, it must be remembered that the Chinese residing in Siam are considered by the Siamese authorities from an administrative point of view as nationals of Siam, and it is possible, therefore, that many persons of Chinese race have been included among the Siamese in the census. Also,

according to one authority,[1] " there is a strong infusion of Chinese blood in the Siamese themselves, more especially amongst the townspeople and the upper classes, for Chinese who have resorted to Siam for commerce and as tradesmen and labourers since the beginning of the seventeenth century have intermarried freely with the women of the country, their descendants about the third generation or even earlier becoming indistinguishable in outward appearance from the pure Siamese ".

The proportion of the female Chinese population to the total Chinese population in 1919 was 21 per cent. This percentage increased in 1929 to 29 per cent. The following table, showing the Chinese population in Siam and also in Bangkok for the last two censuses, is of interest in showing that the proportion of women in the Chinese population of that city was somewhat greater than the proportion of women in the Chinese population of the country at large in 1919 and was still greater in 1929. To put it in another way, 39 per cent of all the Chinese women in Siam in 1919 resided in Bangkok, whereas this proportion had grown by 1929 to 50 per cent, while the proportion of Chinese men in Bangkok to the whole Chinese male population of Siam was 36 per cent in 1919 and only 40 per cent in 1929.

Total Chinese Population of Siam.

	1919	1929	Numerical increase	Increase per cent
Males	205,470	313,764	108,294	52.70
Females	54,724	131,510	76,786	140.24
Total...	260,194	445,274	185,080	71.13
Percentage of females in total Chinese population	21	29	—	—

Total Chinese in Bangkok.

Males	74,810	124,310	49,500	66.60
Females	21,357	66,935	45,578	213.41
Total...	96,167	191,245	95,078	98.86
Percentage of females in total Chinese population	22.2	34.48	—	—

[1] W. A. GRAHAM, M.R.A.S., in his book on Siam (1924), Vol. I, page 115.

General Policy toward Prostitution and Allied Questions.

The general policy of the Siamese Government toward prostitution and traffic in women and children may be summarised as being in principle " regulationist " toward prostitution and " abolitionist " toward traffic. The Government has, in other words, attempted to license brothels and prostitutes under a modified system of regulation and at the same time to prevent some and limit other activities of the traffickers who recruit women and girls for the brothels and who also buy and sell young girls, some to be used as bond-servants without wages, and others, mainly Chinese, to be trained and exploited as singing-girls (entertainers) in Chinese restaurants.

Laws relating to Prostitutes and Allied Questions.

In addition to the laws relating to immigration and international traffic, there are others which relate primarily to national traffic. These laws are the Royal Decree for the Prevention of Venereal Diseases (R.S. 127, 1908)[1] and certain sections of the Penal Code of 1908, particularly Sections 241, 270, 273, 274, 275 and 276.[2]

---

[1] The important provisions of the Royal Decree for the Prevention of Venereal Diseases above referred to are as follows :

(1) That both the brothel-keepers and the prostitutes must secure licences, which are renewable every three months;

(2) That prostitutes cannot be licensed nor received in brothels under 15 years of age;

(3) That prostitutes are free to enter or leave brothels after permission secured from the Government official, which is rarely, if ever, refused;

(4) Prostitutes are not liable for money advanced to them by brothel-keepers as consideration for serving as prostitutes or for jewellery or clothing furnished by the brothel-keepers which is lost or destroyed;

(5) Prostitutes need not reside in brothels and must not be forced or deceived into becoming prostitutes;

(6) Prostitutes are examined for venereal disease at the time of application for a licence and thereafter only when the Government official has reason to suspect that they are infected. In such case they are officially examined and, if found to be diseased, are treated either at a public institution or privately, at their option.

There is nothing in the regulations which prohibits the issue of licences to maintain brothels or to practise prostitution to persons of foreign race or nationality, or which limits the number of prostitute inmates in each house.

[2] *Extracts from the Penal Code for the Kingdom of Siam.*

Section 241.—Whoever instigates any minor under 12 years of age to have sexual intercourse or to commit immoral practices with any other person, or procures any minor under 12 years of age for the purpose of sexual intercourse or immoral practices with any other person, shall be punished with imprisonment not exceeding two years and fine not exceeding one thousand ticals.

Section 270.—Whoever wrongfully detains or confines any person or otherwise deprives such person of his liberty shall be punished with imprisonment not exceeding three years and fine not exceeding five hundred ticals.

Sections 273 *to* 275.—Whoever takes away any child from its parents or lawful guardian, or,

In addition to the provisions which regulate the licensing of brothels and prostitutes and which prohibit clandestine prostitution, there are others which define and penalise as offences the following acts :

(1) The seduction of minors under 12 years of age;

(2) Any form of slavery;

(3) The abduction of any child under 14 years of age from its parents or guardians or the buying, selling or wrongfully receiving of any such child with knowledge of the circumstances of such abduction, provided that the child is not over 10 years of age or, if over 10 years of age, that it has not consented to the abduction or, if it is both over 10 years of age and has consented, that the motive for the abduction is one of lucre or for any immoral purpose;

(4) The abduction of any woman for immoral purposes by the use of violence, threats or deceit and the selling of any such woman with knowledge of the circumstances of such abduction.

It does not appear from a study of these laws that it is an offence in Siam to live on the earnings of a prostitute or to carry on any of the other activities which *souteneurs* commonly carry on, nor do the Siamese laws appear to make it an offence to procure a girl or woman over 14 years of age for prostitution or any other immoral purpose unless violence, threats or deceit are used.

It is true that the Traffic in Women and Girls Act, which penalises international traffic in women and girls, contains a provision punishing the *unlawful* reception or disposition (within the country) of women or girls whom the receiver or disposer knows to have been brought into the country for the purpose of prostitution. It is very doubtful, however, whether the licensed keeper of a brothel could be said to have *unlawfully* received such a girl, and the difficulties of proof by the police of knowledge on the part of the keeper of the brothel of the purpose for which the girl was brought to the country—a knowledge which the very presence of the girl in the country proves not to have been in the possession of the immigration authorities—would seem to render this law a somewhat ineffective weapon.

---

knowing such child to be so taken away, buys, sells or wrongfully receives it, shall be punished by fine and imprisonment :

273.—If the child be under the age of 10 years.

274.—If the child be from 10 years to 14[1] years of age inclusive and does *not* consent to such taking away. (Penalty greatly increased if offence committed from motives of lucre or for any immoral purpose.)

275.—If the child be from 10 to 14[1] years of age and *does* consent to such offence, provided the offence is committed from motives of lucre or for any immoral purpose.

Section 276.—Whoever by violence or by any threat or by any fraudulent or deceitful means takes away any woman for any immoral purpose, or conceals such woman, knowing her to be so taken away, shall be punished with imprisonment of six months to seven years and fine of one hundred to one thousand ticals.

---

[1] Since the visit of the Commission, this age has been raised to 18 years by the Penal Code Amendment Act B. E. 2474.

There are no laws other than those cited above which deal especially with children's problems such as child labour, or with the protection and care of dependent, neglected or delinquent children. There are no children's courts or probation departments of other courts which deal specially with children's cases, nor are there any institutions such as orphanages, detention homes or reformatories for children. The educational laws apparently make no provision for sex education, although, as will be shown hereafter, the Health Department has made a real beginning in the field of health education, including the dangers of venereal diseases resulting from sexual promiscuity.

Situation with regard to Prostitution and Application of Laws.

Brothels.

In 1930, there were 151 licensed brothels in Bangkok, of which 126 were Chinese, 22 Siamese and 3 were Annamite, as compared with 203 brothels in 1928, of which 167 were Chinese, 30 were Siamese and 5 Annamite. This was the peak year in the five-year period shown in the table below.[1] The Chinese brothels thus constituted approximately 80 per cent of the total, the Siamese 18 per cent and the Annamite 2 per cent during this period. In addition to the brothels in Bangkok, there were approximately 400 other prostitutes scattered throughout the country, approximately one-half of whom were located in the sanitary district of Phukhet on the south-west coast of the Peninsula. About 40 per cent of these girls were between the ages of 15 and 20 and 60 per cent between 21 and 30. While exact information was not given by the police as to the method by which the keepers of these brothels secured their inmates, they believed that, in many cases, especially among the Chinese, it was by means of purchase from procurers and traffickers who had obtained control of the girls in the same way or by deceit and disposed of them to the keepers. Some of the keepers were believed to have agents who either went to China and purchased girls or bought them from their Chinese owners in Siam. Further details concerning this will be given under " Incoming Traffic ".

---

[1] *Number of Licensed Houses and Registered Prostitutes in Bangkok.*

Year	Siamese		Chinese		Annamite		Russian		Total	
	Houses	Women	Houses	Women	Houses	Women	Houses	Women	Houses	Women
1926	27	137	144	658	8	11	1	1	180	807
1927	37	182	142	731	8	10	1	2	188	925
1928	30	153	167	813	5	7	1	1	203	974
1929	28	138	137	646	5	5	—	—	170	763
1930 (ten months) ...	22	102	126	543	3	4	—	—	151	649

Although unlicensed brothels are prohibited by Royal Decree, the discovery by the police of such places was not infrequent.

The official answer of the Government to the questionnaire of the Commission indicates that numbers of prostitutes are exploited for debt by the mistresses of brothels, although such action is in violation of Section 11 of the Venereal Disease Regulations. This exploitation is proven to the satisfaction of the police by complaints which they receive from inmates of brothels. The more intelligent prostitutes go to the police and ask to be released or transferred to other brothels. As they do not need to give reasons for such applications, the police do not know how many make the application because of cruelty or exploitation, particularly as a definite complaint by a prostitute often leads to reprisals.

Registered Prostitutes.

In 1930, there were 649 licensed prostitutes in Bangkok, as compared with 978 in 1928 in the same proportion, as to races, as existed in the case of the brothels (see table on page 312).

It was stated by the police that the ages of the applicants to practise prostitution are based, in the case of the Chinese at least, entirely upon the statements of the girls, checked as far as possible by physical examination.

At the time of this enquiry, only Chinese, Siamese or Annamite women, in that order numerically, were in possession of licences to operate brothels or to practise prostitution.

The customers of the Chinese prostitutes are exclusively Chinese, whereas the Siamese and Annamite women receive men of any race.

The provision in Section 18 of the regulations that any prostitute who wishes to reform and give up her practice as such may apply for the cancellation of her licence and of her registration, which application is in practice always granted, resulted in 1929 in 356 such cancellations out of 769 licensed women, of which number 37 were liberated by the police for marriage on the initiative of the prospective Chinese husband. In the first ten months of 1930, out of 649 licensed prostitutes, 249 were liberated in the same manner, of whom 21 were sought in marriage.

Regarding these " liberated " prostitutes, the police stated that some of them become sly prostitutes and that about 50 per cent eventually go back to the brothels. Interesting comments on this practice of marrying Chinese girls from brothels were made by the former President of the Chinese Chamber of Commerce, who said : " The brothel-keeper has paid out money for the girl. If a man likes the girl very much he will pay up to 5,000 or 6,000 ticals." When asked whether it was not possible for the man to arrange this without paying out money, he said : " A man may arrange to meet the girl and take her away without paying money. The brothel-keeper can do nothing because the girl is protected by Siamese law. If a man takes a girl to the police-station

and says he wants to marry her, she is protected. Some take the girls away and run away up country with them without going to the police-station. " He added : " Sometimes the girl wants the brothel-keeper to have a return for her money. The keeper provides them with food and clothes and they think it only fair. Sometimes a girl likes it to be said that the man paid out a large amount for her. "

Clandestine Prostitutes.

In addition to the licensed prostitutes, the police estimated that there were in November 1930 about 200 Chinese sly prostitutes and 100 Siamese sly prostitutes. One official witness estimated that there were many times this number in Bangkok, perhaps as many as 2,000. There were, in 1930, eight or more Russian so-called dancers and barmaids who were regarded by the police as prostitutes and carried on this business secretly with their clients in bedrooms in hotels where they worked or elsewhere. There were some Siamese café girls, but none of any other race were discovered. Little was known about the method of recruitment of clandestine prostitutes either for secret brothels or for the cafés and bars above referred to except in the case of the Russians who were known to have been brought from Shanghai.

Solicitation in streets was said to be extremely rare, and this accords with the observation of the Commissioners.

" *Souteneurs* ".

The annual reports to the League during the last six years declared that no cases of procuration or living on earnings of prostitution had come to the attention of the police during any of these years. The testimony of the Chief of Police, indicated as his personal view, however, shows that the Siamese licensed prostitutes have *souteneurs* and that the sly prostitutes, generally both Siamese and Chinese, have *souteneurs*[1]. When asked whether clandestine Chinese prostitutes, at least the more intelligent, could manage their own business, the former President of the Chinese Chamber of Commerce said : " No, I don't think so. Suppose a girl comes to see me, I say I don't want her, but if a man, we call him a broker, comes and says she is a fine girl, we say, ' All right, bring her along ', and the broker gets money, perhaps 20 per cent."

Procurers.

As the greater part of the activities of the procurers relates to Chinese and Russian girls, this subject will be discussed under the heading of " Incoming Traffic ".

Barter and Sale of Children.

The police stated that the custom of handing children, particularly girls, over to

[1] Since the visit of the Commission, the Government has informed it that enquiry is being made into the present situation in Siam as regards *souteneurs*.

other persons for a consideration, as practised in China, was practised by Chinese in Bangkok, where there were large numbers of such girls, both domestic servants and singing-girls.

A somewhat similar custom exists among the poorer Siamese, who sometimes borrow money from rich people in return for services to be rendered. Instead of giving the service themselves, they make their daughters serve for them, and, while the legality of such a contract is doubtful, the daughters, out of devotion to their parents, perform the service. The police stated that few, if any, of these Siamese servants become prostitutes.

Prosecutions.

During the six years from 1925 to 1930, both inclusive, there were 150 prosecutions reported in the annual reports to the League of Nations as having been brought under sections of the Penal Code for procuring, enticing or leading away children of either sex and women for immoral purposes to gratify the passions of other persons. The lowest number in any one year—namely, 15—were brought in 1925 and the highest number in 1929—namely, 31; the average number during this period was 25 per year. Of these prosecutions, 3 were brought under Section 277, which relates to outgoing traffic from Siam, and will be considered under that heading. A number of other cases were brought under two or more sections of the Code, several of which are not available to the Commission, such as Sections 60, 71, 243, 288, 293 and 304. Of those cases brought under sections of the Code which are available to the Commission, 71 cases were brought under Section 276, 33 cases under Section 275, 22 cases under Section 274, 13 cases under Section 273, 1 case under Section 270 and no cases under Section 241.

There is no sure information given in the annual reports as to the race of either the offenders or the victims in these cases.

Preventive and Protective Measures.

There are no private organisations or institutions in Siam doing protective or preventive work for girls and women, nor are there any official institutions, except hospitals, to which women are admitted, nor are there any reformatories nor detention-houses for women and girls, except a small place run by the Immigration Department for the purpose of temporary detention of foreign women or girls during investigation pending deportation or repatriation. There are no women police nor women welfare workers to assist women and girls except in connection with hospitals and clinics.

As regards health education measures, a good beginning had already been made on the initiative of the Health Department. In addition, the doctors and nurses at the new Policlinic are planning to extend this education to both male and female patients who attend the clinic for venereal disease.

Influence of Labour and Social Conditions.

The influence of labour conditions has been considered on page 50 of Part I of the Report.

In answer to the question in the questionnaire of the Commission as to what had been the influence of the economic, social or political conditions in Siam on the entrance of foreign women into prostitution, the Government replied: "Whenever economic conditions of Siam are prosperous on account of good harvests and consequently good trade prospects, the demand for foreign labourers naturally increases, and with an increase of the number of well-paid labourers the demand for foreign women increases correspondingly." The demand for foreign labour is met in the main by immigration of Chinese.

The Government reply states that "there are no professional associations or prominent individuals who have taken up the fight against traffic in women and children. Also there are few newspapers published in Siam. Accordingly, it is difficult to ascertain what public opinion is in Siam and what the effect thereof has been on traffic".

There is said to be no prejudice among the Chinese against the few former Chinese prostitutes who seek work, either on the part of employers or fellow employees.

The Commission was reliably informed that, while the better-class Chinese would like to have the traffic in Chinese girls stopped, the large preponderance of Chinese unmarried males in the country, for whom there were no Chinese women outside the brothels, resulted in the resort to licensed houses.

However, it was estimated by the police that 30 per cent of the customers of brothels are married men.

INCOMING TRAFFIC.

Extent and Reasons.

Occidental.

There is a considerable traffic in foreign women and girls to Siam, although at present it is confined almost entirely to those of Chinese race. About ten American, French and English women who had been brought to Bangkok and were practising prostitution some ten years ago have all been gone for some years and no others have come since then to take their places. The number of Annamite licensed prostitutes had shrunk from eleven in 1926 to four in 1930. Few, if any, clandestine Annamite prostitutes were known to exist.

With the exception of one Russian brothel with two inmates which was closed in 1929, there had not been any Occidental prostitute licensed for the last five or six years. Ten years ago there had been a large number of Russian prostitutes.

At the time of the Commission's visit, there were eight or more Russian so-called dancers and barmaids operating in hotels and night-clubs who danced with European

(mostly seafaring) clients and pushed the sale of drinks. Information was that they were paid a fair wage and had been in the country for years. They were regarded by the police as prostitutes.

Japanese.

No Russian or Japanese prostitutes are now licensed, nor are they now permitted to come to the country nor to remain there if they are known or suspected to be practising prostitution. The Japanese Consul, who co-operates closely with the authorities in this matter in accordance with the national policy of his country, has reduced the number of Japanese prostitutes in Bangkok from approximately a hundred ten years ago to two at present.

Chinese.

The volume of traffic in Chinese women and girls may be inferred from the table set forth on page 312. The average number of licensed Chinese prostitutes during 1926 to 1930 was 678. The number was somewhat lower than this average during the last two years and this was owing to financial depression. The Government stated that 40 per cent of these women, or 271, were liberated every year. Even if 50 per cent of these 271, or 135, went back to the brothels eventually, as believed by the police, this leaves 135 new women to be recruited for the brothels in Bangkok each year. From the information given as to the number of Chinese prostitutes in Siam outside Bangkok, it is known that there are approximately 200 such women, of whom 150 reside in Phukhet. In addition to the licensed women, there are the clandestine prostitutes, estimated by the police as being 200 in number in Bangkok. Another official witness estimated the number as nearer 2,000. These clandestine prostitutes consist partly of the former licensed women who have been liberated and doubtless also include some girls too young to receive licences, as well as certain singing-girls who are unable to make a living as entertainers.

It would certainly therefore seem not to be an exaggeration to say that between 200 and 300 Chinese women and girls are brought every year to Siam for the purpose of being sexually exploited.

While, of course, it could not be said that all foreign prostitutes now operating in Siam were brought from abroad directly for that purpose, it appeared from the official testimony that most of the Chinese and Russians had been brought either directly for prostitution or for some other form of exploitation which led naturally and inevitably to prostitution. The Russian dancers and barmaids were known to have been brought from Shanghai, and it was believed that there was an understanding between them and the proprietors of the places where they worked that the girls should act as prostitutes when requested by clients.

It is not too much to say that the chief reason for the existence of international traffic to Siam is the partnership of the brothel-keeper and the trafficker and the large profits that they can make in the business.

Laws bearing on Incoming Traffic.

There are two laws which bear on the question of incoming traffic in women and children in Siam—namely, the Immigration Act passed in 1927 and the Traffic in Women and Girls Act passed in 1928. The relevant portions of these laws are set forth in Annexes I and II. The administrative department charged with the enforcement of these laws is the Immigration Department, which had been in operation, therefore, a little more than two years at the time of the visit of the Commission.

Immigration Law.

Section 6 of the Immigration Act defines five classes[1] of persons who may be excluded. Among them are :

> Persons suffering from certain infectious or contagious diseases;
>
> Persons who have no independent income or support and who are certified by the medical inspector to have a physical or mental defect or disease that renders them unable to earn their living;
>
> Persons who are of bad character or are likely to create disturbances or to endanger the safety of the public or the Kingdom of Siam.

This section also contains a provision that any person not possessing the passport or certificate of nationality above referred to may be permitted to enter Siam upon securing an identification paper from the official. This provision is of importance, because most of the Chinese who come to Siam are without papers.

Duties of Ships' Companies.

The duties of ships' companies are to prevent passengers from leaving the ship until official permission has been given; detain on board ship any alien pending investigation, if requested by the immigration authorities, and return such alien to the place whence he came if he is excluded. The expenses of such detention on the ship and return of the alien must be borne by the master, owner or proprietor of the ship which brought him.

Duties of Immigration Officials.

While the Immigration Act imposes no duties on officials specifically concerning prostitutes, traffickers or their victims, powers in this connection are provided by the

[1] Since the visit of the Commission, another class has been added by the Immigration Amendment Act, B.E.2474.

Traffic in Women and Girls Act (Annex II), in addition to general duties of examination, exclusion or detention pending enquiry and deportation in the case of persons undesirable who succeed in entering.

Instructions to Consuls abroad.

Instructions have been issued to the Siamese Consul in Hong-Kong to be very careful in issuing visas to Russians coming to Siam and, if in doubt, to communicate with the authorities there.

Administrative Measures.

In addition to the measures taken under the Traffic in Women and Girls Act, it has been the practice to co-operate with the Consuls of foreign Powers in Siam, particularly the Japanese Consul, in such matters.

Measures to prosecute Traffickers.

While no mention of traffickers is made in the Act, Sections 14 and 15 provide for the punishment of aliens who enter Siam by concealing their identity or evading the provisions of the Act or who wilfully bring aliens into Siam or assist aliens to come in in evasion of the Act.

The Immigration Act was apparently designed as a measure to prevent the entry of persons who were likely to become a public charge by reason of disease or poverty or to create disturbances or endanger the safety of the public and of the Kingdom by reason of criminal or politically subversive activities.

SITUATION WITH REGARD TO IMMIGRATION AND APPLICATION OF LAWS.

Statistics.

Statistics supplied by the Immigration Department (Annex IV) show that approximately 90 per cent of all aliens arriving in Siam by boat during the years 1928 and 1929 were Chinese. Statistics of arrivals overland were not available.

In 1928, there were 30,970 more Chinese came in than went out, and, of these, 23,015 were males and 7,955 were females. In 1929, the excess of Chinese arrivals over departures was 14,505, made up of 13,023 males and 1,482 females. The difference between numbers coming in and going out of other races was negligible, except in the case of Indians and Malays, of whom considerably more left than came in. There were also more departures of Russians than arrivals.

Of the 41,839 Chinese females arriving in Siam by boat during the two years, there were 10,580 under 14 years of age and 31,259 over 14 years. Of those over 14 years, 28,460 were married.

Places from which Foreigners come and Routes they travel.

The Chinese coming to Siam arrive mainly from the south coast of China directly by the steamers from Swatow or Hong-Kong which also call at Hoi-hao on the island of Hainan, although a number may have arrived by way of Burma, Malaya or Indo-China.

Four immigration stations were established in 1928, of which two—namely, Patani and Nagor Sridhamaraj—are situated on the south-east coast of the Peninsula, not far from the Malay border; one, Phukhet, is situated on the south-west coast on the Straits of Sumatra, and one, Krung Deb, at the city of Bangkok. In 1929, two additional stations were established on the Gulf of Siam—one at Chandhaburi, near the Indo-China border, and one at Prachinburi, somewhat further north.

About 85 per cent of the immigrants arriving in Siam in 1928 and 1929 did so at the Port of Bangkok. Chinese constituted the great majority of immigrants at every port of entry.

Statistics of Persons excluded or deported.

Exclusions of Chinese women in 1928 and 1929 numbered 348, of whom 5 because they had no means of support, 2 as bad characters and 18 because they had venereal disease. In the same period, 1,254 Chinese males were excluded, 77 because they had no means of support and 25 because they were bad characters. The remaining males and females were excluded on account of various diseases.

During 1928 and 1929, there were 19 persons deported, of whom 7 were males and 12 were females. Of the males, 6 were Chinese and 1 was Russian; of the females, 8 were Chinese, 3 were Russians and 1 was Annamite. These people were deported because they had attempted to maintain clandestine brothels.

Number of Prosecutions.

The Commission was not furnished with any list of prosecutions for international traffic into Siam.

Administrative Measures.

The only other measure of importance is that relating to the traffic in occidental women. This relates mainly to Russians, who at one time, more than ten years ago, were brought from Shanghai in considerable numbers, both as professional prostitutes and under the guise of dancers and barmaids. Not only are known Russian prostitutes excluded, but also all Russian women who cannot, on arrival, show that they have legitimate employment. There is no Siamese Consul in China, and such women would find Hong-Kong the most convenient place to apply for a Siamese visa. The Siamese Consul at Hong-Kong has instructions to exercise great care in granting visas to Russian women.

The annual reports and the Government answers to the Commission's questionnaire show that every year, beginning with 1927, " Chinese girls who after their arrival in

Siam were found to have been brought there by deceitful means " were repatriated to China. In 1927, 8 such girls were repatriated; in 1928, 13; in 1929, 6; and, in the first ten months of 1930, 12 such girls were repatriated. It appears that some of these repatriated girls were brought to Siam directly for the purpose of prostitution, although no full statement appears to have been obtained from them by the police at the time of their complaints.

The Siamese Government had a working arrangement with the Superintendent of Police in Hong-Kong to send to the Po Leung Kuk in the latter place Chinese girls who had been brought to Siam by deception, and a few cases during each of the last few years had been so sent. It appeared that no detailed information was sent by the Siamese authorities either as to the victims or as to the traffickers who brought them.

The annual report states that, " during the visit to Bangkok of the Governor of the Straits Settlements in 1928, informal conferences were held with the authorities of the Straits Settlements and of the Federated Malay States for the purpose of arranging co-operation between Siam and the last-mentioned countries in regard to prevention and detection of traffic in women and children ". This arrangement between the Siamese authorities and those of Malaya consisted in a mutual agreement for each Government to notify the other when traffickers or their victims were known or suspected to be leaving one country for the other. No example of the working of this agreement was given, and it was understood that the Siamese Government had had occasion neither to send nor to receive information of this character since this arrangement was effected.

Results of Activities against Incoming Traffic.

Owing to the present policy in Siam of licensing brothels and prostitutes, it has been found very difficult by the Government to prevent the entry of traffickers, prostitutes or other women and girls brought for the purpose of prostitution. The term " bad characters ", as used in the Immigration Act and which is susceptible of interpretation to include such individuals, was mainly applied, we are told, to communists and other political disturbers. No systematic efforts appear to have been made to identify and include such persons either under this term of the Immigration Act or under the Traffic in Women and Girls Act for purposes of exclusion and deportation.

OUTGOING TRAFFIC.

Extent and Reasons.

The annual reports and the information furnished to the Commission by the Siamese Government state that there is little outgoing traffic from Siam, although the

Siamese police stated that they had had complaints from Singapore that Chinese girls were being sent there through Siam. In addition, some Siamese girls were known to have gone from Siam to Malaya to earn their living, but it was believed that they went there of their own free will. Some of these Siamese girls became prostitutes. It was stated by the police that the Chinese girls who go to Malaya are not generally members of Chinese families in Siam, but have come from China. This fact would seem to render probable that there was a certain amount of traffic in Chinese girls from China to Malaya by way of Siam. This possibility was rendered more probable because of the fact that it was now more difficult for Chinese women and girls to get into Malaya by ordinary channels than into Siam. The reasons why there had been little outgoing traffic in Siamese women from Siam appeared to be that there was a large demand for the services of Siamese women within the country either as labourers in the rice-fields or as housekeepers and domestics in the towns. One official witness stated that " women do most of the work in the interior ", and added that " prostitutes would always be in a small minority among the Siamese . . . for the simple reason that polygamy is not forbidden by law ".

Laws bearing on Outgoing Traffic.

There is no so-called emigration law regulating emigration, limiting the rights of those who wish to emigrate, or defining the duties of Government officials in relation to emigration. There are, however, two criminal statutes which penalise outgoing traffic in women and children from Siam. These are Section 277 of the Penal Code [1] and the Traffic in Women and Girls Act (Annex II). The latter Act gives the Government officials the same powers and duties of investigation, detention and repatriation as regards emigrants as it does in the case of immigrants.

Situation with regard to Emigration and Application of Laws.

The number of Siamese emigrants is believed to be small.

Number of Prosecutions.

The only prosecutions in cases of outgoing traffic that have been brought in Siam were two which were brought in 1929 under Section 277 of the Penal Code.

No prosecutions had apparently been brought under the Traffic in Women and Girls Act.

---

[1] *Section* 277.—Whoever by violence or by any threat or by any fraudulent or deceitful means takes away any person beyond the limits of the country in order wrongfully to deliver such person into the power of any other person, or abandons such person in a helpless condition, shall be punished with imprisonment of six months to seven years and a fine of one hundred to two thousand ticals.

Administrative Measures.

No apparent difficulty exists for any person of Siamese or Chinese nationality to leave the country, although the Commissioner of Immigration stated that investigation of women emigrating alone was made by the immigration authorities at the time of departure and that this examination consisted mainly of scrutiny of passports.

Methods of Evasion.

The traffic in Chinese girls from Siam to Malaya above referred to was said by the Siamese authorities to be very difficult to stop because they go secretly by rail. They leave the train before arrival at the frontier and get in by some other means. While examples of such cases were known to the police, no records had been kept and therefore further details were not available.

Co-operation with Foreign Consuls.

The Siamese authorities stated that the foreign Consuls had always co-operated closely with them in regard to dealing with the few cases in which their nationals were concerned. This co-operation was particularly close with the Japanese Consul.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS, OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

In so far as international traffic exists in relation to Siam, that country may be said to be a country of destination rather than a country of origin for such traffic. The traffic is largely confined to Chinese women and girls. The reasons for this traffic are a combination of social and economic conditions which have been utilised to the full by the traffickers and the keepers of the brothels. In controlling this traffic, recourse has been had only to a limited extent by the Siamese central authority to the central authorities of other countries.

The explanation given to the Commission for this lack of communication was that practically all of the cases of traffic to Siam which have arisen in recent years concern Chinese and Russians, and, as there are no central authorities in Russia or China, no correspondence with the central authorities in those countries has been possible.

A few Chinese girls, victims of deceit, were sent to Hong-Kong each year to be cared for in the Po Leung Kuk there by arrangement with the Hong-Kong authorities, and there was also an arrangement between the Siamese Government and the Governments of the Straits Settlements and the Federated Malay States regarding exchange of information concerning traffickers, but this latter arrangement did not seem to have led to any correspondence.

ANNEX I.

EXTRACTS FROM THE IMMIGRATION ACT, B.E. 2470 (1927).

Section 6.

The following aliens are prohibited from entering Siam:

(1) Persons not possessed of proper passports or certificates of nationality issued by a Government recognised by His Majesty's Government;

(2) Persons suffering from any of such diseases as shall be specified and announced by the Minister in the Government *Gazette* for the purpose of this section;

(3) Persons who have not been vaccinated against smallpox and refuse to be vaccinated as provided by law;

(4) Persons who have no independent income or support and who are certified by the medical inspector to have a physical or mental defect or disease that renders them unable to earn their living;

(5) Persons who are of bad character or are likely to create disturbances or to endanger the safety of the public or the Kingdom of Siam.

Any person not possessing the passport or certificate of nationality required by sub-section 1 of this section may be permitted to enter Siam upon securing an indentification paper from the official. Such identification paper shall contain such information as the Minister may require, and a reasonable fee may be charged therefor.

Section 7.

The Minister, with the concurrence of the Minister of Commerce and Communications, is empowered to make an order fixing the amount of money which an alien entering Siam must have in his possession. Such order shall not apply to children under 15 years of age accompanying their parents. Any order so made shall be published in the Government *Gazette* and may be varied or cancelled by the same authority and with the same procedure.

Section 11.

If the official, when inspecting a conveyance by water entering Siam, is of opinion that any alien therein belongs to any category of aliens excluded by any of the provisions of this Act, he may order that the said alien shall be sent back by the same conveyance which brought him. If this is impracticable, such alien shall be detained and, as soon as possible, shall be sent back by any other convenient conveyance.

The expenses for the return and detention of such alien shall be borne by the master, owner or charterer of the conveyance that brought him.

Section 12.

If it is reasonably suspected that any alien who has entered the Kingdom after the coming into force of this Act belongs to any category of aliens excluded thereby, the official may detain such alien for investigation; and, if it is found that he belongs to any such category, he may be deported.

Section 14.

Any alien who enters the Kingdom by concealing himself or his identity in order to evade the provisions of this Act, or contrary to the order of the official, shall be punished with fine not exceeding 1,000 baht.

Section 15.

Whoever wilfully brings an alien into Siam in contravention of this Act, or assists an alien to evade the provisions of this Act, shall be punished with imprisonment not exceeding six months or with fine not exceeding 200 baht, or both.

ANNEX II.

EXTRACTS FROM THE TRAFFIC IN WOMEN AND GIRLS ACT, B.E. 2471 (1928).

Section 4.

Whoever brings or causes to be brought into Siam, or takes away or causes to be taken away from Siam, any woman or girl for the purpose of prostitution; or unlawfully receives or disposes of a woman or girl knowing that such woman or girl has been brought into Siam for prostitution, shall be punished with imprisonment not exceeding seven years or with fine not exceeding 1,000 baht, or both.

The offender may be prosecuted and punished even though the several acts which constitute the offence have been committed in different countries.

Section 5.

For the purpose of this Act, the official is empowered to examine all women and girls coming into or departing from Siam; and for such examination he may enter any conveyance except when such conveyance is exclusively used in the service of the Siamese Government or of a foreign Government.

Section 6.

When it is reasonably suspected that an offence as specified in Section 4 has been committed, or that an attempt to commit such offence has been made, the woman or

girl may, during the investigation, be detained by the official in a suitable place provided for this purpose.

Section 7.

When it is found upon investigation that an offence as specified in Section 4 of this Act has been committed, the woman or girl shall be returned to her country of origin, or to her residence in Siam, as the case may be. If such person is unable to pay the expenses of transportation and has no husband, relative or guardian who can pay them, such expenses shall be borne by the Government as far as the nearest frontier or port of embarkation in the direction of the country of origin. Pending transportation, such woman or girl may be detained by the official.

ANNEX III.

POPULATION CENSUS, KINGDOM OF SIAM, BY SEX AND NATIONALITY FOR PERIOD B.E. 2472 (1929).

Nationality and sex	B.E. 2472 (1929)	Increase or decrease over previous census in B.E. 2462 (1919). Per cent
Siamese [1] :		
Male	5,193,554	+ 28.25
Female	5,299,750	+ 25.86
Total...	10,493,304	+ 27.03
Chinese :		
Male	313,764	+ 52.70
Female	131,510	+ 140.24
Total...	445,274	+ 71.13
Indian and Malay :		
Male	191,535	— 9.02
Female	188,083	— 10.89
Total...	379,618	— 9.96

[1] Inclusive of Chinese born in the Kingdom of Siam, whose numbers in B.E. 2472 (1929) were 113,050.

Nationality and sex	B.E. 2472 (1929)	Increase or decrease over previous census in B. E. 2462 (1919). Per cent
Cambodian and Annamese :		
Male	32,898	— 34.95
Female	33,091	— 36.60
Total...	65,989	— 35.79
Shans and Burmese :		
Male	17,530	+ 1.94
Female	14,855	+ 0.58
Total...	32,385	+ 1.31
White Race :		
Male	1,241	+ 7.45
Female	679	+ 3.19
Total...	1,920	+ 5.90
Japanese :		
Male	181	— 6.70
Female	114	+ 25.27
Total...	295	+ 3.51
Others :		
Male	44,362	— 31.84
Female	43,060	— 32.10
Total...	87,422	— 31.97
Total whole Kingdom :		
Male	5,795,065	+ 25.99
Female	5,711,142	+ 23.95
Total...	11,506,207	+ 24.97

ANNEX IV.

IMMIGRATION AND EMIGRATION BY NATIONALITY AND SEX OF ALIENS.

Nationality	Males			Females			
	Immigration	Emigration	Increase or Decrease	Immigration	Emigration	Increase or Decrease	
Chinese	75,879	52,864	+23,015	25,443	17,488	+7,955	1928
Indian	3,280	3,083	+ 197	294	666	— 372	
Malay	911	5,526	— 4,615	175	4,040	—3,865	
Annamite	178	99	+ 79	109	82	+ 27	
Cambodian	389	332	+ 67	170	143	+ 27	
Burmese	236	85	+ 151	61	21	+ 40	
Other Asiatic	196	32	+ 164	74	20	+ 54	
Russian	10	21	— 11	12	22	— 10	
Chinese	62,029	49,006	+13,023	16,341	14,859	+4,482	1929
Indian	2,929	4,392	— 1,463	230	767	— 537	
Malay	957	8,885	— 7,928	342	4,884	—4,542	
Annamite	185	99	+ 86	80	119	— 39	
Cambodian	289	293	— 4	95	48	+ 47	
Burmese	234	114	+ 120	90	56	+ 34	
Other Asiatic	228	66	+ 162	30	13	+ 17	
Russian	11	9	— 2	19	21	— 3	

INDIA.

India acceded to the Agreement of 1904 *and to the Convention of* 1910. *She signed and ratified the Convention of* 1921 *with the following reservation :*

> " *India reserves the right to substitute the age of* 16 *years or any greater age that may be subsequently decided upon for the age limit prescribed in paragraph* (b) *of the Final Protocol of the Convention of May* 4*th,* 1910, *and in Article* 5 *of the Convention of* 1921".

India has appointed as central authority the Secretary to the Government of Bombay, Home Department, Bombay, and the Commissioners of Police of Madras, Calcutta and Rangoon.

I. BRITISH INDIA (excluding Burma).[1]

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The census returns for the years 1921 and 1931 were as follows :

	1921	1931
India, total population	318,942,480	352,986,876
Males	163,955,554	181,921,914
Females	154,946,926	171,064,962
Sex ratio (number of women to 100 men)	90	90
Calcutta City	1,077,264	1,196,000
Males	724,248	815,012
Females	353,016	381,021
Sex ratio	48	46
Bombay City	1,175,914	1,157,851
Males	771,332	745,762
Females	404,582	412,089
Sex ratio	52	55
Madras City	526,911	647,288
Males	276,107	341,303
Females	250,804	305,925
Sex ratio	90	90

[1] It has seemed to be practical to divide this chapter on India into two parts, the first containing the information gathered in the Bengal, Madras and Bombay Presidencies, the second the information concerning Burma.

	1921	1931
Karachi	216,883	260,639
Males	133,084	153,629
Females	83,799	107,013
Sex ratio	63	70

Population statistics for Burma are given under Part II of this chapter. The statistics available do not give figures for the various races and nationalities. The population by religions in the 1931 census is as follows :

Hindu (total)	238,330,912
(a) Brahmanic	87,026,231
(b) Arya	351,041
(c) Brahmo	874
(d) Others	2,496,120
Sikh	4,306,442
Jain	1,205,235
Buddhist	393,002
Zoroastrian	106,973
Moslem	77,743,928
Christian	5,961,794
Jew	20,484
Tribal religions	7,138,211
Other religions and religions not returned	1,566,615

According to the 1921 census, the European population in British India numbered 156,637, of whom 45,000 were women. The Japanese were said by the Japanese Consuls in Bombay and Calcutta to amount to about 250 in Calcutta and 500 in Bombay Presidency. In Bombay there were, approximately, 5,000 Persians. The Chinese were estimated to be about 4,000 in Calcutta and 500 in Bombay.

General Policy towards Prostitution and Allied Questions.

The general policy of the Government of India towards prostitution and allied questions is one of abolition, there being no licensed houses or prostitutes and no compulsory medical supervision of prostitutes in the country. On the whole, there is neither registration of brothels nor of prostitutes, with the exception that, under a voluntary and informal system of some standing, the names of inmates of European brothels in Calcutta, and of brothels generally in Karachi, are furnished to the police.

The general policy of the Government of India towards import of foreign women for immoral purposes is to make it difficult for foreign prostitutes and *souteneurs* to

enter British India by scrupulous investigation as to the *bona-fide* purpose of intended voyages and by deporting foreigners found to be undesirables.

As regards special legislation and application of laws in the various regions of British India, the policies of the different Administrations vary to a certain degree. In some parts, as in Burma and the Bombay Presidency, brothel-keeping is a legal offence, in others brothel-keeping is allowed if it is not carried on in certain specified places or to the annoyance of neighbours.

Laws relating to Prostitution and Allied Questions.

The following laws, as found in Annex I, are related to prostitution and allied questions :

For British India as a whole :

The Penal Code of British India of 1860 with amendments of 1923 and 1924 (Sections 366, 366A, 366B, 372, 373, 498).

For special regions :

A. For the Bengal Presidency : the Calcutta Suppression of Immoral Traffic Act of 1923, the Bengal Children Act of 1922.

B. For the Madras Presidency : the Madras City Police Act of 1888, the Madras Suppression of Immoral Traffic Act, passed 1930, but not yet enforced at the time of the enquiry, the Madras Children Act of 1920.

C. For the Bombay Presidency : the Bombay District Police Act of 1890, the Bombay Prevention of Prostitution Act of 1923 with amendment of 1930.

D. For Burma, see second part of this chapter.

In addition to the above, the following laws provide against training minor girls for an immoral life :

A. The Naik Girls' Protection Act 1929.

B. The United Provinces Girls' Protection Act 1929.

The Penal Code of British India does not declare procuring a criminal offence under all conditions. Procuring becomes a legal offence under the Code in certain circumstances indicated as follows :

Procuring of a girl under the age of eighteen years is punishable (Section 366A);

Import into British India from any country outside India of any girl under the age of 21 years for immoral purposes is punishable (Section 366B);

Selling, buying, letting for hire, hiring or otherwise disposing of any person under the age of 18 years for immoral purposes is punishable (Section 372);

Kidnapping and abduction of any woman or girl for immoral purposes are legal offences (Section 366);

To take or entice away or conceal or detain a married woman for immoral purposes is punishable (Section 498).

The principal provisions of these laws against immoral traffic in the different Presidencies of British India are as follows :

Definition of Brothels.—In the Calcutta Suppression of Immoral Traffic Act (Section 21) and in the Bombay Prevention of Prostitution Act (Section 2), " brothel " means any house, room or place habitually used by more than one person for the purposes of prostitution, while, in the Madras Suppression of Immoral Traffic Act, " brothel " means any house, room or place which the occupier or person in charge thereof habitually allows to be used by any other person for such purposes.

Brothel-keeping.—Brothel-keeping is not a legal offence in Calcutta, or in Madras, pending the coming into force of the Immoral Traffic Act, unless it is carried on to the annoyance of neighbours (Madras Police Act, Section 52; Calcutta Act, Section 3), or in Calcutta in certain places. The Madras Immoral Traffic Act, not yet in force (Section 5), as well as the Bombay Act (Sections 5, 2, 8B and 8C) penalise keeping and managing of brothels and letting of houses to be used as brothels.

Procuring, Traffic.—Procuring of and traffic in any woman or girl regardless of consent are legal offences under the Calcutta Act (Sections 7 and 8), the Bombay Act (Sections 6 and 7) and the Madras Act of 1930 (Sections 9 and 11).

Living on the Earnings of Prostitution.—Under the Bombay Act (Section 5), any person not below the age of 16 who lives on the earnings of prostitution is liable to punishment. The Calcutta Act punishes any male person living on such earnings, while the Madras Act of 1930 has no regulation of this kind.[1]

Detention of any woman for immoral purposes is punishable (Calcutta Act, Section 8; Bombay Act, Section 9; Madras Act, Section 6).

Preventive and Protective Measures.

Preventive and protective measures are provided for as follows : Under the Calcutta Immoral Traffic Act and under the Bombay Children Act, girls up to the age of 16 may be removed from brothels and detained in a place of safety until further measures can be taken under the Children Act. Such girls can be placed in certified schools or

[1] A proposed regulation making living on the earnings of prostitution a legal offence was rejected by the Madras Legislative Council. According to the annual report of the Madras Vigilance Society, the objection was put forward on two grounds : such a regulation was difficult if not impossible to enforce and it might lead to unjustified harassment by the police of innocent citizens.

homes or in the custody of reliable persons until the age of 18. The Madras Immoral Traffic Act provides for the removal of girls from brothels up to the age of 18 and for their supervision until they attain the age of 21 (not in force in December 1931). Under the Madras Children Act, children under the care of a parent or guardian who by reason of immoral or drunken habits is unfit to have them under their care can be removed to a place of safety to be further taken care of.

Situation with regard to Prostitution and Application of Laws.[1]

CALCUTTA.

Brothels.

In Calcutta, most of the brothels were located in special areas, where no complaints from neighbours would be expected, while others were scattered over the city.

The number of Indian brothels could not be given, as there was no registration.

In a small district near the harbour, there were 11 Japanese brothels which were said be the only ones of this nationality in the city; in another area there were a few houses inhabited by Jewish prostitutes from Iraq, and a special area was reserved for the European brothels, numbering about 15.

Native Prostitutes.

The following particulars from the census return for 1931 were furnished regarding 7,440 prostitutes in Calcutta : Hindus 6,995, Moslems 302, Christians 86, Buddhists 27, others (*i.e.*, Jain, Parsee, Sikh, Jew, indefinite belief, etc.) 30.

In the return, keepers were included among prostitutes and a social worker remarked that, as a consequence of old customs, traditions and caste institutions among the Indians, several women had been classified as prostitutes in the census return who were living, each of them with one man, a regular family life, although not legally married, a legal marriage in many of these cases being impossible because of differences in caste. On the other hand, it was known that many prostitutes had declared other occupations for the census return. It was estimated by official and unofficial witnesses that the real number of prostitutes was considerably higher than the census figure.

Anglo-Indians.

A certain number of Anglo-Indian[2] girls lived in brothels, though the greater part of the Anglo-Indian prostitutes practised their trade more or less clandestinely.

---

[1] The situation applying to the towns of Calcutta, Madras, Bombay, Karachi and Aden is shown separately for each town.

[2] Anglo-Indians = offspring of mixed unions.

Many of them had some employment, but the wages were low and they wanted to earn some more money. Some Anglo-Indian girls were said to have Indian pimps bringing them customers and getting a commission.

Recruitment for Indian Brothels.

The recruitment of the Calcutta brothels as well as of Indian brothels was, in general, from various sources and in many cases connected with old traditions, customs and caste institutions among the native population. Among the many different castes which exist among the Hindus, there are certain castes the female members of which are practically all prostitutes, while the males, as a rule, are pimps or servants in brothels. The daughter of such a prostitute would ordinarily be brought up to the same profession as her mother.

Young widows constituted a great part of the brothel inmates, 30 per cent of them, according to some witnesses. These women had usually been married at an early age and had lost their husbands when very young. It was said that many young widows were sold to brothels by the families of their dead husbands or thrown out without any means of livelihood and were able to find no place to give them shelter and food except a brothel. Some widows were said to prefer the brothel life to the seclusion and harsh treatment they had to undergo in the family of their dead husband.

Wives were occasionally sold by their husbands to prostitution, as well as girls by poor parents. Sometimes girls were kidnapped and brought to the brothels. Other prostitutes were girls who had come from the country to Calcutta to find employment but had drifted into prostitution.

According to the police, the inmates of the brothels were not generally exploited by the keepers through a system of debts, though they had to share their earnings with the keepers.

Subsequent Career.

Older Indian prostitutes often became keepers or servants in brothels. It was almost impossible for a Hindu woman prostitute to get any other occupation. She could not change her caste; she might belong to the prostitution caste by birth or by profession. " Once a prostitute, always a prostitute " was said to be the rule among the Hindus, although this attitude had to a certain extent changed in recent times. Moslem prostitutes could more easily change their lives and go back to their families. A few Indian prostitutes were able to retire with considerable savings. Such women often spent the rest of their lives in religious seclusion and many had left money to charitable institutions in their wills.

Entertaining.

Prostitution is often carried on in combination with entertainment, many of the prostitutes being more or less accomplished dancers and singers. Many women belonging to this group lived outside the brothel area, often in hotels or private rooms. Performances were given in the dwellings of the women or at restaurants and at private parties and celebrations of various kinds.

Some Baghdad Jewesses and other Iraqi girls were said to be found among these dancers and musicians. Persian dancers were said to have been rather numerous in Calcutta some years ago, but the police did not know of any Persian dancer living in the city at the time of the enquiry.

Pimps, Procurers.

A great number of men were living on the earnings of prostitutes; in Calcutta practically all Indian and other Asiatic prostitutes, with the exception of Japanese, had procurers or pimps. These men brought customers and acted sometimes as a kind of servant to the prostitute, sometimes exploiting her. It was difficult for the police to take action against these men, as the women would never give evidence against them.

Foreign Asiatics.

Foreign Asiatic women mingled with the Indians in some brothels; there were some few Iraqi Jewesses and a very few Persians.

The police knew of no Chinese prostitutes or singing-girls in Calcutta.

Japanese Prostitutes.

The Japanese prostitutes in Calcutta were not registered and lived, all of them, in one area. According to the Secretary to the Japanese Consul-General in Calcutta, there were, at the time of the enquiry, 34 Japanese prostitutes in the area, aged between 20 and 40. There were no geisha.

European Prostitutes.

At the time of the enquiry, there were, in Calcutta, 45 women living in the European brothel area. The mistresses were all European, most of them French ex-prostitutes. The inmates were said to be 25 Frenchwomen (aged between 25 and 50), 10 Russians (from 27 to 50 years old), 1 Italian (31 years old), 1 Greek, 1 Austrian, 1 Jewess from Iraq, 2 Arabs (under 30 years of age) and 1 Egyptian. The women of Oriental origin living in the area dressed as Europeans and were grouped with the European prostitutes. The number of the inmates of the European houses had decreased during recent years; they had never exceeded a hundred. Some of the women had been for fifteen to

twenty years in the area but, in most cases, European women stayed only for a short time. They arrived in Calcutta by way of Bombay, Singapore and Rangoon, with valid passports stating them to be dressmakers, modistes or stating no profession.

The women inhabiting the European area were all registered by the police in the following way : the foreign girl was, on her arrival in Calcutta, brought to the Criminal Investigation Office by a mistress of one of the brothels. An enquiry was made by the police officer to ascertain whether the girl had already been practising prostitution or not. Then the mistress was asked whether she was willing to keep the girl. The answer was always in the affirmative, and both women were taken to the Commissioner or Deputy Commissioner of Police, who asked the girl why she had come to Calcutta, if she had been in correspondence with anybody and if she knew anybody. The answers to the last two questions were always " no ", and the girl said she had come to earn money and that she had heard of the mistress casually through a friend in Bombay or some other place. Only women who said that they had previously been inmates of brothels were allowed to register, and their statements in this regard were, as far as possible, verified. No licences were given. During the time necessary for verification of their statements regarding their previous experience of brothels, they were allowed to inhabit the Calcutta brothel, but if the result of the investigation was not satisfactory, they had to leave. It had happened that women who were refused registration because of their lack of brothel experience went to a brothel in another city in the East and then came back to register in Calcutta.

The mistresses of the European brothels were said to keep half the earnings of the girls, providing them for that money with rooms and food. The mistresses were believed to advance travelling expenses in some cases.

Pimps and *souteneurs* of European women had not often been discovered by the police. The only cases known to have occurred during recent years were in February 1931, when four Frenchmen, were suspected of having brought some European prostitutes to Calcutta and of living on their earnings.

Selling and Bartering of Children.

Selling and bartering of children as servants was said not to be a custom among the Indians.

Prosecutions.

In the annual reports from the Bengal Presidency to the League of Nations for 1926, there are 12 cases of internal and 7 of international traffic. In 6 cases the victims were from Iraq and in 1 case from Persia.

In 1927, 8 internal cases and 1 international case of a girl who came from Paris by way of Iraq are reported. It was said in addition that information concerning a case of traffic between Nepal (an independent State) and Calcutta resulted in the discovery of an important current of traffic between Nepal and Benares.

In 1928, 8 cases of internal traffic were reported. In 1930, 14 cases of internal traffic were reported.

The annual report on the Police Administration in Calcutta and suburbs shows, for 1929, 48 cases of kidnapping and abduction for immoral purposes and slavery and 64 cases dealt with under the Prevention of Immoral Traffic Act. For 1930, the corresponding figures are 38 and 53.

Preventive and Protective Measures.

A considerable number of girls under 16 years were yearly rescued from brothels by the police. There was a Police Rescue Home for Indian girls and several homes run by private associations were used by the police as places of safety for rescued girls. The Fendall Home was a rescue home for European and Anglo-Indian girls. In the year 1929, 125 women and girls had passed through the Home.

The Salvation Army Home and Industrial School had, at the time of the enquiry, between 60 and 70 Indian and Anglo-Indian inmates, of whom 22 were girls under 16 rescued from brothels.

The Baptist Missionary Home received women and children of all nationalities. Several of the inmates were girls rescued from brothels. The Matron was Probation Officer.

The Calcutta Vigilance Association ran a home where girls under 12 years of age removed from bad surroundings could be sent.

The Society for the Protection of Children in India collaborated with the police in providing for children of both sexes dealt with under the Children's Act.

The Hindu Women Protection Society works for the rescue of abducted women, giving them shelter and help of various kinds, and for the punishment of the abductors.

Educational work on sex questions was not provided for officially. Educational work to enlighten public opinion regarding prostitution was done by the Vigilance Society, Bengal Women's National Council and the Social Study Society of Calcutta. The Vigilance Society had prepared a draft of a new Prevention of Immoral Traffic Act, making brothels illegal and also in some other regards different from the law in force, which was under discussion at the time of the enquiry and was supported by many other associations and interested persons.

MADRAS.

Brothels.

As the Madras Suppression of Immoral Traffic Act of 1930 had not yet come into force at the time of the enquiry, the police at that time ordered brothels to be closed only when complaint of nuisance to neighbours was received. The reason given by the authorities as to why the Act of 1930 had not yet come into force was that

there were as yet no rescue homes where the inmates of closed brothels could be sent.

The exact number of brothels in Madras could not be given, but it was estimated by the police to be about 400. The number of brothels was estimated by witnesses heard before a Select Committee of the Madras Legislative Council in 1929 to be roughly 600 in Madras city and 1,800 in the Madras Presidency.

In Madras city, at the time of the enquiry, most of the brothels were situated in a special area where there were no neighbours who were likely to complain. There were some brothels also in other places. The Assistant Secretary to the Vigilance Association maintained in a written answer to the Questionnaire of the Commission that brothels had recently been opened in the neighbourhood of educational institutions and in public thoroughfares where they were a source of annoyance to people living in the vicinity.

Native Prostitutes.

With some few exceptions, the prostitutes were all Indian; the police estimated them to be about 700. In the census return of 1931, 829 women had described themselves as prostitutes, but it was said that many of these women were keepers or servants in brothels and, as was the case in Calcutta, many women living as mistresses of men, even in a regular family life, were classified as prostitutes in the census. In 1925, the number of prostitutes was said by the police to have been 1,081. Of the 829 prostitutes in 1931, 40 were aged 12 to 16 years; 142 were 17 to 20 years; 189, 21 to 25 years; 288, 26 to 35 years; 160, 36 to 50 years; and 9 were 50 years and over. Of the native prostitutes, 780 were Hindus, 23 Moslems, 2 Indian Christians, and 20 were Anglo-Indian.

The police estimated the number of prostitute Anglo-Indian girls to be higher than the census return and thought they were about a hundred in number.

Recruitment of Native Prostitutes.

Native prostitution was recruited in the same way as already described regarding Calcutta.

A special group of native prostitutes in the Madras Presidency were the *devadasi*, or temple prostitutes, daughters or adopted daughters of temple prostitutes, brought up for prostitution and dedicated to such a life by a temple ceremony. This custom will be further mentioned under " Social Conditions " and it obtains in other portions of Southern India.

Exploitation.

Regarding exploitation of prostitutes, the official reply to the questionnaire of the Commission says :

"There are instances in which brothel-keepers advance loans to prostitutes, stipulating among other things that they should abide by the orders of the brothel-keepers and that they should not leave the brothel until they have discharged their debt in full. Thus the brothel-keepers hold the prostitute in their grip, appropriate to themselves the earnings of their victim, giving her only a small allowance out of which they expect her to make part payments towards the loan. She cannot do this from her small income and the brothel-keepers do not press for payment, as it is to their advantage to keep her always indebted to them. Sometimes brothel-keepers pay the debt contracted by a prostitute in another brothel, bring her over to their brothel for prostitution and live on her earnings. These instances of the exploitation of prostitutes by a system of debts are not uncommon, but they are not brought to notice by the victims."

Pimps.

Pimps getting customers for the prostitutes very rarely came to the notice of the police, who also stated that there was very little soliciting in the streets.

Foreign Asiatics.

There were no Chinese or Japanese prostitutes in Madras and no other foreign Asiatics. Some ten years ago, there had been a few Japanese prostitutes, but they had left of their own accord, not finding Madras satisfactory. There had been no need for action by the Japanese Consulate as far as the police knew.

European Prostitutes.

The only foreign prostitutes known by the police in Madras at the time of the enquiry were three Frenchwomen and one Italian woman, of whom two had been in Madras about one year, the other two had recently arrived. Their ages were 25 to 28 years. There had never been a large number of European prostitutes in Madras and they had never stayed long. The European prostitutes lived, all of them, in a brothel kept by a Frenchwoman who had been in Madras for twenty years. The police did not believe that she advanced money for travelling expenses. The women paid her half of their earnings for room and board.

No European *souteneurs* were known to exist in Madras.

Prosecutions.

In the annual reports to the League of Nations there are, for the year 1926, three cases of internal traffic and procuring; for 1927, one case of procuring; for 1928, one case of abduction of a girl of 13 for immoral purposes. In the last case, the girl was rescued and the offender, a Mahommedan women of 40 years, sentenced under Section 372 of the Indian Penal Code.

According to the official reply to the questionnaire the same year two Anglo-Indian irls, apparently under 16, were rescued from a brothel. As the medical officer was f opinion that they might be over 16, no prosecution was made. One of the girls everted to prostitution, the other was sent to her father.

In 1929, there were two cases of selling girls to brothels. The victims were 14 nd 25; the offenders, in one case two Hindu males of 35 and 40 and a Hindu woman f 50, were all convicted.

A Mahommedan prostitute of 35 was sentenced for having detained for immoral urposes a Hindu girl of 13. The girl was sent to the Madras Children's Aid Society.

reventive and Protective Measures.

Pending the coming into force of the Madras Suppression of Immoral Traffic Act, he police were not empowered to remove young girls from the brothels. Only children nder 15 could be dealt with under the Children Act.

It was also said by the police to be difficult to remove girls under 15 living with heir mothers in a brothel. The police could remove a girl living with parents only f it could be proved that the parents were unable to take care of the girl and evidence ould not always be obtained in such cases.

The Children Act was not applied outside Madras City.

Rescue homes were being planned and many institutions and individuals interested n rescue work were collecting money for that purpose. A couple of rescue homes xisted in Madras—the Salvation Army Home for Women and Children and the Good hepherd Home for Children. The Salvation Army Home received a yearly grant from he Government and from the municipality and took care of both Indian and foreign omen. There were, at the time of the enquiry, 26 women and 6 children in he home.

Other institutions interested in protective and preventive work were : the Vigilance ssociation, Women's Indian Association, Hindu Yuvathi Saranalaya, Y.W.C.A., he Madras Children's Aid Society, the Madras Social Service League, the Indian Ladies amaj for the Education of *Devadasi* Children, the Madras Society for the Protection f Children, the Madras Seva Sedan, the home for children at Dohnaware. " These stitutions are doing useful work ", says the official reply.

Educational work regarding prostitution and sex questions was not carried on fficially but health education was provided for by private associations, and some of he associations mentioned took part in educational and propaganda work to influence eneral opinion. The Madras Seva Sedan runs a large educational institution for girls f all classes. It deals also with the problem of despairing young women—deserted ives, orphans and helpless young widows. This institution was started three years go with seven pupils and has now 115 living in the institution and about 75 day-school upils.

BOMBAY PRESIDENCY.

Bombay.

Brothels.

In Bombay, the Amended Bombay Prevention of Brothels Act making brothels illegal had been in force for about one year at the time of the enquiry. Previously there had been a segregated area in Bombay where there were, four or five years ago, about 400 brothels. The same area was said now to be inhabited by some 5,000 prostitutes but as they all of them rented separate rooms, the rooms used by them did not come under the legal definition of a brothel. On complaint from neighbours, the police could order any prostitute woman to stop carrying on prostitution in a certain place, but complaints were not made in this area as practically all houses were inhabited by prostitutes or by people connected with the trade.

Prostitutes.

In addition, a considerable number of prostitutes practised their profession in places scattered over other parts of the city outside the area.

The large bulk of the prostitutes of Bombay were Indians; only comparatively small groups were Anglo-Indians or foreigners.

In the 1921 census return, 2,955 women in Bombay had given their profession as that of prostitutes. The same year, the police estimated the number of prostitutes living in the segregated area as 5,169. No later census figures were available.

Recruitment.

The recruitment of the native prostitutes was said to be done in the same way as has already been described regarding Calcutta.

Goanese Prostitutes.

A considerable number of girls were said to come to Bombay from Goa, for prostitution, these girls being Indian or mixed Indian-Portuguese by race but by citizenship foreigners in British India.

Many such girls were brought to Bombay for immoral purposes at from 15 to 16 years of age by their male relatives, who rarely had any other occupation than to be procurers and live on the earnings of the girls. In the census return of 1921, out of 2,995 prostitutes, 510 were born in Goa. Exact figures for the present time were not available, but the Goa girls were said to be comparatively numerous in Bombay. The majority of them were said to live outside the prostitution area.

Keepers.

All the Indian and foreign Asiatic prostitutes were said to be more or less exploited by keepers and procurers, although these people, in view of new regulations, worked secretly and with great care. "The brothel-keeper has disappeared into obscurity, but there is no doubt that she still plies her trade", said the police.

Pimps, Procurers of Asiatics.

Males living on the earnings of these women were about as numerous as the women themselves, according to the police. The men acted as pimps and servants in some cases, in other cases they victimised the girls. It was very difficult for the police to interfere with these men as the girls always said that they were carning on their own account and only exceptionally gave evidence against the men. The police were of the opinion that, as the keepers and *souteneurs* did not now live with the girls as they did previously, there was less exploitation as they were not now able to check the earnings of the girls. Iraqi Jewesses and the few Persian women were said to be exploited by male relatives who had brought them to India.

Foreign Asiatics.

The Commission was informed that there were at the time of the enquiry some foreign Asiatic prostitutes in Bombay. Of women from the Near East, there were some seventy Iraqi Jewesses and a very small number of Persians. These women were said to live very much in the same way as the Indian prostitutes. Some of them were dancers, and they were found both within and without the brothel area.

Japanese Prostitutes.

At the time of the enquiry, there were 19 Japanese prostitutes all living in one special quarter. Their ages were between 20 and 40 years. Besides these, there were 3 geisha and 4 waitresses living in the same quarter, but the women belonging to these two groups were believed not to practise prostitution.

The Japanese Consul had often tried to persuade Japanese prostitutes to leave India, and many of them had gone back to Japan during recent years. They all belonged to the "Japanese Alliance Association," which would lend them money if they wanted to return. The Consul had the power to force Japanese steamship companies to take them back, and in such cases the home municipality of the women in Japan must refund the company the cost, but this power was very rarely resorted to.

Chinese.

Chinese prostitutes numbered, according to the police, about 30, but no information was available as to whether they had been brought to Bombay for immoral purposes or whether they had come on their own initiative.

European Prostitutes.

According to the police, there were, at the time of the enquiry, about 20 European women prostitutes in Bombay. The police said that no European woman had been allowed to stay as a brothel inmate, during the last years, who was not already, on her arrival, a prostitute. The official reply of Bombay City says that all foreign women who had arrived in Bombay for purposes of prostitution during the last five years were already on their arrival " hardened prostitutes ".

In a discussion on this point, the police said : " If a girl comes to Bombay who has already been seduced or been a prostitute then we leave her alone ".

It was known to the authorities that, in 1929 and 1930, eight girls had been brought to Bombay from Seychelles by a European woman, keeper of a brothel in Bombay, who had advanced the travelling expenses. At least one of these Seychelles girls had been promised work as a dressmaker, but was on her arrival placed in the brothel. A couple of these girls had arrived in Bombay by way of Goa.

On the whole, the police were of the opinion that the closing of the brothels had very effectively reduced foreign prostitution in Bombay.

Amusement Places.

Amusement places were not regarded as connected with prostitution to any considerable extent. They were said to be satisfactorily supervised by the police.

Since the enforcement of the new enactement, an increase in the number of Turkish baths had been noticed and, according to an investigation made under the auspices of the Vigilance Society, prostitution seemed to be carried on in many of these places in which Goa girls were often employed.

There were no employment agencies in the Bombay Presidency which might be connected with any kind of traffic in women. A social worker had come across cases where European girls wanting employment had answered advertisements which had been found to have immoral purposes.

Karachi.

In Karachi, a segregated area existed inhabited by about 200 prostitutes, all of whom were Hindus, except half-a-dozen Arabs from Baghdad, two Persians and two Japanese. No licences were issued by the police, but a kind of voluntary registration was practised as most of the prostitutes went of their own free will to the police office to give their address and a list of people living in their houses. " In practice, they report to the local police for their own self-protection and so the local police stations are in touch with them to a large extent ", said the Chief of Police.

Brothels.

There were practically no brothels in Karachi, the prostitutes living usually in separate houses with their pimps and servants. The majority of the Indian prostitutes

were said to belong to the prostitute caste. " They are hereditary, they have no other business ", said an Indian police official. Others were recruited from young widows, sold or kidnapped girls or other destitute women.

Traffic.

The Arab and Persian prostitutes were said to have come there with male relatives, or other men of their own nationality who lived on their earnings.

Pimps.

All the prostitutes were said to have pimps, obtaining customers for them and managing their affairs. These pimps were often a kind of servant, paid by the women; in a few cases they " bullied and exploited them ". " They cannot live without pimps ", said the Indian police official. Male relatives who lived on the earnings of prostitutes often, when reporting to the police, declared themselves as servants to escape prosecution for procuring. The police said it was hardly ever possible to get evidence from the girls against the pimps and *souteneurs.*

Taxi-drivers often acted as pimps. In several such cases, licences for taxi-driving had been cancelled.

Anglo-Indians.

In addition to the Asiatic prostitutes in Karachi, there were several Anglo-Indians who carried on prostitution, either openly or, more often, clandestinely, having also some other means of livelihood. There were cases known to the police where Anglo-Indian girls married to English soldiers had been left alone when the soldiers returned home and then drifted into prostitution.

European Prostitutes.

Before the war, some Occidental prostitutes had lived in a few European brothels in Karachi, but these brothels were closed during the war. To a question whether he thought that the abolition of these brothels had decreased the number of foreign prostitutes, the Chief of Police answered : " It has not only decreased it, but reduced it to nil ".

Boy Prostitutes.

There was said to exist in Karachi a certain amount of homo-sexual prostitution of young Indian boys. No cases of procuring or exploitation of boys were known. Many of these boys were said to be suffering from venereal disease.

An Indian medical practitioner in Karachi alleged that young boys had been abducted from Karachi by men who had taken them to Basra and the pearl-fishing islands in the Persian Gulf for immoral purposes. The police in Karachi did not know of any such cases, nor did the authorities in Persia and Iraq.

Prosecutions.

In the annual reports to the League of Nations, no cases were reported for 1926 with regard to the Bombay Presidency.

In 1927, there had been 57 cases of internal traffic or procuring. One Syrian and 4 Persian procurers had been reported. Two managers of dancing troupes (1 Frenchman and 1 Italian) had been deported to Bangkok.

In 1928, 34 cases of internal traffic and of procuring had been reported. A Portuguese had been deported to Goa, a Persian and a native of the Kashmir State had been deported.

In 1930, 34 cases relating wholly to India had been discovered. In one of these cases, a Hindu married girl of 14 had been " hired " for sexual intercourse to several persons by a man in whose house she had casually taken shelter. Only two of the accused men had been sentenced (Sections 372 and 373 of the Indian Penal Code).

In another case, 14 or 15 men had been involved in the abduction of a Hindu girl of 11. One of the men had been sentenced (Sections 325, 366, Indian Penal Code).

Preventive and Protective Measures in Bombay.

In carrying out the provisions of the Bombay Children's Act regarding girls under 16 found living in brothels or otherwise in a bad environment, the police co-operated with some of the charitable institutions and associations existing in the Presidency, the Government and the Municipality giving financial support. Such institutions and associations were the Bombay Vigilance Society, the Social Purity League, the Children's Aid Society, the League of Mercy, the Salvation Army, the Bombay Presidency Women's Council and the Y.W.C.A.

In 1930, 79 girls were removed from brothels. Of these, 29 were over age and therefore not amenable to the provisions of the Act.

The Bombay Vigilance Society runs a shelter for Indian and Anglo-Indian girls. Many of the cases were young girls from the brothels. During the first eleven months of the year 1930, 62 girls and 15 children were admitted to the home.

The Women's Council runs a rescue home for Indian girls. Of 300 cases which passed through the home during 9 years, 220 had been girls under 16 from the brothels. Only 3 of these girls had gone back to prostitution.

The League of Mercy runs Babies' Homes and a small temporary home where European and Anglo-Indian women and girls can be received pending other protective measures.

The Salvation Army runs a rescue home for Indian girls and takes care, occasionally, of Europeans.

The Children's Aid Society, a non-official agency for putting into operation and carrying-out the provisions of the Bombay Children's Act, runs a home where girls rescued from brothels can be sent for preliminary care.

Private rescue work was done by the matron of a hospital for venereal disease. The Y.W.C.A. runs a hostel for European and Anglo-Indian girls employed in various occupations, a commercial school for girls and an employment bureau. The association also co-operates with the International Travellers' Aid Association and gets calls sometimes from other places to assist women coming to Bombay.

Educational work regarding questions related to the enquiry was said not to be carried on officially, but some of the associations mentioned arranged lectures and distributed printed matter on such questions.

The Goa community in Bombay was said to be trying to influence Goa boys, of the class who might become pimps or *souteneurs*, to take up respectable occupations.

ADEN PROTECTORATE.

The Population of the Aden Protectorate in 1931 was 50,809, of whom 31,657 were males and 19,152 females.

The official reply to the questionnaire of the Commission says that prostitutes come to Aden town from : *(a)* Jibuti; *(b)* Berbera, Bolhar and Zaila, in British Somaliland; *(c)* the Protectorate and Yemen. It says further that there is no traffic in women and children. The prostitutes coming to Aden from the neighbouring countries are not brought by anybody, they are all prostitutes who only change their residence. They are said to be usually divorced women who have taken to prostitution to earn their living.

Passports are not required between Aden and British Somaliland. According to the official reply during the years 1926 to 1930, 31 prostitutes, 16 to 41 years of age, and 11 males, 16 to 38 years of age, and 2 females, 36 to 45 years of age, involved in procuration, had been deported from Aden. No details regarding these cases were furnished to the Commission.

* * *

The following information refers to the Bengal, the Madras and the Bombay Presidencies.

Influence of Labour Conditions.

As for the influence of labour conditions on prostitution and traffic, large groups of country people migrating to the big cities to find work in the factories are often obliged to live under conditions which are apt to increase prostitution. The social and economic standard of these people is low, the housing conditions in the cities poor and suitable work not always available. In such circumstances, the women belonging to such groups often drift into prostitution.

Low wages were said to be responsible for the widespread prostitution among Anglo-Indian girls.

Large groups of labourers go over every year to Burma. According to information obtained in Burma, a certain number of women belonging to these groups, on their arrival in Burma, drifted into prostitution. Particulars are given in the part concerning Burma.

Influence of Social Conditions.

Other social conditions which, without doubt, have a great influence on the question of prostitution and traffic are of too complicated a nature to be adequately dealt with in this report. " India ", says one official reply to the questionnaire, " is a continent with such a diversity of religions, ethics and social organisations that the problems to be met in dealing with this question are innumerable ".

It is impossible, therefore, to enumerate, still less to discuss, social usages and customs which in certain aspects have a bearing upon the problems before us; but the caste system, for instance, almost predestines certain girls to a life of prostitution, while complicating the question of rescue. Again, the frequently hard life of the Hindu widow facilitates recruitment from this source.

In Southern India, there was the problem of the *devadasi* girls. In older times, certain families were granted land belonging to the temples against an obligation to dedicate some of their girls to the religious service of temple-dancers. By the Religious Endowments Act, the obligation for the women members of these families to render service for the land was brought to an end, but the custom of the dedication of girls to the temples has remained. As this custom is connected with practices resulting in prostitution, the Indian Ladies' Samaj for the Education of *Devadasi* Children in Madras was combating it by taking care of children who otherwise would have been brought up to be *devadasi*. An Indian women member of the Legislative Council in Madras had put forward a Bill making the dedication to temples punishable. The bill had been passed but was not yet in force.

The Commission is aware that educated Indian opinion recognises the need for change in various social conditions of long standing and is working towards that end. But the process is necessarily slow and meanwhile the difficulties remain.

INCOMING TRAFFIC TO BRITISH INDIA.

Extent and Reasons.

It appears from the information gathered by the Commission that there is a limited movement of foreign prostitutes from various countries to British India and that this movement is, to a great extent, influenced by brothel-keepers and traffickers.

The authorities were of the opinion that the entry of foreign prostitutes to India had decreased during recent years and this opinion was confirmed by figures regarding

approximate numbers of European and Japanese prostitutes, concerning whom particulars were fairly well known. The Bombay police were of opinion that the closing of brothels in that town had very effectively reduced foreign prostitution there.

Chinese prostitutes were said to be found only in a small number and never to have been numerous in India.

Jewish prostitutes from Iraq and Persia were few and decreasing, and only very few cases of African (Egyptian) prostitutes were known.

A considerable number of foreign girls were said to be habitually brought to British India for immoral purposes from Goa, these girls being foreign citizens although Indians or mixed Indian-Portuguese by race.

Incoming traffic to British India from Nepal had existed some four or five years ago but had been stopped as soon as it was discovered.

Population statistics show that there is a surplus of males in the total population of India, especially in the big cities, where the sex ratio is very unsatisfactory. The surplus of males among the Indian and foreign Asiatic population is made still more apparent by the widespread custom of polygamy.

The Commission did not obtain any information showing that a special demand for foreign prostitutes existed among the Indians, although prostitutes of various foreign nationalities were said to be patronised by Indian men.

As for the number and sex ratio of foreign Asiatics in India, very little exact information was available, but it was known to the authorities that many of these foreigners arrived without women and did not usually settle permanently in India. Neither the Persians, of whom there were a colony of about 5,000 people in Bombay and smaller groups in other places, nor the Chinese, who were said to number about 5,000 in Calcutta and who were found in very small groups elsewhere, were believed to create a demand for prostitutes of their race.

A certain demand for Japanese prostitutes may be said to exist in India among the Japanese residents, whose number is not quite a thousand, women and children included, and among Japanese sailors. Japanese prostitutes were said to be patronised also by Europeans.

The total number of Europeans in the 1921 census amounted to 156,637, of whom about 45,000 were women. Figures of later date were not available. In Bombay, the Europeans numbered about 9,000, of whom about 3,000 were women; in Calcutta there were about 4,000 Europeans and in Madras about 3,000. In addition there were British troops numbering about 60,000.

European prostitutes were generally said to be in demand to a limited extent. Most witnesses agreed that the demand for European prostitutes had decreased during recent years.

The presence of British troops in India was not considered to be responsible for any import of European women, such women being too expensive for the troops.

Laws bearing on Incoming Traffic.

Passport Rules.

Admission and stay in India are regulated by the Foreigners Act of 1864 and the Indian Passport Rules. The principal regulations, according to information received from the Political Department in Bombay, were as follows:

Every person entering India must be in possession of a valid passport and every foreigner must have a British visa for India affixed to his or her passport. Ordinarily, a British visa for India is valid for one year—*i.e.*, a person may enter the country for which the visa is granted any number of times during one year but, once in the country, he can remain indefinitely. In certain cases, however, the validity of a visa for staying in the country may be limited to a certain period. (These limited visas are generally granted in the cases of travelling circuses and such things.)

Transit visas allow fifteen days to cross the country.

The Government of India has laid down that the granting of visas for India to young women is only authorised if they can satisfy the authorities that they are travelling to India for a *bona-fide* purpose and women suspected of going to India for purposes of prostitution are not so regarded. For persons living on the proceeds of prostitution, the same restrictions exist.

Excluded Persons.

The authorities issuing British passports are informed from time to time of the names of undesirable foreigners to whom visas should be refused or not given without previous reference to the country (under British jurisdiction) for which the visa is desired.

Under the Foreigners Act, any foreigner who is considered as undesirable can be deported from India.

Foreigners whose visas are only for foreign possessions in India—Portuguese, French, Dutch—are not permitted to cross the frontiers without the permission of the Government of India. Habitual residents of these foreign possessions in India are permitted to enter British India without passports.

Situation with regard to Immigration and Application of Laws.

Routes.

Routes used by people from Iraq were usually the general steamer lines. Persians would usually come by boat from Bushire or Basra to Karachi or Bombay.

Japanese prostitutes either came direct from Japan or after a stay in some country between Japan and India.

European prostitutes arrived sometimes by direct steamer from Europe, more often from one of the larger towns in the East such as Hong-Kong, Singapore, Saigon, Manila. French prostitutes, in some few cases, came by way of Pondicherry to British India. From Seychelles, girls had been brought to Bombay directly or by way of Goa. From Goa, many prostitutes were said to come to Bombay.

Deportations.

During the last five years, the number of deportations in connection with prostitution had been : (1) from Calcutta, 3 French prostitutes and 2 Frenchmen suspected of procuring and traffic; (2) from Bombay city and Presidency, 1 Iraqi prostitute, 1 Syrian male procurer, 1 French male procurer, 2 Italian and 4 Persian men suspected of procuring and traffic in women.

The Iraqi prostitute mentioned among the deportations was deported because her passport had expired. She had been brought by an Iraqi woman said by the police to be a " well-known procuress ", who succeeded in escaping interference.

The Persian procurers who were deported were traffickers in Indian girls.

The European women who came to India for immoral purposes were believed to come voluntarily, but, in some cases, keepers of brothels and *souteneurs* were said to be involved. In Calcutta, the travelling expenses of the women recruited for the European brothels were, the authorities thought, probably advanced by the mistresses of the houses or by some male trafficker, although evidence rarely could be obtained.

Prostitutes were not often formally deported. When brothels were closed or when prostitutes were told they could not stay they usually went away without a deportation order.

In Bombay, the tactics of the police were said to be not to deport a prostitute who arrived alone, but, if she arrived with a man, both of them were deported. Nothing was said to have been done in such cases to prevent continued exploitation in the future in another country.

Repatriation of victims of traffickers had not often been carried out. The only recent case of this kind occurred shortly before the arrival of the Commission in Bombay. A young German woman had come to Bombay with an Indian man, who had brought her from Germany and promised to get work for her as a dressmaker. The girl was repatriated by the German Consul in Bombay. Nothing could be done against the man because of lack of evidence.

Methods used to evade Laws and Regulations.

False passports were very seldom discovered. A case where two French prostitutes in Calcutta were found to have arrived on false passports was the only one of that kind which the police had dealt with during recent years.

OUTGOING TRAFFIC.

Extent and Reasons.

Outgoing traffic in women and children from British India was not known by the authorities to exist.

No information was obtained about conditions which might induce traffickers to take women and children abroad from British India for immoral purposes.

Among certain groups of Hindus, old traditions prevented the women from crossing the seas.

Laws bearing on Outgoing Traffic.

Laws.

Passports and visas are required by persons going to most countries outside India and are issued according to general rules. Shipping companies did not issue tickets to passengers who were not in possession of necessary documents.

British Indians going to British Malaya are not required to have passports. Persons going for pilgrimage have special pilgrims' passes issued by the Pilgrims' Department.

Situation with regard to Emigration and Application of Laws.

Emigration.

The emigration of natives was said to be comparatively small. A considerable number of Indian workers go from Madras Presidency each year to Malaya and Ceylon for work on plantations or in factories. The ports of departure are Madras and Tuticorin. The workers engaged by licensed agents receive free passages and are assisted in certain ways under the Emigration Act through the offices of the Protector of Emigrants at the ports of departure. It is the duty of the Protector of Emigrants to satisfy himself that every person going out as an assisted emigrant has been supplied with a written statement correctly explaining the terms of employment. Women who wish to go over to British Malaya or Ceylon with these labour transports must go with husbands or relatives. Their statements are verified before they are allowed to leave.

Influence of Pilgrimages.

It was not considered that pilgrimages were connected with traffic in women and children. The Pilgrims' Camp in Karachi, which was visited by the Commission, is supervised by the Pilgrims' Department and a private body, the Haj Committee, co-operating with the Department. During the years 1927 to 1931, 41,178 pilgrims, of whom 6,786 were women, had passed through the camp, which had accommodation

for about 2,000 people, with special quarters for women. The pilgrims come from the northern parts of India, from Chinese Turkestan, Afghanistan and Baluchistan. They are required to have pilgrims' passes from their own districts or from the Pilgrims' Department in the port of embarkation. It was compulsory to buy a return ticket or to deposit a sum of money for the return. The figures include both Indians and foreigners.

It was said that prostitutes sometimes make the pilgrimage, but the Karachi authorities did not know of any exploitation or traffic during the pilgrimages. No cases were known of women having been left in Arabia under circumstances which would induce them to take to prostitution during recent years and there had been no cases of Arabian women brought to India by returning pilgrims for immoral purposes.

In former times, women pilgrims had sometimes been abducted in Arabia, but this was said not to happen under the control of the present King of the Hejaz.

The system of compulsory return tickets gave a certain chance of controlling the return of pilgrims. The British Resident in Jeddah had funds for repatriation of stranded pilgrims.

In both these groups, there was a great excess of males.

Indian female artists were said very seldom to go abroad.

Prosecutions.

There had been no prosecutions relating to outgoing traffic and no such cases were known by the authorities to have happened during recent years.

Result of Activities against Outgoing Traffic.

Prevailing customs and conditions, as well as measures in use against outgoing traffic, seem to have as their result that practically no such traffic exists from India.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS TO COMBAT IT.

As far as the information gathered by the Commission goes, British India is not a country from which women and children are taken abroad for immoral purposes nor do women go from this country abroad on their own initiative for such purposes.

There seems to be a movement of traffic into British India from Iraq, Persia, China, Japan, Egypt and Europe, although not of very great extent from any of these countries. From the Portuguese Possessions in India—chiefly Goa—a number of prostitutes were said to come to the Bombay Presidency.

The principal official measures taken to stop incoming traffic were : (1) restrictions on the issue of visas to India; (2) deportations of undesirables.

The protective and preventive work provided for by the laws was apparently valuable in preventing young girls from being induced to practise immorality and from being exploited by traffickers. Rescue and preventive work was also done by many private associations and private individuals. Indian women were said to take a great part in such activities, both through their organisations and individually.

Associations and private persons were also carrying on educational and propaganda work in order to influence public opinion and it was generally believed that their activities in this regard had shown results.

II. BURMA.

INTERNAL CONDITIONS RELATING TO TRAFFIC AND ALLIED QUESTIONS.

Population.

In the census of 1921, the total population of Burma was 13,212,192, of whom 6,756,969 were males and 6,455,223 females.

The number of Burmese was given as 8,680,000, of whom 4,250,000 were males and 4,430,000 females.

The Indians were 887,000 in number, 654,000 males and 233,000 females. There were 149,000 Chinese, 102,000 males and 47,000 females. The number of Europeans was 8,217, 6,115 males and 2,102 females (figures of Shans, Karens, Arakanese and others are not here cited).

In the census of 1931, the total population of Burma was 14,665,618, of whom 7,489,460 were males and 7,176,158 were females. The figures for the different races for 1931 are not available.

It appears from these figures that, in 1921, there were, in the whole population, about 92 women to 100 men, while among the Burmese there was a slight surplus of women over men. For the same year, the number of Chinese women to 100 men was 46. Among the Europeans the sex ratio was 34 women to 100 men and among the Indians 35 women to 100 men.

In the 1931 census, there were, in the whole population, 95 women to 100 men. For Rangoon city, the population was, in 1921, 345,621, of whom 238,769 were males and 106,852 females, or 45 women to 100 men. In 1931, the population of Rangoon was 400,415, of whom 271,063 were males and 129,352 females, or 44 women to 100 men.

General Policy towards Prostitution.

The general policy of the Government of Burma is one of abolition, carried out by measures taken against persons engaged in commercialised prostitution and under certain circumstances, against prostitutes, although prostitution as such is not a legal offence.

Laws relating to Prostitution and Allied Questions.

As in other parts of British India, the Indian Penal Code is in force (see Annex I).

Brothels.

The Burma Suppression of Brothels Act 1921 (Annex II), which is in force in Rangoon and certain other parts of the country was, according to the official reply, passed as a result of the energetic representation of certain charitable and social organisations in the country.

This law makes the keeping or management of brothels and the letting of premises to be used as a brothel punishable (Section 11).

" Brothel " means any house, room or place, which the occupier or person in charge thereof habitually allows to be used by any other person for the purpose of prostitution (Section 2).

On a complaint or a police report that a house is used by one or more prostitutes to the annoyance of people living in the vicinity, the police authorities may issue an order to the owner or occupier or to the prostitute prohibiting such use of it. Contravention of such order is punishable (Section 6).

Soliciting.

Soliciting for purposes of prostitution is an offence (Section 4).

Procuration.

Procuration of any woman with or without her consent is an offence (Section 8).

" *Souteneurs* ".

Any male person who knowingly lives on the earnings of prostitution is liable to punishment (Section 7).

Traffic.

Importing or attempting to import any woman or girl into Rangoon, or into any other area to which this section is extended, for purposes of prostitution is an offence (Section 9).

Detention of any woman or girl in any place against her will for immoral purposes is an offence (Section 10).

Any person of European extraction on being convicted of any offence under the regulations mentioned above may be removed from Burma (Section 17).

Preventive and Protective Measures.

The Suppression of Brothels Act does not provide protective and preventive measures for women and children against traffic.

A Children Act is in force since 1929. Under this Act, provision is made for the removal of children living in a bad environment—for instance, girls under 16 living in a house of prostitution—to a place of safety, to be taken further care of in different ways. Delinquent children are dealt with at the juvenile court. No copy of this Act has been furnished to the Commission. As for the Foreigners Act of 1864, with amendment of 1915 regarding removal of undesirable foreigners from British India, see Part I of this report.

Situation with regard to Prostitution and Application of Laws.

Former Conditions.

Before dealing with the present situation, it may be proper to make a short review of some conditions prevailing in Rangoon before 1920, which, according to information given by the Superintendent of Police in Rangoon, were the following :

In Rangoon, segregated areas existed where brothels were not interfered with by the police. There was one block of a certain street where practically all prostitutes from western countries and a few Iraqi Jewesses lived in brothels kept by European women. The number of foreign prostitutes did not exceed fifteen or sixteen at any time and none of them stayed long, not more than two or three years. The European women arrived via Colombo, Bombay, Calcutta, the Straits Settlements, and had, almost without exception, been prostitutes in other cities of the East, after having got " stale " in these places. The small size of the European colony in Rangoon was said to be the reason the women did not stay long. It had come to the notice of the police formerly that European *souteneurs* used to bring such women to Rangoon where houses were rented by the men and lavishly furnished to be used as brothels. From time to time, the police took action against European *souteneurs* under the Foreigners Act and deported them.

There had also been some Japanese brothels kept by Japanese women. The inmates were brought by Japanese men from the Straits Settlements and were common prostitutes who received clients of various nationalities. They were given comfortable quarters but were harshly treated by the keepers.

There had been, during this period, Chinese prostitutes of two kinds in Rangoon : common prostitutes living in comparatively cheap brothels kept by Chinese women who treated them rather badly; high-class prostitutes or singing-girls connected with

clubs for Chinese men of good standing. Chinese women or sometimes men brought the Chinese girls to Rangoon from the Straits Settlements, hardly ever directly from China.

In addition to the Iraqi Jewesses, living in the European brothels, a great number lived in their own brothels. The Chief of Police said that " the Iraqi prostitutes at that time were miserable slaves in the hands of the brothel-keepers ".

In the year 1920, when the issue of the Suppression of Brothels Act was expected, the foreign Consuls took action to repatriate the prostitutes to their respective countries. All the brothels were closed. The European women and some of the most successful Chinese singing-girls left at their own expense. The other Chinese girls were repatriated at the expense of the communities who subscribed the money, except some who married members of the Chinese community.

Since then, practically no foreign prostitution had existed in Rangoon. The Commissioner of Police was of the opinion that it was the action of the Consuls and not the new Act which had put a stop to foreign prostitution, but that the regulations of the Act were very effective in prohibiting traffic in foreign women to Burma.

Brothels.

Although the keeping of brothels was now punishable, there were, according to the police, a considerable number of sly brothels in Rangoon, as a rule occupying premises only for some few months and then moving to another house through fear of police interference. The brothels were said to be very simply furnished and inhabited usually by only a few girls. The keepers were said by the police to be in most cases Burmese women, only exceptionally Tamil women.

Inmates: Recruiting.

The majority of the inmates were Burmese, very few were Indians. One or two years ago there had been two Tamil brothels with twenty-five inmates in all, but these did not exist any more, said the police. Hardly any of the Burmese girls in the brothels were from Rangoon; generally they were poor and ignorant country girls, most of them " from the jungle ". They were often brought to the brothels by pimps —as a rule Burmese men—who went round to the rural villages promising the girls work or well-to-do husbands in Rangoon and usually paying a sum of money to the parents. Many of these girls were very young on arrival, 14 to 15 years of age.

Internal Traffic.

A Burmese lawyer, who gave evidence to the Commission, stated that before the enforcement of the Suppression of Brothels Act 1921, and also during some of the following years, there had been a considerable traffic carried on in very young girls from Tavoy (a tin-mining district in the south of Burma) who were brought to Rangoon,

some of them to be sold directly to brothel-keepers, others to be sold or pawned as domestic servants, but in many cases afterwards drifting into prostitution. An association of Tavoyese men with headquarters in Rangoon had been formed to stop this traffic and by the co-operation of this association with the police and, after 1921, by a strict application of the new Act, the traffic had been almost entirely stopped, according to the witness.

Anglo-Indians.

Prostitution was much practised by Anglo-Indian girls who often operated in the following way : girls living with their families or with other such girls in a flat sent cards to European men residing in Rangoon or passing through, inviting them to spend an evening at their dwelling where entertainment, such as dancing or music, was arranged. Many of these Anglo-Indian girls had some occupation, but increased their earnings in this way. The police could not interfere in such cases as evidence could not be obtained that the houses were used as brothels.

Chinese Prostitutes.

No Chinese women were known to be inmates of brothels. Chinese prostitution was believed to be carried on to a certain extent by Chinese waitresses in Chinese hotel-restaurants and cafés.

The police said there were about 150 Chinese waitresses in Rangoon. There were no professionally trained Chinese singing-girls in Rangoon, but a few of the waitresses performed as musicians and singers at dinner-parties in Chinese clubs. A social worker said that many of the Chinese waitresses looked very young and might be exposed to temptation but she had not met with any cases of Chinese waitresses having been forced into an immoral life or exploited.

No other women of European or foreign Asiatic origin were known to practise prostitution in Burma.

Pimps.

Car-drivers and rickshaw-pullers were said to act as pimps for sly prostitutes who paid them a commission.

Soliciting.

At night, a small number of prostitute women could be seen soliciting in a discreet way outside the houses in the streets of Rangoon. Social workers said that the soliciting had very much decreased during recent times.

Prosecutions.

As for prosecutions under the laws relating to traffic, there is, in the annual reports to the League of Nations for the years 1926 and 1927, one case of procuring for each year.

An extract from the Rangoon Town Police Report for the years 1928 and 1929, together with the statements in the annual report to the League for 1930, shows the number of persons dealt with under the Burma Suppression of Brothels Act during the years 1928 to 1930 as follows :

	1928	1929	1930
(a) Prohibitory orders under Section 6 (1) (for carrying on prostitution).....	321	175	123
(b) Convicted for non-compliance with *(a)* under Section 6 (2).....	21	8	—
(c) Convicted under Section 4 (1) (soliciting).....	95	234	147
(d) Convicted under Section 7 (living on the earnings of prostitution).....	8	0	—
(e) Convicted under Section 8 (Procuration).....	0	0	—
(f) Convicted under Section 10 (detention as prostitute or in brothel or with intent).....	3	0	—
(g) Prohibitory orders under Section 11 (against landlords for allowing their premises to be used as a brothel).....	6	1	—
(h) Convicted under Section 11 (for keeping a brothel or allowing premises to be used as a brothel).....	8	0	2

The fall in the number of orders under Section *(a)* regarding prostitution as an annoyance, was explained to the Commission by private competent information to be due to the fact that two judgments of the High Court on appeal had cancelled convictions for failure to obey orders issued by the Commissioner of Police under this section on the grounds that sufficient evidence had not been obtained, and the Police Commissioner could not in law be held to have satisfied himself that the inmates of a premises were prostitutes. It was therefore difficult for the police to enforce this section and the keepers and prostitutes were said to know how to take advantage of the difficulties.

The great increase in convictions for soliciting seems to indicate that the police found it more practicable to combat prostitution in this way than by dealing with prostitution as an annoyance.

Protective and Preventive Measures.

Under the Children Act, girls under 16 years found in brothels or otherwise living in bad surroundings, were removed to places of safety and taken care of.

The police in such cases co-operated with the Vigilance Society and the Salvation Army. The Vigilance Society, founded in 1912, had among its objects " to eradicate prostitution and kindred evils and the protection and help of unprotected and unfortunate women ". The society received a yearly grant from the Government towards the expense of employing a trained social worker from England. This lady was also trained as a policewoman. She co-operated with the police and dealt with police cases of women and children. The society runs a home for girls where the police send girls in need of protection under the Children Act. Most of the girls taken care of in the home were Anglo-Indian; the remainder were Burmese or Indians. There had been one Chinese. The number of girls received in the home was 43 in 1929 and 63 in 1930. A few of these girls rescued were from brothels. Most of them had been abandoned or were stranded.

The Salvation Army runs a home for destitute and abandoned women and children and receives a grant from the Government. Some of the inmates had been sent there by the police.

The Y.W.C.A. runs a hostel for girl workers or students which may have a protective influence. Most of these girls are Anglo-Indians. The Girls' Friendly Society also runs a home for girl-students and business girls. No information was received of any education work established by the authorities regarding the dangers of prostitution and other sex questions. The Vigilance Society was working for public education in such matters, while the Y.W.C.A. carried on a general health education work among young girls.

Relations of Labour Conditions.

Certain conditions prevailing among Indian workers in Burma seem to have a bearing on the question of prostitution and traffic in women.

According to the Factory Inspector, practically all industrial work in Burma, except the work in some match factories in Rangoon, is done by Indian workers. Large groups of Indians come to Burma also for the rice harvest. The latter return comparatively soon to India while the industrial workers remain for longer periods or settle down definitely in Burma. Most Indian immigrants to Burma come from the Madras Presidency. On their arrival in Rangoon all immigrants are looked after by the Protector of Immigrants.

As the women of certain Indian communities, according to old traditions, may not cross the sea without running the risk of being excommunicated on their return to India, most Indian workers come without women-folk. During the years 1926 to 1930, there were only 8 to 9 women to 100 men among the Indian immigrants to Burma.

It is therefore a common arrangement among Indian Telagu [1] workers to work and live together in groups of fifteen to twenty men and have a Telagu female housekeeper who was a common mistress to the gang. A kind of polyandry was practised in this way.

Further information on this subject was supplied by a member of the Legislative Council in Rangoon. He said that many Telugu women were brought to Rangoon under false pretences by men who promised to find them work or husbands. On her arrival in Rangoon a woman would be sold to a labourer as his wife, but after some time she would be required to live with a gang of men. In the middle of 1930, the case of half-a-dozen Telugu women brought over in this way had come to the notice of the Police who repatriated them and took action against the man.

According to the same witness, many of these Telugu women had come to Burma to find work or suitable husbands, but circumstances led them astray. " They are not ", he said, " anxious to make money by prostitution. All they want is to get a living and that living it is not possible for one labourer to provide for a woman, because what he earns is hardly sufficient for himself and the maintenance of his family in India."

Indian workers not living with or sharing a mistress were said to patronise the sly brothels with Burmese or (in some few cases) Indian inmates.

INCOMING TRAFFIC.

Extent and Reasons.

Hardly any traffic in foreign women and children to Burma had come to the notice of the police during recent years.

Demand for foreign prostitutes, it was stated in the official reply to the Commission's questionnaire did not exist.

Chinese.

The Chinese population in Burma consisted in 1921 of 101,877 men and 47,183 women, the sex ratio thus being 46 women to 100 men. The surplus of males might be expected to create a demand for Chinese prostitutes. On the other hand, the Chinese residents of Burma assimilated to a considerable degree with the Burmese, and Chinese men very often married Burmese women.

Laws bearing on Incoming Traffic.

Passports and visas are required by all foreigners arriving in Burma (See Part I of this chapter).

[1] A community of Southern India.

Incoming traffic is penalised by the Penal Code and by the Burma Suppression of Brothels Act.

Situation with regard to Immigration and Application of Laws.

No case of immigrants excluded from landing during recent years and no case of deportation was mentioned to the Commission.

Since the coming into force of the Act of 1921, there had been no cases discovered of traffic or attempts at traffic in European or non-Chinese Asiatic women.

As for traffic in Chinese women, no definite cases had come to the knowledge of the police during recent years, but, according to some of the unofficial witnesses heard by the Commission, a certain amount of traffic in Chinese girls did go on, although not to a great extent.

Results of Activities against Incoming Traffic.

It was generally agreed that the result of the action against traffic in foreign women and children which was started by the foreign consuls and communities in the year 1920 had been satisfactory and had reduced the traffic to very small dimensions and that, under the Suppression of Brothels Act, it would be almost impossible for foreign traffickers to ply their trade successfully in Burma.

OUTGOING TRAFFIC.

Extent and Reasons.

There were no special circumstances prevailing in Burma which would give rise to an outgoing traffic in women and children, and such traffic was not supposed to exist.

Laws bearing on Outgoing Traffic.

Regulations regarding passports and visas required to leave Burma for countries outside India are as referred to in Part I of this chapter.

Traffickers would be liable to punishment under the laws already mentioned.

Situation with regard to Emigration.

Indian emigrant deck-passengers were assisted by the Protectors in the same way as the immigrants.

Burmese very rarely emigrate. A few of them, perhaps twenty or thirty a year, including some women, go to the Straits Settlements as cheroot (cigar) rollers.

No cases of outgoing traffic or of attempts at traffic, either of Burmese or of women of other nationalities, were known to the police or other witnesses. In the time when

tolerated brothels existed in Rangoon, foreign prostitutes may have been taken by *souteneurs* from Burma to other places but, with the suppression of these brothels, both incoming and outgoing international traffic seems to have been stopped or at least reduced to a minimum.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS TO COMBAT IT.

A review of the situation regarding traffic in women and children seems to give the result that Burma has succeeded in reducing international traffic to a negligible amount.

This result was due to action by foreign consuls, followed by the passage of legislation penalising brothels and brothel-keeping.

The import for immoral purposes of Indian women often obliged to live in Burma under rather miserable conditions constitutes a serious problem of an internal kind, the more difficult to solve as it is connected with old Indian traditions prohibiting certain Indian immigrants from taking their wives with them across the sea. The position of many Anglo-Indian girls seems to be precarious. On the whole, the internal problems of prostitution and traffic in women seem to be far more important in Burma than the international aspect of the question.

ANNEX I.

EXTRACTS FROM THE PENAL CODE OF BRITISH INDIA OF 1860, WITH AMENDMENTS OF 1923 AND 1924.

Section 366.

Whoever kidnaps or abducts any woman with intent that she may be compelled, or knowing it to be likely that she will be compelled, to marry any person against her will, or in order that she may be forced or seduced to illicit intercourse or knowing it to be likely that she will be forced or seduced to illicit intercourse, shall be punished with imprisonment of either description for a term which may extend to ten years, and shall also be liable to fine.

And, whoever, by means of criminal intimidation as defined in this Code or of abuse of authority or any other method of compulsion, induces any woman to go from any place with intent that she may be, or knowing that it is likely that she will be, forced or seduced to illicit intercourse with another person, shall also be punishable as aforesaid.

Section 366A.

Whoever by any means whatsoever induces any minor girl under the age of eighteen years to go from any place or to do any act with intent that such girl may be, or knowing that it is likely that she will be, forced or seduced to illicit intercourse with another person, shall be punishable with imprisonment which may extend to ten years and shall also be liable to fine.

Section 366B.

Whoever imports into British India from any country outside India any girl under the age of twenty-one years with intent that she may be, or knowing it to be likely that she will be, forced or seduced to illicit intercourse with another person;

And whoever with such intent or knowledge imports into British India from any State in India any such girl who has with the like intent or knowledge been imported into India, whether by himself or by another person, shall be punishable with imprisonment which may extend to ten years and shall also be liable to fine.

Section 372.

Whoever sells, lets to hire, or otherwise disposes of any person under the age of eighteen years with intent that such person shall at any age be employed or used for the purpose of prostitution or illicit intercourse with any person or for any unlawful and immoral purpose, or knowing it to be likely that such person will at any age be employed or used for any such purpose, shall be punished with imprisonment of either description for a term which may extend to ten years, and shall also be liable to fine.

Explanation I.—When a female under the age of eighteen years is sold, let for hire, or otherwise disposed of to a prostitute or to any person who keeps or manages a brothel, the person so disposing of such female shall, until the contrary is proved, be presumed to have disposed of her with the intent that she shall be used for the purpose of prostitution.

Explanation II.—For the purposes of this section, "illicit intercourse" means sexual intercourse between persons not united by marriage or by any union or tie which, though not amounting to a marriage, is recognised by the personal law or custom of the community to which they belong or, where they belong to different communities, of both such communities, as constituting between them a quasi-marital relation.

Section 373.

Whoever buys, hires or otherwise obtains possession of any person under the age of eighteen years with intent that such person shall at any age be employed or used for the purpose of prostitution or illicit intercourse with any person or for any unlawful and immoral purpose, or knowing it to be likely that such person will at any age be

employed or used for any such purpose, shall be punished with imprisonment of either description for a term which may extend to ten years, and shall also be liable to fine.

Explanation I.—Any prostitute, or any person keeping or managing a brothel, who buys, hires or otherwise obtains possession of a female under the age of eighteen years shall, until the contrary is proved, be presumed to have obtained possession of such female with the intent that she shall be used for the purpose of prostitution.

Explanation II.—" Illicit intercourse " has the same meaning as in Section 372.

Section 498.

Whoever takes or entices away any woman who is and whom he knows or has reason to believe to be the wife of any other man, from that man, or from any person having the care of her on behalf of that man, with intent that she may have illicit intercourse with any person, or conceals or detains with that intent any such woman, shall be punished with imprisonment of either description for a term which may extend to two years, or with fine, or with both.

EXTRACTS FROM THE CALCUTTA SUPPRESSION OF IMMORAL TRAFFIC ACT, 1923.

BROTHEL-KEEPING.

Section 3.

(1) When the Commissioner of Police receives information that any house, room or place :

(a) Is being used as a brothel or disorderly house, or for the purpose of carrying on the business of a common prostitute, in the vicinity of any educational institution or of any boarding-house, hostel or mess used or occupied by students, or of any place of public worship or recreation, or

(b) Is used as, or for the purpose, aforesaid to the annoyance of respectable inhabitants of the vicinity, or

(c) Is used as, or for the purpose aforesaid, on any main thoroughfare which has been notified in this behalf by the Local Government on the recommendation of the Corporation of Calcutta, or

(d) Is used as a common place of assignation;

he may cause a notice to be served on the owner, lessor, manager, lessee, tenant or occupier of the house, room or place or all of them, to appear before him, either in person or by agent, on a date to be fixed in such notice, and to show cause why, on the grounds to be stated in the notice, an order should not be made for the discontinuance of such use of such house, room or place.

(5) Whoever, after an order has been made by the Commissioner of Police . . .

in respect of any house, room or place, uses or allows to be used, such house, room or place in a manner which contravenes such order after the period stated therein, shall be punished with fine which may extend to fifty rupees for every day after the expiration of the said period during which the breach continues, and shall on a second conviction for the same offence be punished with imprisonment for a term which may extend to six months in addition to, or in lieu of, any fine imposed.

" SOUTENEURS ".

Section 6.

(1) Any male person who knowingly lives, wholly or in part, on the earnings of prostitution shall be punished with imprisonment, which may extend to three years, or with whipping, or with both of these punishments, and shall also be liable to a fine, which may extend to one thousand rupees.

PROCURING.

Section 7.

Any person who induces a woman or girl to go from any place with intent that she may, for the purposes of prostitution, become the inmate of, or frequent, a brothel, shall be punished with imprisonment which may extend to three years or (if a male) with whipping or (if a male) with both of these punishments and shall be liable to fine which may extend to one thousand rupees.

Section 8.

Any person who brings or attempts to bring, or causes to be brought, into Calcutta any woman or girl with a view to her carrying on, or being brought up to carry on, the business of a prostitute shall be punished with imprisonment, which may extend to three years, or (if a male) with whipping or (if a male) with both of these punishments, and shall also be liable to fine, which may extend to one thousand rupees.

DETENTION FOR IMMORAL PURPOSES.

Section 9.

Any person who detains any woman or girl against her will :

(a) In any house, room or place in which the business of a prostitute is carried on, or

(b) In or upon any premises with intent that she may have sexual intercourse with any man other than her lawful husband,

shall be punished with imprisonment, which may extend to three years, or with fine, which may extend to one thousand rupees, or with both.

EXTRACTS FROM THE BENGAL CHILDREN ACT, 1932.

Section 6.

(1) The Local Government may establish and maintain reformatory and industri schools for the reception of youthful offenders and children who may be sent there i pursuance of this Act.

(2) The Local Government, on the application of the managers of any reformator or industrial school not established under sub-section (1), may certify that suc reformatory or industrial school is fit for the reception of youthful offenders or childre to be sent there in pursuance of this Act.

Section 27.

(1) . . . if the court has reason to believe that the child : . . .

(e) Frequents the company of any reputed thief or prostitute, or

(f) Is living in circumstances calculated to cause, encourage or favou the seduction or prostitution of the child . . .

(2) . . . any person authorised by the Local Government in this behalf ma bring before a juvenile court or court of a magistrate having jurisdiction under th Act any child apparently under the age of fourteen years who : . . .

(d) Frequents the company of any reputed thief or prostitute; or

(e) Lives in houses of ill-fame.

(3) . . . the court shall hear and record all evidence.

(4) If, after enquiry, the court is satisfied that it is expedient to send the chil to an industrial school, it shall pass an order to that effect.

Section 28.

(1) When, under this Act, a court is empowered to order a child to be sent to a industrial school, the court, in lieu of ordering him to be so sent, may make an ord for the committal of the child to suitable custody.

Section 30.

If it appears to a court, on the complaint of any person, that a girl under the ag of sixteen years is being treated with cruelty by her parent or guardian or that suc girl, with the knowledge of her parent or guardian, is exposed to the risk of seductio or prostitution or living a life of prostitution, the Court may direct the parent guardian to enter into a recognisance to exercise due care and supervision in respe of such a girl.

EXTRACT FROM THE MADRAS CITY POLICE ACT, 1888.

BROTHEL-KEEPING.

Section 52.

If the Commissioner has reason to believe that a house is used as a common brothel, or lodging-house for prostitutes, or disorderly persons of any description, he may summon the owner or tenant of the house, and on being satisfied that the house is so used and is a source of annoyance and offence to the neighbours, may order the owner or tenant to discontinue such use of it.

EXTRACTS FROM THE MADRAS SUPPRESSION OF IMMORAL TRAFFIC ACT, 1930.

(In force in the whole of the Presidency of Madras.)

Section 4.

In this Act, unless there is anything repugnant in the subject or context :

(a) " Brothel " means any house, room, or place which the occupier or person in charge thereof habitually allows to be used by any other person for the purpose of prostitution.

. . . . . .

(e) " Prostitution " means promiscuous sexual intercourse for hire.

Section 5.

(1) Any person who keeps or manages or acts or assists in the management of a brothel shall be punished with imprisonment, which may extend to two years, or with fine, which may extend to one thousand rupees, or with both.

(2) Any person who :

(a) Being the tenant, lessee, occupier, or person in charge of any premises, knowingly permits such premises or any part thereof to be used as a brothel, or

(b) Being the lessor or landlord of any premises, or the agent of such lessor or landlord, lets the same, or any part thereof, to any person convicted under sub-section (1) or clause *(a)* of this sub-section with the knowledge that such premises or some part thereof is or is likely to be used as a brothel, or is wilfully a party to the use of such premises, or any part thereof, as a brothel,

shall be punished with imprisonment, which may extend to three months, or with fine, which may extend to five hundred rupees, or with both.

(3) Notwithstanding anything contained in any other law for the time being in force, the owner or lessor of any house, room or place, in respect of which the lessee,

tenant, or occupier thereof has been convicted under clause *(a)* of sub-section (2) shall be entitled forthwith to determine such lease, tenancy or occupation.

Section 6.

(i) Where a magistrate has reason to believe from a report made to him by a police officer or otherwise, that a girl apparently under the age of 18 years is living, or is carrying on, or is being made to carry on the business of prostitution in a brothel, disorderly house, or place of assignation, he may issue an order to a police officer not below the rank of an inspector specially authorised in writing in this behalf by the Commissioner of Police, or by the Superintendent of Police, to enter into such brothel, disorderly house or place of assignation and to remove therefrom such girl; and thereupon such police officer shall have the power to enter into such brothel, disorderly house or place of assignation, and shall be entitled to remove such girl forthwith from such brothel, disorderly house or place of assignation.

(ii) A girl who has been so removed shall be brought before a juvenile court constituted under Section 36 of the Madras Children Act, 1920, and the court shall cause an enquiry to be made in the manner provided in sub-section (3) of Section 29 of that Act, and, if satisfied that the girl is under 18 years of age and that she should be dealt with as therein provided, may make an order that such girl be placed until she attains the age of 21 years or for any shorter period in a rescue home or in such other custody as the court, for reasons to be stated in writing, shall consider suitable, provided that such custody shall not be that of a person or body of a different religious persuasion from that of the girl.

Section 9.

Any person who takes or attempts to take or causes to be taken from one place to another any woman or girl with a view to her carrying on or being brought up to carry on the business of prostitution, or causes or induces any woman or girl to carry on the business of prostitution, shall be punished with imprisonment, which may extend to two years, or with fine, which may extend to one thousand rupees, or with both.

Section 10.

(i) Any person who detains any woman or girl against her will :

(a) In any house, room or place in which the business of prostitution is carried on, or

(b) In or upon any premises with intent that she may have sexual intercourse with any man other than her lawful husband,

shall be punished with imprisonment, which may extend to two years, or with fine, which may extend to one thousand rupees, or with both.

(ii) A person shall be presumed to detain a woman or girl who is in any house, room or place in which the business of prostitution is carried on, or upon any premises

for the purpose of sexual intercourse with a man other than her lawful husband, if such person, with intent to compel or induce her to remain there :

(a) Withholds from her any jewellery, wearing apparel or other property belonging to her, or

(b) Threatens her with legal proceedings if she takes away with her any jewellery or wearing apparel lent or supplied to her by or by the direction of such person.

(iii) Notwithstanding any law to the contrary, such a woman or girl shall not be liable to be proceeded against civilly or criminally for taking away or being found in possession of any jewel, wearing apparel, money or other property alleged to have been lent or supplied to, or to have been pledged by such woman or girl by or to the person by whom she has been detained.

Section 11.

Any person who induces a woman or girl to go from any place with intent that she may, for the purposes of prostitution, become the inmate of or frequent a brothel, shall be punished with imprisonment, which may extend to two years, or with fine, which may extend to one thousand rupees, or with both.

EXTRACTS FROM THE MADRAS CHILDREN ACT, 1920.

Section 6.

(1) The Local Government may establish and maintain senior certified and junior certified schools for the reception of youthful offenders and children.

(2) The Local Government may certify that any senior certified or junior certified school not established under sub-section (1) is fit for the reception of youthful offenders or children.

Section 29.

(1) In any area to which the Local Government shall direct that this section shall apply, any person authorised in this behalf in accordance with rules made by the Local Government may bring before a court any person apparently under the age of fourteen years who :

(a) Is found wandering and not having any home or settled place of abode, or visible means of subsistence, or is found wandering and having no parent or guardian, or a parent or guardian who does not exercise proper guardianship, or

(b) Is found destitute, not being an orphan and having both parents or his surviving parents, or in the case of an illegitimate child his mother, undergoing transportation or imprisonment, or

(c) Is under the control of a parent or guardian who, by reason of criminal or drunken habits, is unfit to have the care of the child, or

(d) Frequents the company of any reputed thief;

and the court before which a person is brought as coming within one of these descriptions, is satisfied on enquiry of that fact, and that it is expedient so to deal with him, may order him to be sent to a junior certified school.

(2) Where under this Act a court is empowered to order a child to be sent to a junior certified school the court, in lieu of ordering him to be so sent, may make an order for the committal of the child to suitable custody in the prescribed manner until he attains the age of sixteen years, or for any shorter period.

EXTRACTS FROM THE BOMBAY DISTRICT POLICE ACT, 1890.

Brothel-Keeping.

Section 41.

On complaint being made to a magistrate of a district or of a sub-division that any house in a town or village in his district or sub-division to which Government has by notification extended this section, is used as a common brothel or lodging-house or place of resort for prostitutes or disorderly persons of any description, to the annoyance of the respectable inhabitants of the vicinity, the said magistrate may summon the owner or tenant of the house to answer the complaint, and on being satisfied that the house is so used may order the owner or tenant, within a reasonable period which shall be set forth in the order, to discontinue such use of it.

Section 67.

Whoever fails to comply with an order made under Section 41 shall be punished with a fine which may extend to twenty-five rupees for every day that such order continues to be disobeyed by him.

EXTRACTS FROM THE BOMBAY PREVENTION OF PROSTITUTION ACT, 1923.

Procuring.

Section 4.

Whoever, being the keeper of any place of public amusement or entertainment, knowingly permits prostitutes or persons of notoriously bad character, for the purposes of their trade, to meet or remain in such place shall be punished with fine which may extend to one hundred rupees.

Section 6.

Any person who procures or attempts to procure any woman or girl, whether with or without her consent, to become a prostitute, or who, with intent that she may for the purposes of prostitution become the inmate of or frequent a brothel, persuades a woman or girl to leave her usual place of abode, shall be punished with imprisonment, which may extend to three years, or with fine, which may extend to one thousand rupees, or with whipping, or with any two of these punishments.

Section 7.

Any person who brings or attempts to bring into the City of Bombay any woman or girl with a view to her becoming a prostitute, shall be punished with imprisonment, which may extend to three years, or with fine, which may extend to one thousand rupees, or with whipping, or with any two of those punishments.

DETENTION FOR IMMORAL PURPOSES.

Section 8.

(1) Whoever detains any woman or girl against her will:

(a) In any house, room or place in which the business of a common prostitute is carried on, or

(b) In or upon any premises with intent that she may have sexual intercourse with any man, other than her husband, whether any particular man or generally;

shall be punished with imprisonment, which may extend to two years, or with fine, which may extend to one thousand rupees, or with whipping, or with any two of these punishments.

Section 8*A*.

Nothing in Sections 5, 6, 7 or 8 shall render a female liable to be punished with whipping.

Section 8*B*.

Any person who:

(a) Being the owner, tenant, lessee, occupier or person in charge of any premises, knowingly permits such premises or any part thereof to be used as a brothel, or

(b) Being the lessor or landlord of any premises, or the agent of such lessor or landlord, lets the same, or any part thereof, with the knowledge that the same, or any part thereof, may be used as a brothel, or is wilfully a party to the continued use of such premises, or any part thereof, as a brothel

shall be punished with imprisonment, which may extend to three months, or with fine, which may extend to five hundred rupees, or with both.

Section 8C.

Any person who, having been convicted of an offence punishable under Section 8B, is convicted of a subsequent offence punishable under the said section shall be punished with imprisonment, which may extend to one year, or with fine, which may extend to one thousand rupees, or with both, and may, in addition to such punishment, be required by the court to execute a bond, with sureties, for his good behaviour for such period, not exceeding three years, as the court may direct, and, in default of executing such bond, may be imprisoned for a period not exceeding six months in addition to any punishment awarded in respect of his offence.

Section 8D.

(1) On conviction of the tenant, lessee or occupier of any offence under Section 8B, clause *(a)*, the convicting court shall give notice thereof in writing to the landlord or lessor, who shall then be entitled to require the person so convicted to assign the lease or other contract, under which the said premises are held by him to some other person approved by the landlord or lessor which approval shall not be unreasonably withheld, and, in the event of the person so convicted failing within three months to assign the lease or contract as aforesaid, the landlord or lessor shall be entitled to determine the lease or other contract, but without prejudice to the rights or remedies of any party to such lease or contract accruing before the date of such determination.

(2) If the landlord or lessor determines a lease or contract of tenancy under the provisions of sub-section (1), the court which has convicted the tenant, lessee or occupier may make an order for delivery of possession to the landlord or lessor within such time, not being less than seven days, as the court may direct. The order shall be served on the person against whom it is made in the manner provided in the Code of Criminal Procedure, 1898, for the service of a summons, and if such person fails to comply with it he shall be punished with imprisonment, which may extend to one month, or with fine, which may extend to two hundred rupees, or with both.

(3) If the landlord or lessor, after he has received notice in writing of such conviction, fails to exercise his rights under sub-section (1) and, subsequently during the subsistence of the lease or contract, any such offence is again committed in respect of the premises, the landlord or lessor shall be deemed to have abetted that offence, unless he proves that he had taken all reasonable steps to prevent the recurrence of the offence.

(4) Where a landlord or lessor determines a lease or other contract under this section, and subsequently grants another lease or enters into another contract of tenancy to, with, or for the benefit of the same person, without causing to be inserted in such lease or contract all reasonable provisions for the prevention of a recurrence of any such offence, he shall be deemed to have failed to exercise his rights under the

provisions of this section, and any such offence committed during the subsistence of the subsequent lease or contract shall be deemed, for the purposes of this section, to have been committed during the subsistence of the previous lease or contract.

"SOUTENEURS".

Section 5.

(1) Any person not below the age of 16 years who knowingly lives, wholly or in part, on the earnings of prostitution of another person shall be punished with imprisonment, which may extend to two years, or with fine, which may extend to one thousand rupees, or with whipping, or with any two of those punishments.

EXTRACTS FROM THE "NAIK" GIRLS' PROTECTION ACT, INDIA, 1929.

Section 3.

The district magistrate may, from time to time, by order in writing, direct any person or persons having under his or their guardianship or control a minor girl or girls of the "Naik" caste within the local limits of his jurisdiction to take such steps as he may by the said order specify to restrict or otherwise regulate the movements of such minor girl or girls or to remove her or them to the Kumaun division in order to prevent her or their being trained to the profession of prostitution or living in immoral surroundings.

Section 4.

If the district magistrate is of opinion that there is danger that a minor girl of the "Naik" caste within the local limits of his jurisdiction may be sold, let for hire, trained or otherwise disposed of with the intent that she shall be employed for the purpose of prostitution or for any unlawful and immoral purpose, he may order that she shall be sent to a settlement and there detained for such period as may be prescribed, or that she shall be placed under the guardianship of any person of the same faith who is willing and, in the opinion of the district magistrate, fit to have charge of her, and may take any steps as may, in his opinion, be necessary for the enforcement of such order.

Section 6.

Whoever, without lawful excuse, disobeys or resists or in any way obstructs the execution of any order of a district magistrate made under Section 3 or Section 4 of this Act shall be punished with imprisonment of either description for a term not exceeding one year or with fine not exceeding five hundred rupees or with both.

EXTRACT FROM THE UNITED PROVINCES MINOR GIRLS' PROTECTION ACT (INDIA, 1929).

Devoting Girls to Prostitution.

Section 2.

If the Local Government has reason to believe that any community, class or group of persons in the United Provinces is in the habit of devoting its girls to prostitution, it may declare such community, class or group of persons to be a restricted class.

Provided that no such declaration shall be made until the Local Government has published in the *Gazette* its intention of making such a declaration and has considered any objections which it may receive regarding such intention within one month of such publication.

Section 3.

When the Local Government has in exercise of the power conferred by Section 2 of this Act declared a community, class or group of persons to be a restricted class, the provisions of the " Naik " Girls' Protection Act, 1929, shall apply to the said community, class or group of persons as if the said persons were members of the " Naik " caste and the powers conferred and the penalties prescribed by the said Act may be exercised and enforced with regard to and against such persons.

Procuring.

Section 4.

Any person who procures or attempts to procure any woman or girl, whether with or without her consent, to become a prostitute, or who, with intent that she may, for the purpose of prostitution, become the inmate of, or frequent, a brothel or the house of a prostitute, persuades a woman or girl to leave her usual place of abode shall be punished with imprisonment, which may extend to six months, or with fine, or both.

ANNEX II.

EXTRACT FROM THE BURMA SUPPRESSION OF BROTHELS ACT, 1921.

" Souteneurs ".

Section 7.

(1) Same text as Section 5 of the Bombay Prevention of Prostitution Act (see Annex I).

PROCURING.

Sections 8 *and* 9.

Same text as Sections 6 and 8 of the Bombay Prevention of Prostitution Act (see Annex I).

DETENTION FOR IMMORAL PURPOSES.

Section 10.

(1) Same text as Section 8 of the Bombay Prevention of Prostitution Act (see Annex I).

BROTHEL-KEEPING.

Section 11.

Any person who :

(a) Keeps or manages or acts or assists in the management of a brothel, or

(b) Being the tenant, lessee, occupier or person in charge of any premises, knowingly permits such premises or any part thereof to be used as a brothel, or

(c) Being the lessor or landlord of any premises, or the agent of such lessor or landlord, lets the same premises, or some part thereof, with the knowledge that such premises, or some part thereof, is or is to be used as a brothel, or is wilfully a party to the continued use of such premises, or any part thereof, as a brothel;

shall be punished with imprisonment, which may extend to three months, or with fine, which may extend to five hundred rupees.

CEYLON.

Great Britain acceded on behalf of Ceylon to the Agreement of 1904, *to the Convention of* 1910 *and to the Convention of* 1921.

The Inspector-General of Police, Colombo, with the Deputy Inspector-General, Criminal Investigation Department, acts as central authority.

INTERNAL CONDITIONS RELATING TO PROSTITUTION AND ALLIED QUESTIONS.

Population.

I. Total population of Ceylon	5,306,871
Total Sinhalese population	3,016,154
Total Tamil population	1,120,059
Total Mohammedan population	284,964
II. Total population of Colombo	284,155
Total European population in Colombo	3,340

General Policy towards Prostitution and Allied Questions.

The general policy of the Ceylon Government towards prostitution and allied questions aims at reducing prostitution and traffic to the least possible amount by not allowing the existence of brothels, by measures taken against wandering prostitutes and by not allowing any foreign prostitutes or any foreign persons suspected of living on the earnings of prostitution to enter the colony or, if they succeed in entering, to stay there.

Laws relating to Prostitution and Allied Questions.

Brothels.

Keeping of brothels is a legal offence under Ordinance No. 5 of 1889, as amended by No. 21 of 1919 (Annex I).

Prostitutes.

Under the Ordinance No. 4 of 1841 and No. 5 of 1907, provision is made for dealing with wandering prostitutes and the detaining of such women in a house of detention.

"*Souteneurs*".

Any person who knowingly lives on the earnings of prostitution is liable to punishment under Ordinance No. 21 of 1919.

Procuring.

The Ceylon Penal Code (Annex II) provides for punishment for the procuring of any woman or girl under the age of 21 with a view to illicit sexual intercourse within or without the colony and for the procuring of any woman with intent that she may become a common prostitute within or without the colony (Section 360 A).

Soliciting.

Soliciting for immoral purposes in or about any public place or the committing of any act of gross indecency are legal offences under Ordinance No. 21 of 1919.

Age of Consent.

Sexual intercourse with a girl under 14 years of age is punishable under the Penal Code (Annex II).

Barter and Sale of Children.

Barter and sale of children is not directly dealt with in any of the laws furnished to the Commission.

Protection and Prevention.

Protective and preventive measures are provided for by the Ordinance No. 3 of 1930 (Annex III). Under Section 10 of this Ordinance, any person having the custody, charge or care of a girl under the age of 16 who induces the girl to immorality is liable to punishment and (Section 10 C) the girl in question may be removed to a place of safety and later placed in the custody of a reliable person until she attains the age of 16.

Situation with regard to Prostitution and Application of Laws.

Brothels.

Brothels are unlawful. Clandestine brothels were sometimes discovered in Colombo, but their number was said by the police to be small.

Before 1912, brothels were tolerated, and they were scattered over the city of Colombo, some being in the residential quarter, according to the Inspector-General of Police. The inmates were both native and foreign. In 1912, there had been twenty-three women from South Russia and from other countries of South-Eastern Europe.

In 1912, agitation was raised against the brothels, which resulted in the closing of such houses and in the departure from Colombo of all prostitutes from other countries. In 1917, a committee to enquire into the question of prostitution and to make suggestions as to measures to be taken was appointed, and, as a result of the report by this committee, the Ordinance No. 21 of 1919 making brothels illegal was passed (Annex I).

Prostitutes.

According to the authorities, prostitutes in Colombo were all of them native. All prostitutes were clandestine, and any discovered were detained in an institution according to the provisions of the law. Nearly 600 women were sent to detention homes in the years 1926 to 1930. No estimate was made regarding the number who escaped notice.

Recruitment.

The recruitment was said to come from poor women abandoned by husbands or lovers or otherwise in distress. " In the majority of cases ", says the official reply, " the woman becomes a prostitute because she finds it difficult to obtain means of livelihood in any other way. The depression in the planting industry has led to a considerable amount of unemployment with its attendant poverty, and this resulted in an increase in the number of women taking to prostitution as a means of livelihood. Girls were sometimes induced to leave their homes in the country under false promises of work in Colombo and, on arrival there, forced to prostitution. There was no prostitute caste among the native population. It did not often happen that a prostitute married, and no information was obtained as to their subsequent career." Prostitution was said not to be practised by women of mixed European-Sinhalese origin in Ceylou.

Male Prostitutes.

Boys practising homosexual prostitution were said to be comparatively numerous in Colombo and, according to a report of 1927 from the Inspector-General of Police to the Colonial Secretary, one of the evils the police had to contend with since the closing of the brothels was " an increase in the number of boys in the streets, especially in the vicinity of the harbour, who offer themselves to sailors for unnatural offences. Prior to the year 1912, sailors used to go to a brothel and get a woman." These boys were said to be between 13 and 19 years old. Their number was said by the police to have decreased during recent years.

The boys offering themselves to sailors for immoral purposes were said to be boys without homes, who had no proper upbringing. Some cases of the procuring of boys were known to the police, but no cases of exploitation of boys.

Exploitation of Prostitutes.

The native prostitute women were not known to be exploited by a system of debts or otherwise by keepers of clandestine brothels.

Pimps and Souteneurs.

Many prostitutes had pimps bringing them customers and paid as a kind of servant by the women. *Souteneurs* who compelled prostitutes to take customers and lived on their earnings very rarely came to the knowledge of the police. Native men and women sometimes went round in the villages inducing girls under false pretences to come to Colombo, where they were handed over to prostitution.

Places of Amusement.

Prostitution carried on in connection with amusement places had very seldom come to the notice of the police. Travelling circuses and theatrical troupes only rarely came to Colombo. Cinemas were practically the only existing places of amusement in Colombo.

Barter and Sale of Children.

In Ceylon, it is a common practice for children—boys and girls of poor families—to be placed in families of better standing for domestic service and as companions to the children of the richer family. The parents usually remain in touch with their children, visiting them now and then. When the girls attain marriageable age they usually return to their own families. Children taken over in this way were said to be found in most well-to-do families. Cases of cruelty to such children came sometimes to the knowledge of the police and, according to the official reply, the system does in some cases lead to a girl becoming a prostitute. In the first instance, she is probably taken advantage of by the father or some of the family with whom she is working. If she becomes pregnant, her services are dispensed with. The girl cannot go back to her village and she probably drifts on to the streets. Still, it was generally said that most of these children were well treated. " There are abuses in every system of that kind, but in the great majority of cases I think it does a deal of good ", said the Secretary of the Child Protection Society in Colombo. Children taken over in this way were sometimes called adopted children.

A draft Ordinance which provided for registration of adopted children had been submitted recently to the Legislature but had not been definitely passed and, according to the Inspector-General of Police, opinion was not in favour of this provision.

Prosecutions.

In the annual reports to the League of Nations, the following cases are reported : In 1926, one case of procuring; 1927, eight cases of procuring, five concerning boys

and one of a girl of 9 years of age; 1928, four cases of procuring boys, one case of procuring a woman; 1929, four cases of procuring women. In 1930, ten cases of trafficking were detected, seven in connection with boys and three in connection with girls. The ages of the offenders varied between 16 and 30, of the victims between 12 and 18.

According to official information obtained in Colombo, the cases of pimps prosecuted in Colombo city during the years 1926 to 1930 numbered thirty, and during the first nine months of 1931 it was five. Boys prosecuted for offences of indecency in Colombo city numbered thirty-nine during the years 1926 to 1930, and during the first nine months of 1931, five. The number of such boys had been forty-seven in the year 1921.

Protective and Preventive Measures.

Girls on probation or in need of protection were sent by the police to a home founded and managed by a private Sinhalese lady, Mrs. Jayasekara, who was appointed Probation Officer in 1923, and to the Salvation Army Home. To Mrs. Jayasekara's home girls were also sent by private persons. During the year 1930, 192 girls of various ages, all of them natives of Ceylon, had passed through this home, which was supported by the Government and by private funds. Some of these girls were said to have been deceived into coming from villages to Colombo and there compelled to live an immoral life. There had been several cases of rape during recent years, but the proprietress of the private home said that action could rarely be taken against the offenders because of lack of evidence. She advocated that the age of consent should be raised to 16 years. In her experience, many girls between 14 and 16 were induced or forced to illegal sexual intercourse and then persuaded to say that they had been consenting parties.

The Salvation Army Home received a grant from the Government. There had been 127 women and 9 children in the home during 1930, some of them rescue cases, some maternity, and some preventive cases. Only very few foreign women had been taken care of by the Salvation Army. Some few Australians and a couple of Russian women who had either come with travelling circuses and been stranded or had been abandoned by husbands had found shelter in the Home until provision could be made for them.

The Y.W.C.A. carries on travellers' aid work in Colombo. The Secretary meets boats on arrival and cards are distributed to female travellers. "Sometimes," said the Secretary, "we will be asked by a steamship company to take care of a stowaway found on the steamer; sometimes the police ask us to look after some girl; sometimes it is our European Association; sometimes it is other travellers' aid societies in other countries. Most of the cases assisted were Australian girls. An Australian mother had, for instance, cabled to the Association to meet her two young daughters, 15 and 16 years old, who were travelling with a theatrical company."

In the Blue Triangle Rooms of the Y.W.C.A. near the Harbour of Colombo, travellers can find a representative of the Association willing to assist them. The Association receives support from the Government. Clubs for boys, supported by the Government, were said to do good educational work among street boys, including those from whom the boy prostitute was recruited.

Public educational work in venereal disease was carried on by the Ceylon Council for combating Venereal Disease, with the assistance of the Government.

The Vigilance Society was said to play a leading part in influencing general opinion and in promoting public measures against prostitution and traffic.

INCOMING TRAFFIC.

Extent and Reasons.

No women or children were known to have been brought to Ceylon for immora purposes during recent years and there were no foreign prostitutes in Colombo at the time of the enquiry, according to the police.

According to the census return of 1921, there was a slight excess of males over females in Ceylon, the figures being 2,381,812 males and 2,116,793 females. This surplus of males was not considered by the authorities to create any considerable demand for foreign prostitution. The official reply to the questionnaire of the Commission answers the question whether a demand for foreign prostitution exists with "no", and the opinion of the witnesses heard by the Commission seemed to be that such a demand existed only among some foreign sailors or casual foreign visitors. Some foreign unmarried planters living in Ceylon were said to take native women as mistresses. Children born of such relations were said to be sufficiently provided for in most cases.

Laws bearing on Incoming Traffic.

Passports.

Passports and visas are required to be produced by every foreigner who wishes to land in Ceylon.

Persons excluded.

Under Ordinance No. 12 of 1919, "the entry into Ceylon of any prostitute or of any person living on the prostitution of others is prohibited". The same Ordinance deals with the possible entry of destitute immigrants to the effect that, according to the Inspector-General of Police, "any person coming to Ceylon who cannot show that he is coming for a *bona-fide* post, coming under a definite contract for work more or less guaranteed by somebody, is not allowed to land unless he has 150 rupees".

Under the same Ordinance, a master of a ship who knowingly suffers a destitute immigrant to be landed in Ceylon contrary to the Ordinance is liable to punishment.

Situation with regard to Immigration and Application of Laws.

Statistics.

Statistics by sex of passengers arriving in Ceylon were not available. Statistics were furnished showing that, during the years 1927 to 1930, 1,061,736 persons had arrived in Ceylon, which was a surplus over departures of 137,703. Nationalities are not given in these figures, but, during the same years, the number of first- and second-class passengers arriving in Ceylon from India via Talaimannar had been 56,556 persons of sixty-five different nationalities. The excess of arrivals over departures of this category of passengers during these years was 6,583.

Labourers recruited for work on the estates in Ceylon came over from India, from the Madras Presidency. Supervision is exercised at the departure from India as well as on arrival in Ceylon by special officials, and women are not allowed to go with the labour transports unless accompanying their husbands or families.

Routes.

Travellers visit Ceylon from all parts of the world, the principal ports of entry being Talaimannar and Colombo.

Persons excluded.

Passports and visas are carefully examined and restrictive rules strictly applied by the harbour police.

Of prostitutes excluded, there had been only one or two cases in recent years. Women could only be identified as prostitutes if information had been received from some other port. With Australia there was an arrangement that information should be given if any prostitute left Australia for Ceylon.

During the years 1927 to 1931, the number of females other than Indians declared destitute and prevented from landing had been 57. Their ages had varied between 19 and 45. They had been of the following nationalities : 38 British, 5 German, 5 French, 2 French Syrians, 2 Italians, 2 Czechoslovaks, 1 Greek, 1 Russian, 1 Argentinian.

Deportations.

No orders of deportation from Ceylon of persons involved in traffic had been issued during recent years. In very few cases, one occurring at the time of the enquiry, foreign prostitutes had succeeded in landing in Colombo. As soon as the police found out that they were prostitutes they were told to leave, and always did so, paying their travelling expenses themselves.

Prosecutions.

There had been no prosecutions of persons involved in incoming traffic to Ceylon during recent years and no cases of such traffic or of attempt at such traffic were known to have taken place.

Result of Activities.

The result of measures taken against traffic for immoral purposes to Ceylon seemed to be very satisfactory.

The absence of foreign prostitutes was, according to the Inspector-General of Police, " entirely due to the police closing the brothels and enforcing the law ". The law, that no prostitute is allowed into the island, existed prior to that (1907), but was not enforced. When the brothels were closed in 1912, the foreign inmates of the houses were told that they were contravening this Ordinance, and they all went away at their own expense. There had been very few attempts since then by foreign prostitutes to come into the country.

OUTGOING TRAFFIC.

Extent and Reasons.

No outgoing traffic in women and children from Ceylon was known to exist.

There were no special circumstances prevailing in the country which would induce traffickers to export women and children to other countries for immoral purposes. There are no considerable colonies of Ceylon people in neighbouring countries where prostitutes from Ceylon would be in special demand.

Laws bearing on Outgoing Traffic.

No person can leave Ceylon unless he gets a passport. Applications for passports are always referred to the police, and the police enquire into them. In the case of a domestic servant taken abroad, the employer has to sign a bond saying that he will repatriate the servant.

Situation with regard to Emigration and Application of Laws.

Statistics.

The emigration of natives from Ceylon was said to be small. Some Sinhales went to Singapore and Penang as jewel merchants. Native women did not often go abroad. Female artists did not, as a rule, leave Ceylon to give performances abroad.

Prosecutions.

There had been no prosecutions of people involved in outgoing traffic during recent years. No cases of outgoing traffic or of attempt at such traffic were known to have taken place in Ceylon.

It was not considered that any special preventive and protective measures regarding outgoing traffic were required in addition to the passport control and the existing travellers' aid.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS, OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

The information obtained by the Commission shows that, in spite of Ceylon being an important centre of commerce and travel, international traffic in women and children has been practically stamped out. This has been effected by the following official measures: (1) closing of brothels and legal provisions making brothel-keeping punishable; (2) prohibition of the entry of prostitutes and procurers to the colony; (3) restrictions on the entry of destitute immigrants.

The foreign prostitutes previously practising in the colony were said to have disappeared immediately after the closing of the brothels in 1912, and the application of the laws and ordinances in force seem to have been able to keep foreign prostitutes and procurers from coming to Ceylon to ply their trade since then.

Outgoing traffic was said never to have existed in Ceylon. The policy of issuing passports only after careful enquiry and the rule not to allow native servants to be taken abroad without having their return guaranteed may contribute to the absence of outgoing traffic.

The work carried on by the Y.W.C.A. and travellers' aid is evidently of value as a preventive and protective measure in regard to both incoming and outgoing traffic.

ANNEX I.

AN ORDINANCE FOR THE SUPPRESSION OF BROTHELS (No. 5 OF 1889).

(As amended by No. 21 of 1919.)

1.—Any person who:

(1) Keeps or manages or acts or assists in the management of a brothel; or,

(2) Being the tenant, lessee, or occupier of any premises, knowingly

permits such premises or any part thereof to be used as a brothel, or for the purpose of habitual prostitution; or

(3) Being the lessor or landlord of any premises, or the agent of such lessor or landlord, lets the same, or any part thereof, with the knowledge that such premises or some part thereof are or is to be used as a brothel, or is wilfully a party to the continued use of such premises or any part thereof as a brothel

shall be guilty of an offence.

CRIMINAL LAW AMENDMENT ORDINANCE No. 21 OF 1919.

11.—In Section 1 of Ordinance No. 5 of 1889, the paragraphs specifying the penalties for keeping or using premises for the purpose of a brothel have been amended by substituting paragraphs enhancing the penalties.

12.—Provision is also made by a new section to the Ordinance whereby a landlord whose tenant has been convicted of keeping a brothel may require the latter either to assign the lease, or he may cancel the lease on refusal or neglect to assign. If, after the conviction of a tenant, the landlord fails to exercise the rights given to him, he is to be considered as aiding and abetting in the commission of the offence of keeping a brothel, and is liable to be prosecuted and punished accordingly.

ANNEX II.

EXTRACTS FROM THE CEYLON PENAL CODE.

360 A.—Any person who :

(1) Procures or attempts to procure any girl or woman under 21 years of age to leave the colony (whether with or without her consent) with a view to illicit sexual intercourse with any person outside the colony, or removes or attempts to remove from the colony any such girl or woman (whether with or without her consent) for the said purpose;

(2) Procures or attempts to procure any girl or woman to leave the colony (whether with or without her consent) with intent that she may become the inmate of, or frequent, a brothel elsewhere, or removes or attempts to

remove from the colony any girl or woman (whether with or without her consent) for the said purpose;

(3) Brings or attempts to bring into the colony any girl or woman under 21 years of age (whether with or without her consent) with a view to illicit sexual intercourse with any person, whether within or without the colony;

(4) Procures or attempts to procure any girl or woman (whether with or without her consent) to become, within or without the colony, a common prostitute;

(5) Procures or attempts to procure any girl or woman (whether with or without her consent) to leave her usual place of abode in the colony (such place not being a brothel) with intent that she may, for the purposes of prostitution, become the inmate of, or frequent, a brothel within or without the colony

shall be guilty of an offence, and shall be liable on conviction to imprisonment of either description for any period not exceeding two years, and, if a male, in addition to any such imprisonment, to be whipped.

362.—Whoever by force compels or, by any deceitful means, induces any person to go from any place is said to abduct that person.

364 A.—(1) Whoever has carnal intercourse or attempts to have carnal intercourse with any girl of or above the age of 12 years and under the age of 14 years shall be guilty of an offence, and shall be punished.

365 A.—Any male person who, in public or private, commits, or is a party to the commission of, or procures or attempts to procure the commission by any male person of any act of gross indecency with another male person shall be guilty of an offence.

ANNEX III.

EXTRACTS FROM ORDINANCE No. 3 OF 1930.

Interpretation.

1 A.—*(a)* " Girl " means a girl under the age of 16 years.

10 A.—(1) Every person, having the custody, charge or care of a girl, who causes or encourages the seduction or prostitution or unlawful carnal knowledge of the said girl shall be guilty of an offence.

Detention of Girl in Place of Safety.

10 C.—(1) Any peace officer may, on the complaint of a probation officer, remove to a place of safety to be selected by such probation officer any girl in respect of whom an offence under Section 10 A has been, or is reasonably believed by him to have been, committed.

Disposal of Girl by Order of Court.

10 D.—(1) When any person having the custody, charge, or care of any girl has been :

(a) Convicted of an offence under Section 10 A in respect of the girl, the police magistrate may order that the girl be delivered into the custody of a relative of the girl or some other fit person or society, approved and named by the police magistrate, until she attains the age of 16 years or for any shorter period.

PERSIA.

Persia ratified the Agreement of 1904 *and the Convention of* 1910. *The Convention of* 1921 *has been signed by Persia. No Central Authority has been appointed.*

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

No exact figures regarding the population of Persia are available and estimates vary between eight millions and ten millions.

It is estimated that there are six to eight million Persians and that the balance of a little less than two millions is divided between Arabs (260,000), Turks (720,000), Kurds and Leks (670,000), Baluchs and Gipsies (20,700), and Lurs (234,000). Three millions of the population are said to be nomads. Outside the cities, of which there are three (including Teheran, the capital) with 100,000 or more inhabitants and thirteen with from 10,000 to 100,000 inhabitants, the population is sparse, not exceeding 14 to 15 inhabitants to the square mile. There are 3,354 resident foreigners at Teheran.

No statistics are available regarding the proportion of women to men, but it was stated by one official that women outnumbered men by 2 or 3 per cent.

The religion of the great bulk of the inhabitants is Mussulman, the Shiah sect of that religion counting 7,500,000 adherents and the Sunni sect 850,000. Others are Parsis (10,000), Jews (40,000), Armenians Orthodox (50,000) and Nestorians (30,000). There are also some thousands of other Christians and of Bahais.

General Policy towards Prostitution and Allied Questions.

Prostitution is contrary to the precepts of the religion of the country and is therefore not recognised by law. While the policy has been not to give countenance to prostitution by the enactment of legal measures, it was decided some ten years ago to introduce in the larger towns certain police measures of control, which include registration. It was stated by officials at Teheran that a Commission had recently studied the question of prostitution with the view of introducing special measures to regulate it.

Laws relating to Prostitution and Allied Questions.

Laws.

The Persian laws relating to the subject under enquiry are the law concerning foreigners (Annex I), the law regarding marriage of 23 Mordad 1310 (1930) (Annex II),

and sections of the Penal Code regarding immoral acts and abduction and detention (Annex III).

"Souteneurs" and Procurers.

Article 210 of the Penal Code (Annex III) provides a penalty of imprisonment of from one to three years for anybody who habitually incites another to commit an immoral act or procures for a person the opportunity to commit such an act. In addition, Articles 202 and 203 of the Penal Code (Annex III) provide punishments varying from six months to three years' imprisonment for persons who abduct or detain for immoral purposes children or women.

Indecent Acts.

Any person who commits in public an act contrary to public decency is, by Article 211 of the Penal Code (Annex III), punished by imprisonment of from one month to a year or by fine varying between 25 and 500 tomans (60 to 1,250 gold francs).

SITUATION WITH REGARD TO PROSTITUTION AND APPLICATION OF LAWS.

Brothels.

The police of the larger towns impose certain regulations which amount to toleration of the brothels and the licensing or registration of the inmates. The hours of opening and closing are also regulated. These regulations were introduced by the police some ten years ago, being first tried at Reshd as an experiment.

In Teheran, the brothel-keepers are required by the police to keep on the premises a register of inmates, and they must not accept a fresh inmate without notifying the police. If they receive into their houses women not recognised as already practising the profession of prostitution, their houses are closed and they are prosecuted.

The number of brothels in the tolerated quarter at Teheran was given as 278, all of them native and most of them situated in a district outside the town. No foreign brothels were mentioned. The police obliged clandestine prostitutes against whom action was taken to go to the brothel quarter.

Exploitation of inmates of brothels by a system of debts, the proprietor of the brothels advancing money to inmates and supplying them on credit with articles for which they had to sign, was stated to have existed in former times. Recent legislation had made illegal such signed acknowledgment of debt and it was believed by the authorities that the practice had come to an end.

Prostitutes registered.

According to information supplied by the local police, there are 868 prostitutes registered at Teheran and 278 brothels. All were said to be indigenous.

It was stated that there was no foreign prostitute registered in Teheran.

No information regarding registered prostitutes, native or foreign, in other parts of Persia was available.

Clandestine Prostitutes.

Clandestine prostitutes at Bushire were said by the Governor of the province to number thirty in summer and fifty in winter, the increase in winter being due to an influx of women from Shiraz. One was a Russian woman, the others were all Persian.

Each lived in her own house without a keeper and employed boys to tout for customers and show them the way to the houses.

No estimate was available of the numbers of clandestine prostitutes in Teheran or in other parts of Persia.

In Teheran women were to be seen at night soliciting on the streets and a man walking by himself would probably be followed by a horse carriage from which a partly veiled woman attempted to attract his attention.

Some of the clandestine prostitutes in Teheran received customers in their houses, and, if they lived quietly and did not annoy the neighbours, the police did not interfere with them. If there were complaints about them, the police took action and compelled them to go and live in the brothel district.

Part-time Prostitutes.

According to private information, there were in Teheran certain cafés in which were a few European prostitutes claiming to be French.

How recruited.

Persian prostitutes were said by the officials heard at Teheran and at Bushire to be mostly divorced women (90 per cent according to one estimate) and widows.

Subsequent Career.

The subsequent career of clandestine prostitutes in Teheran was said to be either marriage or registration and entry into one of the brothels subject to police regulation.

" Prostitute women are free to marry, and it happens that each time we are a little more strict many of these women marry. It seems that they live respectably after the marriage, for, disgusted with prostitution, they become good housewives", said the police representative; and, in reply to the question whether such women then finished with prostitution, he declared that in most cases she does. It was added that, if the husband of an ex-prostitute wished her to bring in money by prostitution, " it is the woman who will not agree ".

" *Souteneurs* ".

It was stated both in Teheran and in Bushire that there were no *souteneurs* connected with Persian prostitutes, though prostitutes in Bushire used boy " touts ". In reply to the suggestion that a man who married a prostitute, as described above, might wish her to bring in money by prostitution after marriage, the Foreign Office representative said that the man who marries a prostitute benefits from her past profits and, once they are married, he no longer counts on her to bring in money by prostitution.

Procurers.

Official testimony says that " nothing definite can be said about the special circumstances of traffickers and procurers. However, in the interior of the country, most of the procurers or go-betweens are females, often elderly, apparently exercising the profession of brokers and claiming to be marriage agents. These persons are of low social standing and have a bad reputation in the country ".

The police representative at Teheran said there had often been cases of proxenetism, but never a case involving foreign women, " only Persian women, prosecuted here ". No details of these cases were given.

Barter and Sale of Children.

According to the official evidence, " no case of barter of children has come to light in Persia ", and cases of pledging children for immoral purposes " are very rare ". With regard to the possibility of a poor family handing over a child to a more well-to-do family for a sum of money, the Commission was informed that hiring out a child against its will as a servant for a long period is not provided for under any law. Nevertheless, should such a case arise, the court would make the following distinction : (1) A minor is hired as servant or worker by his legal guardian (father or paternal grandfather). The contract is valid until the child attains its majority, after which it may break or confirm it and remain in service. (2) The minor is hired out as servant or worker by his judicial guardian. The latter only having the right to administer the child's property, the contract could hardly be recognised as valid.

Certain tribesmen in that part of Persia bordering on Baluchistan were said to have had formerly the custom of selling girls for prostitution to the Arabian coast, and cases of such sale still came to the notice of the authorities occasionally.

Male Prostitutes.

Official witnesses, speaking of Persia in general, said that, though sodomy was rare, it did exist in certain parts of the country.

They added that there were no brothels for boys, and boys were not exploited by other persons. The authorities had not had occasion to intervene to check that evil.

" It is very difficult to combat an evil which is not organised and when there are not men profiting by it. In the case of boys, such conditions do not exist. It is not a thing which is widespread."

Preventive and Protective Measures.

Beyond the police rule of refusing registration as prostitutes to women who have not previously been prostitutes or to women who have husbands or families, there seems to be no definite action in Persia designed to prevent women going into prostitution and to protect them.

The officials had no knowledge of charitable organisations giving help to victims, adding that such action did not seem necessary, as there were no destitute women in Persia and as prostitutes were usually prostitutes from choice.

With regard to educational work, the official reply states : " Newspapers and periodicals regularly publish articles against immoral acts, and public lectures are often given on the subject." The lectures were due to private initiative.

Labour Conditions.

An official witness expressed the opinion that, " as large factories are not to be found in Persia, there is no unemployment of women workers and shop assistants thrown out of work by economic crises. Economic crises cannot influence prostitution here." On the other hand, the lack of outlets for female labour undoubtedly is to a large extent responsible for the fact that women deprived of support by widowhood or divorce seem to have in many cases no other resource but prostitution.

INCOMING TRAFFIC.

Extent and Reasons.

The general tenor of the information gathered by the Commission was that incoming traffic was small, almost inexistent. Travellers in general visiting Persia were not numerous.

There had been at one time a certain movement of Russian refugees into Persia, and among these had been women who had practised prostitution at Tabriz, Reshd and other places. There had been at one time 200 to 300 Caucasian dancing girls in Persia. Their numbers are said to have greatly diminished and only few, if any, women from the Soviet Republics come in now.

The official reply states : " In recent years a few French and Greek women have come to Persia and have carried on clandestine prostitution." This refers chiefly to women acting in small cafés and the like as dancers.

The police representative said there were no European women in the recognised houses and they never had had a foreign Asiatic woman.

Asked if there was any demand for prostitutes of their own race by foreign communities in Persia, the police representative replied in the negative.

Laws bearing on Incoming Traffic.

In addition to the provisions of the Penal Code already referred to (Annex II), the law relating to the entry into, transit through and stay in Persia of foreigners, extracts of which are to be found in Annex I, has its bearing on incoming traffic.

An applicant for a visa to enter Persia is refused : if there is reason to doubt the authenticity of his documents; if, although considered a Persian citizen by Persian law, he is in possession of papers indicating that he has assumed another nationality; if it is considered that he may endanger the security of the State or disturb public order; if he has been convicted of an offence of a certain degree of gravity, either in Persia or elsewhere; if he has at any time been expelled from Persia; if his presence is considered undesirable in Persia from the point of view of public health or of public morals; if he cannot show means of existence or the possibility of obtaining same in a legitimate manner.

Situation with regard to Immigration and the Application of Laws.

The number of foreigners in Persia is small, and the country can in no sense be considered one of immigration or transit. The various foreign races which make up about 10 per cent of the population are descendants of groups which remained in the country after the passage of one or other of the many waves of conquests and migration which throughout the centuries have crossed this part of Asia.

Routes followed.

The Greek artistes referred to came to Persia by way of Constantinople.

The women who used to come from Russia, Armenia and Georgia entered Persia mostly through the ports on the Caspian Sea, though some came by way of Khorasan and Azerbaijan.

Persons excluded and Persons deported.

No figures relating to exclusions and deportations were available, though it was stated there had been expulsions. The only case given of persons obliged to leave Persia in connection with prostitution and traffic is the following : About four years ago six Frenchwomen came with a manager. They opened an establishment, a casino.

The place remained open for a month. When the police found that it was a house of prostitution, the premises were closed and the people connected with it obliged to leave. It was not found necessary to deport them.

OUTGOING TRAFFIC.

Extent and Reasons.

According to the official reply and to the officials interviewed, there was now no traffic in women taken out of the country for prostitution or in other circumstances which might lead them into prostitution abroad.

There had been at one time three classes of Persian women going to Iraq and Arabia and eventually practising prostitution there. These were women who had gone to Iraq as pilgrims, either alone or with temporary husbands, and who, because their funds were exhausted or their husbands had abandoned them, were obliged to earn their living by prostitution; women who had married foreigners in Persia, had gone to Iraq with their husbands and had later been divorced and left destitute in Iraq; prostitutes going to Iraq because they hoped to make more money there.

In recent years departures of all these classes of women have been reduced almost to nothing, the authorities claimed, on account of the measures introduced for reasons of national economy for travel by Persians abroad.

Officials in Bushire stated that, prior to the war, forty or fifty Persian prostitutes were taken each year to the Arabian coast and Iraq. The number had risen to a hundred a year during the war, on account of the presence of troops in Iraq, but in the last ten years this traffic had come to an end.

Just after the war a certain amount of public feeling was raised in Persia by the allegation that Arabs, chauffeurs and the like, who had come to Persia for employment, had married Persian women, and, on returning to their country, had divorced their Persian wives, leaving them destitute there. Only a few cases had come to the notice of the authorities.

It was stated that, after the war, Persian Consuls in Iraq had intervened to repatriate Persian women.

It was not considered that any of the women who went abroad as pilgrims or with pilgrim husbands, or as the wives of foreigners who had married them in Persia, were taken with the object of putting them into prostitution. They turned to prostitution when they found themselves destitute.

No evidence was produced of any particular demand abroad for Persian women which would encourage traffickers to procure women in Persia. It would appear that traffickers in Iraq simply took advantage of the presence in that country of Persian women who for the reasons given found themselves destitute.

Laws bearing on Outgoing Traffic and their Application.

Laws.

All Persians leaving Persia are required to be in possession of a passport and, according to the law regarding foreigners (Annex I), all foreigners leaving the country must obtain a permit to do so.

The official reply states :

> " In conformity with the law concerning passports, exit from the country is forbidden to Persian women who are not married or accompanied by a near relative (brother, uncle, etc.), and neither passport nor visa is delivered to them."

Further :

> " Married women are not authorised to travel, unless they have the consent of their husbands or are accompanied by their husbands. Unmarried women are not granted passports, unless it is certain that they are respectable and the object of their journey is known. Children may not travel, unless accompanied by one of their parents or a person to whom they have been entrusted by their parents. Individual passports are not granted to children."

With regard to pilgrims, the visa to leave Persia is refused if the pilgrim has not funds for the expenses of the return journey.

The police at Teheran said it would be impossible for a known prostitute to obtain a passport, and at Bushire it was said that, though a man was free to marry a prostitute if he wished, if such a man applied for a passport to leave the country with his wife, it would be regarded as a suspicious case and the passport refused. However, if the man made application at a police office outside his home town, it might be difficult to check him. This would be so much more the case generally, as the chief object of the enquiry about persons leaving the country is financial.

Article 17 of the law relating to marriage (Annex II) says : " Marriage between a Persian woman and a foreigner is only possible with a special authorisation ".

Places to which Emigrants go.

" The greatest number of travellers (from Persia) are those who go to Iraq for the pilgrimage. It is in that class that you will find the persons who have not independent means ", said the Foreign Office representative. Persian women did not go to India, unless with their husbands.

Formerly, pilgrims to Iraq went overland in caravans, but nowadays most of them go by motor transport. There is also a certain amount of departure from Persia by way of the ports of the Persian Gulf.

Number of Prosecutions.

The Governor of Bushire stated that, in the Baluch provinces, during the summer of 1931, a whole tribe had been punished, because one of its members had obtained a girl by deceit with the object of transporting her to the Arab coast. No other instances of prosecutions for traffic have been given.

Results of Activities against Outgoing Traffic.

During recent years, the Persian Government has introduced for economic reasons various measures destined to restrict travel abroad by Persian subjects. The authorities claimed that, on account of these restrictions on foreign travel, there no longer existed the danger of women going or being taken to the pilgrim centres and there, on account of destitution, being obliged to take to prostitution. The insertion in the marriage law of the prohibition of marriage of Persian women to foreigners without special authorisation had put an end to the danger of Persian women, married in Persia to foreigners, being taken to other countries and there carrying on prostitution either on the instigation of their husbands or because their husbands had divorced them and left them destitute.

REVIEW OF THE SITUATION REGARDING TRAFFIC AND OF EFFORTS. OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

From the international point of view, Persia presents little interest to the trafficker at the present time.

The information gathered during the Commission's enquiry indicates that only in isolated instances do foreign prostitutes make their way into Persia. There had been immediately after the Russian revolution an influx of Russian refugees into Persia from Russia itself, from Georgia and from Azerbaijan, and many of the women among these were believed to have turned to prostitution, failing other resources. Now, it was only rarely that Russian women arrived. There was no suggestion that traffickers had ever been responsible for Russian women coming.

With regard to Persian women abroad, the authorities believed that there were Persian women in Iraq practising prostitution. Except in the case of women who before the war used to go from Persian Gulf ports, none of these women was believed to have gone to Iraq with the intention of carrying on prostitution there. Some had gone as pilgrims or as wives, temporary or permanent, of pilgrims; others had gone as wives of foreign men of their own religion who had married them in Persia. They had only taken to prostitution after they had become destitute. The institution of temporary marriage as well as the facility of Mussulman divorce in general have to be

taken into consideration as a factor which has a bearing on the dangers of traffic and prostitution.

The exit of Persian prostitutes by the Gulf ports had been stopped, it was declared, ten years ago. The danger of Persian women going abroad as wives of foreign men and being left destitute there had been brought to an end by the prohibition of marriage between Persian women and foreign men.

ANNEX I.

EXTRACTS FROM THE LAW RELATING TO ENTRY, TRANSIT, EXIT AND SOJOURN OF FOREIGNERS.

Article 1.

Foreigners entering or leaving Persia must have a special permit to do so, this permit taking the form of a visa.

Article 2.

In the following cases the competent Persian authorities are obliged to refuse the visa :

(a) If there is reason to doubt the authenticity of the documents presented by the applicant;

(b) If the applicant is a Persian citizen according to Persian law, but is in possession of papers indicating that he has assumed another nationality;

(c) If it is considered that the applicant may endanger the security of the State or disturb public order;

(d) If the applicant has been convicted either in Persia or in another country of any crime more serious than a simple misdemeanour;

(e) If the applicant has at any time been expelled from Persia;

(f) If the presence of the applicant in Persia is considered undesirable from the point of view of public health or of public morals;

(g) If the applicant cannot prove that he is assured of sufficient means of subsistence, either on account of private means or the possibility of engaging in a legitimate occupation.

Article 4.

The visa is valid for a period of thirty days, but may be extended by the competent authorities after due enquiry if the holder desires to remain in Persia either temporarily or permanently.

Article 8.

Every foreigner is required to inform the police within forty-eight hours of his arrival stating his proposed address. Hotel-keepers are required to advise the police of any foreigner who stays in their establishments more than forty-eight hours.

It is the duty of the Central Police Authorities to keep a record of foreigners, which record must be kept in a single register.

Article 11.

In the following instances a foreigner may be expelled from Persian territory or required to change his place of residence :

(a) In case of infractions of the present law;

(b) In case permission to pass through or to remain in Persia is withdrawn.

Article 13.

The Council of Ministers is empowered to prohibit or to submit to certain restrictions the entry into, transit through, exit from or stay of foreigners, if such prohibition or restriction is deemed necessary for the preservation of public safety or in the general interests of the State. In this connection the Council may :

(a) Restrict or prohibit the crossing of the frontier;

(b) Prohibit temporary or permanent abode in certain parts of Persia or travel through certain parts of Persia;

(c) Take all special measures for the control of foreigners which may be necessitated by extraordinary circumstances.

Penalties are provided in the law (1) for falsification of passports or documents, for making use of such documents knowing them to be false, or procuring such false documents for other persons; (2) for making false statements or concealing relevant facts in order to obtain the necessary documents; (3) for knowingly crossing the Persian frontier without being in possession of the necessary documents or for crossing the frontier by prohibited routes or at prohibited points; (4) for making use of papers belonging to other persons in order to prove identity or nationality or for allowing other persons to use papers belonging to himself in order to prove identity or nationality; (5) for returning to Persia or for hiding in Persia when an order for expulsion has been made against the person. There are also penalties for those persons who help others to commit the aforesaid acts.

The offences mentioned under sub-sections (1), (2) and (4) shall be liable to punishment even if committed outside Persian territory, provided there has been no prosecution by the authorities of the place where the offence was committed.

Any infraction by neglect of the provisions of this law or of ordinances and administrative orders issued under the powers of this law shall be punished by a fine of from 12 to 600 rials [20 rials is equivalent to one pound sterling on a gold basis or, say, 25 gold francs], if no other punishment is provided for in the law itself.

ANNEX II.

MARRIAGE LAW: APPROVED MORDAD 23RD, 1310 (1930).

Article 1.

Any marriage contracted or divorce pronounced in the jurisdictional areas specified by the Ministry of Justice, and published, must be duly entered in one of the registers instituted in conformity with the rules laid down by the said Ministry.

Should the person before whom the marriage was contracted or divorce pronounced possess no such register, the husband shall be bound, within twenty days following on the contraction of marriage or pronouncement of divorce, to report the facts to a person keeping one of the aforementioned registers and to cause the act of marriage or divorce to be entered in such register.

The punishment for failure to comply with this clause shall be a term of correctional imprisonment of not less than one month and not exceeding six months.

Article 2.

The deed of marriage or divorce registered in conformity with the rules laid down by the Ministry of Justice shall be deemed notarial; failing such registration, it shall merely possess the force of a deed simple.

No charge shall be levied by the Government for the registration of deeds of marriage or divorce.

Article 3.

It shall be illegal to marry a person who is not yet physically capable of contracting marriage.

Whosoever shall marry a person who is not yet physically capable of contracting marriage shall be liable on conviction to a term of imprisonment of not less than twelve months and not exceeding three years. The offender may, in addition, be sentenced to pay a fine of not less than 200 and not more than 2,000 tomans.

In the matter referred to in this article, proceedings shall be taken before a special court. The organisation of these courts and the procedure to be followed therein for the consideration of such cases shall be specified in the form of rules laid down by the Ministry of Justice.

Article 4.

The parties to a marriage may, in the marriage deed itself or in any other irrevocable deed concluded by them, covenant for any conditions which are not contrary to the nature of the marriage deed. They may, for instance, covenant that, if the husband is absent for a specified period or ceases to provide for his wife, or makes an attempt on his wife's life, or if his conduct towards her is so reprehensible as to render her life unbearable, then the wife shall be entitled under the covenant with her husband to elect some other person in his place with a view to obtaining irrevocable divorce. This, however, she shall be unable to obtain until the fulfilment of the conditions of the covenant has been proved in court and duly established in the form of a final judgment.

Note.—In the case provided for in the present article, the dispute between husband and wife shall be brought before a civil court of first instance and shall be heard in accordance with the rules of the Code of Civil Procedure.

The judgment of the said court may be appealed against, for modification or annulment.

The period of limitation shall be six months and shall begin to run from the date of the act which brought the terms of the covenant into play.

Article 5.

If either husband or wife has, before the conclusion of marriage, been guilty of a misrepresentation such that without the said misrepresentation the marriage would not have been contracted, the guilty party shall be sentenced to a term of correctional imprisonment of not less than six months and not exceeding two years.

Article 6.

Every man, at the time of the conclusion of marriage, shall be bound to inform his future wife and the person before whom the marriage is contracted whether he is already married or not. This fact must be mentioned in the deed of marriage.

If, at the time of the conclusion of marriage, any man falsely declare himself to be unmarried, thus misleading his future wife, he shall be sentenced to the punishment specified in the preceding article.

Article 7.

In the cases defined in the two preceding articles, criminal proceedings may only be instituted if the husband or wife who is the victim of the misrepresentation lays a complaint. If the complaint be withdrawn before final judgment has been given, the proceedings shall be discontinued.

Article 8.

The mutual relations of husband and wife must be governed by the dictates of propriety.

Article 9.

The husband shall be responsible for providing his wife with necessaries.

Note.—" Necessaries " shall mean dwelling, clothing and sustenance suitable to the wife's station.

Article 10.

Should the husband refuse to provide necessaries, the wife may apply to court. In such case, the court shall determine the amount of the necessaries and shall order the husband to pay.

Should the enforcement of the order be impossible, the wife may, in order to obtain a divorce, refer the matter to the religious-law magistrate through the intermediary of the court of justice.

Article 11.

Failing any covenant to the contrary, the husband shall be entitled to specify his wife's place of residence.

Article 12.

The court shall not order the wife to return to the home in which she lived with her husband if the wife can prove that she left the said home in fear of bodily harm or pecuniary loss such as are not ordinarily bearable, and if the court decides that her fears were well founded.

For so long as the wife shall have this reason for not returning to live with her husband, the latter shall be bound to provide her with necessaries.

Article 13.

In the case provided for in the preceding article, and for so long as legal proceedings between husband and wife are pending, the wife's place of residence shall be specified by agreement between husband and wife. If husband and wife cannot agree on this

point, the residence shall be specified by the court, after the near relatives of both parties have been heard. If there be no relatives, the court shall specify some place which it deems suitable.

Article 14.

A wife may, without her husband's permission, dispose of her property in any manner she holds fit.

Article 15.

The mother shall have priority as regards the custody of her children up to two years from the date of their birth. After this period, the father shall have custody, except in the case of female children, who shall remain in their mother's custody until they attain 7 years of age.

Article 16.

If, during the period in which the mother has custody, she remarries anyone except the father of the children, or if she loses her reason or ceases to exercise custody, the father shall have custody of the children for so long as any of these conditions exist.

Article 17.

Marriage may not take place between a Moslem woman and a non-Moslem man.

A Persian woman may not marry a foreigner without special permission, even when there is no legal impediment.

The Government shall designate in each locality an authority having power to grant this permission. Any foreigner who, not having obtained the said permission, marries a Persian woman shall be sentenced to a term of correctional imprisonment of not less than twelve months and not exceeding three years.

Article 18.

The provisions of Articles 4 and 5 of the Law of Mordad 20th, 1307 (1927), on civil status, shall not, in so far as they concern the declaration of marriage concluded or divorce pronounced, be applicable to marriages and divorces entered in the register referred to in Article 1 of the present Law.

Article 19.

The rules for the application of the present Law shall be drawn up by the Ministry of Justice.

Article 20.

The present Law shall come into force on Mehr 1st, 1310 (1930).

ANNEX III.

EXTRACTS FROM THE PERSIAN PENAL CODE.

Article 202.

Anyone who, whether personally or through a third person, has stolen or by fraud or violence abducted, concealed or hidden a child of either sex who has not yet completed his or her sixteenth year shall be punished by a term of rigorous imprisonment varying from one to three years. If the child is a girl, the penalty shall be solitary confinement for from two to five years.

If the child has been abducted without fraud or violence, the offender shall be punished by a term of rigorous imprisonment varying from six months to two years.

Article 203.

Anyone who by fraud or violence has abducted or caused to be abducted, concealed or caused to be concealed, hidden or caused to be hidden a boy or girl over 15 but under 20 years of age shall be punished by a term of rigorous imprisonment varying from six months to three years.

Article 210.

Any person who habitually induces another person of either sex to commit indecent acts or has provided that person with the opportunity for committing such acts shall be liable on conviction to a term of correctional imprisonment of not less than twelve months and not exceeding three years.

Article 211.

Any person who commits in public an act contrary to public decency shall be liable on conviction to a term of correctional imprisonment of not less than one month and not exceeding twelve months or to a fine of not less than 25 and not more than 500 tomans.

IRAQ.

The United Kingdom acceded on behalf of Iraq to the 1904 *Agreement and to the* 1910 *Convention and the* 1921 *Convention. The accession to the* 1921 *Convention reserves the right to fix the age-limit lower than is prescribed by Article* 5 *of the Convention.*

The Directorate-General of Police was appointed Central Authority in September 1927.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The total population of Iraq is about 3,000,000 (2,849,282 in 1920).

No definite information regarding the distribution of the inhabitants in respect of race and sex is available.

Figures are available showing the religions of the population, as follows:

Moslem				
Sunni	Shiah	Jewish	Christian	Others
1,146,685	1,494,015	87,488	78,792	42,302

It is estimated that there are 300,000 persons of Persian origin in the country, of whom 200,000 are considered by Iraqi law to be Iraqi by nationality.

A large part of the inhabitants belong to nomad tribes.

The number of Europeans in the country was said not to exceed 500, excluding members of the British forces.

General Policy towards Prostitution and Allied Questions.

While there are no legal provisions dealing with prostitution, as prostitution is contrary to the religion of the country, the policy is to regulate brothels and prostitutes as far as possible by administrative orders of the municipalities and police.

Under these orders an area was set aside in each town in which brothels could be carried on, prostitutes were registered and allowed to practise in the areas, and the police ordered prostitutes found outside the areas to inhabit the areas.

Some six years ago, when a police order to a prostitute that she should reside in a brothel area was challenged in the court, the judgment was that there was no law justifying such an order. Since then, while the brothel areas have been maintained and registration of prostitutes practising there continued, prostitutes found plying

their trade outside the areas have been simply prosecuted for soliciting and allowed to go free.

The Government, it was stated, was studying the matter with a view to finding some more satisfactory means of dealing with prostitution.

It is the policy to expel or deport any woman of foreign nationality found practising prostitution in the country.

Laws relating to Prostitution and Allied Questions.

The laws available to the Commission are extracts from the Penal Code (Annex I) and the Iraqi Residence Law 1923, with extracts from the regulations regarding foreigners entering or departing from Iraq (Annex II).

In studying this question, consideration must also be given to tribal custom, which is taken into account by the courts in cases where tribesmen are concerned and which, by dealing leniently with a male relative who kills a woman guilty of immoral actions, acts as a deterrent to prostitution. Sections of Iraqi Nationality Law relating to acquisition of Iraqi nationality (Annex III) also should be taken into consideration.

"Souteneurs", Procurers.

There is no provision in the Penal Code dealing with *souteneurs* as such. A person who induces a child under 15 years of age to commit or submit to an indecent act is liable to a term of imprisonment not exceeding two years or to a fine. If the child is under 12 years of age or the offender stands in a specified relationship to the child, the punishment may be increased to penal servitude or imprisonment for ten years.

It is an offence to procure girls under 18 years of age but it is not an offence to procure girls over 18 years of age, with or without their consent, though if the procuring is without the girl's consent and is followed by an indecent act, then it is a punishable offence. By the new Penal Code, which is to be introduced, procuring is to be made an offence in accordance with the Conventions.

The reply of the Government to the 1921 questionnaire of the League of Nations said there was no special provision dealing with procuring by fraud or violence, but persons committing offences of this kind would be punishable for assault under Sections 232 and 233 of the Penal Code.

Clandestine Prostitutes.

There is no law dealing with clandestine prostitutes as such. Soliciting in a public place by such women is an offence.

Rape is punishable by imprisonment under Article 232 of the Penal Code and if committed on an unmarried woman the offender must in addition pay her compensation.

Under Article 237, any person seducing a virgin under promise of marriage and afterwards refusing to marry her is liable to pay compensation to her and to be punished with imprisonment.

Situation with regard to Prostitution and Application of Laws.

Brothels licensed or tolerated.

Brothels are tolerated by the municipalities and registered by the police. An area is set aside in which the houses may be used as brothels and any person renting a house in that area may use it as a brothel. No brothel may be kept outside the area.

Foreign brothels do not exist in Iraq, as a foreign woman keeping a brothel would be deported in the same way as a foreign prostitute.

Recruitment.

It was stated that women applied of their own accord to enter the brothels, usually women who, having no man to keep them, thought it better to earn their living in brothels. There were also women procurers who, the officials said, frequented the pilgrim centres and persuaded destitute foreign pilgrims to take to prostitution, providing them, if necessary, with an Iraqi husband, so that they could acquire Iraqi nationality (Annex III) and thus avoid deportation as foreign prostitutes.

Formerly, brothels also received recruits from among clandestine prostitutes obliged to enter the brothel area by police orders.

The police said that though there were divorced women among the prostitutes, most of the prostitutes " had been bad characters from the beginning ".

Exploitation.

It is stated in the official reply that women in the brothels are exploited by a system of debts. Some of the brothel-keepers take all the earnings of the inmates, allowing them in return food, lodging and clothing; others allow the women to keep their earnings and charge them a certain amount for food and lodging. It was stated that often when a woman wished to leave a brothel either to get married or to go to another brothel, the keeper of the brothel would allege that she owed money in order to prevent her going. In the courts, cases of debts alleged to be owing by prostitutes to keepers were dealt with in the same way as other debts.

Registered Prostitutes.

Prostitutes are registered by the police on application, after the police have made enquiries to ensure that they have no relatives who are likely to molest or kill them

according to the tribal custom which condones the killing of a woman by a male member of her family who considers the family honour sullied by her immoral acts. When the police are satisfied that the woman's life is not in danger from relatives and there is no other objection, they recommend that the application shall be accepted. The practice was said to be not to accept for registration any women under 18 years of age. The particulars of the woman as entered in the register are given in Annex IV.

Number of Prostitutes.

According to statistics compiled in January 1932, there were, at the end of 1931, throughout Iraq, 561 registered prostitutes.

Of these, 535 were described as of Iraqi nationality and, of the remainder, five were Persian, sixteen Turks, three Syrian and two Koweitian.

It was explained by the Director of the Department of Passports, Residence and Nationality (referred to hereafter as the Director of Passports) that many prostitutes of foreign origin acquired Iraqi nationality by marriage with Iraqi and that probably the greater number of the prostitutes described as Iraqi were of Persian origin. With regard to those described on the list as foreign and who would thus be liable to deportation, he said: " They must have been born in Iraq or have some connection with Iraq ".

Subsequent Career.

No indication was given regarding the length of time prostitutes remained in the brothels. Marriage, and the management of brothels, seemed to be the only known subsequent careers of prostitutes who had given up the life. If a prostitute asks for her name to be removed from the register because she wishes to marry, the police make enquiries, and if the man is a pimp or keeper of a house they do not agree.

Clandestine Prostitutes.

A list of women suspected of prostitution, by nationalities, was supplied to the Commission, according to which there were, at the end of 1931, 256 women suspected of prostitution throughout the country, of whom 243 were described as of Iraqi nationality, four Persian, six Turkish and three Syrian. The remarks regarding nationality and origin of registered prostitutes apply equally to suspected prostitutes.

This list is admitted to be quite incomplete because the police had to be extremely circumspect in making their enquiries, as many women thought to be prostitutes would have risked death had their families even suspected that enquiries were being made about them in this connection.

The Chief of the Baghdad Police was of the opinion that clandestine prostitutes were more numerous than those registered, and a police officer who had served in Basra

and Mosul, as well as Baghdad, considered that the conditions in these two towns were similar.

A clandestine prostitute, it was stated, usually rented a house to herself and lived alone to avoid coming to the notice of the police. She relied on touts to bring her customers, or she might get sufficient custom by recommendations from customers.

Under the category of clandestine prostitutes, the so-called " dancing girls " should equally be mentioned who, according to general opinion in Iraq, usually act as prostitutes. There are native-style dancing-places where native and foreign Asiatic dancing girls give exhibitions. In those places, the girls do not mix with the audience. European-style cabarets are dealt with under incoming traffic.

Opinion varied as to whether there were prostitutes in the holy places of pilgrimage. An official witness said he believed there had been and still were Persian women clandestinely practising prostitution in Kerbala and Nejaf, two of the holy places.

" *Souteneurs* ".

It was stated that clandestine prostitutes either engaged men or instructed their servants (in most cases male servants) to accost men and offer to take them to women. The opinion was expressed by the police that clandestine prostitutes had nobody to share their earnings beyond these touts.

Procurers.

Procurers were said to be women, as men would have difficulty in getting in touch with women in a country where women, Christian and Jewish as well as Moslem, are kept secluded. It was stated officially that there was no organisation engaged in procuring women and girls for prostitution, but that female procurers frequented places where unattached destitute women might be found, especially the pilgrim centres.

Barter and Sale of Children.

According to the annual reports to the League of Nations, no cases had come to notice of pawning or bartering of children for immoral purposes or of abuses in connection with adoption.

Prosecutions.

Prosecutions mentioned in the annual reports to the League of Nations were: 1924—two cases of traffic in youths, the offenders being sentenced to terms of imprisonment under Section 238 of the Penal Code (Annex I); 1925—no case; 1926—one case of internal traffic reported; 1927—three cases of procuring in respect of boys from 12 to 18, the offenders being sentenced to terms of rigorous imprisonment ranging

from three to six months; two cases of traffic in girls; all cases confined to Iraq; 1928—three cases of procuring in respect of children; three cases in respect of girls of from 12 to 20; all in Iraq.

Preventive and Protective Measures.

There is a Child Welfare Association recently formed to whose care children found in brothels are sent by the police, and there are orphanages and homes for Christian and Jewish girls and boys and for Moslem boys. There is no home for Moslem girls, but " there are always families to take care of them," said the Director of Passports.

No special measures are taken to protect children from exploitation for immoral purposes.

Education is not compulsory in Iraq, and among the nomad tribes there are few who can read and write.

INCOMING TRAFFIC.

Extent and Reasons.

It is not considered that there is any large amount of traffic in women into Iraq, though it is admitted that, in spite of the policy of deporting all foreign women found practising prostitution in the country, the number of foreign prostitutes is " not few, if we take into consideration their adopted nationality ", to quote the Director of Passports.

The foreign prostitutes in the country are said to be Persian, Syrian and European.

The Syrians are said to come to Iraq, either as dancing-girls or prostitutes, because they hope to make more money there than they can in their own country and Persian prostitutes are considered to come for the same reasons.

The foreign Asiatic dancers were almost all Syrians, and they were said to come on their own account because they believed there was more money to be made in Iraq and because it suited them to work in a country where the inhabitants were similar by race and language.

The foreign Occidental dancing girls, besides giving exhibitions, act as dancing partners and sit at table with customers.

In Baghdad, four of each kind of establishment—*i.e.*, native and foreign—are allowed and four artistes to each. It was stated at the time of the enquiry that there was not then in Baghdad the full number allowed by the regulations—sixteen European and sixteen native-style artistes, the latter native and foreign.

Formerly, European artistes were recruited through correspondence with agencies in Istanbul. Now they no longer came in this way, it was believed, because the

Turkish Government had closed the agencies. Now European artistes were obtained through Syria or Egypt, the cabaret managers in Iraq either writing to these countries or going themselves to arrange contracts.

Laws bearing on Incoming Traffic.

Immigration Law.

The Iraqi Residence Law 1923 (Annex II) deals with foreigners coming to Iraq.

Persons excluded.

Article 5 of that Law provides amongst others for the exclusion of prostitutes.

By the Residence Law, the Minister of the Interior may make an order for the deportation of a foreigner, if the court recommends his deportation, if he has been wandering without ostensible means of subsistence during a whole year since the date of his last entry, or if the Minister deems it to be in the interests of public order or morals to order his deportation.

Instructions regarding the granting of visas to persons wishing to enter Iraq are contained in the Residence Law and in the Regulations regarding foreigners entering and departing from Iraq. Consuls are instructed not to grant visas to excluded categories of persons. Besides, as a result of requests by the British and United States Consuls at Baghdad, instructions have been given that visas for Iraq shall be refused to British or United States dancing girls, cabaret girls, etc. In the case of artistes, dancing-girls, cabaret artistes, etc., of other nationalities, Consuls acting for Iraq are required to refer all applications to the Director of the Department of Passports.

Co-operation with Foreign Consuls.

The Persian Consul at Basra was stated to have co-operated with the Iraq authorities in arranging for the repatriation of Persian prostitutes and mendicants. At the request of the British and United States Consuls, visas for Iraq were not granted to dancing-girls, cabaret girls, etc., of those two nationalities.

Duties of Immigration Officials to identify Traffickers and Victims.

The duties of police and passport officers, the official reply states, include protection of women and children, although no special enquiries are made in this connection unless complaint is made. There is a Pilgrim Inspector, who is an official of the Indian Government, attached to the staff of the High Commissioner to deal with all questions relating to Indian pilgrims. There is also a pilgrim inspector on the staff of the Iraqi State Railways whose duty it is to advise and assist pilgrims and, in case he suspects any traffic, to communicate with the police.

Situation with regard to Immigration and Application of Laws.

Statistics of Entries.

Iraq is not to be considered as a country of immigration. Foreigners coming into the country are mostly pilgrims. Before the war, Shia pilgrims came from Persia to the number of 50,000 to 80,000 a year. After the war, the number had fallen to from 10,000 to 15,000 a year (14,756 in 1930), and in 1931 the number was only 364. This decrease is due to restrictive measures taken by the Persian authorities in connection with the economic crisis.

Religious authorities in Kerbala said that 50,000 to 60,000 pilgrims came from India each year.

It was considered by the Director of Passports, in view of the fact that some pilgrims came with more than one wife, while others were single, that the numbers of women among pilgrims were about equal to those of men.

In former times, Persian pilgrims travelled by caravan, taking forty to fifty days for the journey, but since the introduction of motor transport they come by the motor road via Kermanshah and Hamadan to Khanikin. The Indian pilgrims, from Bora, travel by ship to Basra. Syrians and most Europeans come by motor track across the desert from Syria to Rutbah and Ramadie.

Statistics of Persons excluded and Persons deported.

During the years 1926 to 1930, there were forty-five persons deported or expelled from Iraq for connection with prostitution—1 male and 44 females, of whom 28 were Persian (1 male procurer, 1 female procurer and 1 female victim, the remainder being prostitutes), 12 Syrian prostitutes, 2 French prostitutes, 1 Russian prostitute, 1 Greek prostitute and 1 Turkish prostitute. In addition, it was said that many Persian women had been repatriated as prostitutes or mendicants, and cases were mentioned for 1931 of 2 Persian prostitutes who had been smuggled into Iraq being sent back to Persia, and, for 1932, of two European artistes who were to be expelled for prostitution.

It was stated that there had not been one case of a woman refused entry at the frontier because she was suspected of being a prostitute.

Methods used to evade Control.

Persian prostitutes from Persian Gulf ports were said to come in without passports, as it was a simple matter to cover the short distance from Mohammerah, in Persia, to Basra, in Iraq, by small boats on the river and to escape observation.

Syrian prostitutes were said to make use of passports issued to other women not known as prostitutes. As Moslem women are not required to unveil for the checking

of their passports, detection of such a method is not easy at the passport control stations. Other Syrian women came in as dancers. The Syrians, if in danger of expulsion, did as the Persian women—that is, acquired Iraqi nationality by marriage.

Turkish women were said to cross the frontier at places where there was no passport control.

Results of Activities against Incoming Traffic.

The opinion of the authorities was that the effect of the application of the various measures had been that no attempt was made to bring European prostitutes into the country and that when Persian and Syrian prostitutes were brought in they were always detected, the persons prosecuted and expelled. If the passport and residence laws were relaxed, European prostitutes would come in because they would find customers, it was stated.

OUTGOING TRAFFIC.

Extent and Reasons.

It was not considered that there was any large traffic outwards from Iraq. There were thought to be between 75 and 100 Iraqi prostitutes in India, believed to be almost all Jewish women from Baghdad, and, though it was considered that the majority of these had gone there of their own free will, having been loose women in Iraq, isolated cases of traffic had occurred.

Laws bearing on Outgoing Traffic.

All persons leaving Iraq were required to be in possession of passports. It is the duty of the passport department to satisfy itself that an applicant for a passport has an assured employment abroad or has the means for his or her maintenance abroad. In case the applicant is a woman or a child, the consent of the husband or of the father or guardian of the child must be obtained.

In the case of application for passport by a prostitute, the Passport Department would obtain the opinion of the police of the district concerned before granting the passport. The police would not recommend the issue of a passport to a prostitute except in very special cases for grave reasons of an unprofessional character. The applicant would, in addition, be required to show she had means of maintenance during her stay abroad. It was stated that the number of passports issued to prostitutes on such grounds was infinitesimal.

SITUATION WITH REGARD TO EMIGRATION AND APPLICATION OF LAWS.

Prosecutions.

No instance of a prosecution in Iraq for outward traffic in women and children was cited to the Commission.

During the years 1926 to 1930, altogether five persons were deported or repatriated to Iraq for connection with prostitution; in 1926, one man who acted as procurer in Karachi and three prostitutes; in 1928, one man who had lived as a *souteneur* in Bombay.

Administrative Measures.

The Director of Passports said :

> " There are no special measures of protection. The Iraqi Government allows pilgrims to go abroad only if they fulfil certain conditions. They must deposit 100 rupees in the Government Treasury; they must be free from infectious disease and they must purchase tickets for their return journey to Iraq. Therefore Iraqi pilgrims do not become stranded in foreign countries. If, for one reason or another, a particular pilgrim requires assistance to return to Iraq, he can always apply to an Iraqi or a British Consul abroad who will repatriate him to Iraq at the expense of the Iraqi Government. I think that these measures are quite sufficient."

Co-operation with Foreign Authorities.

The official reply of the Government says that the central authority has not had occasion to communicate with foreign authorities. The Director of Passports stated that there had not been an occasion when the Iraqi authorities had considered it necessary to warn the Government of India, to which country most emigrating Iraqi went, that a certain woman might be a victim of the traffic. On the occasions when Iraqi nationals had been sent back to Iraq, the initiative had been with the Indian Government.

REVIEW OF THE SITUATION REGARDING TRAFFIC AND EFFORTS, OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

Incoming traffic to Iraq, so far as European women are concerned, seems to be sufficiently controlled by the regulations regarding the issue of visas, the restriction of the numbers of cabaret artistes and the policy of deporting any foreign woman found practising prostitution in the country.

With regard to Asiatic women, the matter of control, both when entering and after entry, was more difficult.

Women from the neighbouring countries—Turks, Syrians and Persians—could filter over the borders and Persian women came in as pilgrims or wives of pilgrims. The policy of deporting foreign prostitutes applies equally to Asiatics, but it was a simple matter for Asiatic foreign women of neighbouring countries to acquire Iraqi nationality by marriage with Iraqi, who are similar by race and have the same religion.

Outgoing traffic was said to be confined to India and, though the policy was not to grant passports to known prostitutes, it was recognised that women of loose character, especially Jewesses from Baghdad, did go to India. It was believed that they obtained passports by making their application in places where their character was not generally known and declaring that they were going to join relatives. The total number of Iraqi prostitutes in India was thought to be not more than 100. Here, too, marriage was believed to be used on occasion by traffickers, but this supposition was based on one or two cases only, in none of which could it be definitely said that the journey to India had, in the first place, been made with the object of prostitution.

ANNEX I.

EXTRACT FROM THE BAGHDAD PENAL CODE.

Chapter XXIII.—Offences against Morality and the Marriage Tie.

Title I.—Rape, Sodomy and Indecent Acts.

Rape and sodomy without consent.

232. Whoever commits rape on any female or commits sodomy on any male or female, without his or her consent, shall be punished with penal servitude for term a not exceeding fifteen years.

If the offender is an ascendant of the woman or child upon whom the crime has been committed, or is entrusted with her or his education or supervision, or is the paid servant of such woman or child, or of her or his ascendant or of a person entrusted with her or his education or supervision, the penalty shall be penal servitude for life or for a term not exceeding fifteen years.

If the offence under this section is committed on an unmarried woman, the offender is also bound to pay compensation to her (0197, 198, 199, 200).

Indecent acts committed on the person, accompanied by force or threats.

233. Whoever commits an indecent act on the person of another, accompanied by force or threats, shall, whether such act is completed or not, be punished with penal servitude for a term not exceeding seven years.

If such act is committed on a child who has not completed his or her fifteenth year, or if it is committed by one of the persons specified in the second paragraph of the last section, the penalty shall be penal servitude for life or for a term not exceeding fifteen years.

Indecent acts without consent but without force. Offences against modesty of woman.

234. Whoever commits an indecent act upon the person of another without his or her consent, but without force or threats, and whoever, in the presence of any woman, does any indecent act without her consent and with intent to offend her modesty, and any man who in female attire enters the residence of a woman shall be punished with imprisonment not exceeding one year or with fine (0202).

Sexual intercourse.

235. Whoever has sexual intercourse otherwise than in marriage with a child under the age of fifteen or commits an act of sodomy with such child shall be punished with penal servitude or imprisonment for a term not exceeding seven years.

If the child is under the age of twelve years, or if the offender is one of the persons specified in the second paragraph of Section 232, the penalty shall be penal servitude for a term not exceeding fifteen years.

If an offence under this section is committed on an unmarried girl, the offender is also bound to pay her compensation.

Inducing child to commit or submit to indecent act.

236. Whoever induces any child under the age of fifteen years to commit, or submit to, an indecent act shall be punished with imprisonment not exceeding two years or with fine.

If the child is under the age of twelve years, or if the offender is one of the persons specified in the second paragraph of Section 218, the penalty shall be penal servitude or imprisonment for a term not exceeding ten years.

Seduction with promise of marriage and subsequent refusal.

237. Whoever seduces a virgin, who has attained the age of puberty, under a promise of marriage and afterwards refuses to marry her is liable to pay compensation to her and be punished with imprisonment not exceeding six months (0200).

Inciting juvenile to prostitution.

238. Whoever incites a young person, who has not completed his or her eighteenth year, to surrender himself or herself to prostitution or habitual sodomy for gain, or facilitates such surrender, shall be punished with imprisonment not exceeding three years.

When the offender is one of the persons mentioned in the second paragraph of Section 232, or has received remuneration for his act, he shall be punished with penal servitude or imprisonment for a term not exceeding seven years (0202).

Making indecent proposals to juveniles.

239. Whoever makes indecent proposals to young persons of either sex under the age of 18 years shall be punished with imprisonment not exceeding one month (0202).

Title II.—Adultery and Bigamy.

Right to bring charge belongs to husband.

240. *(i)* The right to lay a charge of adultery against his wife belongs to the husband alone, and extends to acts committed by the wife, until the end of four months after divorce.

The right is exercisable by the woman's guardian if the husband has died.

Punishment for adultery.

(ii) A married woman convicted of adultery shall be punished with imprisonment not exceeding two years.

Punishment of paramour.

(iii) The paramour of an adulterous woman shall be punished with imprisonment not exceeding two years if he is married, and not exceeding one year if he is unmarried; and, in addition, he is liable to a fine not exceeding £T100 (Rs. 1,425).

Lapse of charge by consent or death of complainant.

(iv) Provided that, if, either before or after sentence, the husband or guardian desists from prosecution, or the husband takes back his wife, the right to proceed and the punishment are annulled, both as regards the woman and her paramour; and if the complainant dies before the passing of sentence, the right to proceed against both the woman and her paramour is also annulled (0210 *Ad.*).

Adultery in marital house.

241. A person who carries on adulterous intercourse in the marital house shall, on complaint made by his wife, be punished with imprisonment not exceeding two years and with fine not exceeding £T100 (Rs. 1,425) (0201 *Ad.*).

Bigamy.

242. Whoever goes through a legal form of marriage knowing that such marriage is void by reason of the previous marriage of himself or herself or of the other contracting party shall be punished with imprisonment not exceeding five years.

Bigamy with concealment of previous marriage.

243. Whoever commits the offence defined in the preceding section or goes through any marriage ceremony which he knows to be void, having concealed from the other contracting party the fact that the marriage or ceremony is void, and thereby induces the other party to co-habit or to have sexual intercourse with him or her, shall be punished with penal servitude for a term not exceeding ten years.

ANNEX II.

EXTRACTS FROM IRAQI RESIDENCE LAW, 1923.

Article 5.

No person shall enter Iraq except with the leave of the Chief Residence Officer or an officer duly authorised by him. Application for such permission shall not be refused, provided the applicant satisfies the following conditions :

(a) That he is in possession of a passport or permit to travel issued by the Government of which he is a national and endorsed or visa by an Iraqi Consul or other official authorised by the Iraqi Government to grant visas or permits on behalf of the Iraqi Government.

(b) That he has in his possession, or is in a position to obtain, the means of supporting himself and any dependant who desires to enter with him.

(c) That he is not a lunatic, idiot, or mentally deficient, and that, where the applicant is a woman, she is not a prostitute.

(d) That he is not the subject of a certificate given by a medical inspector that, on medical grounds to be specified by order from time to time, he should not be permitted to enter Iraq.

(e) That he has not been sentenced in a foreign country for any crime for which extradition may be granted.

(f) That the Minister of the Interior does not object to his entering the country either on the ground that a previous order for deportation has been made against him or because the Minister of the Interior considers, from evidence which appears to him to be sufficient, that he is a person whose presence in Iraq would be prejudicial to peace and good order.

. . . . . .

Article 11.

The Minister of the Interior may make an order in any of the following cases for the deportation of foreigners who have not become subjects of Iraq—viz. :

(a) If the court certifies that he has been sentenced to a term of imprisonment exceeding one month for an offence under this law or otherwise and recommends that an order for deportation should be made in his case.

(b) If any court certifies that he has been found during a whole year since the date of his last entry into Iraq wandering without ostensible means of subsistence, or that he has been sentenced in a foreign country for a crime for which he is liable to be extradited.

(c) If the Minister of the Interior deems it to be in the interests of public order or morals to order the deportation of the person.

A person against whom such an order is made may be expelled from Iraq and sent to the country of which he is a national. The order may extend to the dependants of such persons.

The Minister of the Interior may order the application of any money or property of such person in payment of the expenses of the journey and maintenance, until his departure, of himself and his dependants.

A person with respect to whom a deportation order under this section has been made shall leave Iraq in accordance with the order and shall thereafter, so long as the order is in force, remain out of Iraq.

EXTRACT FROM REGULATIONS REGARDING FOREIGNERS ENTERING AND DEPARTING FROM IRAQ.

Article 11.

Subject to what is stated in paragraphs 8, 9, and 10 hereof, visas for Iraq may be granted, without reference, to persons coming within the following categories, in addition to transit visas which may be granted to persons, the intention of whom is merely to pass through Iraq, provided they are in possession of sufficient funds for the journey to their destination and have obtained a visa or other permission to enable them to enter the country of their ultimate destination, and to no other persons :

Category A.—Bona-fide tourists (with some exceptions) who are in possession of sufficient funds for their journey and have obtained a visa or other permission or hold a valid national passport to enable them to enter the country of their ultimate destination. Tourists should be warned that they should keep in touch with the local authorities in Iraq and that they may be required to modify their itinerary within Iraq should the local autho-

rities consider it necessary. Every precaution should be taken to prevent persons in search of employment from entering Iraq in the guise of tourists.

Category B.—Business representatives and employees of well-established firms, and other persons with definite guarantee of employment in Iraq, who wish to proceed to Iraq on *bona-fide* business connected with those firms or in the exercise of their professions.

Category C.—Mohammedan pilgrims who are not known to be political agitators, and can show :

(1) That their pilgrimage is a *bona-fide* pilgrimage, and taken with a definite religious object, and

(2) That they are in possession of sufficient funds for their journey, maintenance during their pilgrimage, and return.

Visas under categories A and C allow a stay of three months in Iraq.

Any cases of doubt with regard to persons within the above categories, or in which the *bona fide* of the applicant is not fully established, should be referred to the Iraqi Government, with whom rests the final decision as to the admission of any individual to Iraq.

Prostitutes should not be granted visas under these categories. All applications for visas by artistes, dancing girls, cabaret girls, etc., should be referred to Baghdad.

Prostitutes, dancing girls, cabaret girls, etc., of British or American nationality should not be granted visas under any category.

ANNEX III.

EXTRACTS FROM THE IRAQI NATIONALITY LAW, 1924.

Article 2.

In this law, the following expressions shall have the following meanings :

. . . . . .

(4) The age of majority shall be taken to be 18 years.

(5) The term " habitually resident in Iraq " shall be deemed to include every person who has had his usual place of residence in Iraq since the 23rd day of August, 1921.

Article 3.

All persons who on the 6th day of August, 1924, were Ottoman subjects and were habitually resident in Iraq are hereby declared to have ceased to be Ottoman subjects and to have acquired Iraqi nationality on that date.

. . . . . .

Article 8.

The following persons shall be deemed to be Iraqi nationals :

. . . . . .

(b) Any person born in Iraq who has attained his majority and whose father was born in Iraq and was, at the time of that person's birth, ordinarily resident in Iraq.

Article 9.

Any person born in Iraq whose father is an alien may, within one year after attaining his majority, state by declaration . . . his desire to become an Iraqi national and he shall thereupon be deemed to be an Iraqi national.

. . . . . .

Article 17.

The wife of an Iraqi national shall be deemed to be an Iraqi national

(i) Provided that a woman who has acquired Iraqi nationality by marriage may, within three years after the death of her husband or dissolution of the marriage, renounce her Iraqi nationality. . .

ANNEX IV.

REGISTRATION PARTICULARS OF PROSTITUTES IN TOLERATED AREA.

On the register appear a photograph of the girl, the quarter and the number of the house, the name of the owner of the house; the girl's name, her father's name and her family name; her age and place of birth; her description; her nationality or race; the date of her entry into the brothel; the name of the place or country from which she came; particulars of the medical examination. There is a note by an official saying : after perusal of the medical report of this woman she has been allowed to enter the brothel and she has been given a copy of this paper.

NEAR-EASTERN TERRITORIES UNDER FRENCH MANDATE (Syria, etc.).

The Near-Eastern Territories under French Mandate consist of Syria, the Sandjak of Alexandretta, Lebanon, Djebel Druse and Lattakia.

France adhered in 1930, *on behalf of Syria and Lebanon, to the* 1921 *Convention, which adhesion involved also adhesion to the* 1904 *Agreement and the* 1910 *Convention.*

The central authority for the territories is the Sûreté générale *of the High Commissariat.*

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

The populations of the various territories, according to figures compiled in 1929, were :

Syria (including Alexandretta)	1,696,638
Lebanon	826,618
Lattakia	286,920
Djebel Druse	51,780

Figures regarding the distribution of the sexes are not available.

A division of the inhabitants according to religions is made as follows :

Moslems						
Sunni	Others	Druses	Alawiyya	Ismailians	Jews	Christians
1,075,816	438,739	86,125	227,930	14,882	16,526	482,700

General Policy towards Prostitution and Allied Questions.

The general policy of the French Government in administering its mandate in these territories is one of regulation involving the licensing of brothels and the registration of prostitutes.

In addition to the women in the licensed brothels, there are women who are permitted to practise prostitution in cafés and *maisons de rendez-vous* under substantially the same conditions as exist in France.

Foreign prostitutes are, as a rule, allowed to come to the territories if they have a contract with a keeper or manager of a brothel which already possesses a licence.

Efforts have been made to dissuade applicants for registration from entering the life of prostitution and to protect girls from exploitation in case they have entered the life in spite of such efforts, and laws to this end have been passed and are enforced.

Although every prostitute is legally free to leave a brothel at any time, it must be stated that a woman wishing to give up prostitution would find no institution where she could shelter and where she could be helped to train for a respectable life.

With regard to professional female entertainers, there is a limited number of cabarets, some foreign, some native, in which artistes give performances and, in some cases, dance with male members of the audience. Foreign artistes who apply for permission of entry into the country must have a contract of employment.

The contract of an artiste is always for one month, renewable subject to her good behaviour, though a period of residence may not exceed six months.

Laws relating to Prostitution and Allied Questions.

The following laws and regulations relating to brothels, registered prostitutes, *souteneurs*, procurers, clandestine prostitutes and the protection of children exist throughout the mandated territories :

Articles 198, 200, 201 and 202 of the Ottoman Penal Code, providing penalties for indecent assault, procuring and offences against public morals;

Decree 188, of April 19th, 1920, amended by Decree No. 1362, of April 6th, 1922, on the protection of public health, regulating in its sixth chapter matters of prostitution;

Lebanese Law of February 6th, 1931, regarding the regulation of prostitution;

Decree No. 2414 and additional Decree No. 2992 of February 14th, 1929, concerning regulations for music-hall artistes in the Levantine States under French mandate;

Decree No. 53, of February 19th, 1926, concerning premises for the sale of drink in the Syrian State;

Extract from the draft Decree for the regulation of prostitution in the territory of the State of Syria.

The relevant sections of these laws are quoted in Annex I.

Situation with regard to Prostitution and Application of Laws.

Brothels.

There were, according to official information, 207 brothels, grouped mainly in the large cities of Beirut, Aleppo and Damascus, in that order. In addition, there were

sixty-six *maisons de rendez-vous*, nine of which were in Beirut and fifty-seven in Damascus. Details are in Annex III. There are also a number of cafés recognised as used by girls known as *filles de café soumises*, who secure customers for prostitution in such places (see Article 44 of the Lebanese Law regulating prostitution in Annex I).

In Beirut there were seven foreign licensed houses, of which the keepers were three Greek, three Italian and one French. No information was given regarding the nationalities of the keepers of houses in other cities.

Registered Prostitutes.

According to official figures, there were 295 registered prostitutes in the Republic of Lebanon and 524 in the State of Syria. Most of these women resided in the large cities of Beirut, Damascus and Aleppo and were natives of the country.

In addition to the registered prostitutes in licensed houses, there were, in the Republic of Lebanon, 79 licensed café girls, and in Syria 13 such women. All the café girls in Syria were located in Damascus, and, of the 79 in Lebanon, 75 resided in Beirut.

In Beirut, 32 of the licensed prostitutes were foreigners; in Damascus, 5; in Aleppo, 6; and in Hama, 1. The only foreign licensed café girls, 9 in number, resided in Beirut.

Official statistics of foreign prostitutes for the entire mandated territories from 1927 to 1931 showed 121 such women, who had, within those five years, operated in Lebanon and 17 in Syria. Of those who operated in Lebanon in that period, 74 had since left, while the 17 women were apparently still in Syria.

Of the foreign prostitutes in Lebanon during the period, 65 were Greek by nationality, and, of those in Syria, 10 were Greek. The remainder in the Lebanon were divided as follows : 21 French, 13 Italian, 11 Turkish, 4 British, 3 Roumanian, 1 each Persian, Palestinian, Iraqi and Bulgarian. In Syria, besides Greeks, there were 3 Roumanians, 2 Turks, 1 Italian and 1 Persian. It should be noted that a number of prostitutes of foreign nationality in Syria are women who were domiciled in the country before they became prostitutes.

Minimum Age.[1]

The minimum age for registration throughout the mandated territories was 18 years.

Subsequent Career.

Some of the prostitutes may find a man who will take them as his mistress. In that case, the man is required to give an undertaking regarding the woman's future

[1] Since the visit of the Commission, it has been informed that the mandatory Power intends to raise the age of registration to twenty-one years.

conduct and a financial guarantee, while the woman continues to undergo medical examination for a certain time before her name is struck off the register of prostitutes. With regard to the subsequent career of those women who are not taken as mistresses by some men, there was no information, except that some become brothel-keepers.

Recruitment.

In his report prepared for the Commission, the Director-General of Police states : " Inmates of brothels are for the most part recruited from orphans and former domestic servants who have turned out badly ".

According to more than one social worker, the venereal hospital is sometimes another source of recruitment for the licensed brothels, owing to contact of girls sent there with registered prostitutes and keepers of brothels.

Other unofficial testimony was to the effect that Moslem women who had left their husbands because they were dissatisfied with the position of second or third wife were induced to enter houses of prostitution by persons who advanced money to them, which the women had no other means of repaying.

It would appear that, as far as native prostitutes are concerned, many get into the life permanently through the route of clandestine prostitution. Women found practising clandestine prostitution are brought before the authorities, who determine whether or not they should be inscribed in the register of licensed prostitutes.

Clandestine Prostitution.

With regard to Beirut, a French police official said :

> " The number of clandestine prostitutes arrested as such in a year is about equal to the number of prostitutes registered in the town. Therefore, I believe that the number of clandestine prostitutes must be considerably more than those registered. They are mostly Mussulman."

According to the Director of Police at Damascus, there are few clandestine prostitutes there.

Native Artistes.

Native artistes found to be suffering from venereal disease are not allowed to mix with customers at the establishment where they work, but they are allowed to give their performances. All native artistes are submitted to a regular medical examination.

Foreign Artistes.

Foreign artistes are only medically examined if there is reason to suspect that they are infected with venereal disease. The matter is then referred to the *Sûreté générale* for decision.

" Souteneurs ", Procurers.

In regard to Damascus, the Chief of the Syrian Police said there were few *souteneurs* in Syria. The prostitutes were, as a rule, independent.

As regards movements of *souteneurs* at Beirut, it was stated that they remained in the town and did not travel.

The Chief of the *Sûreté générale* said there never had been cases of procuration.

Barter and Sale of Children.

The Director of the *Sûreté générale* knew of no cases of children brought to Beirut from other parts of the country and turned over to keepers of houses of prostitution, nor was a system of pawning or bartering children believed to exist in the country.

In 1929, there were twenty cases of abduction of minor children brought before the courts, and in 1930 there were twenty-four similar cases, of which five did not come before the courts. In most of the cases which went to the courts there were convictions.

A Damascus newspaper, *Shab (The People)*, alleged in a recent article[1] that the state of poverty in the Lattakia region obliged inhabitants, in order to ensure the livelihood of their families, to sell boys and girls like ordinary merchandise to buyers from other localities, such as Beirut and Tripoli (Syria), and even to places out of the country, such as Cairo and Palestine.

Male Prostitutes.

The Director of the Lebanese police stated that all men and boys giving themselves up to pederasty did so of their own free will. He knew of one case of a procurer of boys a very long time ago. The Chief of Police at Damascus said pederasty was widespread in Syria.

Prosecutions.

The Commission was informed that, in the last five years, there had been 5,146 prosecutions for infractions of the regulations regarding prostitution. Cases of rape numbered thirty in 1929 and twenty-seven in 1930. Cases of indecent acts had numbered thirty-five in 1929 and forty-three in 1930.

PREVENTIVE AND PROTECTIVE MEASURES.

The French authorities endeavour to dissuade women from becoming prostitutes. That instructions to this effect had not always been carried out with sufficient energy by minor officials is suggested by the fact that the Director of the *Sûreté générale*

[1] February 28th, 1932.

issued the circular letter to the technical advisers of local police services, quoted in Annex II, drawing attention to the fact that women making their first steps in prostitution were sent for medical examination without first being given an opportunity to explain their circumstances. The Director of the *Sûreté générale* was of the opinion that this circular had done good. The Director of the Lebanese Police declared that he knew of no case in which police admonitions, which were regularly given, had had the effect of turning a woman from her intention of carrying on prostitution.

The report supplied by the authorities to the Commission gives the following information regarding private organisations :

> " Private organisations—American, Italian and especially French—are numerous and active. The prosperous orphanages of the Sisters of St. Vincent de Paul, whose workshops and sewing-classes excite the admiration of all visitors, may be cited as examples. The Governments of the new States, in view of the number and prosperity of these private institutions, dating from before the war, have not considered it necessary to compete with them by establishing official institutions."

The attitude of the French authorities towards regulation of prostitution, as expressed by French delegates at Geneva, may be summarised as follows : When public opinion in any city desires the abolition of licensed houses, they will be abolished, and other measures " based on the principles of social justice " for the safeguarding of public health and public order will be substituted.

Relying upon this expression of policy, there was organised three years ago in Beirut what is known as the " Bourj Committee ", representative of seven different nationalities—Armenian, Syrian, British, American, Danish, Swiss and French—with the purpose of educating the community and formulating a public opinion on the question.

The Bourj Committee decided, after an investigation and some agitation in the newspapers, to open in the licensed quarter at Beirut a " Lighthouse ". This place is open six nights a week for most of the year. In one year, 23,534 persons visited it. Warning is given regarding the dangers of venereal disease, and there is also moral and religious instruction. The Committee employs a trained woman social worker from England.

Influence of Social Conditions.

There is the restraining effect that women with the Moslems mostly keep to the house and are rigorously watched when they go out. Christian families in the country, on account of Islamic influence through the centuries, have adopted a similar attitude, so that up to recent years the Christian woman lived in a very similar manner to that of her Moslem sister.

INCOMING TRAFFIC.

Extent and Reasons.

There is not a large number of foreign prostitutes in the country.

The regulations require persons of foreign nationality coming for employment to the mandated territories to be provided with a contract which has received the approval of the *Sûreté générale*. This also applies to foreign prostitutes and their employment contracts with brothel-keepers. The conditions governing the admission of foreign prostitutes to territories under French mandate are as follows, and the regulations in the matter are strictly applied. The prostitute must be not less than twenty-one years of age. She must apply personally to the keeper of the brothel in which she wishes to enter. In order to obtain permission to engage a prostitute, the brothel-keeper must submit a request together with a photograph of the woman to the authorities. The keeper must also prove by means of police certificates issued by the country of origin that the foreign woman in question has already been engaged in prostitution abroad. Cabaret artistes and entertainers in possession of approved employment contracts may receive permission to stay for six months, at the end of which time they must leave unless they have been granted a renewal of the permission by the *Sûreté générale*. There is, moreover, an automatic restriction of the numbers of such entertainers by the fact that cabarets are limited in number and not more than ten artistes are allowed in each.

Laws relating to Immigration and their Application.

Laws.

Regulations relating to the entry of foreigners and the control of them while in the mandated territories are as follows :

Decree No. 2283, of December 24th, 1928, Chapters II and IV.
Instructions by the Inspector-General of Police, dated March 7th, 1929, regarding the supervision of foreign artistes.

Extracts from these regulations will be found in Annex IV.

Places from which Foreigners come.

The nationalities of incoming foreigners are chiefly Greek, Turkish, Egyptian, Italian and of course French. This does not include the numerous English, American and other tourists who come for a short visit.

Routes they travel.

Most of the foreigners come to the country by boat to Beirut directly from their respective countries. Turks come overland by train.

Persons excluded.

No statistics were given of foreigners excluded, but regulations regarding possession of a contract of employment were declared to be strictly applied, so that no women or girls travelling alone who could not produce proof that they had legitimate business in the country or someone who would guarantee their support were allowed to enter.

Persons deported.

During the last five years there have been forty-four persons expelled, twenty-one women and twenty-three men. All of the women were expelled because they were practising clandestine prostitution and all the men were expelled for living on the earnings of prostitutes.

Of the persons expelled, French were in the majority among the women and Italians were the most numerous of the men. The ages of the women varied from 19 to 42 years and of the men from 21 to 50 years.

In the case of foreign cabaret artistes and entertainers, action is taken against them if they are suspected of carrying on prostitution. The policy is to cause the departure of such women if they continue to practise prostitution. The renewal of their contracts is refused and they are therefore obliged to leave the country owing to the Decree under which they may only remain in the country for so long as they are actually engaged in their profession. While an artiste is under contract, the proprietor of the establishment is responsible for expenses of expulsion if there has been disorder. Otherwise, it is the woman herself who must pay. If she did not go at her own expense, she would be imprisoned for failing to comply with the order of expulsion. There had been no case of a woman failing to go when ordered.

Administrative Measures for preventing Traffic.

The Director of the *Sûreté générale* explained that he had introduced the system of requiring employers to withhold from salaries of artistes sums destined to provide their return expenses in order to avoid the danger of such women being obliged to carry on prostitution because they had not the money to pay their travelling expenses to their homes. He claimed that the measure had been very successful.

This measure, together with the immigration control at ports of entry, is deemed by the officials as adequate to prevent any large amount of incoming clandestine traffic.

Methods used to evade Laws and Regulations.

The usual methods of travelling with alleged relatives or making false statements to the immigration authorities concerning the purpose of the visit are used.

Acquisition of Syrian or Lebanese nationality by marriage to avoid deportation was rare, though there had been cases, perhaps two or three in five years. A social

worker cited the case of a Greek prostitute in January 1930, under notice to leave the country, who married a Syrian man so that she could not be expelled.

Results of Activities against Incoming Traffic.

The authorities endeavour to limit the entry of prostitutes into the country to those whose arrival takes place on the basis of contracts submitted to the *Sûreté générale*. The bringing of foreign artistes to the territories is carried out on the basis of contracts with cabarets. While efforts are made to prevent their falling into a life of prostitution because of economic necessity at the time of the expiry of their contracts, it is likely that certain categories of artistes do eventually enter the life of which they may have acquired some foretaste in connection with employment in some kinds of cabarets.

OUTGOING TRAFFIC.

Extent and Reasons.

According to official information, there was little if any outgoing traffic from the territories. The reason given was that the native women rarely travel, except with their families or relatives. There is a large migration to the Americas, which includes many women and children going without husbands or relatives. The explanation for this was that the husbands or relatives were already at the points of destination and they were going to join them. It should be noted, however, that a considerable number of women of Syrian origin were found in Iraq and Palestine practising prostitution or as dancers in cafés or cabarets, as may be seen in the report on those countries. Also, there has always been a considerable number of Syrian women in the licensed houses of prostitution in Alexandria and Cairo in Egypt. To what extent such women went of their own accord to these respective countries and how they went was not known by the officials.

Laws bearing on Outgoing Traffic.

Decree No. 2283, quoted in Annex IV, requires all inhabitants of the territories under mandate to be provided with passports when entering or leaving. In addition, emigration is controlled by Decree No. 2975 regulating emigration (also in Annex IV), which describes as an emigrant an inhabitant of Syria or the Lebanon who leaves the country with the object of seeking work or to accompany or rejoin a relative or a husband. This law contains provision regarding persons recruiting or transporting emigrants. Passports are not granted to women and children unless they have secured the consent of their husbands or parents or guardians, as the case may be. In addition,

an emigrant must deposit a sum equal to the amount of the fare to the country of destination, which amount can eventually be used to repatriate him or her if necessary.

The decree of November 24th, 1931, concerning the organisation of the 1932 pilgrimage has no special clauses in it providing for the protection of women and children.

In addition, there are the control measures existing at all ports of embarkation and frontier stations to determine whether the documents of the migrant are in order.

Situation with regard to Emigration and Application of Laws.

Statistics of native emigration show a large emigration to both North and South America and an almost equal number of returning natives. It appears that the numbers of natives known to have emigrated to Palestine and Iraq were small. For the period 1927 to 1931, one man and five women went to Palestine and five women to Iraq; while in the same period sixteen men and eleven women were shown as returning from Iraq.

It was stated that no case of attempts to take women out of the country for immoral purposes had occurred in recent years.

The route used from Syria to Iraq was across the desert by motor track and to other countries by train and by boat.

From reliable private sources it was intimated that girls taken to Egypt ostensibly as servants were sometimes in reality intended for prostitution. It is believed, however, that this method, which may have been common some years ago, is now infrequent.

Co-operation with Foreign Consuls.

Only a few cases have arisen in which there has been co-operation between the officials and foreign consuls in regard to matters concerning women and children. The Greek Consul related a case in which he had collaborated with the authorities to repatriate a Greek woman who had been induced by false promises of legitimate employment in Beirut to make the journey from Greece.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS, OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

With regard to the French mandated territories in question it may be said that Syria and the Lebanon are, to a limited extent, countries of destination and of origin in regard to traffic in women.

Traffic into these territories consists principally of European women who have already been prostitutes in other countries. To obtain admission to the mandated

territories they must prove that they have been admitted into a brothel, police regulations requiring this formality.

Prostitutes leaving the said mandated territories are, as a rule, native women who, after having served for a certain period in licensed houses, have lost their attraction for clients there. They go to neighbouring countries in the hope of finding a new outlet.

The existence of traffic into and out of these mandated territories is therefore closely linked with the system of legal organisation of prostitution in force there.

In addition, the number of foreign women who practise clandestine prostitution in these territories is sufficiently large to indicate that a certain number of them have come in some capacity likely to lead them into prostitution. The authorities are endeavouring to check this form of traffic and it is believed that, in general, their efforts are meeting with more and more success.

ANNEX I.

EXTRACTS FROM THE OTTOMAN PENAL CODE.

Article 198.

Any person guilty of an indecent assault on another person, the assault being accompanied by violence, shall be sentenced to a term of hard labour.

If the violent assault has been interrupted by circumstances independent of the offender's will, the latter shall be sentenced to a term of imprisonment of not less than three months.

Article 200.

If rape has been committed on the person of an unmarried girl, the offender shall, in addition to the award of hard labour, be sentenced to pay compensation to the victim.

Any person who, having, by promise of marriage, seduced a girl who has reached the age of puberty, refuses to marry her, shall be sentenced to pay compensation to the victim, and to a term of not less than one week's and not more than six months' imprisonment.

This clause, however, shall only apply if the fact that marriage was promised is duly established either by the admission of the accused or by proofs supplied by the victim's family.

Article 201.

Any person who offends against public morals by habitually instigating, encouraging or abetting gross immorality or indecent behaviour among young persons of either

sex shall be sentenced to a term of imprisonment of not less than one month but not exceeding twelve months. If the gross immorality or indecent behaviour of young persons has been instigated, encouraged or abetted by their father, mother or guardians, the penalty shall be imprisonment for not less than six and not more than eighteen months.

Article 202.

Any person guilty of an act of gross indecency in public shall be sentenced to a term of imprisonment of not less than three months but not exceeding twelve months, and to a fine of not less than one and not more than ten gold mejidiehs.

EXTRACTS FROM DECREE No. 188 OF APRIL 19TH, 1920, AMENDED BY DECREE No. 1362 OF APRIL 6TH, 1922. PROTECTION OF PUBLIC HEALTH.

CHAPTER VI.—REGULATION OF PROSTITUTION.

Article 68.

No house of prostitution may be opened without the consent of the administrative authorities, to be given only after due enquiry.

Article 69.

Any establishment in which prostitution is collectively and habitually carried on, and likewise any house in which women are habitually afforded lodging and received temporarily and in which they are permitted to engage in prostitution, shall be deemed a house of prostitution.

Article 72.

Clandestine prostitution is absolutely forbidden. Only the prostitution of women of not less than 18[1] years of age is tolerated.

Article 73.

Women of not less than 18[1] years of age who desire to engage habitually in prostitution must declare their intention to the administrative authorities.

Thereupon, they will receive a medical booklet containing their photograph and instructions as to the health, medical and administrative rules with which they must comply.

---

[1] See note on page 423.

Article 74.

Any women known to be engaged in prostitution in a clandestine house, or without having made the declaration, shall, after such enquiries have been made as are deemed necessary by the administrative authorities, be automatically included in the list of prostitutes and shall be subject to the same obligations. She shall be liable to a fine of not less than twenty and not more than one hundred Egyptian piastres (Decree No. 1362, 40 to 200 Syrian piastres) and to a term of imprisonment of not less than two and not more than eight days, or to one of these penalties only.

Article 75.

All women engaging in prostitution must submit to a bi-weekly physical inspection, at the place, date and time determined by the administrative authorities.

Article 79.

Every woman found to be diseased must be admitted immediately to a venereal dispensary, or, if there be no such dispensary, to a special ward in the municipal hospital.

A daily charge not exceeding forty Egyptian piastres (Decree No. 1362, 80 Syrian piastres) shall be paid by the patient, or, if she be a habitual inmate of a house of prostitution, by the proprietor of the house.

If the patient be without means, she shall, on producing a certificate of indigence, be admitted into the dispensary or municipal hospital, and shall receive treatment therein free of charge. Any woman who has notified her disease on her own initiative shall receive the same advantages.

Article 80.

In no circumstances may diseased women receive treatment for venereal disease at their homes.

Article 84.

Women dancers, singers or musicians, natives of the country, who perform in the local fashion in public places, squares or " cafés-concerts ", must, on their arrival in any new locality, be inspected by a medical officer appointed for the purpose. According to the result of the inspection or the conduct of these women, they may be required to submit to weekly medical inspection and to all the rules laid down in the present Decree concerning prostitutes. The proprietor of their lodgings or employer, whether male or female, may, by reason of their conduct, be placed on the same footing as the proprietor or proprietress of a brothel and may be obliged to comply with the provisions of Article 82 of the present Decree.

Article 85.

All other women, independent or artistes, not coming within the above category whose conduct gives rise to well-founded complaints that they have spread venereal disease, or who, after due enquiries by the police, are proved to be regularly engaging in prostitution, shall be obliged to submit to inspection at stated intervals by the medical officer of the Administration.

Article 86.

In order to avoid all danger of annoyance, an inspection-room shall be established for their use in special premises separate from those intended for registered women.

Article 88.

If a women is found, on inspection, to be diseased, she shall be sent to an institution for treatment as laid down in Article 79.

Article 89.

In very exceptional cases and on the recommendation of the Chief Commissioner and of the medical officer of the Administration, women of this class may receive treatment at home.

Article 90.

Any artiste who determines her contract in order to engage openly in prostitution shall be subject to the same rules as a registered prostitute. Before such action is taken, however, the Chief Commissioner must draw up a detailed report to the effect that the woman concerned offers herself for prostitution to all comers.

EXTRACTS FROM THE LAW OF FEBRUARY 6TH, 1931, OF THE LEBANESE REPUBLIC CONCERNING THE REGULATION OF PROSTITUTION.

Article 1.

By prostitution is meant the occupation of any woman who is well known to be in the habit of selling herself to men either openly or clandestinely.

Article 2.

Any woman engaging in prostitution shall be deemed to be a prostitute.

Article 3.

Any premises in which women engaging in prostitution habitually dwell or to which such women resort at times shall be regarded as a house of prostitution.

Article 4.

Houses of prostitution are of two categories:

(a) Licensed houses;

(b) Houses used as meeting-places.

CATEGORY 1.—LICENSED HOUSES.

Article 5.

Any establishment in which the authorities tolerate habitual prostitution shall be deemed a licensed house.

Article 6.

No male person may be authorised to open or conduct a licensed house.

Article 7.

Licensed houses may be installed only within the limits of certain reserved areas as specified by the competent authorities. They shall be divided into two classes by the police and a delegate of the district administrator.

Article 12.

Permission to open a licensed house may not be granted to a prostitute under 25 years of age.

Article 14.

No proprietress may possess more than one house of prostitution; nor may she possess a café, bar or other similar establishment separate from the house of prostitution which she has been duly authorised to conduct.

Article 16.

If continuously absent for a period up to two months (the maximum which may be allowed) the proprietress shall be bound:

(1) To inform the police in writing of the reasons for her absence, the time during which she will be away, the places at which she will stay, and the name of her substitute;

(2) Not to leave the establishment until she has received permission from the police;

(3) To have her permit endorsed on her arrival at and departure from her place of residence by the local police or the administrative authority or gendarmerie.

Article 17.

No girl may be admitted into a licensed house unless she is 18 years of age and is in possession of proper identity documents. She must make her statement to the police, who must previously arrange for her immediate medical inspection.

Article 18.

Proprietresses are strictly forbidden to receive in their premises or engage in their service any young persons under 18 years of age, or girls who are still virgins.

Article 19.

Prostitutes may only go out in the daytime between 9 a.m. and 4 p.m. The police authorities may, however, as an exception and at the request of the party concerned, prolong this period until 1 a.m. under a special permit issued to the party. Prostitutes are absolutely forbidden to go out on Sundays or official holidays. They may not frequent public places, such as cafés, gardens, etc., or veil their faces.

Article 21.

Any prostitute shall be free at any moment to abandon her mode of life. Proprietresses may not exercise constraint or resort to promises in order to induce a woman to remain in a licensed house. Even when a debt is properly due, the proprietress may not withhold any personal goods or chattels belonging to one of her inmates.

Article 22.

Every inmate of a brothel must submit to a bi-weekly medical inspection at the place, date and time specified by the administrator. She may not give herself injections, take medicines, or paint herself. If she disregards these instructions, she may be suspended from engaging in her calling, by order of the medical officer, until the next medical inspection.

A municipal charge fixed by the Administration shall be paid by each prostitute for each inspection.

If a woman is unable to come to the medical inspection owing to some internal complaint, she must submit a medical report exempting her from the inspection and certifying that she is free from venereal disease.

If the medical report certifies that the patient will necessarily be absent for more than one week, she shall be examined by a committee appointed by the chief medical officer of the municipal health services.

If a woman obtains a medical report exempting her from medical inspection for more than one week and for purposes of convalescence, she may in no circumstances remain in a licensed house.

Article 27.

Any woman found to be diseased and in an infectious state must be immediately sent either to a special hospital or to a special ward in a public relief hospital. In no circumstances may she be given treatment by the official doctors outside their official duties.

The various municipalities shall pay to the Treasury for each woman receiving treatment and for each day of treatment a daily sum equal to the average cost of a day's in-treatment in the public relief hospitals.

Article 35.

There may be no music or singing in licensed houses after midnight.

Spirituous and other liquor may only be sold in houses of the first class.

Article 39.

The police shall establish files :

(1) Regarding each house of prostitution in the reserved areas and all houses suspected of being houses of ill-fame outside these areas;

(2) Regarding all bars, cabarets, " cafés-concerts " and other places where liquor is consumed on the premises;

(3) Regarding each proprietress and prostitute in a licensed house;

(4) Regarding every person suspected of lewd conduct.

CATEGORY 2.—HOUSES USED AS MEETING-PLACES.

Article 40.

Houses used as meeting-places subject to the same rules as licensed houses are inhabited by café girls. They are placed on the same footing as licensed houses of the first class and are tolerated only in the reserved area.

Article 41.

Proprietresses of these houses must keep a register, to be initialled by the police, in which they must enter without exception the names and surnames of the girls living with them.

Article 42.

It shall be the special duty of the police to seek out in these meeting-places any minors, boys or girls, or virgins or married women who have been allowed to enter.

Every offence of this kind shall automatically involve, in addition to the prescribed judicial penalties, the closing of the establishment and the withdrawal of the permit by the Administration, if the police so advise.

Article 44.

" Café girls " are young women who mix with the public in any bar, dancing-hall or other similar establishment and at the same time engage in prostitution.

Article 45.

Café girls are subject to the same rules as the inmates of licensed houses.

Article 46.

Café girls are permitted to undergo the bi-weekly medical inspection, either at a special dispensary or on the premises of an officially recognised doctor.

Article 47.

Proprietresses of houses used as meeting-places are placed on the same footing as proprietresses of brothels, except that they may undergo the bi-weekly medical inspection under the same conditions as café girls.

Article 48.

Women of either the first or second category who desire to abandon common prostitution in order to live with some individual as his private mistress must apply to the police, who will require the individual with whom the woman proposes to live to furnish moral and pecuniary guarantees.

The woman shall thereafter remain subject to the bi-weekly inspection for a specified period or until the committee defined in Article 54 has reached a decision in her case.

Article 49.

Women to whom the provisions of the foregoing article apply may not in any way keep company with prostitutes nor frequent the cafés or dancing-halls in the reserved area, nor live in houses used as meeting-places.

CLANDESTINE PROSTITUTION.

Article 50.

Any woman who is well known as selling herself to men indiscriminately, while avoiding the official rules concerning prostitution, is deemed to be engaging in clandestine prostitution.

Article 51.

Such prostitution is absolutely forbidden. Any woman caught in the act of

clandestine prostitution and arrested by the police on that account must be immediately brought before the Director of Police, who may order :

(1) Her release without further formalities if the information obtained and the *procès-verbal* do not justify any presumption of guilt; or

(2) That she be sent to the medical officer of the municipal health service for medical inspection to decide whether she should be sent to an institution for treatment.

Whatever the result of this inspection, the woman must appear before the special committee the composition of which is specified in Article 54. This committee, convened by the Directorate of Health and Public Relief, on the report of the Director of Police, must meet within forty-eight hours. Its decision is final.

Article 52.

On the proposal of the police, the administrator may order the immediate closing of premises in which clandestine prostitution is being carried on, pending the decision of the judicial authority.

Article 53.

In the same circumstances, the administrator may order the immediate closing of any hotel, boarding-house, café, concert or dancing-hall or other establishment of the same kind the proprietresses of which, by receiving women of immoral character, may have tolerated or abetted immorality in these establishments or their annexed premises. Such closing shall be ordered pending the decision of the judicial authority, to be given within fifteen days.

Article 54.

The Minister of Health and Public Relief shall appoint the members of the special committee referred to in Article 48. This committee shall include an official of the Administration, who shall be President, and two members, one a medical officer of the Public Relief Department and the other a delegate of the municipality.

A secretary appointed by the Ministry of Health and Public Relief shall keep the records of this committee.

This committee, after hearing the accused, who shall be entitled to produce all evidence and witnesses on her behalf, shall decide whether the woman is to be regarded as habitually engaging in prostitution and should therefore be subject to the present rules.

Any person engaging in clandestine prostitution who, having been summoned by the committee, fails to appear, may be compelled, without further formality, to submit to the regular inspection.

When the committee decides that a woman must undergo medical inspection, she must submit to such inspection regularly at the special dispensary or, at her own

request and expense, at the premises of one of the doctors appointed by the Public Relief Department.

Article 56.

Women subjected by decision of the special committee to inspection, who are well known to be engaging in prostitution, must reside within the reserved area. In all cases they are subject to the provisions of Article 26.

"SOUTENEURS" AND WOMEN WHO SOLICIT.

Article 60.

Any woman guilty of soliciting in the streets, along the quayside, in squares or public walks, on the boulevards or from windows—an offence covered by Appendix I to Article 202 of the Penal Code—shall be sentenced to the penalties laid down in Article 72 of the present law.

Article 62.

A woman who solicits a minor shall be sentenced to not less than three months' imprisonment.

Article 63.

Any man without real occupation who is proved to be living on the immoral earnings of women shall be sentenced to a term of imprisonment of not less than two and not more than six months. He shall also be placed under police surveillance, in conformity with Article 14 of the Penal Code.

ARTISTES, SINGING AND DANCING WOMEN.

Article 64.

No artiste may work without a permit issued by the Head of the Police Department. The proprietor of the establishment will be held responsible for any breach of this paragraph.

If these artistes are unable to prove that they have previously been engaged in known and classified establishments, or have been members of recognised associations of artistes, the Chief of Police may forbid them to exercise their calling so long as they refuse to undergo medical inspection.

Article 65.

Every artiste whose engagement has come to an end and who regularly frequents bars and dancing-halls must prove that she possesses sufficient resources for her maintenance : otherwise, she must submit to the rules concerning café girls.

Article 66.

Whenever an artiste is found to be suffering from venereal disease in its contagious period, she must be prohibited from mixing, either before or after her " turn ", with the audience or customers until such time as she can produce a certificate issued either by the doctors of the special dispensary or by one of the doctors appointed by the Health and Public Relief Authorities to the effect that she is no longer in a contagious state.

She may choose her own doctor for treatment, but the certificate of recovery must in every case be signed by one of the doctors appointed by the Ministry of Health and Public Relief.

Article 67.

Any artiste suffering from disease who does not comply with these rules shall be sent to hospital.

SODOMY.

Article 68.

Any proprietress of a house used as a meeting-place open to the public who tolerates sodomy on her premises shall be sentenced to a term of imprisonment of not less than one week and not more than six months, irrespective of the question whether her establishment is to be definitively closed.

Article 69.

Any person apprehended in the commission of sodomy shall be liable to the penalties laid down in the foregoing article.

If the person is found to be diseased, he shall be sent to the hospital.

DECREE No. 2414 AND ADDITIONAL DECREE No. 2992, OF FEBRUARY 14TH, 1929, CONCERNING REGULATIONS FOR MUSIC-HALL ARTISTES IN THE LEVANTINE STATES UNDER FRENCH MANDATE.

Article 1.

No music-hall artiste may enter the Levantine States under French mandate without the previous permission of the High Commissariat. Organisers of entertainments are consequently bound to bring before the police authorities for the endorsement of their contracts all artistes engaged in their establishments.

Article 2.

Only establishments duly classified as music-halls may engage artistes. A list of these establishments shall be drawn up by the police authorities.

Article 3.

If any artistes are unable to prove by means of satisfactory documents (certificates of previous engagement in known and classified establishments, membership of some recognised association of artistes) that they have exercised this calling for at least three years, the police authorities shall refuse to endorse the contracts unless an enquiry conducted by the police authorities on the spot proves entirely favourable to the persons concerned.

Article 4.

The number of women artistes (including " stars " and " attractions ") may not exceed ten in the case of establishments that fulfil the conditions laid down in Article 2.

Article 5.

Lascivious dances or dances in indecent attire are prohibited.

Article 6.

Music-hall artistes may not remain in the Levantine States under French mandate for more than six months.

Article 7.

Except in case of indisposition, duly found to be such, artistes must appear on the scene daily.

Article 8.

Artistes must present themselves in person to the police :

(1) Whenever their contract is renewed;

(2) Whenever they pass from one establishment or place of residence to another in the Levantine States under French mandate.

Article 9.

Establishments authorised to engage artistes must dismiss those who are regarded as undesirable.

Article 10.

The travelling expenses of artistes whose period of stay has come to an end or whose departure is requested as an administrative measure must be borne by the establishments which have engaged them. Proprietors may require the members of their company to deposit surety.

Article 11.

Women artistes, in particular, may not prolong their stay in the Levantine States under French mandate after the expiration of their contracts, permission to reside being absolutely dependent on the exercise of their profession.

Article 12.

Agencies for the recruiting of café and concert artistes are prohibited.

Article 13.

The provisions of the present Decree shall not apply to regularly organised troupes.

Article 14.

Duly proved infringements of the present Decree may involve the temporary or final closing of the establishment as well as the expulsion from the Levantine territories under French mandate of artistes so offending.

EXTRACTS FROM DECREE No. 53 OF FEBRUARY 19TH, 1926, CONCERNING PREMISES FOR THE SALE OF DRINK IN THE SYRIAN STATE.

Article 1.

In no circumstances may the proprietor be a woman.

Article 2.

The provisions of the present Decree are applicable to gardens, theatres, cinemas or other places of amusement which sell drinks for consumption on the premises, and also to the proprietors of taverns, restaurants or hotels who sell drinks for consumption on the premises.

Article 5.

No purveyors of drinks for consumption on the premises may receive in their establishments women entered in the special registers as prostitutes.

Article 9.

No drinks to be consumed on the premises may be sold in the reserved areas. No hotel, café or premises for serving drinks may be opened or allowed to continue in these areas.

Article 13.

Proprietors of premises in which spirits or alcoholic beverages to be consumed on the premises are sold may not admit into their establishments persons in a state of inebriety or under 18 years of age.

EXTRACTS FROM THE DRAFT DECREE FOR THE REGULATION OF PROSTITUTION IN THE TERRITORY OF THE STATE OF SYRIA.

Article 3.

Houses of prostitution or houses used as meeting-places may not be established outside the special areas appointed at Damascus and Aleppo by the directors of police, and in other towns by the senior administrative official.

Article 5.

No person belonging to the categories mentioned hereafter may, under his own or under a borrowed name, open a house of prostitution or a house used as a meeting-place : *(a)* persons under 25 years of age.

Article 11.

Prostitution is prohibited in hotels and private houses. If it is noted that prostitution is carried on clandestinely in an hotel or a house with the consent of the owner, the establishment shall be closed or shall comply with the rules regarding houses of prostitution under the conditions specified above. The proprietor shall also be liable to a fine of 100 Syrian pounds.

Article 15.

No girl under 18 years of age may, even temporarily or with the consent of her parents or guardian, be allowed to enter a house of prostitution.

Prostitutes between 18 and 20 years of age shall be returned to their parents or guardian if the latter so request.

Any house of prostitution or house used as a meeting-place which disregards these provisions shall be closed for a period of two years.

Article 16.

Inmates of houses of prostitution may not, on any pretext, be obliged to remain in the establishment until they have entirely paid such debts as they may have contracted towards the proprietor. The proprietor may not withhold the belongings or movable property of the inmates or cause these belongings or property to be handed

over to him as surety for debts due to him. Any house which disregards these provisions shall be closed for one month on the first offence, for six months on the second offence and for two years on each subsequent offence.

Article 20.

The articles of this Decree shall be posted up in every house of prostitution or house used as a meeting-place on a board in a visible position.

Article 25.

Only the prostitution of women of not less than 18 years of age is tolerated.

Article 26.

Women of at least 18 years of age who desire to engage habitually in prostitution must declare their intention to the Director or Chief of Police.

Thereupon they will receive a medical booklet containing their photograph and instructions as to the health, medical and administrative rules with which they must comply.

Article 27.

Any woman found, after enquiries by the Director or Chief of Police, to be engaging in prostitution shall be registered as an independent prostitute and shall be authorised to live at home.

Article 28.

Such registered prostitutes may not engage in prostitution in their own homes.

Article 29.

Any woman desiring to cease to be a prostitute shall be entitled to exemption from further special police surveillance. For this purpose she must convince the Director of Police at Damascus or Aleppo, or the senior administrative official in other towns of her *bona fides.*

Article 32.

Special police agents and police commissioners may not register as independent prostitutes any woman or girl suspected of clandestine prostitution without the approval of the Director of Police or the senior administrative official. Three detailed reports proving that the person in question is engaging in prostitution are required before she can be registered as a woman of easy virtue.

ANNEX II.

INSTRUCTIONS ISSUED BY THE INSPECTOR-GENERAL OF POLICE FOR THE LEVANTINE STATES UNDER FRENCH MANDATE, CONCERNING EFFORTS TO REFORM WOMEN SEEMINGLY DESIROUS OF ENGAGING IN PROSTITUTION.

Beirut, February 22nd, 1930.

The Inspector-General of Police, to the Technical Advisers of the Police Forces in the Levantine States under French mandate.

I have the honour to inform you that I have observed that certain special police departments have ordered women who have recently become prostitutes to submit to health inspection without these women having been previously called upon to offer their explanations.

I do not think that this procedure can be adopted without seriously imperilling the position of young women still capable of being reformed.

In future, therefore, the women in question should be summoned to appear before the commissioners of the special police divisions, who should draw their attention to the degradation of the life they are proposing to follow and to all the consequences of their decision.

One advantage at least of this method would be that a decision could be reached in all certitude without, of course, neglecting the necessary steps to prevent the propagation of venereal disease.

(Signed) BOUCHÈDE.

ANNEX III.

STATISTICS REGARDING THE NUMBER OF PROSTITUTES, ETC., ON DECEMBER 31ST, 1931.

LEBANESE REPUBLIC.

Districts	Licensed houses	Houses used as meeting-places	Number of registered prostitutes				Number of registered café girls				Police offences
			Lebanese	Syrians	Foreigners	Total	Lebanese	Syrians	Foreigners	Total	
Beirut	67	9	123	95	32	250	49	17	9	75	777
Tripoli	7	—	13	13	—	26	—	2	—	2	175
Zahlé	1	—	6	—	—	6	2	—	—	2	12
Saida	4	—	6	4	—	10	—	—	—	—	4
Baalbek.....	1	—	3	—	—	3	—	—	—	—	15
Total...	80	9	151	112	32	295	51	19	9	79	983

SYRIA.

Damascus...	57	57	62	162	5	229	1	12	—	13	241
Aleppo	60	—	19	208	6	233	—	—	—	—	757
Homs	5	—	4	16	—	20	—	—	—	—	22
Hama	1	—	4	7	1	12	—	—	—	—	8
Deir-ezzor ..	3	—	3	27	—	30	—	—	—	—	16
Total...	127	57	92	420	12	524	1	12	—	13	1,044

ANNEX IV.

EXTRACTS FROM DECREE No. 2283, DECEMBER 24TH, 1928, ON PASSPORT REGULATIONS FOR NATIONALS OF THE LEVANTINE STATES UNDER FRENCH MANDATE AND RULES FOR THE ADMISSION OF FOREIGNERS INTO THESE STATES AND THEIR STAY THEREIN.

CHAPTER I.

Article 1.

Nationals of the Levantine States under French mandate coming from or proceeding abroad must, before they can enter or leave these countries, be in possession of a passport issued in the name of the High Commissioner of the French Republic by the authorities of the Levantine States under French mandate, or of a French passport mentioning their nationality issued by the French administrative or consular authority.

CHAPTER II.

Article 8.

Foreigners may only enter the territories of the Levantine States under French mandate if they are in possession of a national passport visaed by the French administrative or consular authority with the remark " valid for the States of Syria, Lebanon, the Alawites and the Jebel Druse ".

Article 9.

The conditions for the stay of foreigners in the Levantine States under French mandate are independent of the period of validity mentioned in the consular visas on their passports.

The holder of a passport cannot put forward the duration of validity of the visa as a plea for being allowed to reside in the Levantine States under French mandate during the whole period indicated by the visa or to make a prolonged stay therein.

The *Sûreté générale* may propose any administrative measure necessary in the case of foreigners in transit who have outstayed the permitted period.

The *Sûreté générale* shall also be empowered to prolong the validity of the visas on passports held by foreigners residing in the Levantine States under French mandate.

CHAPTER IV.

Article 11.

As regards individuals who have entered the territories under French mandate surreptitiously :

1. Those who have no passport or identity documents will be prosecuted for infringing Decree 760 of December 12th, 1927.

2. Those who possess a passport which has not been visaed by a French administrative or consular authority will be escorted to the frontier by the police or gendarmerie.

Article 12.

Foreign workers will only be admitted into the Levantine States under French mandate on presentation of a labour certificate which their employer must previously cause to be endorsed by the Police Department of the High Commissariat.

INSTRUCTIONS CONCERNING THE SUPERVISION OF FOREIGN ARTISTES.

From the Inspector-General of Police in the Levantine States under French mandate to the Head of the *Sûreté générale* of the State of Syria at Damascus and the Head of the *Sûreté générale* of the Vilayet of Aleppo.

Beirut, March 7th, 1929.

The officers of the *Sûreté générale*, in co-operation with the local police, should report to the Inspectorate-General of Police any artiste who causes scandal, engages in clandestine prostitution or uses or traffics in narcotics.

As soon as the facts have been duly ascertained after enquiry, an order of expulsion will immediately be issued against the artiste concerned.

Every change of residence of artistes must be reported to the Inspector-General of Police at Beirut, who will in turn notify the services concerned at Aleppo and Damascus of all grants of applications for change of residence.

(Signed) BOUCHÈDE.

EXTRACTS FROM DECREE No. 2975, DECEMBER 4TH, 1924, CONCERNING EMIGRATION.

Article 2.

Every inhabitant of Syria or the Lebanon who leaves his country in order to seek work or who accompanies or is proceeding to rejoin husband or wife or relations in the ascending or descending line, or brothers, or sisters, or uncles, or aunts, or nephews, or nieces, or their husbands or wives who have already emigrated for the same purpose, or who is returning under the same conditions to the country from which he had previously emigrated, shall be regarded as an emigrant.

Article 3.

No person may recruit or transport the above-mentioned emigrants by land or sea unless he is in possession of a permit from the Governor of the State in which he

intends to conduct business. This permit must be duly endorsed by the High Commissioner or his delegate in the State concerned.

Article 7.

No person whatsoever may offer, even without remuneration, to undertake on behalf and in place of an emigrant the steps or formalities necessary to enable the emigrant to leave the country, and, in particular, with a view to obtaining the required passport.

Article 8.

Passports, in the offices which prepare these documents, can only be issued to the emigrant in person. Officials or employees in these offices shall, on their own responsibility, be bound to make sure of the exact identity of the person to whom they hand over a passport.

In every State, special regulations, subject to the approval of the High Commissioner, shall define the formalities which must be complied with before a passport can be issued.

Article 9.

Shipping companies authorised to transport emigrants under the conditions laid down in the present Decree may :

1. Only deliver tickets to the emigrants in person after the latter have shown their passports. . . .

Article 10.

No request for the issue of a passport for emigration will be taken into consideration unless it is accompanied :

1. By an affidavit from the French Consul in the country of destination to the effect that the applicant has been invited to proceed to the country by a person who is solvent and who undertakes to provide him with work or to support him and those members of his family who are to travel with him.

2. By a receipt, the form of which shall be determined by the local authorities, to the effect that a sum equal to the cost of the outward journey of the emigrant and the persons who are to travel with him has been deposited either in a special emigration fund or in the State Treasury.

This same deposit, to ensure the return of the emigrant if necessary, will be refunded to him in its entirety at his request, either on the expiration of three years or before the expiration of that period if the person concerned has returned to Syria or to the Lebanon.

The authorities whose duty it is to issue passports shall be both criminally and civilly liable if they fail to insist upon the submission of the two documents aforesaid.

PALESTINE.

The United Kingdom acceded, in respect of Palestine (including Transjordan), to the Convention of 1921 *for the Suppression of the Traffic in Women and Children and consequently to the Agreement of* 1904 *and the Convention of* 1910 *for the Suppression of the White Slave Traffic.*

The Deputy Commandant of Police (Criminal Investigation Branch of the Department of Police) acts as the central authority.

INTERNAL CONDITIONS RELATING TO TRAFFIC.

Population.

According to the preliminary results of the census taken in November 1931, the total population of Palestine, exclusive of Bedouin nomads, amounts to 1,035,154, made up as follows (1922 figures in parenthesis) :

Moslems	759,952	(590,890)
Jews	175,006	(83,794)
Christians	90,607	(73,024)
Others	9,589	(9,474)

The Moslem total includes Arabs (both settled and nomad) and some others of minor importance, but not the nomadic Bedouin, who are estimated at about 100,000.

The Christian total includes adherents of the Orthodox, Roman Catholic, Greek Uniate, Anglican, Armenian, Armenian Uniate, Jacobite, Syrian Catholic, Coptic, Abyssinian, Abyssinian Uniate, Maronite, Chaldean, Lutheran and other Churches.

The totals of the urban population of the four largest towns are :

Jerusalem	90,407
Jaffa	51,366
Haifa	50,533
Telaviv	46,116

General Policy towards Prostitution.

According to a memorandum by the British Social Hygiene Council, presented in February 1929, to the Traffic in Women and Children Committee by the British delegate

(see document C.T.F.E. 466 (1), C.30.M.164.1930.IV), Jerusalem is stated to have been, before the war, comparatively free from prostitution, the Turkish Government also regarding it as a holy city where no licensed houses should exist. The war had brought other conditions in its train and, when the British Military Administration took over the Government, they found that two streets were still set apart as areas for tolerated houses. A voluntary organisation known as the Social Service Association, representing Christian, Moslem and Jewish women, was established in 1918 and made representations to the military authorities that these tolerated areas should be abolished. Houses of ill-repute, lists of which had been forwarded to the authorities, were investigated, and it was found that the people concerned began to move of their own accord owing to police supervision. Brothels were made illegal in 1927 by the Criminal Law (Amendment) Ordinance No. 2 of 1927, since when there has been no regulation of prostitution in Palestine, and there is neither registration of prostitutes nor compulsory medical examination.

The official reply to the questionnaire says that, during the last two years, prostitution has increased, owing to the presence of troops in the country. " All possible steps ", the reply continues, " are being taken to reduce this evil by special vigilance on the part of the police. The Government has appointed and is advised by a woman welfare inspector. Enquiries are being made from Cairo, where women police are being used, as to the feasibility of similar employment in Palestine. Special precautions are taken to prevent the surreptitious entry of foreign prostitutes. The admission of prostitutes is forbidden by the Immigration Ordinance 1925."

Laws relating to Prostitution and Allied Questions.

In addition to the immigration law discussed hereafter, there are the following laws relating to national (which would include international) traffic in women and children :

(a) The Penal Code of Palestine (Ottoman Penal Code), Article 201 (see Annex I);

(b) The Criminal Law Amendment Ordinance, No. 2, of 1927, of Palestine, Sections 2, 11, 12, 13, 15, 16 (see Annex II).

These laws define and penalise as offences the following acts :

(1) Procuration for immoral purposes, either within or without Palestine;

(2) Procuring or defilement of females by threats, fraud, either within or without Palestine, or by administering drugs;

(3) Keeping of a brothel;

(4) Permitting child to reside in a brothel;

(5) Living on the earnings of prostitution.

Situation with regard to Prostitution and Application of Laws.

Sly Prostitution.

As already stated, the policy of the Government of Palestine towards prostitution follows the abolitionist principles. Besides, brothels have been declared by law to be illegal, a brothel being defined as a place where two or more prostitutes carry on their trade.

Prostitution, however, exists in the country, especially in the two seaports of Haifa and Jaffa, and to a less degree also in Jerusalem, Tiberias and Telaviv.

Although under the present system prostitutes are not registered, the women practising prostitution are generally known to the police. Thus the police of Haifa were able to furnish the Commission with a list of prostitutes operating in this town. From this list it appears that, at the moment of the Commission's visit to Haifa, 49 prostitutes were known, 29 of whom were of Palestinian nationality, 19 of Syrian and 1 of Turkish nationality. Six of the girls, 2 Palestinians and 4 Syrians, had been employed formerly in public brothels (either in Syria or in Palestine before the abolition), 1 was the proprietor of an hotel, 1 was employed at a coffee-house and 10 were said to be " dancing girls " (8 Palestinians and 2 Syrians).

As elsewhere, the dancing girls have also to be considered in connection with possibilities of traffic. Although they may drift into prostitution, they cannot primarily be classified as prostitutes. The kind of cabaret artiste who, in other countries, is required by the management of such places to push the sale of drinks does not seem to exist in Palestine, as there is comparatively little consumption of intoxicating liquors by the natives.

At those establishments in Jerusalem where provision is made for dancing by Europeans, professional dancing partners are not available.

The Commission was informed that the proportion of Moslems, Christians and Jews amongst the prostitutes roughly corresponds to the proportion of the population figures in general. But as the prostitutes, even native Christian and native Jewish girls, often veil and adopt the Moslem dress, one is given the impression that they are all Moslems.

Judging by the names, there seem to be, amongst the 49 known prostitutes in Haifa, 4 or 5 Jewesses and 1 or 2 Christians.

In addition, a certain amount of Jewish prostitution is in existence.

Brothels.

In the seaports of Jaffa and Haifa, the police declared that they were often coming across clandestine brothels. It is said to be extremely difficult to deal with these brothels under the Criminal Law Amendment Ordinance, which defines a brothel as " a place where two or more women carry on the trade ", because the women practising prostitution do not live together. They live by themselves or with men who may or

may not be their husbands but, as several of them do not live together for the purposes of prostitution, the law is not applicable. This is the way in which native prostitution is organised as a rule.

" Souteneurs " and Procurers.

There are two kinds of *souteneurs* in Palestine : one, more or less a servant in the employ of the women, acting as runner, who has to find customers ; the other managing her and taking her money. The more common type, however, is the runner.

Procuration is said to be practically unknown in Palestine.

Barter and Sale of Children.

There are still in existence cases, although not important in number, in which well-to-do inhabitants have negroid girls (called *abdeh*, pl. *abeed*) in their houses as servants, whose services in a domestic capacity have been hired by their parents or guardians for a certain sum of money and a certain period of years. However, this habit is confined to one district only, the district of Nablus (north of Jerusalem) and is to be considered as a relic of the period when slaves were purchased by all rich Moslem families.

The origin of this habit is as follows : originally slaves were imported into Palestine from Sudan and were the entire property of the master, the children of the *abeed* becoming slaves to the children of the master. With the reorganisation of the Turkish Government (accession of Sultan Abdul Majud) liberty was declared and all slaves were freed. But, owing to the fact that the *abeed* were penniless at the time of emancipation, they were obliged to remain in the services of their masters. During the war, most families were unable to support the *abeed*, and the tendency to employ them greatly decreased. The descendants of the former slaves, however, continued to live in the country in relation with a native nomad tribe in the Jordan valley.

After the war, when the financial conditions of many rich Moslem families improved, people again felt inclined to take *abeed* into their service, considering their employment to be cheaper than that of servants. Merchants are always in direct contact with the sheikhs of nomads and, on the demand of a merchant, the sheikh arranges with the father of an *abdeh* to sell the services of his son or daughter for a certain period for a fixed sum of money. Thus the children are removed on contract to the houses of rich families, where they remain until the expiration of the period of the contract; otherwise, the responsible person must refund the amounts paid.

Abeed are now employed at between seven and ten years of age and, on feeling the difference between their home life and that of their master, they never think of leaving their master's house; many of those who were taken back home ran away and returned to their masters.

It seldoms happens that a female *abdeh*, after attaining the age of maturity, becomes one of the wives of the master of the house in which she serves, although she is in many cases married to one of the male servants, so that her services can be retained.

The Government Welfare Inspector informed the Commission that the Government of Palestine plans to lay down certain rules in order to regulate this habit of hiring out or pawning children, with a view to stamping it out gradually. The measures primarily envisaged are : to limit the contract to one year and register the *abeed*. But even now, without any special laws referring to them, the *abeed* girls are said to be known to the authorities. The Government Welfare Inspector keeps an eye on them. There does not seem to be any grave danger of these girls being used for immoral purposes. Should such a thing happen, it was stated, the customs of the country and public opinion would be very much against it.

Prosecutions.

As the United Kingdom acceded to the Conventions for the Suppression of Traffic in Women and Children in respect of Palestine only in 1931, there are no annual reports sent to the League nor special records kept with regard to prosecutions under the laws relating to this traffic.

According to the police, prosecutions have slightly increased since 1924. The acts for which the women have been prosecuted are chiefly soliciting and occasionally being in a brothel. In Haifa, there have been altogether 22 prosecutions since 1924.

Preventive and Protective Measures.

The authority which centralises preventive and protective measures for women and children in Palestine is the Government Welfare Inspector, an official of the Palestinian Administration, who is at present a lady. In carrying out her duties, the Welfare Inspector is assisted by the Social Service Association, composed of women representing all communities, nationalities and grades in Palestine. The organisation has branches in every town which are in constant contact by correspondence with the head office at Jerusalem and the Government Welfare Inspector. This creates a sort of intelligence service and makes it practically impossible that any considerable number of girls could disappear without the knowledge of the Inspector. Besides, there are in existence various homes—for instance, the Girls' Home at Haifa. Infant welfare work is done by nursery homes and orphanages which take care of motherless children. It may be added that the illegitimate child is not an urgent problem in Palestine, the early marriages amongst the native population being a kind of safeguard in this respect.

The Jewish Agency and affiliated private Jewish organisations look after the Jewish girls. When the Commission visited Palestine, a Social Service Department for the Jewish community had just been founded. An organised working women's

movement with 12,000 members shows that much is being done to provide work for women whenever possible. Many opportunities for training in various kinds of work are provided for Jewish girls, such as agricultural training, girls' farms and farm schools. There is also training for household work, cookery, gardening, poultry-raising. There are two hostels where girls receive a home and training and there is also a training school for nurses. It is planned to develop this system by including more industrial education and vocational guidance in the curriculum of the schools and the continuation schools. The Jewish Young Women's Association, to which the girls have access in the evenings, is also run on social service lines.

The various missions in Palestine do educational and hospital work which may be regarded as preventive to a certain extent.

Direct preventive and protective work is done by the Y.W.C.A., which runs an employment bureau and can also give shelter to girls in its hostels.

The Government attributes the fact that traffic in women and children is practically non-existent in Palestine in part to the efforts of these associations and individuals.

Health education measures undertaken by the Government are not concerned with venereal diseases. There have only been occasional lectures on this subject, but they could not be considered as systematic propaganda in this regard. Venereal disease not being notifiable and no medical control existing over prostitutes, the Health Department of the Government is not directly involved in the activities for the protection of women against traffic.

Possible Relation of Labour Conditions.

Labour conditions in Palestine are closely connected with the problem of the Jewish immigration in the country. It can, however, be stated that they do not have any special bearing on traffic in women. The immigration movement being under the strict control of the Government and the Jewish Agency, all possible dangers from this side are checked in carrying out the special regulations which apply to Jewish immigration.

Influence of Other Social Conditions.

In answer to the question in the Commission's questionnaire as to what had been the influence of economic, social or political conditions in Palestine on the entrance of foreign women into prostitution, the Government replied that " the recent depression in the economic conditions of Palestine has tended to increase the number of prostitutes; and the presence of a garrison has probably encouraged the entry of foreign prostitutes into the country ".

The last-mentioned fact had already been admitted in the general report of the Government on the Administration of Palestine and Transjordan during 1931, where it is said : " During the last two years, prostitution has increased owing to the presence of troops in the country ".

INCOMING TRAFFIC.

Extent and Reasons.

Traffic in foreign women and girls to Palestine seems at present to be confined almost entirely to those of Syrian nationality, with some few Egyptians and Turks.

The few Occidental prostitutes who had lived in Palestine during and immediately after the war have all gone and only occasionally some others tried to take their place, as appears from the cases of deportation mentioned hereafter.

The Government states that there is no demand for Occidental prostitutes in Palestine.

As regards the number of foreign oriental prostitutes in Palestine, it is believed that the Syrian girls represent more than 50 per cent (some estimates even go up to 90 per cent) of the existing prostitutes. As prostitutes are not registered, exact figures are not available.

The fact that Syrian, Egyptian and Turkish prostitutes find their way to Palestine seems to have its explanation in the conditions of the countries of origin of the girls. While Palestine is almost entirely an agricultural country with only a few relatively small towns, Syria and Egypt have large towns in which there are licensed houses. The foreign prostitutes coming to Palestine are said very seldom to be young girls but mostly older women who have become unattractive to their clients in the above-mentioned countries. It is believed that in most cases these women come to Palestine on their own initiative. A certain proportion, however, arrive in the company of men as their mistresses and are abandoned later.

Laws bearing on Incoming Traffic.

In addition to the Criminal Law Amendment Ordinance, No. 2, of 1927, of Palestine, the Immigration Ordinances 1925 to 1928 and regulations, orders, etc., coming thereunder, bear on the question of incoming traffic in women and children into Palestine. The relevant portions of this Ordinance are given in Annex II. The administrative department charged with the application of these laws is the Immigration Department of the Government of Palestine. The Jewish Agency co-operates with the Government Immigration Department with regard to certain categories of Jewish immigrants, especially labourers.

Classes of Persons excluded.

Section 5 of the Ordinance defines nine classes of persons who may be excluded, amongst whom are prostitutes.

Duties of Ship's Companies.

Section 5 (5) of the Ordinance stipulates in particular that all expenses incurred by the Government in connection with the transport and maintenance of any immigrant who has not received permission to enter Palestine and his removal from Palestine must be borne by the master, owner or agent of the ship.

SITUATION WITH REGARD TO IMMIGRATION AND APPLICATION OF LAWS.

Statistics.

Statistics of persons admitted according to the figures published by the Palestine Government are :

1929 : 6,566 immigrants, of whom 5,249 (2,453 men, 1,937 women and 859 children) were Jews;

1930 : 6,433 immigrants, of whom 4,899 (2,550 men, 1,700 women and 649 children) were Jews;

1931 : 5,533 immigrants, of whom 4,075 were Jews.

In addition to the above there were travellers or persons not coming to Palestine as immigrants. In 1931, 54,764 travellers and 31,617 returning residents entered Palestine during the year and 52,790 travellers and 31,617 residents left.

Methods used to evade Control.

The control of immigration being extremely strict, the possibility of girls arriving or being brought for immoral purposes being admitted as immigrants seems to be almost excluded. Persons who wish to evade control, therefore, try to obtain from a British Consul a traveller's visa which would entitle them to stay three months.

A certain number of foreign prostitutes, especially Syrians, found in Palestine seem to have entered the country either on a traveller's visa or even by walking over the northern frontier, where, in the mountainous parts, they succeed in avoiding the control posts.

When later in the course of their stay in Palestine, they are in fear of discovery as foreign prostitutes, such women will avoid deportation by getting married to a Palestinian citizen and thus acquiring Palestinian citizenship. Even if the woman divorces afterwards, as often happens, she remains a Palestinian citizen.

The records of the Department of Immigration indicate that, in 1931, 10 cases of evasion of deportation by marriage came to the notice of the Department.

This unsatisfactory legal situation has been placed before the Law Agents of the Crown in London, with a view to finding a solution which will enable the authorities to take action under such circumstances.

Statistics of Persons excluded or deported.

In 1929, 130 prospective immigrants and, in 1930, 213 prospective immigrants who failed to comply with the Immigration Regulations were refused admission. The Commission was not furnished with particulars of these cases.

During the years 1927 to 1931, altogether 8 persons were deported under the relevant sections 8 (1) *(c)*, *(d)*, *(j)*, of the Immigration Ordinance. They were all women : 2 barmaids, 3 prostitutes, 1 dancing girl and 2 without profession. Their nationalities were Bulgarian (2), Roumanian (1), Polish (1), Egyptian (1) and Syrian (3).

Results of Activities against Incoming Traffic.

In the reply to the Commission's questionnaire, the Government of Palestine declared that the result of application of the laws and measures against international traffic had been, on the whole, satisfactory. In addition to those, several instances have occurred every year where European (and other) girls and women who have been in financial difficulties and likely to fall into immoral ways have been advised and assisted by the Government to return to their own countries.

OUTGOING TRAFFIC.

Extent and Reasons.

All the persons who gave evidence before the Commission were of opinion that there was more likelihood of prostitutes coming to Palestine than going from Palestine to another country.

Customs and conditions of Palestine are such that Moslem women do not leave the country, and in the neighbouring countries there seems not to be any special demand for girls from Palestine. Older prostitutes do not leave the country, according to an official statement.

There is no important emigration from Palestine to other countries of the kind which might lead to traffic.

One case of traffic in connection with emigration was reported to the Commission. A Jewish emigrant had persuaded his niece to go to the Argentine. When she found out what she was expected to do, she applied for help and was repatriated to Palestine.

The pilgrimage to Mecca is controlled by the Department of Public Health. Although the bigger proportion of pilgrims to Mecca are women, there seems to be no

danger of possible traffic, as the women who travel to Mecca are almost always older persons. The re-entry of the pilgrims is checked by the authorities. For 1931, the number of Mecca pilgrims amounted to 432 Palestinians and 11 Transjordanians who all returned.

Laws bearing on Outgoing Traffic.

There is no emigration law so called and there are no special legal provisions, except the sections of the Penal Code and the Criminal Law Amendment Ordinance, quoted in Annexes I and II, which refer to the procuring of girls for immoral purposes without Palestine.

Situation with regard to Emigration.

There are no special rules issued by the Palestinian Government in so far as emigration from Palestine is concerned. The Department of Immigration is competent for the issuing of passports to British subjects or Palestinian citizens who wish to leave the country. Otherwise the matter is governed by the immigration regulations of the various countries to which the people wish to go.

There has been considerable emigration movement both by Jews and Arabs to South America and Australia. But immigration to South America has recently been restricted by various States, and the depression in Australia automatically stopped the movement in this direction.

In 1930, altogether 3,003 persons—1,432 Palestinians and 1,571 foreign residents—emigrated from Palestine.

REVIEW OF SITUATION REGARDING TRAFFIC AND EFFORTS, OFFICIAL AND UNOFFICIAL, TO COMBAT IT.

In so far as international traffic exists in relation to Palestine, that country may be said to be a country of destination rather than a country of origin. The incoming traffic is almost entirely confined to Syrian girls, only a few women of other nationalities (Egyptian and Turkish) being found in the country practising prostitution. Traffic in Occidental girls may be regarded as non-existent, as there is no special demand for them. This does not exclude the fact that from time to time a European prostitute in the guise of a dancing-girl or artiste tries to come to Palestine. The cases have, however, usually been discovered, the authorities believe, and such women compelled to leave the country.

The total amount of traffic to Palestine is not considerable in extent. The activities of the Government Welfare Inspector in co-operation with the Social Service Association have been very efficient and thus there have been no prosecutions in Palestine for international trafficking. Foreign prostitutes are found almost

exclusively in the two seaports of Haifa and Jaffa, though there are some isolated cases in Jerusalem and Tiberias.

Women who come for prostitution to Palestine are all said to have been prostitutes in their own countries; they have been inmates of licensed houses in Syria and Egypt, which they left when they grew old and less attractive. When they arrive in Palestine, they live singly, as the law of the country does not allow the living together of two or more prostitutes. Some may have a *souteneur* but, in view of the fact that they are generally not very young, there is very seldom the case of the *souteneur* who is the lover and lives on the earnings of a girl, the type of runner who gets customers and acts as pimp being the common one.

The abolition of the licensed houses ordered by virtue of the Criminal Law (Amendment) Ordinance No. 2 of 1927, on the representations of the Government Welfare Inspector, has undoubtedly contributed to the decrease in prostitution and, incidentally, in the influx of foreign prostitutes.

ANNEX I.

EXTRACT FROM THE PENAL CODE OF PALESTINE (OTTOMAN PENAL CODE).

[*Translation.*]

PROCURING.

Article 201.

Whoever dares to behave contrary to public decency by making it a habit to incite and entice young persons from amongst males or females to obscenities by perverting or deceiving them or facilitating the means of the coming about thereof is punished with imprisonment for from one month to one year; and, if this matter of perverting or deceiving in this manner proceeds from persons who are the father or mother or guardian, they are punished with imprisonment for from six months to one year and a-half.

ANNEX II.

EXTRACTS FROM THE CRIMINAL LAW AMENDMENT ORDINANCE, No. 2, OF 1927, OF PALESTINE.

Section 2.

For the purpose of this Ordinance :

(a) Any house, room or set of rooms in any house which is occupied or frequented by two or more females for the purpose of prostitution shall be deemed to be a brothel;

(b) Where the context permits, words used to import the masculine shall be deemed also to import the feminine.

PROCURATION FOR IMMORAL PURPOSES.

Section 11.

Any person who :

(a) Procures or attempts to procure any female under the age of 20 years, not being a common prostitute or of known immoral character, to have unlawful sexual intercourse, either within or without Palestine, with any other person, or

(b) Procures or attempts to procure any female to become, either within or without Palestine, a common prostitute, or

(c) Procures or attempts to procure any female to leave Palestine, with intent that she may become an inmate of, or frequent, a brothel elsewhere, or

(d) Procures or attempts to procure any female to leave her usual place of abode in Palestine, such place not being a brothel, with intent that she may, for the purpose of prostitution, become an inmate of or frequent a brothel, within or without Palestine,

shall be liable on conviction to imprisonment for a term not exceeding three years.

PROCURING DEFILEMENT OF FEMALES BY THREATS, FRAUD OR ADMINISTERING DRUGS.

Section 12.

Any person who :

(a) By threats or intimidation, procures or attempts to procure any female to have unlawful sexual intercourse, within or without Palestine, or

(b) By false pretences or false representations, procures any female, not being a common prostitute or of known immoral character, to have any unlawful sexual intercourse, either within or without Palestine, or

(c) Applies, administers to, or causes to be taken by any female any

drug, matter or thing with intent to stupefy or overpower, so as thereby to enable any person to have unlawful sexual intercourse with such female, shall be liable on conviction to imprisonment for a term not exceeding three years.

Keeping of Brothel.

Section 13.

Any person who :

(a) Keeps or manages, or acts or assists in the management of, a brothel, or

(b) Being the tenant or person in charge of any premises, knowingly permits such premises or any part thereof to be used as a brothel or for the purpose of habitual prostitution; or

(c) Being the landlord of any premises or the agent of such landlord, lets the same or any part thereof with the knowledge that such premises or some part thereof are or is to be used as a brothel, or is wilfully a party to the continued use of such premises or any part thereof as a brothel;

shall be liable on conviction to imprisonment for a term not exceeding three months or a fine not exceeding £E100, and on a second or subsequent conviction to imprisonment for a term not exceeding six months or a fine not exceeding £E250, or in any such case to both penalties.

Permitting Child to reside in Brothel.

Section 15.

Any person having the custody or care of a child between the ages of two and sixteen years who allows the child to reside in or frequent a brothel shall be liable on conviction to a fine not exceeding £E25 or imprisonment for a term not exceeding six months.

Living on Earnings of Prostitute.

Section 16.

(1) Any male person who lives wholly or in part on the earnings of a female as a prostitute shall be liable on conviction to imprisonment for a term not exceeding three years.

(2) Where a male person is proved to live with or to be habitually in the company of a prostitute, or is proved to have exercised control or influence over the movements of a prostitute in such a manner as to show that he is aiding, abetting or compelling her prostitution with any other person or generally, he shall, unless he can satisfy the court to the contrary, be deemed to be knowingly living on the earnings of a prostitute.

ANNEX III.

GOVERNMENT OF PALESTINE IMMIGRATION ORDINANCES, 1925 TO 1928.

BE IT ENACTED by the High Commissioner for Palestine, with the advice of the Advisory Council thereof:

. . . . . .

Persons not to be permitted to enter Palestine unless Free from Certain Disqualifications.

5. (1) No person other than a Palestinian citizen shall enter Palestine, except by permission of the Chief Immigration Officer, and such permission shall not be granted to any person to whom this Ordinance applies who :

(a) Is a lunatic, idiot or mentally deficient, or

(b) Is a prostitute, or

(c) Is likely to become a pauper or a public charge, or

(d) Not having received a free pardon, has been convicted in any country of murder or an offence for which a sentence of imprisonment has been passed, and, by reason of the circumstances connected therewith, is deemed by the High Commissioner to be an unsuitable person for admission into Palestine, or

(e) Is deemed by the High Commissioner, from information officially received by him, to be an unsuitable person for admission into Palestine, or

(f) Is shown by evidence, which the High Commissioner may deem sufficient, to be likely to conduct himself so as to be dangerous to peace and good order in Palestine or to excite enmity between the people and Government of Palestine or to intrigue against the Government's authority in Palestine, or

(g) Has not in his possession a valid passport issued to him by or on behalf of the Government of the country of which he is a subject or citizen, or some other document establishing his nationality and identity to the satisfaction of the High Commissioner, to which passport or document must be attached a photograph of the person to whom it relates, unless such person is a Moslem woman; provided that, in special cases, the High Commissioner may grant permission to enter Palestine to any person who, either by reason of the fact that he is not recognised as a subject or citizen of any country or otherwise, is *bona fide* unable to obtain such a passport or document, but is, in his opinion, a suitable person for admission into Palestine, or

(h) Is suffering from any disease which is declared by Regulations made under this Ordinance to be such as to disqualify him from entry into Palestine, or

(i) Refuses to comply with the requirements of any Regulations made under this Ordinance in the interests of public health, or

(j) Does not fulfil any other requirements which may be prescribed by Regulations made under this Ordinance.

Power to impose Conditions.

(2) An Immigration Officer, in accordance with general or special directions of the High Commissioner or the Chief Immigration Officer, may attach such conditions as he may think fit to the grant of permission to a foreigner to land in Palestine, and the High Commissioner, or the Chief Immigration Officer, may at any time add such conditions as he thinks fit to any such permission already granted, and the foreigner shall comply with the conditions so attached or added.

. . . . . .

Inspection of Immigrants : Power to refuse Entry.

6. (1) An Immigration Officer, or a Medical Officer entrusted by the High Commissioner with the duty of inspecting immigrants, may inspect any foreigner seeking to enter Palestine and may detain him provisionally.

(2) Any person who is refused permission to enter Palestine may be temporarily detained in such manner and in such place as the High Commissioner may direct, and while so detained shall be deemed to be in legal custody.

(3) The Chief Immigration Officer, or an Immigration Officer duly authorised by him, may order that a person arriving on a ship who is refused permission to enter Palestine shall be removed from Palestine by the master of the ship on which he arrived or by the owners or by the agents of that ship to the country of which he is a national or from which he embarked for Palestine, and the master of the ship and the owners or agents of the ship shall comply with such order.

(4) Any person who, being the master of a ship, knowingly permits any person who has not received permission to enter Palestine to land from his ship in contravention of this Ordinance, or refuses to receive on board, or neglects to take reasonable measures to keep on board any such person, shall be guilty of an offence under this Ordinance, and, when a master of a ship is charged with any such offence, clearance outwards of the ship may be refused until the charge has been heard and the fine, if any, imposed has been paid.

(5) The master, the owner, and the agent of any ship from which an immigrant who has not received permission to enter Palestine shall land or be landed shall be jointly and severally liable to pay to the Government all expenses incurred by the Government in connection with the transport and maintenance of such immigrant and his removal from Palestine.

High Commissioner may issue Deportation Order in Certain Cases.

8. (1) The High Commissioner, or any officer authorised by him, may make an Order for the deportation from Palestine of any person who is not a Palestinian citizen,

and may by such Order require the person to leave and to remain thereafter out of Palestine in any of the following cases, namely :

(a) If any court in Palest ne has convicted him of an offence and recommends that an order for deportation be made in his case;

(b) If any court certifies within one year of his last entry in Palestine that he has been found wandering without visible means of subsistence or that he has been sentenced in a foreign country for a crime for which he is liable to be extradited;

(c) If he is found in Palestine, not having obtained legal permission to enter the country;

(d) If, being a traveller or a person holding a transit visa who has received permission to remain in Palestine for a limited period, he remains in Palestine after the expiration of that period without having obtained the permission of the Chief Immigration Officer;

(e) If it is shown to the satisfaction of the High Commissioner that he wilfully gave false information to the Chief Immigration Officer, or to any other Officer of the Palestine Government, when applying for permission to enter Palestine;

(f) If the High Commissioner deems it for any reason to be conducive to the public good to make such an Order.

Masters of Ships to furnish Certain Returns.

9. The master of any ship landing ten or more passengers at any port in Palestine shall, immediately on the arrival of the ship, furnish the Immigration Officer stationed at the port, or such other officer as the Chief Immigration Officer may designate, with a return of such passengers, containing such particulars as may be prescribed from time to time by Regulations made under this Ordinance.

Offences and Penalties.

10. (1) If any person acts in contravention of or fails to comply with any of the provisions of this Ordinance or any Order or Regulation made thereunder, or aids or abets in any such contravention or harbours any person who, he knows, or has reasonable ground to believe, has acted in contravention thereof, he shall be guilty of an offence under this Ordinance.

(2) Any person found guilty of an offence will be liable to a fine not exceeding £100 or to imprisonment for a term not exceeding six months, or to both.

Part III

APPENDICES

APPENDIX 1.

BRIEF STATEMENT OF SALIENT FACTS OF SOME CASES OF INTERNATIONAL TRAFFIC STUDIED BY THE COMMISSION.

Occidental Women as Victims.

A social worker at Beirut gave to the Commission information about the following case, which is illustrative of the facilities obtained by traffickers for the movement of their victims, even to the extent of providing a husband in case of need :

A Greek girl, K. M. A., arrived in Aleppo in 1928, with a passport issued in Istanbul and a French visa obtained at the same place. On the passport the purpose of the visit was given as coming to rejoin her family (though the girl's family were in Tinos, Greece, and had never left there). The visa was obtained from the French Consul at Istanbul by a Greek woman, A., believed to be a trafficker.

Immediately on arrival at Aleppo, K. M. A. went to a licensed house staffed by Greek girls. She remained there for two years.

It is believed that K. M. A. came willingly to Syria, but that it would not have occurred to her to come had it not been for the woman A., who is known to have connections with keepers of houses and traffickers in Syria.

K. M. A. was registered at the Greek Consulate in Beirut by letter from a man who at the same time registered two other Greek girls. In each case, the profession of the girl was described as " artiste ".

In 1930, an order of expulsion from the territory under French mandate was issued against K. M. A. She was given a fortnight to leave the country.

Later, it was learned that the day before K. M. A. was due to leave the country she had been married to a man of Syrian nationality, arrangements being made by a trafficker known as Madame B. In this way, K. M. A. acquired Syrian nationality and could not be expelled. After the marriage, she continued to practise prostitution.

A missionary at Beirut supplied information regarding exploitation of women by debts, which are used as a means of controlling their movements :

> " A woman who had been for twelve years an inmate of different licensed houses told me that she had been ' sold ' to a matron at Beirut by the matron of the house in Tripoli where she was. She owed the Tripoli matron £7. The matron from Beirut paid the debt, and the girl was given to understand that, as her debt had been paid, she would have to go to Beirut with the matron who had paid it. Force was not used, but the girl was made to realise that there was no help for it and she would have to go.

"Another case we know of is that of a girl in a Beirut house who owed the matron money. A woman came from Egypt and paid the debt and the girl was 'sold into Egypt', as the other girls expressed it.

"A woman who had been a prostitute but is now living a respectable life told me that she very well remembered the last-mentioned case. She added that such cases were common."

The following case, related to the Commission by the Greek Consul, is an example of the use of false promises of employment to induce women to go abroad :

Early in 1932, a Greek woman who had quarrelled with her husband in Athens came to Beirut. She had been induced to come on promise of work as manageress of a dressmaking establishment; she was a dressmaker by profession. Instead, she was taken to work in a dancing-place. The person who had brought her declared to the Greek Consul :

"I have paid out money for this woman and she must work to repay me."

She was repatriated with the aid of the Greek Consul.

The close relations of traffickers and *souteneurs* are illustrated by the following information, supplied by the Indian authorities, concerning men and women deported from British India.

Following the receipt of information that men engaged in white slave traffic had arrived in Calcutta, the police made investigations, and in the course of these investigations they discovered two men, E. F. and L. H. G., living in F. S. Street. At the time the police visited the house, they found there a registered prostitute, M. F. E. F. said that M. F. was his wife and they were leaving for Bombay. As both had valid passports, they were allowed to leave. Subsequently it was learned that, after reaching Bombay, E. F. and his wife had gone to Madras and Colombo.

L. H. G., born in Canada, had a Canadian passport. On his passport he was described as a tailor. He told the police that he had come to India to buy wild animals for the Singapore Zoo and showed a receipt for one leopard which he had bought but which died a few days after purchase. The police took charge of his passport pending further enquiries. He left Calcutta secretly without his passport and it was believed that he went first to Chandernagore (French India). It was later learned that he had gone to Bombay, where he visited L. B., a French-Canadian registered prostitute, who warned him the police were enquiring about him.

On the same day, L. H. G. left Bombay, and it was thought he would go to Pondicherry (French India) in order to obtain a fresh passport. The French Consul at Calcutta was requested to inform the authorities of the various French possessions in India about L. H. G. It has been found by the Calcutta police that L. H. G. arrived in Calcutta at the same time as the prostitute L. B. and it is believed that he had lived on her earnings.

C. G., in possession of a French passport, stated when questioned that he had come to Calcutta because a registered prostitute, L. P., had cabled to him asking him to come. L. P. denied this. The Calcutta police were satisfied that C. G. was living on the earnings of L. P. and recommended that both should be ordered to leave India.

J. P. A. was arrested at the same time as C. G. He declared that his wife, J. A., had run away from him and come to India. J. A. had arrived in Calcutta a week before J. P. A. and had registered as a prostitute. Enquiries were made, but it was not shown that J. P. A. had been living on his wife's earnings. He had in his possession about £2,000. His association with persons engaged in white slave traffic was established and his presence in India with such a large sum of money tended to show that he was closely connected with the organisation of that traffic. He was therefore ordered to leave India with his wife J. A. The statement made by J. A. when applying for registration as a prostitute was as follows :

> " I was born in France in 1905. I have no parents living. About five years ago I started to lead an immoral life. After three years in a brothel in Paris I went to Saigon and from there to Manila. Then I went to Singapore, and in 1929 I returned to Paris because I was pregnant. My child was born there and is at present with my sister. I returned to the brothel in Paris and there found J. V., whom I had known before. I told her I was going to Calcutta to meet Y. B., and when she asked me to take her with me to Calcutta I agreed. I had been in the same brothel in Manila with Y. B."

In regard to J. A. and Y. B., a letter from the Commissioner of Police at Calcutta stated :

> " Information has been obtained that these two women have been brought to Calcutta by white slave traffickers. It is stated that their passports were made by crooks at Nice. Y. B. is believed to have a procurer or pimp in Paris."

A case, information about which came to the notice of the Commission in two of the countries visited, would seem to indicate that traffickers escaped conviction in one country because the authorities there were ignorant of action taken by the authorities in the other.

An Algerian French subject had arrived in Bombay in March 1927 with two French girls, who, after three days, entered a brothel. The man left for Paris. The police found on investigation that the two girls had been taken by the man, together with four other girls, from Paris as dancers, though they had no proper training, to Baghdad and Teheran, where business turned out to be bad. The four other girls had gone to Bushire from Teheran. In April 1927, an Italian arrived in Bombay from the Persian Gulf and applied to the police for a permit to open a cabaret with these six girls, stating that he was a partner of the Algerian and that they had started the troupe of dancing girls together. Before any action in respect of his application could be taken, the

Italian left for Calcutta, where the four girls who had gone to Bushire joined him via Karachi.

The Italian and a French male dancer belonging to the same troupe were arrested; but, as there was not sufficient evidence that the girls had been brought abroad to carry on the business of prostitution, they were acquitted. The two men and the girls were deported to Bangkok.

The Persian authorities gave to the Commission information regarding a troupe of prostitute dancers, which probably was the same, as follows :

> " About four years ago, two Frenchwomen came with a manager. They opened an establishment—a casino. The place remained open for a month. There were six or seven women, all French. When we found that it was a public house (of prostitution), we closed the premises and compelled these people to leave Persia. They were not deported. They came and asked (if they might stay) and when permission to stay was refused they made arrangements to leave."

A case of traffic from Poland to Siam shows that a woman procuress did not hesitate to deceive her own niece and attempt to force her to be a prostitute.

A Polish girl, J. J., aged 19, was brought to Bangkok by her aunt, Mrs. K., who with her husband kept an hotel there. Mrs. K. had said that J. J. could do well by opening a dressmaking shop in Bangkok and that she and her husband would help and finance her.

J. J. arrived with her aunt in Bangkok in August 1926 and went to the hotel. As soon as she arrived, Mrs. K. tried to force her to work as a barmaid in the hotel and to practise prostitution with the customers. J. J. refused and left Bangkok for Singapore. Her aunt followed her and when J. J. refused to return with her Mrs. K. lodged a complaint of theft against her with the Singapore police. The Singapore police communicated with the Bangkok police, who replied that they did not think the charge was true, adding that Mrs. K. was a procuress.

Russian Women of the Far East as Victims.

During the Commission's stay in Harbin, three Russian men accused of traffic were awaiting trial by the Chinese court. Particulars of the charges against them were as follows :

Three Russian subjects, B., C., and K., are known as professional traffickers who procure girls for sale at Tientsin. On April 18th, 1930, they conspired with another man, P., who took a girl of 20 years, A. L., then engaged as servant by the first accused, and caused her to be sold to a house of prostitution in Tientsin for the sum of 500 dollars. At the present time, P. is seriously ill and it has not been possible to ascertain where the girl is to be found.

B., C. and K. conspired also with another person, J., who succeeded in deceiving a girl aged less than 20 years, Miss N., and persuading her to go to the house of B. Later this girl was taken by the others, C. and K., to Changchun, where B. met them. It was his intention to take the girl to Tientsin, but on the way the girl, realising that she was in the hands of traffickers, escaped from the train at Mukden station and was able to rejoin her family in Harbin through the help of a Russian man she met.

A few days before Christmas, B., C. and K. took a Miss A. S., aged 15 years, by the same means to Tientsin and sold her to a house of prostitution for 450 dollars. The Procurator of the local court at Harbin had arranged for the girl to be brought back from Peiping, where she had been sent from Tientsin. The Commission had an opportunity while in Harbin of seeing the victim in the last case. She gave her story which was as follows:

> "About a year ago I was alone at home one day when a man called B. came and proposed that I should take up domestic service in his house for 25 dollars a month. I accepted and went to his home. A few days later, he told me that I could get a much better position in Tientsin as shop assistant. I was asked to sit at table with the family on that day and was given wine to drink. Afterwards I was given a paper to sign on which it was stated that I had received 300 dollars to go to Tientsin. Next day I left for Tientsin with B.
>
> "Just before our arrival at Tientsin, B. told me that I was not to be a shop assistant but that I would serve in a house of rendezvous. I did not know what that meant.
>
> "On arrival at Tientsin, I was taken to the house of prostitution, No. . . . Road. . . . There I was given another paper to sign which stated that I had received 600 dollars. When I asked where the money was and why I should sign, the people shouted me down and I was so afraid that I signed. Then I was locked in a room and another man, B.'s partner, C., came to me, and I was left with him. After that I stayed six months in the house.
>
> "One day, I asked a Russian man visiting the brothel to write to my brother in Harbin. He did so and the wife of my brother came to Tientsin. She came to the brothel where I was; I heard her voice, but I was not allowed to see her.
>
> "Immediately afterwards I was sold to a brothel in Peiping for 550 dollars. I was four months in the Peiping brothel but then I could not work any more because I was so ill and I ran away. That was at . . . Hutung, Peiping. I managed to get a riksha and had gone a short distance when the 'boy' (male servant) of the brothel caught me and took me to a police station. There I could not make myself understood because they spoke only Chinese. I was put into prison and remained there for two months. Then a Chinese

policeman came from Harbin and brought me back to Harbin. The brother of B., who is keeper of the brothel in Tientsin, also came with us.

"On the way, B's brother told me if I did not say that I had gone to Tientsin of my own free will I should be put in prison, and if I said I was ill I would be put in the prison hospital. Therefore, when I was questioned by the Attorney-General, I said that I had gone to Tientsin of my own free will. B's brother also urged me to say that I was 17 years old and I therefore told the Attorney-General that I was 17 years old. I am now not yet quite 16 years old. I was then allowed to go home. Later, at the trial, I told the whole truth and my birth certificate was produced.

"I am very ill with venereal disease and cannot work and I have no means of support.

"While I was in Tientsin I was made to sign another receipt, this time for 1,200 dollars. I was never allowed out of the brothel for a single moment.

"The Harbin B. is now in prison. His brother, the Tientsin brothel-keeper, is here in Harbin and keeps two brothels here."

In the following instance two girls, learning that promises of employment were false, protested so strongly that they brought about the arrest of the traffickers:

A man, P., Russian subject, persuaded two Russian girls, aged 14 years and 17 years, that he could find good situations for them at Shanghai. He took them to Changchun, with the intention of selling them to a Russian hotel, the proprietor of which is a professional trafficker in women. When they learned they were to be sold, the two girls protested and, after the quarrel, the man took the girls to another hotel where he was arrested, the girls being sent back by the police to their families. The man, P., was sentenced by the court to two years' temporary penal servitude.

An unusual method of making people believe he was of good financial standing was employed by a trafficker in the following case:

In March 1928, a police officer on duty at Harbin noticed a horse carriage on which were being loaded two large trunks which appeared to be empty. In another carriage was a man with two other large trunks. The policeman questioned the man, who stated that he was a Russian, named F., a business man in Tientsin, then staying at an hotel in Harbin. He declared that the four trunks contained goods which he had just bought. The policeman recognised the name as that of a man about whom there was a complaint of trafficking and he informed the police bureau. Enquiries were made at the hotel and the trunks on arrival there were opened. Three of them were found to be empty and the fourth practically empty.

A man, N., who had complained that his wife had been taken away by F. was called in and recognised the man with the trunks as the trafficker. Statements were taken from N. and F.

N. said that his wife, while working at an hotel, had made the acquaintance of F.,

who offered her a situation as saleswoman in a grocer's shop he said he had at Tientsin. With the husband's consent, Mrs. N. accepted the post and went with F. to Tientsin. Later, N. received a letter from his wife in which she said that F. had sold her to a house of prostitution.

F. confessed that he had taken Mrs. N. to Tientsin and sold her there to a house of prostitution. He admitted that he had come to Harbin with the intention of procuring more Russian women by the same means. With regard to the four empty trunks, he stated that he drove around in Harbin with them in order to impress the Russian colony and make them believe that he was a merchant of standing who always had a large amount of merchandise with him. He was committed for trial.

Evidence of the existence of a band of traffickers was obtained in connection with the disappearance of two girls :

In September 1929, the Harbin police received information that two girls, Russians, Miss M., aged 17 years, and Miss N., aged 14 years, had disappeared one after the other. A report was received that the two girls had been seen in the neighbourhood of the address of a Jewish woman, named F., aged 53 years, whose ostensible occupation was rice merchant but who had secret relations with suspicious characters and who was constantly in company with young Russian women. Detectives made enquiry and reported that F. had many accomplices in the business of traffic in women. The two girls had already been sent by her to Changchun with the object of selling them at Shanghai. F. was arrested and confessed that she was connected with traffic in women. She gave the address where the two girls had been sent. The two girls were brought back by the police to Harbin and they confirmed the information obtained by the detectives. Learning of the arrest of F., her accomplices fled. The police discovered that the traffickers, including F., had organised a secret society to carry on traffic in Russian women.

The following is an extract of testimony received at Tientsin :

> " There is one man, ... , who is known as a woman-dealer, who sent 40 women to Tsingtao during April; another, named . . . , sent 22 to Chefoo; the proprietors of . . . bar sent 60 and the . . . bar sent 50. That is in the old ex-German concession."

Collaboration between police of different localities of China, in respect of Russian victims of traffic, is evidenced by this case :

A Russian, named Y., complained to the police that his daughter, apprentice in a Harbin hat factory, had been missing for two days. Detectives discovered that Y's daughter had made the acquaintance of a Greek man, S., staying at an hotel in the town. S. had left for Changchun.

The police at Changchun were communicated with by telephone and S., together with the girl, were arrested at Changchun station and brought back to Harbin.

S. admitted that it was his intention to take the girl to Tientsin and Peiping.

The girl, Y., said that S. had forced her to say to the police officers at the time of their arrest that she and S. were going to Tientsin to be married.

S. was sent to the local court for trial.

At one time, Russian women were taken from China to places as far as Siam, as is shown by the following two cases :

A Russian or Roumanian, 57 years of age, and his wife, owners of a café in Bangkok, were found to be keeping Russian girls for prostitution. They were deported on June 11th, 1927.

A Russian and his wife were keepers of an hotel in Bangkok. The wife used to bring Russian dancing-girls from Shanghai, until action by the Siamese police put an end to the traffic.

Chinese Victims.

(a) *Cases of Women and Girls kidnapped for Traffic.*

Hong-Kong.

C. Y., female, aged 36, was banished for life on a charge of keeping a depot for kidnapped children and girls. (January 1931.) The police received information on November 20th, 1930, that a certain address in L. C. K. Road was a depot for kidnapped children. They sent a woman to this address on November 21st with instructions to pretend that she wished to purchase " a girl for prostitution ". The occupant, C. Y., produced a girl of 16 years, for whom she asked 100 dollars, as well as a boy of about 12, priced at 120 dollars. She also offered to procure a younger boy later. The next day, the decoy returned, but the woman became suspicious and attempted to escape. She was then arrested. A girl, C. T., 16 years, was found on the premises. She was a registered *muitsai*, reported missing on September 6th, 1930. She stated that she had been decoyed away by a man, L. T., a lift attendant, with whom she had been living as his wife. This man has not been traced. C. T. was subsequently restored to her own family.

In the course of these proceedings, it was shown that the house of C. Y. was frequented by members of a gang of reputed kidnappers, one of whom, L. C., was, on December 11th, 1930, convicted and sentenced to 12 months' hard labour and 20 strokes of the birch, on a charge of kidnapping a small boy and selling him in China.

K. M. (March 25th, 1926) stated :

> " I am 23 years of age; a prostitute. I come from S. L. village, in Kwangsi. I have been kidnapped three times by bandits and twice redeemed by my relations for 200 and 500 dollars. The third time the ransom demanded was 200 dollars. My family had no money left. Three men brought me to Hong-Kong and sold me to K. T. K. for 210 dollars. I was bound to her for

seven years. The men made me say they were my relations. All my earnings go to K. T. K. She told me what to say to the Secretary for Chinese Affairs. She said I would find the life of a prostitute pleasant and that I should be imprisoned if I told the truth."

Macao.

A Chinese man and two Chinese women were charged with kidnapping a minor girl of 17 years. The kidnapping took place on Chinese territory, but the girl was brought to Macao and sold for 190 dollars to be a prostitute.

Indo-China.

In 1929, a Chinese woman tried to bring two young girls whom she had kidnapped in Canton by steamer to Cholon. She was arrested and sentenced to two years' imprisonment and a fine of 3,000 francs.

Kwang-Chow-Wan.

In Kwang-Chow-Wan (French Leased Territory in China), a married Chinese woman, aged 20, had been kidnapped in 1927 by four Chinese men, aged 31, 35, 42 and 43 respectively. They took her to Fort Bayard and sent her from there by steamer to Hong-Kong, where she was sold to a house of prostitution. It was found that the men constituted a band of traffickers in women and children. They were sentenced : one of them to imprisonment for life; two of them to 12 years' imprisonment with 5 years' loss of civil rights; and the fourth to 4 years' imprisonment with 5 years' loss of civil rights. A Chinese woman, who had received the kidnapped woman into her house in the leased territory and kept her there for a few days, was sentenced to a fine of 50 dollars (silver).

Straits Settlements.

A Chinese girl, J. J., 17 years old, born in Amoy, was kidnapped in June 1929 by a man, J. A., who brought her to Singapore. She had a ticket for Penang, but landed with the man at Singapore, where she was sold to a sly brothel for a price not known. She used to go to " The New World ", a big amusement place, to get men. The keeper took all her money. She gave up prostitution to " follow a man " and, when the keeper tried to stop her, she beat him and escaped (December 16th, 1930).

(b) *False Marriage as means of evading Restrictions on Entry.*

Netherlands Indies.

In 1931, a Chinese woman came from Singapore, bringing with her two Chinese girls, one of 27 and the other of 28 years. It was stated on their papers that they were

married and that their husbands were in the Netherlands Indies. The so-called husbands were called and appeared—they were Chinese. The woman and the girls went to an hotel, and it was discovered later that the girls were practising prostitution. The girls, being of age, were sent back to China. The Chinese woman, who was 50 years old and had no profession, was punished with three years' imprisonment for her share in the affair. She could not be deported, as she was born in the Netherlands Indies. It is not mentioned in the record whether they had been prostitutes before. It does say that the 27-year-old girl had been in Singapore, that her father was dead and she was sold by her mother to this woman for 600 dollars. With the other it was the same but the price was 300 dollars. They did not know they were coming to be prostitutes. They were brought by the Chinese woman, but they did not know for what purpose.

(c) *Cases in which Chinese Women were persuaded to accompany Traffickers by Promise of finding a Husband abroad.*

In 1928, there was the case of a girl of 19, born at Canton, China. She had no idea who her father or mother was, because she had been sold when quite small. The people who brought her up had sold her about ten months before for 810 dollars to a Chinese woman, who took the girl to Singapore. The woman promised the girl that she would make a good marriage at Singapore. After she had been there five months, a Chinese woman, named P. K., came and, with this woman, the girl came to Surabaya. The woman, P. K., told her that she had to seek work and was therefore going to Surabaya. On the ship, a Chinese, whose name was given as J. A. L., told the girl that, when she appeared before the immigration authorities, she must say that he was her uncle, in order to get admission. That she did, and so was able to enter. She was taken to an hotel, and the Chinese woman pressed her to be a prostitute, but this she did not wish to do. She went to the police and laid the facts before them. Police were sent immediately to the hotel, but the woman and the man had disappeared. The girl was sent to Batavia, to the Ati Sutji (Home for Chinese girls).

Straits Settlements.

A girl of the Hakka community, near Canton, of 22 years of age, came, in August 1931, to Singapore with a Cantonese woman, whom she had met in Hong-Kong and who had persuaded the girl to go with her to Singapore, as the woman said she was looking for a wife for a rich estate-owner. At the Protectorate, the two women said they were going to the Netherlands East Indies to join the husband of the Hakka girl. They were seen off for the Dutch islands by an official of the Chinese Protectorate. When they arrived in Morah (Dutch island), the Cantonese woman wanted to marry the girl to an old man suffering from leprosy. The girl refused and was taken back to

Singapore and from there to Seremban and another town, the name of which the girl did not know. The woman tried to sell her for 140 dollars; several other women came to see her, but were not willing to pay the price. Then the woman took her again to Morah and tried to make her the second wife of her own husband. When the girl refused, her clothes and other possessions were taken from her and she was chased out. The compradore of a ship took pity on her and gave her passage to Singapore, where she went to the Protectorate for help.

(d) *Cases of Chinese Women and Girls obtained by Purchase or as Pledges and taken abroad.*

Hong-Kong.

K. P. H., aged 20, complained that she was being taken to Annam to be disposed of as a prostitute. It seems more probable, however, that she was being taken there in order to become the concubine of a man there who had purchased her for 450 dollars for that purpose.

H. M., aged 20, of Macao, stated to the Hong-Kong authorities (October 12th, 1926):

> " My parents are dead. I was brought up by my foster-mother, C. N., a ginger-scraper, a widow, from 5 years old. Last year, C. N. pledged me to L. Y., a friend of hers, for 180 dollars. There was no deed. L. K. is a sly prostitute aged about 26. She put me into . . . Road, Hong-Kong, from which address I used to go out to practise prostitution at 4 to 5 dollars a time. When I had paid the brothel-mistress her share, I paid the balance to L. K., who paid for my board and lodging. This went on for two months. The money was paid last year, but I did not join L. K. until this year, when she demanded the money and my foster-mother was unable to repay it. I ran away to my foster-mother, because I did not want to be a prostitute."

T. T. M., 17 years, stated (January 9th, 1925) :

> " My parents are dead. My foster-mother took me to the W. S. brothel, where we saw the mistress. It was decided that I should become a prostitute. I did that in order to get money because I was in debt. I gave the money to my foster-mother to take back to the country. I have not been a prostitute before. I was a concubine to a man now dead. It was understood that I should practise in Hong-Kong, but the mistress said : ' Youca nnot get a card here. I must re-sell you in Singapore '. I objected. She said : ' Give me back my money '. The next day I ran away. "

Macao.

A girl of 15 was sold for Singapore. The person concerned was arrested and sent for trial.

A husband wanted his wife to desert him so that he could sell her in China. The husband was sent for trial.

Netherlands Indies.

S. M., aged 54 years, Arab, in 1929 persuaded a chief at Palembang, who was leaving on a pilgrimage, to take with him for the offender a Chinese girl of three years from Singapore, where she was staying, to Mecca. Enquiries made by the authorities on the spot showed that the girl in question was a victim of the slave traffic and had been sold for immoral purposes. Moreover, the person concerned appeared to have an international reputation as a slave merchant. Expelled as an undesirable person.

O. S. W., aged 41, Chinese, tried to obtain a permit for the girl, A. T. N., to enter the Netherlands Indies under the pretext that she was his wife. On enquiry, it was found that he had purchased the girl at Hong-Kong for 400 dollars.

F. S. and S. A. J., two Chinese men, age not stated, brought into the Netherlands Indies two Chinese girls, T. A. H. and F. B. T., aged 14 and 15 years respectively. The men appeared to have purchased the girls in China. When the authorities took action, the men had already been exploiting F. B. T. at Medan. S. A. J. was deported to Hong-Kong, F. S. fled and could not be traced. The two girls were sent to the Ati Sutji (Home for Chinese girls).

H. A. L., 19 years, a Chinese girl, stated that she had never known her parents, having been sold when very young. Recently, she was brought from China to Singapore by a woman who was unknown to her and from there she had gone with a Chinese man, named P. K., to Surabaya. She obtained a card of provisional entry through another Chinese, Y. A. L. P. K. threatened to sell her.

Straits Settlements.

J. Y. H., 14 years, Cantonese, whose parents live in Amoy, sold her to a Chinese woman, K. Y., as a daughter, for 140 dollars. The woman took her to Singapore in August 1930. She was taken to a private house and K. Y. compelled her to practise prostitution. She was then taken to Malacca to practise prostitution in a private house and then back to Singapore. She used to get 10 or 15 dollars a night. K. Y. took all her earnings. She was not willing to be a prostitute and ran away to a coolie house where she found somebody who brought her to the Protectorate (December 1930).

Federated Malay States.

In Negri Sembilan, a Cantonese girl, A., aged 18, was found in a lodging-house under suspicious circumstances. After having been detained in the Federal Home for some days, she stated that she had been sold in China in 1928 by her grandmother to a woman, B., who brought her to Singapore and sold her to another woman, C., who beat her and compelled her to prostitute. C. absconded.

In August 1931, a girl came to the Chinese protectorate and stated that she was a sly prostitute and wanted to reform, but was afraid the keeper would not let her go. Five girls were found in a house with a woman. The girls were all taken to the Federal Home. Four of them were found to be suffering from venereal disease. One of the girls stated that she was 17 years old, born in China, near Swatow. Her father sold her for 150 dollars when she was 7 to a man who took her to Singapore, where he sold her to a Teochiu woman whom she called " Ah M " (aunt). When the girl was 15, the " aunt " said she would marry her to a brother of her husband. The aunt gave her clothes and some jewellery and brought her to Kuala Lumpur to be married. She was handed over to another woman, the woman with whom she had been found. The other four girls were already there. She was deflowered by a Hokkien man who paid the woman 200 dollars for three nights. Afterwards she was forced to go to Japanese lodging-houses to earn money for the woman. Her clients usually paid 10 dollars, out of which the lodging-house keeper took 2 dollars. She often had to take two to four clients a night. The keeper was a Hakka woman aged 42, who had bought the five girls (four of them in Singapore). She had taken the girls all over the country to earn money, including Seremban and Malacca. This seemed to have gone on for about five years. The woman appeared to have made at least 800 dollars a month out of the girls' earnings. She denied the whole story and was able to produce a kind of guarantee from a Chinese man.

Unfederated Malay States.

The Chinese Protector at Kedah told about a recent case of a Chinese girl from Canton, 16 years old. Her parents were dead and her aunt in Canton persuaded her to allow herself to be sold to a keeper of a brothel in Kedah. The girl was instructed to say she was going to Kedah to marry and arrived in Kedah listed by the Chinese Protectorate in Penang. A husband was produced but, as the case looked suspicious, the girl was put in the home pending further enquiry, and, after a day or two, she told her true story.

Siam.

Two women, N. L. and N. H., were accused of having bought three girls, S. A., aged 7, C. R., also aged 7, and T. K., aged 3, respectively, with the intention of taking them out of the country without the consent of their guardian, for an immoral purpose or to re-sell them for a profit. N. L. confessed that she had bought the girls to take them to Singapore, but denied that she was taking them away for an immoral purpose or for a monetary gain; she said she intended to adopt them as her children; N. H. admitted that she sold the three girls to N. L., believing that N. L. would adopt them as she told her. Information having been received that children were being taken away to Singapore, a police officer went to the steamer and found the accused on board

with the three girls. N. L. had previously bought a girl called T. and sent her away to Singapore, and N. L. said she had given her to a third party. N. L. was found guilty of trying to take the three children out of the country and was sentenced to four months' imprisonment. N. H. was believed not to have been aware of the intentions of N. L. and was acquitted.

(c) *Cases in which Chinese Women stated that they had been given Drugs by Trafficker.*

Hong-Kong.

C. Y. C., aged 21, unmarried woman, of S. S. T. village, stated (April 5th, 1927):

"My father is dead, my mother in Hong-Kong. In 1924, I went to Canton to work (when I was 18) as *chu-nin-mui*, working for various persons. Last year, I had been back to the country and went to Canton in the 3rd moon. I stayed in S. W. Street with my uncle. I stayed two days and then got work in the southern suburbs, opposite the theatre, with a man and his wife. A few days later, I moved to C. H. Street, with my employer. A fortnight after that, I became sick. My master gave me some medicine which made me unconscious. Previously, his friend had seduced me. I was then taken on board a ship (probably at Pak Ngo Tam). I was stupefied and made no objection. A man, P. S., a travelling trader, looked after me, a man of 30 odd. He said I had been mortgaged. When I objected, he threatened me, saying: 'You will be put into the "Po Leung Kuk" and made to wash out the latrine and be beaten'. The ship put in first at Bangkok and we went ashore. He took me to a lane where there were brothels. He took me to a house next door to a brothel, where I was shut up for two days. On the 19th of the 4th moon, I was taken by P. S.'s wife to Singapore by train. When I got to Singapore, I was taken to a trafficker's house and sold to a brothel-keeper. She said if I told the truth I should be put in the Po Leung Kuk and never get out. If I said what I was told, I should finish my indentures in three years, otherwise she would get me into trouble. I said what I had been told to say and was put into a brothel. Later I found out the truth and I got a man to write to my mother. The patrons of the brothel are Hainanese and it was some time before a Cantonese came in and I got him to write."

T. N. M., 18, complained to a police constable that she had been induced by a woman in Canton to eat food in which some drug had been mixed; that she had been brought down to Hong-Kong and taken to the house of a brothel-mistress, who tried to induce her to become a prostitute. She managed to escape and to attract the attention of the police. The girl was handed over to her sister. The Cantonese woman could not be traced.

(f) *Witchcraft as Method of Trafficker.*

Straits Settlements.

In June 1928, five Cantonese girls, two aged 17, three aged 15, 18 and 24 respectively, were found, in the charge of a Cantonese woman, aged 42, in Singapore. On investigation being made, evidence of active traffic in women and girls was found. Further evidence showed that the woman had been endeavouring to control some of her victims by means of witchcraft. The woman was charged under the Women and Girls' Protection Ordinance, but absconded while on bail of 1,000 dollars.

(g) *Various Other Cases of Traffic in Chinese Women and Children.*

Kwantung Leased Territory.

A gang of traffickers, of which the principal mover was a Mrs. W., of Hopei Province, was discovered by the Dairen police after they had brought seven victims to the territory. Of the victims, three had been procured by Mrs. W. in the following ways : one girl, aged 16, whose father was dead and whose mother had remarried, was persuaded to leave the house of her uncle in Tientsin where she was living on the pretext of taking her to her mother; a prostitute, aged 21, was bought for 101 dollars; a motherless girl of 5 years was purchased from the father, Mrs. W. telling him she was childless and wanted to adopt a daughter. W. S., aged 51, also of Hopei Province, bought one girl, aged 20, in Peiping for 200 dollars, saying that he would find a husband for her, and he persuaded a married woman of Tientsin to accompany him to Dairen by saying her husband was there. H. P. induced the daughter, aged 11, of his half-brother to go with him by saying he would take her to her aunt. In this case, the man was acting from revenge, believing that his half-brother had been responsible for the kidnapping of his sister some years before. A third man, W. L., aged 52, of Hopei Province, enticed away the daughter, aged 7, of his mistress. When the police discovered the plot, four of the girls had been sold : two for 400 dollars each, one for 680 dollars and one for 700 dollars. One girl was returned to her father through the Japanese Consul in Tientsin and the remainder were placed in a home until their relatives could be found. The members of the gang were tried in the court.

Three men of Shantung Province, H. S., T. H., aged respectively 43 and 40 years, of no occupation, and H. T., aged 54 years, eating-house owner of Shantung Province, but living at Dairen, persuaded a married women, N. P., of Peiping that she could do good business by buying goods in Dairen and selling them in Peiping. Another man, T. S., aged 40, a pedlar, received the woman into his house in Dairen. All four men were sent for trial on a charge of trafficking.

Hong-Kong.

L. S., 18, and L. M., 21, repatriated from Singapore, complained that they had been decoyed there to practise prostitution. In this case, the traffickers were charged in Singapore and convicted.

W. M. Y., 18, decoyed to Hong-Kong from the country and made a prostitute in Hong-Kong, was brought to Hong-Kong by her own cousin. Five persons were charged and convicted in connection with this case.

Statement of M. S., 18 years (September 10th, 1926) :

> " I am the wife of L. K., a soldier. In the seventh month, I went to Canton with my husband, who said he was going to visit friends. We stayed for a few nights at a boarding-house and then an old woman told me that my husband had gone to Singapore to work as a tailor. She said my husband had told her to bring me to Singapore. I believed her. When we arrived, she told me I must be a prostitute."

N. Y. W., 21, stated :

> " My husband, a soldier, has not been heard of for a year. A woman suggested that I should go to Bangkok as a schoolmistress. I paid my own fare. When we arrived, she said that it was hard to get a post as schoolmistress unless one knew English and that I had better become a prostitute. I complained to the authorities who had me sent back to China."

L. K. Y., 21, complained that she had been deceived into coming to Hong-Kong and sold into a brothel, where she was found by the S. C. A. Inspector. Native of Wuchow.

L. M., 19, of Canton, stated :

> " My father died three years ago. My mother was alive when I last saw her. Six months ago, I left Canton with a friend, a young woman, N. Y. W., who tried to persuade me to become an actress. She persuaded me to come to Hong-Kong without telling my mother. She said I could write from Hong-Kong. When we arrived, she said her relations had been arrested on my mother's complaint and that she must sell me to get money to defend them. I objected and she and a man threatened to throw me into the sea. Finally I was sold for 230 dollars in Siam. When I had earned 500 dollars, the mistress released me and I went to the authorities, who sent me back to Hong-Kong. Before I went to Siam, I stayed at a boarding-house about five or six days. N. Y. W. was not there. Her ' man ' (N. L. T., aged about 30 years) stayed with me in the same room. I was seduced by him there. The brothel-mistress went with me; the other did not go."

Philippine Islands.

A Chinese woman, S. K. T., was brought to Manila from Amoy by two Chinese, C. T. L. and L. A. K. The men had said they were bringing the woman for a two months' visit. Before the steamer arrived in Manila, the men told her that she could not enter the country unless she claimed to be the wife of another Chinese, C. C. They had paid her passage and they paid all the expenses of an immigration broker. The broker provided the woman with a list of questions which she would be asked by the Immigration Board and instructed her what replies to give. S. K. T. was allowed in as the wife of C. C. and was taken to the house of C. T. L. There the two men who had brought her tried to force her to be a prostitute and, when she refused, ill-treated her. She left them and went to the house of another Chinese, whom she had known in Amoy, and he took her to the authorities, who arranged for her return to Amoy. C. T. L. and L. A. K. were deported, the pretended husband, C. C., was prosecuted for perjury and the immigration broker was also prosecuted (1931).

Three newly arrived Chinese women from Amoy, Y. S. K., K. L. and K. G., were found in a clandestine brothel. K. L. and K. G. were carrying on prostitution and Y. S. K. was acting as *amah*. They had come to Manila with K. A., cook of the house where the brothel was, who had paid all expenses. Y. S. K. confessed that she had induced the two girls to come with K. A. and said that K. A. had asked her in Amoy to find two girls for Manila. He had been sent by the brothel to obtain the girls. Contracts were made with the two girls. They were relatives of Y. S. K.

Indo-China.

In November 1930, the Hong-Kong police had signalled the arrival of a Chinese woman with two daughters brought to Saigon by a Chinese "compradore" suspected of being a trafficker.

In 1929, a Chinese woman from Canton had brought three young Cantonese girls from Hong-Kong to Saigon. On the steamer, she had told them that she would sell them to a house of prostitution.

Siam.

A. S. had inveigled a respectable girl in China with the intention of selling her into prostitution at Bangkok. The police at Bangkok caught her with the girl, who was, at her own request, returned to Hong-Kong with a letter requesting the police to protect her and help her back to her relatives. A. S. was deported.

A. S. had previously been the mistress of a licensed brothel. One of the prostitutes in the brothel desired to cease that life and left the brothel to be married. A. S. and a number of her friends went to the house of the husband and dragged the girl away and she was not found again. No one knows what has become of her. Later, another girl in A. S.'s brothel attempted to commit suicide owing to ill-treatment by A. S.

Netherlands Indies.

H. E. N., aged 58, Chinese, born at Medan, tried to obtain admission to the Netherlands Indies for a girl, aged 16, H. A. M., by falsely declaring the girl was her daughter. H. A. M. nevertheless gave the immigration officials the impression that she was not a novice in prostitution.

Straits Settlements.

A Cantonese widow, 28 years old, had been a seamstress in Hong-Kong. A man introduced to her by a woman friend suggested that she should go with him to find work in Singapore. The man was married but told the widow that she must say that she was his wife at the examination. He paid the travelling expenses. In Singapore, he told her that it would be difficult for her to find work and suggested that she should go with him to another place to make a living as a prostitute. She refused to become a prostitute, but agreed to go to this place to find work. The man took her to the Protectorate to say that they were leaving for another place and the woman told her story (1930).

A Cantonese widow, 18 years old, had been working in Hong-Kong as a servant. A man promised to find work for her in Singapore and took her there. He told her to say on arrival that she was coming to join her husband and a man was produced who pretended to be her husband. The man who brought her from Hong-Kong brought two old women to see her who offered to provide her with food and expenses if she would be a prostitute. She did not wish to enter this profession and came to the Protectorate (1930).

A Cantonese woman of 30 had come with her brother in the beginning of the year 1931 to get work as a nurse to children. The brother found no work himself and wanted the sister to be a prostitute. She refused but the brother forced her. She said : " My brother told me to powder my face and I said I did not know how to do it ". He then said : " I brought you to Singapore from China with the intention of making you a prostitute ". The brother beat her and threatened to kill her if she refused. The wife or concubine of the brother took the money she earned in prostitution. She became seriously ill from venereal disease and went into the hospital and from there was taken to the Protectorate (1931).

The Protector in Singapore had, during his stay in Perlis in 1926, collected some Chinese girls from various parts of this country and, when they were put in the Po Leung Kuk Home, they recognised each other as having been in a batch of girls who had been refused entry at Singapore some time before as being too young. They had been taken back to China and sent to the Malay States by way of Bangkok.

In October 1930, three Cantonese girls, aged 20, 19 and 19, arrived in Penang by steamer from China. They stated that they wanted to join their husbands at Huad

Yai, Siam, but, after enquiry, admitted that persons unknown had paid their passages and taught them what answers to make to the immigration authorities. They were detained in the Po Leung Kuk and, after some time, released to work in the houses of respectable families.

Federated Malay States.

In Selangor, a Cantonese girl, aged 15, was found in the house of a male Hokkien, who was living on the earnings of the girl's prostitution. The girl had been brought from China to Malaya by her mother who appeared to have connived at her prostitution. The Hokkien man was arrested and sentenced to three months' rigorous imprisonment.

Unfederated Malay States.

In 1931, two Chinese girls, aged 19 and 23 respectively, had been brought from China and started sly prostitution in Singapore. From there, they were taken by a Chinese woman of 30 to Muar (Johore State), where they continued the profession in an opium den. The younger girl told a man, whom she wished to " follow ", to make a report to the Protectorate in Muar. The woman was arrested and charged with compelling to prostitution, but, as the evidence was uncertain, the charge was withdrawn.

In 1926, a case of traffic from China via Siam was discovered. Some Cantonese girls were then stopped in the train in Perlis, through information supplied by the Protector in Kedah, who had sent a man to Siam to enquire into an alleged plot by traffickers. The nationality of the offenders was not known.

India (Burma).

In 1928, a social worker in Rangoon was informed that a Chinese girl of about 14 years was being very badly treated in a certain house. An investigation showed that the girl had been severely beaten and burnt. Her story was that a Chinese man of prominent standing had sent a woman married to a foreman in his service to China to fetch him a concubine. The woman paid some money to the girl's mother and promised a wealthy husband in Rangoon. When the girl arrived, the Chinese man found her too ugly and suggested that the foreman should take her as a second wife. This the wife of the foreman would not allow, but she kept the girl in her house as a servant and treated her very badly. The girl was taken to the Hostel of the Vigilance Society. Her mother was sent for and took the girl back to Canton. The Chinese man who had sent for the girl could not be prosecuted because of insufficient evidence, but he was socially ostracised by the Chinese community.

Japanese Victims.

The conditions regarding prostitution by women of Japanese nationality being, as has been explained in the general report, largely controlled by the authorities, both on Japanese territory and in the places where such women go, persons arranging the movement of prostitutes can operate without contravening the law. Cases of traffic before the courts are therefore rare.

The Commission was informed of many instances of Japanese and Korean girls being led astray, in circumstances which present no special interest.

A case of traffic in Formosan girls to the Netherlands Indies is of interest as showing collaboration between the authorities of two countries.

Netherlands Indies.

A Formosan, O. T. S., aged 43, arrived at Palembang, Netherlands Indies, from Singapore, accompanied by two Formosan girls—T. S. N., aged 7 years, and O. S. G., aged 16 years. The authorities suspected that the two girls had been purchased in Formosa or China or the Straits Settlements. O. S. G. was already a prostitute. They were sent back to Singapore and the Netherlands Consul there was requested to refer the matter to the Japanese Consul. All three were sent back to Formosa.

Annamite Victims.

In Hanoi, the Commission had the opportunity of meeting an Annamite woman who had been kidnapped in the year 1922 from Haiphong, taken to China and sold there. She told the Commission her story, of which the following are the main points :

In 1922, when she was 18 years old, an Annamite woman of about 40 approached her in Haiphong and suggested that they should go to Nai-chang to buy areca nuts, which were cheap there. The girl consented and went on board the woman's sampan.

After they had been sailing for a day the woman explained that she had mistaken the direction and would return. The girl was tired and went to sleep. When she woke in the morning the woman was not there but there were four Chinese men who bound her arms and feet and threatened her with knives to keep silence. She was taken ashore to a cave in which were five kidnapped Annamite girls. The men put all the girls on a junk which travelled only in the night, the girls being taken ashore and hidden in the daytime. After nine days, they were landed and made to walk for several hours to a little village called Vee-soong-tung (?), where all the girls were put up for sale in a kind of market.

The witness herself was sold for 236 dollars (silver) to a Chinese farmer, who took her to a village called Phong Thonh or Phong Tchieng, situated in the Province of Kwangtung. She lived with this man as his wife and was not badly treated. About a year after her arrival she gave birth to a child, but, as it was a girl and the man wanted

a son, he killed the new-born baby by strangling it. By putting aside some money whenever she could, she prepared for flight and managed to escape to Moncay and from there she was able to get to her family in Tonkin in 1929.

During her stay in China, she had seen several Annamite women and children who had been kidnapped and sold to Chinese. About a year after her arrival in China she overheard two Chinese men complaining that, to escape capture by a French Customs boat, they had been obliged to throw into the sea ten or twelve Annamite women whom they had kidnapped or bought in Tonkin. Had they not been obliged to throw the women overboard, they would have made much money.

Only a few months before her escape, she had seen an Annamite mother with a boy and a girl and each member of the family had been sold to different people.

An Annamite woman aged 42 had kidnapped a girl of 15 from her home in Haidnong and handed her over to another Annamite woman of 45. The second woman took the girl, along with another Annamite girl of 12, whom she claimed to have bought from a person not mentioned, to Moncay, her intention being to take them to China and sell them there. Both girls had been dressed by the woman in Chinese clothes. The first woman was sentenced to two years' imprisonment and the second woman to eighteen months' (February 11th, 1927).

Three Annamite men and three Annamite women from Tonkin were sentenced to three or two years' imprisonment each at Bao-Hiang in 1927. On promise of obtaining for them well-paid work in a big commercial house, the women had induced four young Annamite girls to accompany them. With the help of the men, the girls were conducted in two groups to the Chinese frontier with the intention of taking them across and selling them in China. Two of the girls were discovered by the police at Ua-Lang and the other two at the railway station at Kep.

In 1924, 28 clandestine passengers were discovered on a ship going from Saigon to Hong-Kong. Among them were four Annamite girls and nine Annamite boys, who had probably been taken on board with the intention of selling them in Hong-Kong. The "compradore", who was Chinese, was sentenced to four months' imprisonment and to expulsion.

Siam.

SIAMESE VICTIMS.

In 1929, a Siamese woman of 39 years of age was sentenced to four months' imprisonment for attempting to take away from the country by boat to Singapore three Siamese girls of from three to seven years of age. The girls were stated to have been bought in Siam from their parents.

Straits Settlements.

A Siamese man, aged 45, living at Penang, was arrested on a banishment warrant on the ground that he was an undesirable character. He attempted to procure for

the purpose of prostitution a young English-speaking Siamese girl lately arrived from Rangoon. The man was banished.

Federated Malay States.

A case of traffic from Siam was said to have occurred in 1924, when the Siamese Consul-General in Singapore sent a wire that five Siamese prostitutes had been brought to Kuala Lumpur. The women were found in the company of a woman known as a sly brothel-keeper. It was stated that it was evident they had been brought by a male trafficker, but with their own consent. There was not enough evidence for prosecution.

WOMEN OF MALAY RACE AS VICTIMS.

Netherlands East Indies.

Information regarding Javanese children sold in Mecca was supplied by a Dutch official as follows :

" We had one case about five years ago. Our Consul in Jeddah informed us that there were some girls from the Moluccas and from other islands who were suspected of having become slaves in Mecca. We enquired here and it was clear that these girls had been taken to Mecca, not by their own families, but by other people, and they had been sold in Mecca. It was found possible to have them sent back to Java. We had a few cases and I think there must still be a few female slaves in Mecca, though, according to Mohammedan law, it is not allowed to have Mohammedan slaves. When we had pagans here, the pagan children could be taken and sold in Mecca, but if it still happens that Mohammedan children are taken and sold in the same way, it only happens very seldom."

The following are typical cases of traffic in Javanese women to the Malay Peninsula :

The police found Hadji E., with three women, on board a steamship bound for Singapore. On enquiry, it appeared he had not passports for the women. He had persuaded them to go and see their relations at Sumatra.

A man, K., asked three girls aged 13, 14 and 16 to go to Singapore to work on his cocoa plantation there. They agreed and he took them on board at Priok without advising their parents. The case appeared suspicious to the doctor on board, and it was decided to send the girls back to their parents.

MARRIAGE.

Straits Settlements.

In 1931, a man had arrived from Java with two women. Questioned on board the ship by the police, he produced a document of Moslem marriage of recent date with one of the women and claimed the other one as his sister. Within a week he was found endeavouring to place these women in a coffee-shop, no doubt with a view to

their becoming prostitutes. He was arrested and was to be deported to Java. The two women were sent back to their *campongs* (villages in Java).

Straits Settlements.

TAMIL VICTIMS.

A case of a Tamil man exploiting his daughter was as follows :

In the year 1930, a Tamil man, who had landed in Penang and had gone through Malaya to Singapore with his wife and daughter, was prosecuted. He would get offers of marriage in different places and allow the would-be husbands to spend a night or two with the girl, obtaining a sum of money in advance. Then he would go away with the girl. He was arrested and charged with living on the immoral earnings of his daughter and sentenced to two years' rigorous imprisonment. The mother was also convicted and sentenced to a less term of imprisonment. The girl was handed over to the Indian authorities and sent back to India.

WOMEN OF THE NEAR EAST AS VICTIMS.

Attempts to obtain girls in Palestine for Egypt were cited to the Commission by the lady Welfare Inspector of the Palestine Administration, as follows :

In 1924, a Jewish woman, named R. C., came to Palestine from Egypt ostensibly as a nurse and wearing nurse's uniform. She had a letter from a lady in Cairo who has a home for girls, a typed letter, in which it was said : " We should be glad if you could get young girls to come and help in our work ". The police showed the letter to the Government Social Welfare Inspector, who happened to know the lady in Cairo and recognised the signature as a forgery. The woman was questioned and admitted that she had got a man to type the letter and sign it. It was discovered that she had been arranging with girls to take them to Egypt. She was prosecuted in the courts and got six months' imprisonment and deportation.

In 1927, an Austrian woman came to Palestine and visited villages round Jerusalem, asking parents to let her have girls, saying that she would take them to schools in Egypt. The Government Welfare Inspector was informed by villagers and made enquiries. It was found that the woman had come to Palestine with a tourist visa for three months. The Egyptian authorities were consulted and stated the woman was a brothel-keeper. The woman was deported.

In 1932, five girls informed the Government Welfare Inspector that they had obtained good work, three for Syria and two for Egypt, through " a kind gentleman " who had an employment bureau. It was found that he had no licence to run an employment agency. He had no identity papers whatever. He stated he was Egyptian, and was deported to Egypt. It was thought that he must have got through to Palestine with the help of a railway employee. He had paid for his ticket. The five girls did not go. He had not got any other girls.

Iraq.

A case of marrying a woman in order to exploit her abroad was related by an official in Baghdad :

A Tunisian, who had lived in Iraq for many years, had married an Iraqi woman, and he took her to India with his step-daughter, the woman's daughter by another man. They were expelled from India to Iraq.

India.

Deportation cases from Bombay to Iraq included a prostitute who had been taken to India by a trafficker, and a trafficker. Details are as follows :

An Iraqi woman was deported for carrying on prostitution in Bombay. She had been brought to Bombay by a well-known procurer, who also secured a passport for the journey to Bombay for her. As her certificate of identity expired on September 24th, 1926, she was instructed to leave India within a week, but she took no steps to do so, and, in order to avoid deportation, proposed to marry locally. She was therefore deported.

A Syrian, native of Halsh, was convicted in January 1927 under the Prostitution Act of 1923, and, after serving a sentence of four months' rigorous imprisonment, was deported to Iraq. He had come to Bombay from Karachi and had resided there for thirteen years. He was found to have no regular means of subsistence and to be a pimp. The man claimed Iraqi nationality, though he was born in Syria.

Women from the Seychelles Islands as Victims.

Cases of girls procured in the Seychelles and brought to Bombay by or for a trafficker known as Mme. L. on various pretexts were related by these girls to social workers as follows :

V. L., aged 25, came to Bombay from Seychelles in 1929. Had previously been earning money by clandestine prostitution. She was met on landing by Mme. L. who took her to an hotel. There she paid Rs. 2 to the hotel and Rs. 2 to Mme. L. After a few days, she went to Mme. L.'s house. She had no suspicion of Mme. L.'s occupation before she left Seychelles, but Mme. L. told her before she left the hotel and she went to Mme. L.'s house of her own free will.

L. P., aged 21 or 22, travelled to Bombay with the above V. L. She had previously been visiting a brothel in the Seychelles.

Mrs. F. P. came to Bombay early in 1930 on the suggestion of Mme. L.'s sister, who said that Mme. L. had a dressmaking shop in Bombay and wanted girls to work for her. Mme. L.'s sister paid travelling expenses. Mrs. F. P. was met in Goa by Mme. L. and was taken by her to the brothel in Bombay. Mrs. F. P. stayed at the brothel for two months, during which time Mme. L. treated her badly and kept her money.

A. E. came from Seychelles with Mrs. F. P. and went to another brothel.

H. V., sister of Mrs. F. P., six months pregnant, came from the Seychelles on the same boat as Mme. L. and went to Mme. L.'s brothel. Later Mme. L. handed H. V. to the League of Mercy, who arranged for her to go to a home. Afterwards she joined her sister, Mrs. F. P., who was then in the brothel area at Calcutta. A social worker got into touch with her and sent her to a home, but her sister persuaded her to go to Madras, where she was registered as a prostitute. Later, she returned to Calcutta and went to the brothel quarter there.

APPENDIX 2.

POSITION OF THE TERRITORIES VISITED REGARDING ADHESIONS TO THE AGREEMENT OF 1904 AND THE CONVENTIONS OF 1910 AND 1921 RELATING TO SUPPRESSION OF TRAFFIC IN WOMEN AND CHILDREN.[1]

Territory	Agreement of 1904	Convention of 1910	Convention of 1921	Central authority
Japan	Adhered		Ratified	Ministry for Home Affairs, Tokio
Kwantung Leased Territory	Not included		Not included	
Chosen	Not included		Not included	
Formosa	Not included		Not included	
China	Adhered		Ratified	No central authority
Hong-Kong	The United Kingdom acceded for Hong-Kong			Captain-Superintendent of Police
Macao	Portugal acceded for Macao			Minister of the Interior, Police Department, Lisbon
Philippine Islands	Acceded to by United States of America	Not acceded to by the United States of America		Commissioner-General of Immigration in the Department of Labour, Washington

[1] Texts of this Agreement and of the Conventions may be found in appendix 4, page 520.

Territory	Agreement of 1904	Convention of 1910	Convention of 1921	Central authority
Indo-China Cochin-China (Colony) Cambodia, Annam, Tonkin, Laos (Protectorates)	France's adhesion included colonies but not protectorates		No	Legislation and Administration Department of the Government-General of Indo-China
Siam	Adhered		Signed and ratified "with reservation as to age limit"	Director-General of Gendarmerie and Police, Bangkok
Straits Settlements	The United Kingdom acceded for the Straits Settlements			Secretary for Chinese Affairs, Singapore
Federated Malay States : Perak Selangor Negri Sembilan Pahang	The adhesions of the United Kingdom do not include these Malay States			Secretary for Chinese Affairs, Kuala Lumpur
Unfederated Malay States : Johore Kedah Perlis Kelantan Trengganu Brunei				Protector of Chinese The British Adviser The British Adviser The British Adviser Commissioner of Police Chief Police Officer, Brunei Town

Territory	Agreement of 1904	Convention of 1910	Convention of 1921	Central authority
Dutch East Indies	The Netherlands acceded for the Dutch East Indies			Government Office for Suppression of Traffic in Women and Children, Batavia
India	Acceded to		Ratified with reservation regarding age	Bombay, Secretary to Government, Home Department Madras, Calcutta and Rangoon, Commissioner of Police
Ceylon	The United Kingdom acceded for Ceylon			Inspector-General of Police
Persia	Ratified		Signed	No central authority
Iraq	The United Kingdom acceded on behalf of Iraq with reservation regarding age			Directorate-General of Police
Near-Eastern Territories under French Mandate : Syria Alexandretta Lebanon Djebel Druse La Hakakia	France acceded to 1921 Convention on behalf of Syria and Lebanon			Sûreté Générale of the High Commissariat
Palestine	The United Kingdom acceded on behalf of Palestine			Commandant of Police

APPENDIX 3.

LIST OF CONVERSATIONS AND TESTIMONIES.

CEYLON.

Conversations :

The Minister of the Interior.

Testimonies :

Official :

Inspector-General of Police;
Superintendent of Police Headquarters;
Superintendent of Harbour Police.

Unofficial :

General Secretaries :

Young Men's Christian Association;
Young Women's Christian Association;
Child Protection Society;

Matron, Salvation Army Home;
Officials, Vigilance Society.

CHINA.

Conversations :

Chinese personalities :

General Chiang Kai Shek (Chairman of the National Government);
Marshal Chang Hsueh Liang;
Minister for Foreign Affairs;
Minister of the Interior;
Governor of Kwantung Province;
Mayor of Canton;
Presidents and ladies of Cantonese women's organisations;
Mayor of Swatow;
Adviser to the Admiral-in-charge of Amoy District;
President of Amoy University;
President of Amoy Women's Refuge Home;

President and members of Society for the Relief of Slave Girls (Kulangsu, Amoy);
Mayor of Greater Shanghai;
National Vice-Minister for Industry;
Secretary-General and Chiefs of Departments of Nanking Municipality;
Secretary-General of the Chinese Child Welfare Association;
President and ladies of the Chinese Young Women's Christian Association;
Members of the Women's Joint Committee, Shanghai;
General-in-charge of Chefoo district;
Acting Governor of Hopei Province;
Secretary-General, Tientsin Municipality;
Acting Mayor of Peiping;
President, Peiping Branch of Chinese Red Cross;
Commissioner for Foreign Affairs at Mukden;
Attorney-General, Mukden;
Mayor of Harbin;
Commissioner for Foreign Affairs at Harbin.

Others :

Apostolic Vicars in Canton, Swatow, Amoy, Chefoo, Tientsin and Peiping;
British, French and Dutch Ministers Plenipotentiary in China;
British Consular officials in Swatow, Amoy, Chefoo, Tientsin, Shanghai;
Japanese Consular officials in Swatow, Amoy, Shanghai, Chefoo, Tientsin, Harbin;
French Consular officials in Swatow, Shanghai, Tientsin, Harbin;
American Consular officials in Swatow, Amoy, Shanghai, Chefoo, Tientsin;
Dutch Consular officials in Amoy;
Italian Consular officials in Tientsin;
Representatives of various shipping companies in different ports;
Director of Peiping Union Medical College;
Shanghai University Women's Club;
Orthodox Bishop at Harbin.

Testimonies :

Canton.

Official :

Commissioner of Public Safety;
Director of Bureau of Social Affairs;
Chief Justice of the Kwantung High Court;
Chief Justice of the Canton District Court;
Procurator of the Canton District Court;

Judge of the Criminal Court;
Judges of the Civil Court;
Sub-Commissioners of Public Safety.

Unofficial:
Medical Missionary of Canton Hospitals.

Swatow.

Official:
Director of Immigration and Emigration Department;
Director of Department of Social Affairs;
Representative of Department of Public Safety;
Two judges.

Amoy.

Official:
Magistrate-in-charge of Immigration and Emigration;
Department of Public Safety on Water;
Department of Public Safety on Land;
Judge and Procurator;
Japanese Consul;
Chief of Japanese Consular Police;
American Consul.

Shanghai.

Official:
Chiefs of Divisions of Public Health;
Secretary, Department of Public Safety;
Representatives of Bureau of Social Affairs;
Judge of Special District Court;
Chief of International Settlement Municipal Police;
French Consul-General;
President French Concession Mixed Court;
Director-General of French Concession Municipal Services;
Chef de la Garde Municipale, French Concession;
British Consul-in-charge of Shipping, with representatives of shipping companies;
Commissioner of Customs;
Harbour Master;
Chief Tide Surveyor.

Unofficial:
Inspectors of Anti-Kidnapping Society;
A Missionary;

Representative of Shanghai office of International Labour Office;
Representatives of Chinese shipping companies.

Chefoo.

Official :

Commissioner of Public Safety, with Chief of General Affairs Division, Chief of Administrative Division, Chief of Legal Division, Chief of Foreign Affairs Department, Chief Justice of the District Court.

Unofficial :

Doctors of Mission Hospital.

Tientsin.

Official :

President and Vice-President of the High Court and Chief Procurator;
Mayor of Tientsin, Chief of Public Safety Department, with Chief Secretary;
Chief of Social Welfare Department;
French Consul-General with Chef de la Garde Municipale de la Concession Française;
Colonel-Commandant en Chef les troupes françaises en Chine;
Japanese Consul-General;
Secretary of British Municipal Council.

Peiping.

Official :

Chief of Public Safety Department;
Chief of Social Welfare Department;
President of District Court.

Unofficial :

Secretary, International Famine Relief Commission.

Mukden.

Official :

Chief of Police of Mukden Province;
Chief of Public Safety Department Mukden town, with Chief of Public Health Section and Chief of Legal Section;
President of District Court.

Unofficial :

Adjutant of Salvation Army.

Harbin.

Official :

Chief of Police;
President of High Court;
President of District Court (Russian and other non-Chinese affairs);
President of District Court (Chinese affairs).

Unofficial :

Christian Workers' International Fellowship Union Social Service Committee;
Russian lady journalist;
Russian lady doctor, in charge of health inspection of prostitutes;
Various inmates of houses of prostitution.

HONG-KONG.

Conversations :

The Governor;
Acting Colonial Secretary;
The Vicar Apostolic;
Mother Superior of St. Paul's Hospital;
Military Medical Officers;
French Consul;
American Consul;
Japanese Consul;
Committee of Young Women's Christian Association;
Women's Committee of Hong-Kong;
Women's Committee of League of Nations Society and other private people interested in the subject.

Testimonies :

Official :

Secretary for Chinese Affairs;
Assistant Secretary for Chinese Affairs;
Inspector-General of Police;
Inspector of Police;
Chief Medical Officer;
Harbour Master;
Canadian Commissioner of Immigration.

Unofficial :

Representatives of Po Leung Kuk Society and Members of District Watch Committee;
Representative of the London Missionary Society;

Matron of the Salvation Army;
Representatives of the Anti-Mutsai Society;
Inspector of Child Protection Society;
Principal of School for Prostitutes;
Representative of Seamen's Institute;
Secretary, Young Men's Christian Association;
Pro-Vicar Delegate of Hong-Kong;
Manager at Hong-Kong of China Navigation Co.;
Manager at Hong-Kong of China-Java-Japan Line;
Manager at Hong-Kong of Dollar Line.

INDIA.

Conversations :

The Governors of Bengal and Madras Presidencies and of Burma;
Joint Secretary to Government of India, Home Department;
Commissioners of Police of Calcutta and Bombay;
The Commissioner of Sind;
Lords Bishops of Rangoon and Calcutta;
The Committee of the Women's Indian Association;
The Committee of the National Council of Indian Women.

Testimonies :

Official :

Rangoon.

Superintendent of Police;
Protector of Immigrants;
Inspector of Factories.

Calcutta.

Police Commissioner, South District;
Protector of Immigrants;
Inspectors of Police;
Honorary Magistrate, late of Juvenile Court;
Presiding Magistrate, Central Children's Court;
French Consul-General;
Japanese Vice-Consul.

Madras.

Commissioner of Police;
Deputy Commissioner of Police;
Inspector of Police;
Representative of Protector of Immigrants.

Bombay.

Deputy Commissioner of Police;
Inspector, Foreign Branch of Police;
Secretary, Passport Section, Political Department;
Police Inspector;
Persian Consul-General;
Japanese Consul.

Karachi.

Superintendent of Police;
Sub-Inspector of Police;
Military Station Staff Officer;
Protector of Pilgrims.

Unofficial :

Rangoon.

Secretary of Vigilance Society;
Major of Salvation Army;
Manageress of Salvation Army Women's Hostel;
Several High Court advocates.

Calcutta.

Secretaries of :
- Calcutta Vigilance Association;
- Bengal Council of Women;
- Hindu Women Protection Society and Society for the Protection of Children in India;

Lieutenant-Colonel, Salvation Army;
Manageress, Calcutta Protestant Home (Fendall Home);
Manageress, Police Remand and Rescue Home;
Baptist Lady Missionary and Probation Officer.

Madras.

Colonel of Salvation Army;
Secretary, Servants of India Society;
Secretary, Vigilance Association.

Bombay.

Committees of Vigilance Society, League of Mercy, Young Women's Christian Association;
Parsee lady social worker;
Colonel and Adjutant, Salvation Army.

Karachi.

Chaplains of Church of England and Church of Scotland.
Hindu Medical Practitioner.

IRAQ.

Conversations :

H.M. King Faisal;
Acting High Commissioner;
Minister for Foreign Affairs;
Minister of the Interior;
Lord Mayor of Baghdad;
Health Officer of Baghdad;
Director-General of Police;
President of the Senate;
Naqib el Ashraf;
Patriarch of Babylon;
Syrian Bishop of Baghdad;
Chief Rabbi of Baghdad;
President of the Shia Religious Court of Cassation;
President of the Sunni Religious Court of Cassation;
Qadhi of the Shia;
Qadhi of the Sunni.

Testimonies :

Baghdad.

Director of Department of Passports, Residence and Nationality;
Commandant, Baghdad City Police;
Assistant Commandant, Baghdad City Police;
Former Commandant Basra Police.

Kerbalah.

Governor of Kerbalah Province;
The Commander of Kerbalah Police;
The Director of Awqat (Religious Endowments).

JAPAN.

(Including Japanese Oversea Dependencies of the South Manchuria Railway Zone, Kwantung Leased Territory, Korea and Formosa.)

Conversations :

Vice-Ministers for Foreign Affairs, Home Affairs, Oversea Affairs;
Acting Governor-General of Korea;

Acting Governor of Kwantung Leased Territory;
Prefectural Governors at Kyoto, Osaka and Kobe;
Chiefs of Mukden Police Station and of Dairen Police Station;
Chief Justice of Local Court, Dairen;
Judges of High and Local Courts, Keijo (Seoul);
Judges of Tokio High Court.

Representatives of:

Women's Suffrage League of Japan;
Women's Suffrage Union;
Japan Women's Christian Suffrage Association;
Women's Christian Temperance Union;
Young Women's Christian Association;
Christian Endeavour Society;
Salvation Army;
Men's Purity League;
League for Abolition of Licensed Quarters;
National Union of Christian Churches;
League of Nations Association, Women's Branch;
Japanese Association of Social Workers.

Testimonies:

Official:

Tokio.

Director of Section of Police Affairs at Home Office, supported by representatives of the Foreign Office and the Ministry of Justice;
Metropolitan Police Board.

Yokohama.

Governor Kanagawa Prefecture;
Superintendent Harbour Police;
Director for Police Affairs of Kanagawa Prefecture.

Osaka.

Chief Judge of Juvenile Court.

Kobe.

Chief of Police, Hyogo Prefecture;
Chief of Foreign Affairs Section;
Chief of the Water Police.

Nagasaki.

Chief of Harbour Police.

Dairen.

Chief of the Peace and Order Section of the Police.

Keijo (Seoul).

Representative of the Director of the Police Bureau.

Formosa.

Special Commissioner heard in Amoy.

Unofficial :

Tokio.

General of Salvation Army;
General Secretary and Representatives of W.C.T.U.

Osaka.

Gathering of social workers from Kyoto, Osaka and Kobe representing :

Kyoto Catholic Girls' School;
,, Heian Yoikuin (Nursery),
,, Heian Tokygikai (Orphanage),
,, Shinai Hokuyen (Nursery);
Osaka Temperance Society,
,, Women's Home,
,, Hakuaisha (Orphanage),
,, Municipal Settlement,
,, Kosaikai (Charity Hospital, etc.),
,, Sandaya Home for Feeble-minded Children,
,, Aizenyen Settlement;
Kobe International Ladies' Society,
,, Hyogoken Women's Society,
,, Women's Rescue Society,
,, W.C.T.U.,
,, Kinshokai,
,, Women's Society,
,, Hyogoken Women Teachers' Association.

Dairen.

Manager of a Russian cabaret.

Keijo.

Colonel of Salvation Army;
A missionary, medical practitioner.

MACAO.

Conversations :

The Governor;
The Apostolic Vicar;
The Chief of Public Health Service.

Testimonies :

Official :

Chief of Police of Macao;
Chief of Criminal Police;
Chief of Administrative Police;
Chief of Harbour Police;
Chinese Detective-in-charge of Prostitution Cases.

Unofficial :

Missionaries and Chinese medical practitioner of the South Baptist Mission.

NETHERLANDS EAST INDIES.

Conversations :

Governor-General;
Governors of Middle Java, Djokjakarta, and East Java;
Representatives of the following organisations :
Indonesian Association for the Suppression of Traffic in Women and Children,
Association of Women of Sumatra,
Ati Soetji (Home of rescue for Chinese girls),
Women's League of Peace,
Union Internationale des Amies de la Jeune Fille, Batavia,
Dutch East Indian League of Nations Association, Batavia,
Persatoen Bangea Indonesia, Surabaya.

Testimonies :

Official :

Batavia.

Chief of Government Authority for Suppression of Traffic in Women and Children;
Chief of Immigration Service;
Adviser for Internal Affairs;
Adviser for Chinese Affairs;
Chief Commissioner of Police.

Samarang.

Chief Commissioner of Police;
Chief of Criminal Investigation Department.

Djokjakarta.

Chief Commissioner of Police.

Surabaya.

Resident of Surabaya;
Chief Commissioner of Police.

Medan.

Chief Commissioner of Police.

Unofficial :

Batavia.

Secretary of Young Women's Christian Association.

Djokjakarta.

Doctor of Mission Hospital;
Representatives of Association for Suppression of Traffic in Women and Children.

Surabaya.

Lady journalist.

NEAR-EASTERN TERRITORIES UNDER FRENCH MANDATE (SYRIA, LEBANON, etc.).

Conversations :

The Acting High Commissioner;
The Delegate of the High Commissioner for Syria;
The Committee of the Vigilance Association.

Testimonies :

Official :

Damascus.

The Chief of Police.

Beirut.

The Inspector-General of Police;
Technical Adviser to Lebanese Police;
The Chief of the Lebanese Police;
The Chief of the Harbour Police;
The Greek Consul-General.

Unofficial:

Beirut.

Representative and lady social worker of Bourj Mission.

PALESTINE.

Conversations:

The High Commissioner;
The Chief Justice;
The Chief Secretary to the Government;
The Mayor of Jerusalem;
The Social Service Association Committee.

Testimonies:

Official:

Jerusalem.

Deputy Commandant of Police;
Chief of Department of Immigration;
Deputy Director, Health Department;
Government Welfare Inspector;
Egyptian Consul.

Haifa.

Chief of Police;
Immigration official.

Unofficial:

Jerusalem.

The Grand Mufti of Moslems;
The Chief Rabbi of the Sephardim Jews;
Representative of the Chief Rabbi of the Askenasim Jews;
Representative of the Latin Patriarch;
The Armenian Patriarch;
The Acting Greek Orthodox Patriarch;
Member of Council of Jews' Welfare Work Section;
General Secretary, Young Women's Christian Association;
Representative of Jewish Agency;
A Christian Arab business man.

Haifa.

The Mayor;
The German Burgomaster.

PERSIA.

Conversations:

The Minister for Foreign Affairs;
The former Director of Public Health;
The International Committee of the Bahai Community.

Testimonies :

Bushire.

The Governor, accompanied by the high officials of the district.

Teheran.

A representative of the Chief of Police with two officials of the Foreign Office.

PHILIPPINE ISLANDS.

Conversations :

The Governor-General;
The Bishop (Roman Catholic);
Chief Medical Officers of the Army and Navy;
Young Women's Christian Association;
Trained Nurses' Association.

Testimonies :

Official :

Manila.

Chief of City Secret Police;
Chief of Police;
Chief of Immigration Department;
Director of Health Department;
Superintendent of Intelligence Department, Philippines Constabulary;
Army Provost-Marshal;
Deputy Collector of Customs;
Assistant Director of Bureau of Labour;
Officer of Customs Secret Service;
Representative of Passport Office;
Fiscal of Rizal Province;
Attorney-General;
Chief of Health Education Department;
French Consul;
Chinese Consul;
Japanese Consul;
Assistant Chief of Welfare Commission;
Chief of Delinquent Children's Section Welfare Commission;
A member of the Welfare Commission.

Unofficial :

Representative of Women's Christian Temperance Union of America;
Director of Associated Charities;
Episcopal Missionary;
A journalist.

PONDICHERRY.

Conversations :

The Governor of French Possessions in India.

SIAM.

Conversations :

Minister for Foreign Affairs;
Minister of the Interior;
Minister of Education.

Testimonies :

Official :

Bangkok.

Director of Immigration Department;
Director-General of Gendarmerie;
Adviser to Minister of Interior;
Director of Public Health Department.

Unofficial :

Former President of Chinese Chamber of Commerce.

STRAITS SETTLEMENTS AND MALAY STATES (FEDERATED AND UNFEDERATED).

Conversations :

The Governor, Singapore;
Chief Secretary to Government, Federated Malay States;
Secretary for Chinese Affairs, Singapore;
Resident, Kuala Lumpur;
Resident Councillor, Penang;
Chinese Medical Practitioner, Singapore;
Member of Council of the Federated Malay States.

Testimonies :

Official :

Singapore.

Protector of Chinese;
Assistant Protector of Chinese;
Lady Assistant Protector of Chinese;
Chief Medical Officer;
Assistant Superintendent of Police, Detective Branch.

Penang.

Protector of Chinese.

Johore State.

Protector of Chinese.

Selangor State.

Protector of Chinese.

Perak State.

Protector of Chinese.

Negri Sembilan State.

Protector of Chinese.

Kedah State.

Protector of Chinese.

Kuala Lumpur.

Medical Officer of Federated Malay States;
Assistant Controller of Labour of British Malaya.

Unofficial :

Kuala Lumpur.

Indian Medical Practitioner.

UNION OF INDO-CHINA.

Conversations :

Le Gouverneur Général p.i. de l'Indochine;
Le Secrétaire Général du Gouvernement Général ;
Le Gouverneur de Cochinchine;
Le Résident Supérieur du Tonkin.

Testimonies :

Official :

Pnom Penh.

Le Chef p.i. de la Sûreté.

Saigon.

Le Chef de la Sûreté;
Le Chef du Service de l'Immigration de Cochinchine;
L'Inspecteur Général de l'Hygiène en Cochinchine;
Des Chefs des Congrégations Chinoises à Cholon.

Hanoi.

Le Chef de la Sûreté du Tonkin;
Le Chef de la Sûreté (de la ville);
Le Commissaire de la Police des Mœurs;
L'Inspecteur Général du Travail de l'Indochine;

Le Procureur Général, Hanoi;
Le Directeur du Département de l'Hygiène Publique, Hanoi.

Haiphong.

Le Chef p.i. de la Sûreté, Haiphong;
Des Chefs de Congrégations Chinoises, Haiphong.

Unofficial:

Hanoi.

The President of the Relief Society for French-Indo-Chinese Children;
Clergyman of the French Protestant Church;
Representatives of an Annamite women's paper;
Two Fathers of the Catholic Mission.

Haiphong.

Apostolic Vicar.

VISITS TO INSTITUTIONS, LOCAL INSPECTIONS, ETC.

CEYLON.

Hostel of the Young Women's Christian Association;
Mrs. Jayasekara's Home for Children;
Salvation Army Hostel and Industrial School;
Government Vagrants' Home (managed by Salvation Army).

CHINA.

Canton :

Foundling Home of Sisters of the Immaculate Conception;
Hospital of Sun Yat Sen Memorial University;
Middle School for Girls;
Provincial Normal School for Girls;
Cheo Leung Saw (Police Rescue Home for Girls);
Orphan Asylum;
Brothel District;
Houses of singing-girls;
" Flower boats " (floating brothels).

Swatow :

Rescue Home for Girls;
Poor House.

Amoy :

Poor House;
Rescue Home for Girls;
University;
Refuge of the Society for Relief of Slave Girls (Kulangsu, European quarter);
Brothel district (Chinese, Formosan and Japanese houses).

Shanghai :

Orphanage of Orphan Association;
Salvation Army Homes for Children;
Wu Pung Middle School for Girls;
Margaret Williams Hospital and Medical College;
Leicester Hospital (Chinese);
Chinese Red Cross Hospital;
Door of Hope;
King's Daughters' Home;
St. Faith (Rescue Home);
Sicca-wei Convent (girls' orphanage, foundling home and industrial training school);
Silk manufactory;
Match factory;
Dancing-places;
Brothel districts.

Wusih :

Cotton mills.

Chefoo :

Hair-net manufactory;
Embroidery manufactory;
Peanut warehouse;
School for poor children (maintained by police);
Secondary school for girls and boys;
Temple Hill Hospital (American Presbyterian Mission);
Brothel district.

Tientsin :

Municipal Hospital;
Municipal Relief Home for Women;
Municipal Rescue Home for Prostitutes and Slave Girls;
Brothel districts (Russian, Chinese, Japanese and Korean houses).

Peiping :

Peiping Foundling Home;
Peiping Orphanage;
Show Saen Hospital;
Hsiang Shan Orphanage (secondary and industrial training school);
Salvation Army Home;
Brothel district (Chinese houses).

Mukden :

Liao-Ning Poor House (school, rescue home, foundling home, etc.);
Tung Tsai Middle School for Girls (founded by Marshal Chang Hsueh Liang);
Normal School for Girls;
Rug factory;
Brothel district (Chinese houses).

Harbin :

First Municipal Hospital (Chinese);
Chinese Eastern Railway Hospital (Russian administration);
Chinese Eastern Railway Foundling Home, Children's Home and Kindergarten (Russian administration);
Chinese Eastern Railway Orphanage and Industrial Training School (Russian administration);
House of Mercy (Russian Orthodox Church);
Young Men's Christian Association institutions;
Brothel district (Russian, Japanese and Korean houses).

Hong-Kong :

Official questioning of prostitutes on registration;
Control of emigrants;
Po Leung Kuk (Girls' Home);
Salvation Army Home;
Industrial Home;
Victoria Orphanage;
Baptist Mission School;
School for Prostitutes;
Girls' High School;
Knitting;
Fireworks factory;
Felt Hat factory;
Cigar factory;
Brothel districts (for Europeans; for Chinese; for Japanese).

INDIA.

Rangoon :

Salvation Army Women's Hostel;
Rangoon Vigilance Society Hostel;
Chinese entertainment places;
Match factory.

Calcutta :

Police Remand Home;
Calcutta Protestant Home (Fendall Home);
Govinde Kumar Home (Vigilance Society);
Salvation Army Hostel;
Abele Asram (Home);
Mohammedan Orphanage for Girls;
Young Women's Christian Association;
Jute mill;
Indian brothels;
European brothel district.

Madras :

The Women's Indian Association;
The Madras "Seva Sadan" Educational Institution and Home for Young Widows;
Salvation Army Home;
Hostel of the Young Women's Christian Association;
The Good Shepherd Convent.

Bombay :

Salvation Army Home;
Rescue Home of Bombay Presidency;
Bombay Presidency Council of Women;
Tata Industrial Home for Parsee Women;
Brothel district.

Karachi :

Pilgrims' Camp;
Indian Widows' Self-help Society Home;
Zenana Mission Industrial School for Women.

IRAQ.

Baghdad :

Government Central School for Girls and Kindergarten;
Royal Hospital;
Royal Medical College;

Municipal Home for the Poor;
Boys' Orphanage of the Sacred Heart;
Girls' Orphanage,
Christian School for Girls, } of the Presentation Order;
Christian Kindergarten,
Laura Khedoerie School for Jewish Girls and Kindergarten;
Jewish Sewing Industrial School;
Brothel district.

JAPAN AND OVERSEA DEPENDENCIES.

Tokio :

Tokio Prefecture Employment Office;
State Reformatory;
Home for Unmarried and Lonely Business Women;
Orphanage;
Training School for Disabled;
Japanese Red Cross Society (medical service);
Maternity Hospital;
Shimbashi Geisha School;
Chiyoda Primary School;
Women's University;
Women's Medical College;
Brothel districts (licensed and unlicensed).

Kyoto :

Hand-weaving silk factory;
Cinema studios.

Osaka :

Municipal Employment Bureau for Women;
Cotton factory;
Otemage Girls' High School;
Women's Home;
Philanthropic Society;
Civic hall;
Japan Rescue Mission;
Brothel district.

Kobe :

Spinning mill;
Women's Sympathy Society;

Emigrants' hall;
Takarazuka School for Actresses.

Mukden (South Manchuria Railway Zone) :

Police station and prison;
Women's Hospital;
Geisha houses;
Brothel district.

Dairen :

Women's Hospital;
Coolie quarters;
Branch prison;
Municipal Social Welfare House;
Chinese Social Welfare House of Kosei-Zendo;
Japanese restaurants;
Geisha Training Institute;
Brothel district.

Keijo (Seoul) :

Prison, police station;
Charity Asylum for Blind and Deaf Mutes;
Buddhist Social Centre;
Kosary's Home;
Women's Hospital;
Brothel district.

MACAO.

Boys' Orphanage;
Girls' Orphanage;
Foundlings' Home;
Hospital and Dispensary;
Brothel district.

NEAR-EASTERN TERRITORIES UNDER FRENCH MANDATE (SYRIA, LEBANON, etc.).

Damascus :

Government Orphanage for Boys and Girls.

Beirut:

Orphanages for Moslem girls and boys;
Orphanage of the Sisters of St. Vincent de Paul;
Headquarters of Young Women's Christian Association;

Armenian Orphanage;
Near East Relief;
Near East League;
Brothel district.

NETHERLANDS EAST INDIES.

Batavia :

Rescue Home for Chinese Girls and Boys, " Ati-Sutji ";
State Reformatory;
Salvation Army Home for Girls;
Inspection of steamer from China.

Samarang :

Domestic Science School for Malayan Girls;
Women's Prison for Dutch East Indies;
Salvation Army Home for Girls;
Salvation Army Home for Poor People.

Djokjakarta :

Native Industries (Batik, Silver);
Sugar Mill.

Surabaya :

" Vrouwentehuis " (Rescue Home for Malayan Girls).

Medan :

Children's Home.

PALESTINE.

Women's prison, Bethlehem;
Moslem Orphanage, Jerusalem;
Tel-Aviv Jewish municipality;
Jewish settlements;
Jewish Agricultural School for Girls.

PERSIA.

Teheran :

Private schools for girls.

PHILIPPINE ISLANDS.

Manila :

Good Shepherd (Girls' Orphanage and School);
Convent San José (Boys' and Girls' Orphanage);
Children's homes;
Welfare Commission;

Children's Welfare Village (municipal and private);
Mary Johnson Hospital;
Bilioid Prison;
Cabarets and dancing-places.

SIAM.

Bangkok :

Inspection of immigrants (steamer from China);
Red Cross Hospital;
Policlinic and Dispensary;
Mental Hospital;
Girls' schools (Siamese);
Weaving manufactory (Chinese);
Brothel district (Siamese and Chinese houses).

STRAITS SETTLEMENTS AND FEDERATED AND UNFEDERATED MALAY STATES.

Singapore :

Po Leung Kuk Home;
Kindergarten;
Rubber factory;
Clandestine brothels.

Kuala Lumpur :

Po Leung Kuk Home;
Tin mine;
Leprosy colony.

Penang :

Po Leung Kuk Home.

Johore :

Girls' school.

UNION OF INDO-CHINA.

Saigon :

Girls' Home;
Orphanages, homes, girls' schools of the Catholic Church;
Dispensary;
Reception of immigrants from steamer.

Cholon :

Child Protection Society;
Morals, police;

Singing-girls' lodgings;
Chinese restaurants with singing-girls;
Annamite brothels.

Hanoi :

Indo-Chinese Children's Protection Society;
Dispensary;
Orphanages, etc., of the Catholic Church;
Annamite singing-girl establishment.

APPENDIX 4.

INTERNATIONAL AGREEMENT FOR THE SUPPRESSION OF THE WHITE SLAVE TRAFFIC,

Signed at Paris, May 18th, 1904.

Article 1.

Each of the Contracting Governments undertakes to establish or name some authority charged with the co-ordination of all information relative to the procuring of women or girls for immoral purposes abroad; this authority shall be empowered to correspond direct with the similar department established in each of the other Contracting States.

Article 2.

Each of the Governments undertakes to have a watch kept, especially in railway stations, ports of embarkation, and *en route,* for persons in charge of women and girls destined for an immoral life. With this object instructions shall be given to the officials, and all other qualified persons, to obtain, within legal limits, all information likely to lead to the detection of criminal traffic.

The arrival of persons who clearly appear to be the principals, accomplices in, or victims of, such traffic shall be notified, when it occurs, either to the authorities of the place of destination, or to the Diplomatic or Consular Agents interested, or to any other competent authorities.

Article 3.

The Governments undertake, when the case arises, and within legal limits, to have the declarations taken of women or girls of foreign nationality who are prostitutes, in order to establish their identity and civil status, and to discover who has caused them

to leave their country. The information obtained shall be communicated to the authorities of the country of origin of the said women or girls, with a view to their eventual repatriation.

The Governments undertake, within legal limits, and as far as can be done, to entrust temporarily, and with a view to their eventual repatriation, the victims of a criminal traffic, when destitute, to public or private charitable institutions, or to private individuals offering the necessary security.

The Governments also undertake, within legal limits, and as far as possible, to send back to their country of origin those women and girls who desire it, or who may be claimed by persons exercising authority over them. Repatriation shall only take place after agreement as to identity and nationality, as well as place and date of arrival at the frontiers. Each of the Contracting Countries shall facilitate transit through its territory.

Correspondence relative to repatriation shall be direct as far as possible.

Article 4.

Where the woman or girl to be repatriated cannot herself repay the cost of transfer, and has neither husband, relations, nor guardian to pay for her, the cost of repatriation shall be borne by the country where she is in residence as far as the nearest frontier or port of embarkation in the direction of the country of origin, and by the country of origin as regards the rest.

Article 5.

The provisions of the foregoing Articles 3 and 4 shall not affect any private Conventions existing between the Contracting Governments.

Article 6.

The Contracting Governments undertake, within legal limits, to exercise supervision, as far as possible, over the offices or agencies engaged in finding employment for women or girls abroad.

Article 7.

Non-signatory States can adhere to the present Agreement. For this purpose they shall notify their intention, through the diplomatic channel, to the French Government, which shall acquaint all the Contracting States.

Article 8.

The present Agreement shall come into force six months after the exchange of ratifications. If one of the Contracting Parties denounces it, this denunciation shall

only have effect as regards that Party, and that only twelve months after the date of denunciation.

Article 9.

The present Agreement shall be ratified, and the ratifications shall be exchanged, at Paris, with the least possible delay.

In faith whereof the respective Plenipotentiaries have signed the present Agreement and thereunto affixed their seals.

Done at Paris, May 18th, 1904, in a single copy, which shall be deposited in the archives of the Ministry of Foreign Affairs of the French Republic, and of which one copy, certified correct, shall be sent to each Contracting Party.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE WHITE SLAVE TRAFFIC,

Signed at Paris, May 4th, 1910.

Article 1.

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl under age for immoral purposes, shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

Article 2.

Whoever, in order to gratify the passions of another person, has, by fraud or by means of violence, threats, abuse of authority or any other method of compulsion, procured, enticed or led away a woman or girl over age for immoral purposes, shall also be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

Article 3.

The Contracting Parties, whose legislation may not at present be sufficient to deal with the offences contemplated by the two preceding Articles, engage to take or to propose to their respective legislatures the necessary steps to punish these offences according to their gravity.

Article 4.

The Contracting Parties shall communicate to each other, through the intermediary of the Government of the French Republic, the laws which have already been or may in future be passed in their States relating to the object of the present Convention.

Article 5.

The offences contemplated in Articles 1 and 2 shall, from the day on which the present Convention comes into force, be deemed to be lawfully included in the list of offences for which extradition may be granted in accordance with Conventions already existing between the Contracting Parties.

In cases in which the above provision cannot be made effective without amending existing legislation, the Contracting Parties engage to take or to propose to their respective legislatures the necessary measures.

Article 6.

The transmission of Letters of Request relating to offences covered by the present Convention shall be effected :

1. Either by direct communication between the judicial authorities;

2. Or through the intermediary of the diplomatic or consular agent of the demanding State in the country to which the demand is addressed. This agent shall forward the Letter of Request direct to the competent judicial authority, and will receive direct from that authority the documents establishing the execution of the Letter of Request;

(In these two cases a copy of the Letter of Request shall always be addressed at the same time to the superior authority of the State to which the demand is addressed.)

3. Or through the diplomatic channel.

Each Contracting Party shall make known, by a communication addressed to each of the other Contracting Parties, the method or methods of transmission which it recognises for Letters of Request emanating from that State.

All difficulties which may arise in connection with transmissions effected in cases 1 and 2 of the present Article shall be settled through the diplomatic channel.

In the absence of any different understanding, the Letter of Request must be drawn up either in the language of the State on whom the demand is made or in the language agreed upon between the two States concerned, or else it must be accompanied by a translation made in one of these two languages and duly certified by a diplomatic or consular agent of the demanding State, or by a sworn translator of the State on whom the demand is made.

The execution of the Letters of Request shall not entail repayment of expenses of any kind whatever.

Article 7.

The Contracting Parties undertake to communicate to each other the records of convictions in respect of offences covered by the present Convention where the various acts constituting such offences have been committed in different countries.

These documents shall be forwarded direct by the authorities designated in conformity with Article 1 of the Agreement concluded at Paris on May 18th, 1904 [1], to the corresponding authorities of the other Contracting States.

Article 8.

Non-signatory States may accede to the present Convention. For this purpose they shall notify their intention by a declaration which shall be deposited in the archives of the Government of the French Republic. The latter shall communicate a certified copy thereof through the diplomatic channel to each of the Contracting States, and shall inform them at the same time of the date of such deposit. The laws of the acceding State relative to the object of the present Convention shall also be communicated with the said declaration.

Six months after the date of the deposit of the said declaration the Convention shall come into force throughout the extent of the territory of the acceding State, which will thus become a Contracting State.

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.

The preceding stipulation does not, however, derogate from Article 7 of the aforementioned Agreement of May 18th, 1904, which remains applicable in cases where a State prefers to accede solely to that Agreement.

Article 9.

The present Convention, completed by a *Final Protocol* which forms an integral part thereof, shall be ratified, and the ratifications shall be deposited at Paris as soon as six of the Contracting States are in a position to do so.

A protocol recording all deposits of ratifications shall be drawn up, of which a certified copy shall be transmitted through the diplomatic channel to each of the Contracting States.

The present Convention shall come into force six months after the date of the deposit of the ratifications.

Article 10.

In case one of the Contracting States shall denounce the Convention, such denunciation shall only have effect as regards that State.

The denunciation shall be notified by a declaration which shall be deposited in the archives of the Government of the French Republic. The latter shall communicate

[1] *Treaty Series*, No. 24 (1905).

a certified copy, through the diplomatic channel, to each of the Contracting States, and shall inform them at the same time of the date of deposit.

Twelve months after that date the Convention shall cease to take effect throughout the territory of the State which has denounced it.

The denunciation of the Convention shall not entail as of right a concomitant denunciation of the Agreement of May 18th, 1904, unless it should be so expressly mentioned in the declaration; if not, the Contracting State must, in order to denounce the said Agreement, proceed in conformity with Article 8 of that Agreement.

Article 11.

If a Contracting State desires the present Convention to come into force in one or more of its colonies, possessions, or consular judicial districts, it shall notify its intention to that effect by a declaration which shall be deposited in the archives of the Government of the French Republic. The latter shall communicate a certified copy thereof, through the diplomatic channel, to each of the Contracting States, and shall inform them at the same time of the date of deposit.

The said declaration as regards colonies, possessions, or consular judicial districts, shall also communicate the laws which have been therein enacted relative to the object of the present Convention. Laws which may in future be enacted therein shall be equally communicated to the Contracting States in conformity with Article 4.

Six months after the date of deposit of the said declaration, the Convention shall come into force in the colonies, possessions, and consular judicial districts mentioned in such declaration.

The demanding State shall make known, by a communication addressed to each of the other Contracting States, which method or methods of transmission it recognises for Letters of Request destined for those colonies, possessions, or consular judicial districts in respect of which the declaration mentioned in the first paragraph of the present Article shall have been made.

The denunciation of the Convention by one of the Contracting States on behalf of one or more of its colonies, possessions, and consular judicial districts, shall be made under the forms and conditions laid down by the first paragraph of the present Article. Such denunciation shall take effect twelve months after the date of the deposit of the declaration thereof in the archives of the Government of the French Republic.

Accession to the Convention by a Contracting State on behalf of one or more of its colonies, possessions, or consular judicial districts shall entail, as of right and without special notification, a concomitant accession to the Agreement of May 18th, 1904, in its entirety. The said Agreement shall come into force therein on the same date as the Convention itself. Nevertheless, the denunciation of the Convention by a Contracting State on behalf of one or more of its colonies, possessions, or consular judicial districts

shall not necessarily entail a concomitant denunciation of the Agreement of May 18th, 1904, unless it should be so expressly mentioned in the declaration; moreover, the declarations which the Powers signatories of the Agreement of May 18th, 1904, have been enabled to make respecting the accession of their colonies to the said Agreement are maintained.

Nevertheless, from and after the date of the coming into force of the present Convention, accessions to and denunciations of that Agreement as regards the colonies, possessions, or consular judicial districts of the Contracting States, shall be made in conformity with the stipulations of the present Article.

Article 12.

The present Convention, which shall be dated May 4th, 1910, may be signed in Paris up to July 31st following, by the Plenipotentiaries of the Powers represented at the second Conference for the Suppression of the " White Slave Traffic ".

Done at Paris, May 4th, 1910, in a single copy, of which a certified copy shall be communicated to each of the Signatory Powers.

FINAL PROTOCOL.

[*Translation.*]

At the moment of proceeding to the signature of the Convention of this day, the undersigned Plenipotentiaries deem it expedient to indicate the sense in which Articles 1, 2, and 3 of that Convention are to be understood, and in accordance with which it is desirable that the Contracting States, in the exercise of their legislative sovereignty, should provide for the execution of the stipulations agreed upon or for their extension.

A.—The stipulations of Articles 1 and 2 are to be considered as a *minimum*, seeing that it is self-evident that the Contracting Governments remain entirely free to punish other analogous offences, such, for example, as the procuring of women over age, even where neither fraud nor compulsion may have been exercised.

B.—As regards the suppression of the offences provided for in Articles 1 and 2, it is fully understood that the words " woman or girl under age, woman or girl over age " refer to women or girls under or over twenty completed years of age. A law may, nevertheless, fix a more advanced age for protection, on condition that it is the same for women or girls of every nationality.

C.—With a view to the suppression of the same offences the law should decree, in every case, a punishment involving loss of liberty, without prejudice to other penalties, principal or accessory; it should also take into account, apart from the age of the victim, the various aggravating circumstances which exist in the case, such as those referred

to in Article 2, or the fact that the victim has been in effect delivered over to an immoral life.

D.—The case of detention, against her will, of a woman or girl in a brothel could not, in spite of its gravity, be dealt with in the present Convention, seeing that it is governed exclusively by internal legislation.

The present Final Protocol shall be considered as forming an integral part of the Convention of this day, and shall have the same force, validity, and duration.

Done and signed at Paris in a single copy, May 4th, 1910.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN.

Geneva, September 30th, 1921.

Article 1.

The High Contracting Parties agree that, in the event of their not being already Parties to the Agreement of May 18th, 1904, and the Convention of May 4th, 1910, mentioned above, they will transmit, with the least possible delay, their ratifications of, or adhesions to, those instruments in the manner laid down therein.

Article 2.

The High Contracting Parties agree to take all measures to discover and prosecute persons who are engaged in the traffic in children of both sexes and who commit offences within the meaning of Article 1 of the Convention of May 4th, 1910.

Article 3.

The High Contracting Parties agree to take the necessary steps to secure the punishment of attempts to commit and, within legal limits, of acts preparatory to the commission of, the offences specified in Articles 1 and 2 of the Convention of May 4th, 1910.

Article 4.

The High Contracting Parties agree that, in cases where there are no extradition Conventions in force between them, they will take all measures within their power to extradite or provide for the extradition of persons accused or convicted of the offences specified in Articles 1 and 2 of the Convention of May 4th, 1910.

Article 5.

In paragraph B of the final Protocol of the Convention of 1910, the words " twenty completed years of age " shall be replaced by the words " twenty-one completed years of age ".

Article 6.

The High Contracting Parties agree, in case they have not already taken legislative or administrative measures regarding licensing and supervision of employment agencies and offices, to prescribe such regulations as are required to ensure the protection of women and children seeking employment in another country.

Article 7.

The High Contracting Parties undertake in connection with immigration and emigration to adopt such administrative and legislative measures as are required to check the traffic in women and children. In particular, they undertake to make such regulations as are required for the protection of women and children travelling on emigrant ships, not only at the points of departure and arrival, but also during the journey, and to arrange for the exhibition, in railway stations and in ports, of notices warning women and children of the danger of the traffic and indicating the places where they can obtain accommodation and assistance.

Article 8.

The present Convention, of which the French and the English texts are both authentic, shall bear this day's date, and shall be open for signature until March 31st, 1922.

Article 9.

The present Convention is subject to ratification. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who will notify the receipt of them to the other Members of the League and to States admitted to sign the Convention. The instruments of ratification shall be deposited in the archives of the Secretariat.

In order to comply with the provisions of Article 18 of the Covenant of the League of Nations, the Secretary-General will register the present Convention upon the deposit of the first ratification.

Article 10.

Members of the League of Nations which have not signed the present Convention before April 1st, 1922, may accede to it.

The same applies to States not Members of the League to which the Council of the League may decide officially to communicate the present Convention.

Accession will be notified to the Secretary-General of the League, who will notify all Powers concerned of the accession and of the date on which it was notified.

Article 11.

The present Convention shall come into force in respect of each Party on the date of the deposit of its ratification or act of accession.

Article 12.

The present Convention may be denounced by any Member of the League or by any State which is a Party thereto, on giving twelve months' notice of its intention to denounce. Denunciation shall be effected by notification in writing addressed to the Secretary-General of the League of Nations. Copies of such notification shall be transmitted forthwith by him to all other Parties, notifying them of the date on which it was received.

The denunciation shall take effect one year after the date on which it was notified to the Secretary-General, and shall operate only in respect of the notifying Power.

Article 13.

A special record shall be kept by the Secretary-General of the League of Nations, showing which of the Parties have signed, ratified, acceded to or denounced the present Convention. This record shall be open to the Members of the League at all times; it shall be published as often as possible, in accordance with the directions of the Council.

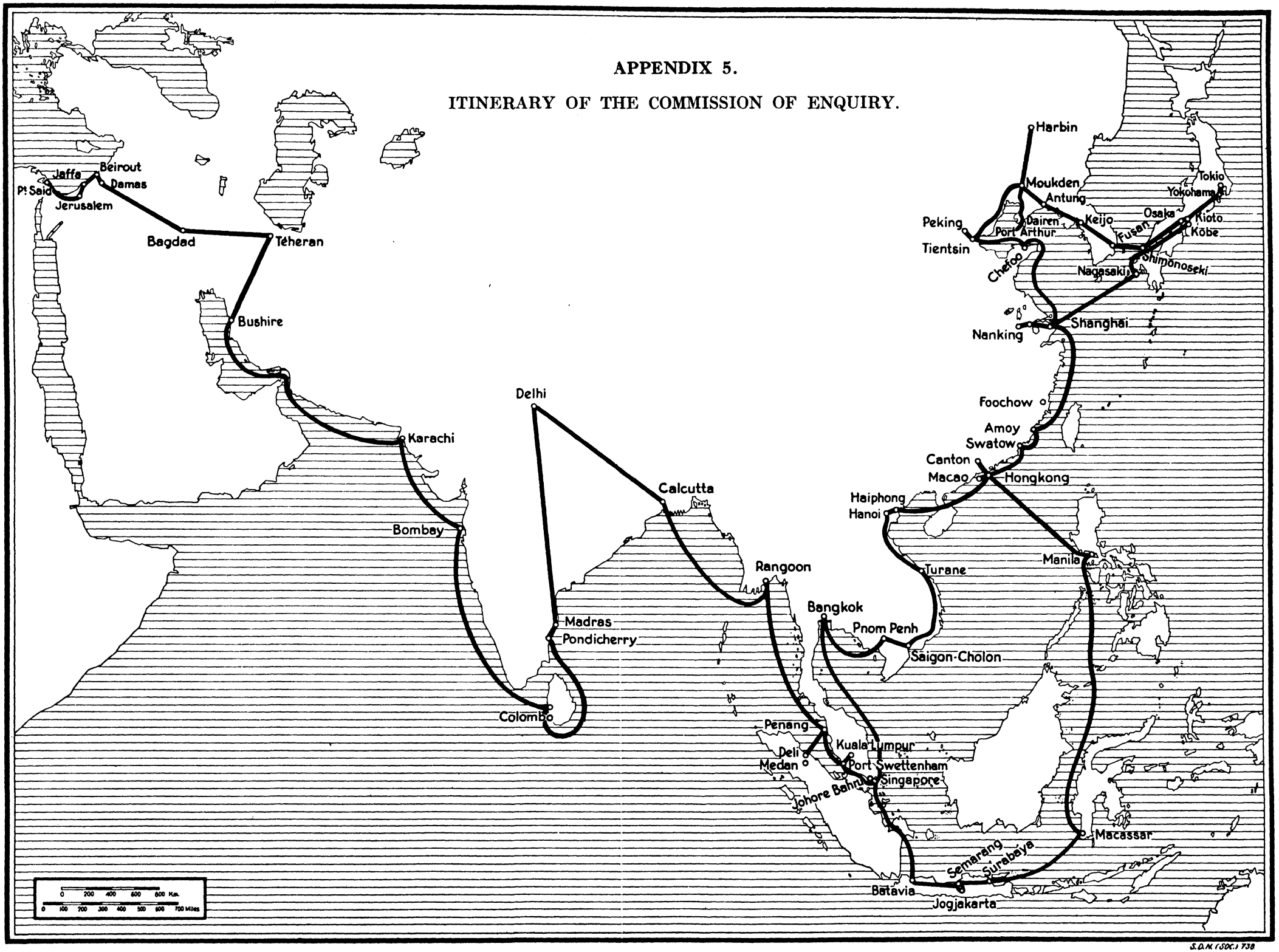
Article 14.

Any Member or State signing the present Convention may declare that the signature does not include any or all of its colonies, overseas possessions, protectorates or territories under its sovereignty or authority, and may subsequently adhere separately on behalf of any such colony, overseas possession, protectorate or territory so excluded in its declaration.

Denunciation may also be made separately in respect of any such colony, overseas possession, protectorate or territory under its sovereignty or authority, and the provisions of Article 12 shall apply to any such denunciation.

APPENDIX 5.

ITINERARY OF THE COMMISSION OF ENQUIRY.



S.D.K. (SDC.) 738

INDEX

ABBREVIATIONS

Br. = British. Govt. = Government. Int. = International.

A

Abdeh, Abeed
See Domestic Servants, in Palestine

Abolition of Brothels
See under Brothels

Abduction and Kidnapping
of ANNAMITES 79, 488, 489
in ARABIA 352
in CHINA ... 62, 138-9, 139, 142, 155-6, 157, 477, 483
Hong-Kong. 173, 476-7, 180-1 *(laws)*
Legislation *re* 131, 160-2
in INDIA 334, 337, 339, 345
Legislation *re* 332, 362, 386
in INDO-CHINA 226, 488, 489
Legislation *re* 218, 228
in JAPAN
Legislation *re* 102, 102-3, 115-16
in PERSIA
Legislation *re* 389,403
in PHILIPPINES
Legislation *re* 204, 206
in SIAM 315
Legislation *re* 310, 311
in STRAITS SETTLEMENTS 273
Legislation *re* 267, 281-3

Actresses and Actors, Oriental
ANNAMITE in China 226
CHILD performances
in Dutch East Indies : protection of children 267, 272
in Federated and Unfederated Malay States
Regulations *re* 291, 300

Actresses and Actors, Oriental *(continued)*
IMMIGRATION to Japan 110
MALAY 244
TRAINING in China 40-1
TROUPES, travelling : introduction of prostitutes into 63
TAMIL in Straits Settlements 272

Adoption of Children
in CHINA
Custom ... 38-43, 43, 132, 138, 142, 144
Legislation *re* 38, 163
in DUTCH EAST INDIES and eventual marriage of girl 250
in INDIA 379
in INDO-CHINA 218
in JAPAN
Geisha 76
Legislation *re* 106
" Sobokan " 106
in MACAO 185

Advisory Commission for Protection and Welfare of Children and Young People
CO-OPERATION of missions and private organisations with Commission, on Eastern questions 4
STUDY of report recommended by Commission of Enquiry in view of possible action 4

Age and Age-Limit
of GEISHA 74-5, 76, 106
in INDIA
Raising of age of consent advocated by native woman 380
Reservation of Indian Govt. in connection with provision of Convention of 1921 329

Age and Age-Limit *(continued)*
of PROSTITUTES
in China..... 62, 143, 150-1
in Hong-Kong..... 170, 171
in India ... 329, 333, 335, 339, 345, 346, 356, 363, 377, 386
in Indo-China..... 213, 221, 231
in Iraq 407
in Japan..... 104, 113, 121
in Macao 184
in Siam 310, 312, 313
in Straits Settlements ... 266, 278, 279 286
in Syria ... 423, 427, 428, 432, 436, 444, 445
in Unfederated Malay States. 297, 305, 306
of SINGING-GIRLS in China 145

Agreements
See Conventions and agreements

Amusement, Places of, in Relation to Prostitution 379, 394, 443-4, 447, 453, 472, 477
See also Cabarets
Dancing Partners and Halls, Restaurants and Cafés

Artistes, Occidental and Oriental
ADMISSION into countries, *see* Emigration and Immigration, Artistes, condition, etc.
EMPLOYMENT conditions, contracts, number
Conditions, etc.
Dutch East Indies..... 247
Iraq..... 29, 408, 409-10
Syria... 28-9, 422, 424, 427, 428, 429, 433, 434, 440-1, 441-3
Contracts
Absence of supervision in Straits Settlements of contracts of Orientals going abroad 279
for Filipino dancers abroad... 78-9
for Japanese entertainers 106
See also above Conditions
HEALTH regulations *re* in Syria.. 424, 433, 434, 438, 440
See also Actresses, Oriental
Cabaret artistes
Entertainers
Geisha
Singing-girls

Assignation, Houses of
See Houses of Assignation

Authorities
CENTRAL
Co-operation
with Immigration authorities in Dutch East Indies 248, 254
Necessity for co-operation between various central authorities... 88, 92, 93, 155, 202, 255, 323
in Various countries : position as regards question. 87-8, 90, 92, 93, 155, 183, 188, 202, 212, 239, 255, 265, 288, 294, 308, 329, 376, 388, 404, 421, 451
See also below of Eastern Countries, Activities
of EASTERN COUNTRIES
Activities in view of checking traffic and prostitution
in China. 60, 89, 129-31, 133-4, 138, 142, 144, 146, 152-6, 157, 169, 489
in Hong-Kong... 169, 170, 171, 479, 484
in Dutch East Indies... 60, 61, 62-3, 81, 81-2, 89, 90, 241, 243, 244, 245, 246-7, 248, 249, 249-50, 252, 253, 254, 478, 480, 486, 488
Federated and Unfederated Malay States.... 52, 288, 289, 291, 294, 295, 298, 299, 301, 303, 304, 480-1, 487
in India... 69, 330-1, 332-3, 336, 339-40, 343, 345, 350, 352, 353, 355, 357, 358-9, 361, 362, 368, 369, 376, 377, 380-1, 381, 383, 384
in Indo-China... 89, 213, 214-15, 216, 218, 219-20, 222, 223, 225, 228, 236
in Iraq... 86, 404, 405, 407, 409, 410, 411, 412, 413
in Japan... 76, 78, 107, 108, 111, 112, 114, 483
in Macao 184-5, 479-80
in Palestine... 452, 455, 455-6, 457, 458, 459, 460, 491
in Persia... 388, 390, 391-2, 393, 396

Authorities *(continued)*
of EASTERN COUNTRIES *(continued)*
Activities, etc. *(continued)*
in Philippines... 78-9, 89, 189, 190-1, 193-4, 196, 197, 201-2, 485
in Seychelles 87
in Siam... 89, 310, 312, 315, 318-9, 320, 321, 323, 481, 484, 485, 489
in South Seas countries 90
in Straits Settlements... 52, 53,60-1, 62, 89, 90, 266-7, 269, 270, 273, 278-9, 280, 478, 479, 480, 486, 486-7, 491
in Syria, etc.... 421, 421-2, 425, 425-6, 427, 428, 429, 430, 431, 446, 448
See also Consuls, etc., Co-operation, etc.
Co-operation
in Br. Malaya 280
with Foreign Consuls... 228, 317, 319, 320, 323, 410
with Missions and private organisations 4, 96-8, 245
between Various authorities... 321, 323, 336, 382, 413, 485, 488
Recommendations *re* questions of traffic in
Chinese women..... 89, 90, 91, 92
Russian women 92-3
Tribute of Commission of Enquiry to 97, 98
Warnings to girls desirous of becoming prostitutes... 64, 133, 170, 215, 268, 295, 422, 425-6, 446
POLICE, *see* Police, etc.
of WESTERN countries: co-operation with Asiatic colonies recommended 93

B

Bailarinas
See Dancing Partners, Filipino

Banishment
See Exclusion, etc.

Barter of Children
See Sale of women and children

Brothels
ADMISSION into occidental: conditions... 26
ASIATIC: conditions in 22, 134-41, 487
CLANDESTINE
in China 143, 146
Hong-Kong 171, 479
Dutch East Indies... 63, 240, 241, 242, 244, 254
Keepers 54, 243
in Federated Malay States.... 290, 490
in India 356, 360, 377
in Philippines 485
in Straits Settlements, *see below* in Various countries, Straits Settlements, Status, etc.
See also Prostitution, Clandestine
DEFINITION of..... .... 432, 462
GANGSTERS... 45, 46, 46-9, 53, 142, 143-4, 169, 473
INMATES
Fees to leave brothels
in China..... 64, 138, 140
in Hong-Kong 170
in Indo-China..... 214, 232
in Japan... 73, 103, 104, 105, 106, 107, 138, 140
in Macao 184-5
in Siam..... 310, 313
in South Seas countries..... 64
in Syria, etc..... 422, 436, 438, 444
in Unfederated Malay States 295, 305, 306
Occidental of various nationalities
in brothels in the East 23, 24, 25, 26, 31, 32, 96, 121, 146, 148-9, 173, 215, 216, 316, 335, 336, 473
Oriental *see below under* in Various countries
See also below in Various countries
KEEPERS
Keepers and servants recruited among ex-prostitutes...95, 105, 136, 166, 297, 334, 338, 424
See also below in Various countries *and* Traffickers, Age, Sex, etc.
LEGISLATION *re*, *see below under* in Various countries
PERIOD OF SERVICE in
Hong-Kong 170
Japan 104
RUNNERS 54, 142

Brothels *(continued)*
SERVANTS in, *see above* Keepers and servants, etc.
in VARIOUS COUNTRIES
China
Flower-boat of Canton..... 136
Hong-Kong brothels
Legislation *re*..... 176-7
System and keepers.. 23, 59, 168, 169, 171, 173
Transit base for traffic.. 95, 185, 484
Inmates
Occidental 23, 28, 148-9
Oriental, *see* Prostitutes, of Various nationalities, etc., Chinese, etc., in China *and* Prostitutes of Various, etc., Chinese, System of prostitution
Japanese : system and recruitment..... 75, 96, 136
Keepers, purchasers of girls. 42, 43, 44-5, 60, 106, 139, 141, 473, 473-4, 475, 477
Licensed : suppression. 133, 142-3, 146
See also below Situation in Int. Settlements
Russian... 31, 32, 33-4, 136, 146, 148, 472, 473, 474
Situation in Int. Settlements. 70, 75, 128, 129, 142-3
System of recruitment, number and keepers. 43-6, 71, 94, 130, 131, 133, 134, 134-41, 142, 143, 148, 149, 150, 164-5, 171
Dutch East Indies
Closing of : legislation... 94, 257-8
See also above Clandestine, in Dutch East Indies
Federated Malay States
Closing and consequences of, 288, 290
Keepers 481, 490
Legislation *re* 288, 289
Number and inmates prior to closing (period 1925-1930). 289
India
Abolition in Rangoon, Ceylon and Bombay and effect of. 27, 58, 94, 330, 341, 343, 348, 354, 361, 362, 376, 377, 377-8, 383, 384
Situation prior to 1920..... 355-6

Brothels *(continued)*
in VARIOUS COUNTRIES *(continued)*
in India *(continued)*
Conditions in a house at Rangoon 487
Inmates, recruitment and release 23, 26, 87, 330, 333, 333-4, 335, 336, 338, 339, 340, 341, 344, 345, 350, 356, 377, 492, 493
Keepers 331, 332, 334, 335, 336, 338, 339, 342, 343, 347, 356, 379
Legislation *re* ... 331, 332, 337, 340, 354, 355, 361, 362, 364, 364-5, 367-9, 370, 375, 376, 377-8, 383, 384-5, 385
System, number and nationality of... 26, 330, 333, 335, 337-8, 341, 343, 344, 356, 377
Indo-China
Chinese..... 216, 221
French 215
Legislation *re* 213
System, keepers and inmates. 23, 56, 214, 215, 216, 217, 221, 222, 229-30, 231
Iraq
Debt, detention of inmates for. 406
System, nationality, recruitment and inmates..... 404, 406, 420
Japan
Chinese in..... 103
Foreign : suppression of licences 102, 109
Legislation *re*..... 102, 103, 103-4
System and number of...59, 72-3, 96, 102, 103, 119-20, 121
Macao
Minors in 184
System, number and keepers 59, 183, 184, 184-5
Transit base of traffic 95, 185
Palestine
Abolition 452, 453, 461
Clandestine 453
Keepers 463
Legislation *re* 452, 453, 461
Persia
System, nationality, number, keepers and inmates .. 23, 389, 393
Philippines : situation *re* 189, 189-90, 190, 196, 485

Brothels *(continued)*
in VARIOUS COUNTRIES *(continued)*
Siam
Conditions in certain 313, 485
Keepers : purchase of girls from traffickers and profits made in trade 312, 318, 484, 485
Legislation *re* 310, 311, 312
Nationality, number, system and inmates... 55, 95, 312, 312-13, 316, 317, 484
Straits Settlements
Abolition of brothels and effect of... 52-3, 62, 79, 94, 96, 265, 268-9, 270, 270-1, 272, 278, 280
Clients 268, 270
Inmates
Categories 267
Chinese.... 267, 268, 270, 477, 482
Japanese 270
Javanese 80
Male 270
Siamese 276
Legislation *re*... 265-6, 268, 269, 278 280, 285
Status, keepers, number and treatment of inmates..... 267-8, 269-70, 270, 278, 285, 286, 477
in Syria
Abolition : public opinion in connection with..... 426
Keepers 423, 424, 435, 444
Purchasers of girls 469-70
Legislation *re*..... 422, 432, 434-6, 437, 444-5
System, number of inmates. 23, 24-5, 421-2, 422, 423, 424, 427, 431, 433, 434-5, 444, 447, 469
Unfederated Malay States
Chinese, number and keepers in Johore 296, 297, 299 305
Closing of registered brothels in Kedah 300
Keeper, purchaser of Chinese girl 481
Legislation *re*.. 295, 300, 304, 305-7
System and inmates before and after 1931..... 295, 297
See also Segregated areas

Bureau of Social Hygiene of Rockefeller Foundation
FUNDS provided by 11
TRIBUTE of gratitude of Commission to. 5

C

Cabarets
ARTISTES, occidental
in Persia..... 390, 392, 393
Possible victims of traffic... 28, 31, 35, 36, 453
in Syria 422, 433, 434
See also Dancing partners in Dancing Halls, Filipino

Cafés
See Restaurants, etc.

Caste
See Religion and Religious Customs, Caste

Central Authorities
See Authorities, Central

Children
ILLEGITIMATE children
Half-caste 381
in Palestine 455
See also Actresses, etc., Child performances
Domestic servants
Employment, Labour legislation
Minors
Sale of Women and Children
Traffic in Women and Children
Women and Children, Protection

Civil Registration
in CHINA, *see under* Population, in China

Colonies, etc., Accession to Conventions, etc.
See Conventions, etc., Accession, etc.

Commission of Enquiry into Traffic in Women and Children in the East
CHAIRMAN..... 5
COMPOSITION 5, 6, 11-12
LETTER to Council..... 4-5
SUGGESTIONS submitted to Council *re* measures to check traffic..... 87-93
TRAVELLING Commission, *see that title*
TRIBUTE to Travelling Commission... 5

Concubinage
in CHINA
Girls destined for. 41, 43, 64, 138, 163
in Hong-kong 479
Legislation *re* 38, 132
in DUTCH EAST INDIES..... 252
in PHILIPPINES 191, 195
Legislation *re*..... 205, 206-7
in STRAITS SETTLEMENTS..... 275
See also Polygamy

Consuls and Consular Agents
CO-OPERATION in questions relating to suppression of traffic
with Authorities, *see* Authorities, of Eastern Countries, Co-operation, etc.
of Following consuls
American 79, 197, 202, 225-6
British 89, 155, 413
French 470
German 350
Greek 430, 470
Japanese. 69, 71, 76, 78, 92, 112-13, 114, 184, 202, 216, 317, 323, 342, 483
Siamese 490
in Various countries
China 146, 202
India..... 362
Indo-China 225-6
Philippines..... 200, 202

Conventions and Agreements
ACCESSION to instruments relating to traffic, request for 93
AGREEMENT of 1904..... 93
Position *re* adhesions, etc., in territories visited by Commission of Enquiry. 101, 127, 168, 183, 188, 212, 239, 265, 288, 294, 308, 329, 376, 388, 404, 421, 451, 493-5
Provisions *re* central authorities. 87
Text 520-2
CONVENTIONS of 1910 and 1921
Position *re* adhesions, etc., in territories visited by Commission of Enquiry. 101, 127, 168. 183, 188, 212, 239. 265, 288, 294, 308, 329, 376, 388, 404, 421, 451, 493-5
Provisions : application..... 113
Texts 522-7, 527-9

Co-operation in Work of Suppression of Traffic
of AUTHORITIES
Central : co-operation between. 88, 92, 93, 155, 202, 255, 323
Eastern, *see* Authorities of Eastern countries, etc., Co-operation
Western, *see* Authorities, of Western, etc.
of CONSULS and consular agents in East *re* suppression of traffic, *see* Consuls, etc.
INTERNATIONAL, suggestions *re*..... 4, 88-93

Council of League
DECISION of Sept. 8, 1930 *re* scope of enquiry..... 14
REPORT of Commission to, *see* Report of Commission to Council

D

Dancers
in CAFÉS, *see* Cabarets, Artistes, Occidental
in DUTCH EAST INDIES : Malay..... 244
in INDIA : Persian..... 335, 342
In IRAQ
Occidental..... 29, 408, 409, 409-10
Syrian..... 86, 408, 409, 429
in PALESTINE : Palestinian and Syrian. 453
in PERSIA : Caucasian..... 392
TEMPLE dancers, *see* "Devadasi"

Dancing Partners in Dancing Halls
CHINESE..... 50
FILIPINO... 78, 148, 190, 191, 193, 194, 201, 203, 207-9 *(law)*
JAPANESE in China..... 68, 72, 74, 149
OCCIDENTAL, other than Russian.... 290, 409, 422, 471, 472
RUSSIAN, in China and Siam... 32, 36, 37, 147-8, 314, 316-17, 320, 476

Debauchery
in VARIOUS COUNTRIES
Dutch East Indies : legislation. 241, 255
Indo-China : legislation *re*..... 232
Japon : legislation 102
in Macao : legislation *re*..... 187
in Philippines 203
Legislation *re*..... 197

Debt, System of
See Financial conditions, etc.

Deportation
See Exclusion, etc.

" Devadasi " 347

Domestic Servants
in CHINA 43, 130, 137
Annamite 226
in Hong-Kong 169
Legislation *re* 172, 181-2
Traffic in 59, 137, 138, 141
in DUTCH EAST INDIES : Chinese 249-50
in FEDERATED MALAY STATES
Legislation *re* 288, 289
in INDIA 357, 379, 383, 384
in JAPAN 105
in MACAO ..... 185 *(law)*
in PALESTINE 454-5
in PERSIA 391
in PHILIPPINES 191, 192, 203, 204
in SIAM 310, 315
in STRAITS SETTLEMENTS
Legislation *re* 266, 286-7
in UNFEDERATED MALAY STATES
Legislation *re* 295, 296, 307
See also Adoption of children, in Japan.
Employment, Labour legislation, etc.
" Muitsai "

Drugs
ADDICTION among prostitutes .. 34, 216, 231, 449
DRUGS used by traffickers for immoral purposes .....

E

Economic Conditions
CONDITION of Russian refugees .. 29, 34, 35
See also Refugees, Russian
in VARIOUS COUNTRIES
China .. 38, 39, 40, 41, 130, 138-9, 141, 145 *(law)*, 146, 246
Dutch East Indies : position of Chinese in 250
India 334, 344, 346, 346-7, 360, 378
Indo-China 217, 218, 219, 228

Economic Conditions *(continued)*
in VARIOUS COUNTRIES *(continued)*
Iraq 404
Palestine 456
Persia 84, 392, 394, 396
Siam 315, 316, 317
Straits Settlements 51-2
Syria 425
Unfederated Malay States 297

Education and Educational Work
RECOMMENDATIONS of Commission of Enquiry *re* furthering of 96-7
in RELATION to traffic ... 53, 67, 77, 105, 193, 219
in VARIOUS COUNTRIES
China 53, 132, 141, 157, 159, 163
Dutch East Indies 245, 249, 254
India ... 332, 337, 340, 346, 347, 353, 359, 366, 369, 370, 381
Indo-China 219
Iraq 409
Japan 77, 104-5, 107
Malaya 291
Palestine 456
Persia 392
Philippines 190, 193, 194
Siam 312, 315
Straits Settlements 280
Syria 426

Emigration and Immigration
ARTISTES, condition of admission into countries
Dutch East Indies ... 91, 247, 248, 251
Indo-China 217, 223
Iraq 410, 413, 419
Syria ... 28-9, 422, 427, 429, 441, 449
AUTHORITIES
Co-operation with central authority in Dutch East Indies 248
CONDITION of admission of foreigners into a country and rules governing departure from country of origin
China ... 69-70, 89, 91-2, 112, 146, 151, 152-6, 169
Hong-Kong 169, 174, 175, 479
Dutch East Indies ... 60, 61, 90, 246, 247, 248, 253, 477-8, 480, 486
Federated and Unfederated Malay States ... 293, 298, 299, 301, 302, 303
India ... 82, 330-1, 346, 349, 351, 360-1, 361, 376, 381, 382, 383, 384

Emigration and Immigration *(continued)*
CONDITION of admission of foreigners into a country and rules governing departure from country of origin *(continued)*
Indo-China 216, 220, 228
Iraq... 84-6, 405, 406, 410, 411, 411-12, 412, 413, 414
Japan... 108, 109, 110, 111, 114, 123-5
Macao..... 184, 185
Malaya 80
Palestine 452, 458, 460
Persia..... 393, 394, 395, 396, 397
Philippines. 191, 196, 197, 199, 200, 202, 203
Siam. 311, 318-19, 320, 321, 323, 324-5
Straits Settlements.... 52, 53, 61, 275-6 277-8, 279, 280, 486-7
in Syria, etc..... 24, 421, 427, 428, 429-30, 430-1, 448-9 449-50
EMIGRATION from
East :western bound oriental prostitutes..... 21
Federated Malay States..... 292, 293
Palestine 459, 460
Siam 322
Straits Settlements..... 279, 281
Syria... 429, 429-30, 430, 449-50 *(law)*
EXCLUSION of persons, *see* Exclusion, etc.
FOREIGNERS, admission into countries, *see above* Condition of admission
GUARANTEE *re*, *see under* Traffic
IMMIGRATION of occidental prostitutes to Asia, *see below* Movement of prostitutes
INFLUENCE on prostitution and traffic in various countries of following immigrants (foreign residents, etc.)
American, etc., into Palestine.... 427
Annamite..... 79, 327, 328
Chinese... 50-2, 54, 55, 57-8, 101-2, 110, 152, 156, 167, 174-5, 192, 196, 198, 199, 201, 212, 213, 220, 222, 224-5, 228, 239, 240, 246, 250, 265, 267, 274, 275, 277-8, 281, 289-90, 292, 294, 298, 300, 302, 303, 316, 319, 320, 326, 328, 330, 348, 353, 360
European and half-caste... 213, 220, 223, 239, 240, 246, 268, 274, 274-5, 281, 294, 328, 330, 348, 381, 427

Emigration and Immigration *(continued)*
INFLUENCE on prostitution and traffic in various countries of following immigrants (foreign residents, etc.) *(continued)*
Indian... 82-3, 265, 274, 275, 281, 292-3, 294, 324, 328, 351, 359-60
Japanese... 68, 71-2, 102, 126, 191-2, 198, 201, 274, 275, 281, 327, 330, 348
Javanese... 80-1, 243, 252, 293.....
Jewish into Palestine..... 456, 457
Malay..... 265, 274, 281, 326, 328
See also below Labour emigration
INFORMATION *re*, exchange of, *see* Authorities of Eastern, etc., Co-operation between
LABOUR emigration
Chinese to various countries.. 22, 50-1, 52, 54, 55, 57-8, 101-2, 114, 152, 153, 156, 167, 174, 185, 188, 197, 220, 239, 240, 275, 298, 300, 302, 303
from Dutch East Indies (migration and emigration) to Malaya. 22, 81, 243, 252, 253, 293
from India to Malaya and Ceylon and migration to Burma... 82, 275, 292, 293, 351, 359, 361, 382
Japanese to Brazil, Peru, Philippines, Russia, Asia, Africa, Europe, North America 102, 113, 125
Jewish to Palestine..... 456, 457, 458
from Philippines..... 201, 201-2
LEGISLATION *re*
in China..... 152-5 *passim*
in Dutch East Indies 246, 258-61
in Federated Malay States..... 292
in Hong-Kong..... 174, 179
in India 349, 351, 361, 381, 384
in Indo-China... 26-7, 222, 222-3, 223, 224-5 *passim*, 227, 228, 235-6, 236-8
in Iraq..... 410, 412, 417-19
in Japan..... 109, 112, 112-15, 123
in Palestine..... 452, 457, 458, 459, 460, 464-6
in Persia..... 388, 393, 397-9
in Philippines.. 197, 199, 201, 209-10
in Siam..... 318, 319, 324-5
in Straits Settlements 275-6
in Syria 427, 429

Emigration and Immigration *(continued)*
MEASURES of control suggested by Commission of Enquiry
re Chinese 89, 90-2, 155-6
re Other Asiatic races 92
re Russian 92-3
MEASURES taken to check traffic, *see above* Condition of admission of foreigners, etc.
MIGRATION of prostitutes from one country of Asia to another *see below* Movement of prostitutes, etc.
MOVEMENT of prostitutes
Occidental... 21, 22, 23, 24, 25, 26, 93, 191, 215, 220, 225, 270, 276, 314, 316-17, 339, 390, 392, 396, 407, 419, 423, 428, 429, 447, 457, 460, 471, 471-2
See also Traffic, Victims, Occidental, of Various, etc.
Oriental... 21, 22, 37-8, 51-2, 54-6, 57, 59-60, 61, 62, 67, 68, 69, 70, 71, 72, 75, 76, 77, 78, 79, 80, 81, 82-5, 86, 87, 93, 109, 112, 113, 114, 119-21 *passim*, 123, 136, 175, 184, 185, 190, 191, 192, 215, 216, 243, 251, 252, 252-3, 265, 272, 277, 278, 279, 291, 292, 297, 299, 300, 301, 303, 304, 313, 317, 319, 336, 337, 339, 341, 342, 346, 347-8, 376, 390, 393, 396, 397, 407, 408, 423, 447, 457, 460, 461, 476-93 *passim*.
See also under prostitutes, of Various nationalities
ROUTES
from China 477
to Federated and to and from Unfederated Malay States. 292, 297, 298-9, 299, 301
to Hong-Kong..... 477
to and from India... 336, 341, 343, 346, 348, 349-50, 351, 382
to and from Indo-China. 220, 222, 227, 485
to Iraq 411
to Palestine 458
to Persia 393
to Philippines 198
to Siam 320

Emigration and Immigration *(continued)*
ROUTES *(continued)*
to and from Straits Settlements. 276, 277, 279, 477
to and from Syria..... 427, 430
RUSSIAN immigration into China. 29-30, 34, 35, 128, 146, 147

Employment
AGENCIES
in India 346
in Japan... 75, 76, 102, 103, 118 *(law)*, 151
in Philippines: activities in connection with sale of minors 192, 195, 203
in Syria : prohibition..... 443
CONTRACTS for entertainers, *see* Artistes, Occidental, etc., Employment, etc.
FALSE promises of... 80, 87, 113, 138-9, 141, 193, 195, 203, 243, 343, 350, 360, 378, 380, 430, 470, 472, 473, 474, 474-5
FICTITIOUS, veiling prostitution. 31, 33, 36-7, 37, 53, 56-7, 63, 71, 76, 105, 106, 193, 244, 276, 314, 316-17, 320, 336, 343, 411-12, 469, 471
LABOUR legislation destined to check traffic and prostitution in
China 145
Dutch East Indies..... 241, 262-3
Indo-China..... 217, 219-20
Macao..... 183-4
Malay States, Unfederated. 295, 296, 307
Philippines..... 190-1, 194
Siam 312
Straits Settlements..... 267, 283
LICENSES in Malaya..... 53

Enquiry into Traffic
FUNDS for 11
METHODS of conducting..... 16-17
ORIGIN and objects of..... 11, 14
SCOPE of..... 14
See also Commission of Enquiry *and* Travelling Commission

Entertainers, Professional
INDIAN, travelling abroad of 352
JAPANESE
Recruitment of and legislation *re*. 102, 103, 106, 118, 150, 151

Entertainers, Professional *(continued)*
JAPANESE *(continued)*
See also under Dancing Partners
Geisha
Restaurant. Waitresses
Singing-girls
JAVANESE, *see* Actresses, etc., Malay
POTENTIAL prostitutes or victims of traffic
Occidental artistes... 28, 31, 35, 36, 147, 148, 247-8, 251, 270-1, 317, 428, 429
Oriental entertainers...37-8, 41, 59-60, 67-8, 71, 72, 74, 75-6, 106, 144-5, 145, 151, 191, 193, 216, 221, 222, 229, 317, 335, 408, 453
See also Artistes
Cabarets
Dancers
Dancing partners
Geisha
Singing-girls

Exclusion, Deportation and Repatriation
of GANGSTERS 47-9
from VARIOUS COUNTRIES
China 54, 146, 150
Hong-Kong 173
Dutch East Indies..... 246, 248, 480
Federated Malay States, 291, 293, 301
Legislation *re*..... 288, 289
India... 345, 346, 349, 350, 361, 382, 413, 471, 472, 492
Legislation *re*.. 331, 349, 352, 355, 382
Indo-China..... 215-16, 216, 227, 228
Legislation *re*..... 214, 232, 237
Iraq. 84, 394, 406, 410, 411, 413, 418
Japan..... 69, 105, 109, 110
Palestine. 457, 458 *(law)*, 459, 465-6, 491
Persia 393
Legislation *re* 398
Philippines... 190, 197, 198, 199, 202, 203, 485
Siam..... 320, 321, 326
Straits Settlements... 266, 269, 270, 272, 276, 278, 279, 280
Syria..... 428, 469
Unfederated Malay States
Legislation *re*..... 295, 298
See also Emigration and Immigration, Condition, etc.

F

Financial Conditions and Debts of Prostitutes
LEGISLATION *re*..... 44
See also Prostitutes, Financial conditions, etc,

Foreign Settlements
in CHINA: situation with regard to traffic... 70, 75, 91, 92, 128, 129, 142-3

G

Gangsters
See under Brothels

Geisha
EMIGRATION: measures to prevent. 114, 150
GEISHA
in China 68, 70, 72, 73-4, 76, 149, 150
in Hong-Kong..... 68
in India 68, 342
in Japan. 74-5, 102, 103, 105, 106, 109
HOUSES
Regulations *re* management of houses and engagement of geisha..... 103, 118
RUSSIAN women not allowed to engage in trade 122

Girl Slaves
See Domestic servants *and* "Muitsai"

H

Health Questions
in CHINA 32, 70, 144, 158, 159
in DUTCH EAST INDIES..... 247
in FEDERATED and Unfederated Malay States.. 289, 291, 293, 295, 306, 481
in INDIA..... 330, 344, 381
in INDO-CHINA... 217, 219, 221, 224, 229, 230, 230-1, 231
in JAPAN 102, 106
in PALESTINE ..... 456, 464 *(law)*

Health Questions *(continued)*
in PHILIPPINES 191, 194
in SIAM... 310, 312, 313, 315, 318, 320, 324, 340
in STRAITS SETTLEMENTS... 269, 273, 274, 279, 486
in SYRIA..... 424, 426
Legislation *re*... 422, 432, 433, 434, 436, 437, 439-40, 445

Homes
See Organisations, Private : Activities

Hotels, Boarding Houses, etc., Property used for Immoral Purposes
in CHINA (Shanghai)..... 149
Hong-Kong 171
Regulations *re*..... 169, 178-9
in DUTCH EAST INDIES..... 242-3, 243
Legislation *re* 242
in FEDERATED and Unfederated Malay States..... 290
Legislation *re*..... 289, 302, 306-7
in INDIA : legislation *re*... 332, 354, 358, 364-5, 367, 370, 371-2, 375, 384, 385
in INDO-CHINA 230
in PHILIPPINES 189
in STRAITS SETTLEMENTS..... 270-1
Legislation *re*..... 266, 270, 271, 285
in SYRIA..... 444 *(law)*
See also Restaurants and Cafés

Houses of Assignation
in STRAITS SETTLEMENTS..... 53, 241, 268
in SYRIA, etc..... 421, 423, 435, 437-8

I

Indecent Acts
LEGISLATION *re*
Iraq 415
Syria..... 422, 425, 431-2

K

Kidnapping
See ABDUCTION and kidnapping

L

Labour
CHILD labour
See Actresses, etc., Child performances, etc.
Domestic Servants
Employment, Labour legislation, etc.
CONDITIONS in relation to traffic, *see* Economic conditions, etc.
EMIGRATION, *see* Emigration and Immigration, Labour, etc.
INFLUENCE of migration of labour on traffic, *see* Emigration and Immigration, Labour, etc.
LEGISLATION destined to check prostitution and traffic, *see* Employment, Labour, etc.

Legislation
CHINESE, modification of..... 38
See also under the subjects concerned

M

Male Prostitutes
in HONG-KONG 476
in INDIA..... 344, 378, 380, 381
in IRAQ..... 408, 414
in PERSIA..... 391-2, 344
in STRAITS SETTLEMENTS (Chinese)... 270
in SYRIA..... 425
See also Sodomy

Marriage and Divorce
FAMILY life in relation to decrease of demand for prostitutes
Occidental 24, 220
Oriental 77, 220
FICTITIOUS marriage and promise of marriage : method adopted by traffickers. 63, 81, 111, 113, 414, 477-8, 478-9, 480, 481, 483, 490-1
LEGISLATION *re*
China 131
Iraq..... 415, 416-17
Japan 103
Palestine 458-9
Persia... 85, 388, 395, 396, 396-7, 397, 399-402
Philippines..... 204-5, 206-7

Marriage and Divorce *(continued)*
LEGISLATION *re (continued)*
Siam 322
Unfederated Malay States..... 303
MARRIAGE in relation to prostitution in Japan..... 103, 116
Late marriage, *see* Social conditions, etc.
Marriage of prostitutes... 42-3, 45, 290, 313, 390, 406
NATIONALITY acquired by, *see* Nationality, etc.
PILGRIMS, marriage of... 84-5, 394, 396, 406, 414
SYSTEM of adoption in China in relation to marriage..... 39, 40, 41, 132, 163
See also Concubinage
Polygamy

Members of Commission of Enquiry
See under Commission of Enquiry

Minors
in CHINA : legislation *re*..... 160
Hong-Kong : legislation *re*... 177, 178, 179, 182
in DUTCH EAST INDIES : protection of. 244, 245, 248, 248-9, 249-50, 254, 255-6 *(law)*
in INDIA 337, 358
Legislation *re*... 331, 332, 333, 340, 345, 355, 363, 366, 368, 369, 373, 374, 377, 379-80, 386
in INDO-CHINA
Legislation *re*... 213, 214, 217, 231, 232, 233
Traffic in 226
in IRAQ
Legislation *re*..... 405, 414, 415, 416
Traffic in 408-9
in JAPAN : legislation *re*.. 115, 117, 118, 124
in MACAO : legislation *re*..... 183, 184, 185, 186, 187
in PALESTINE : legislation *re*..... 452, 463
in PERSIA : legislation *re*.... 399, 402, 403
in PHILIPPINES : traffic in and protection laws... 193, 194, 195, 203, 204, 205, 206, 208
in SIAM : legislation *re*..... 310, 311, 315
in STRAITS SETTLEMENTS : legislation *re*..... 267, 282, 284, 286, 287

Minors *(continued)*
in SYRIA..... 425
Legislation *re*.. 422, 432, 436, 444, 445
in UNFEDERATED MALAY STATES : legislation *re*..... 296, 307

Missions
ACTIVITIES in connection with preventive measures and rescue work in the East
Tribute of Commission to... 97, 186, 219, 337, 456
CO-OPERATION in Eastern questions with Advisory Commission for Protection and Welfare of Children, etc. 4
SUGGESTIONS of Commission *re* co-operation with authorities.... 4, 96-7

"Muitsai" 40, 42, 43, 132, 137, 138, 163, 171-2, 172, 181-2, 185, 222, 286, 287, 291, 296, 476

N

Nalk Girls 331, 373

Nakai
See Restaurants, etc., Waitresses, Japanese

Nationality : Acquisition
of IRAQI, by foreigners... 405, 406, 407, 409, 414, 419-20, 492
by MARRIAGE
Persian women 83, 84, 395, 396, 397, 402, 406, 407, 409, 414
Syrian women 86, 409, 414, 458
of PALESTINIAN, by marriage..... 458-9
of SYRIAN, by marriage..... 428-9, 469

O

Organisations, Official
ACTIVITIES *re* checking of traffic and prostitution and rescue work in
China 35
Dutch East Indies.... 244-5, 478, 480
Federated and Unfederated Malay States.. 291, 298, 300, 480, 481, 486
India..... 337, 338, 345, 347, 353, 368

Organisations, Official *(continued)*
ACTIVITIES *re* checking of traffic and prostitution and rescue work in *(continued)*
Indo-China 219
Palestine 455, 456
Philippines 190, 193
Straits Settlements 273, 279
CO-OPERATION with Travelling Commission during enquiry 17
LIST of organisations visited by Travelling Commission 512-20

Organisations, Private
ACTIVITIES *re* checking of traffic and prostitution and rescue work in
China... 35, 42, 60, 92, 138, 139, 142, 155, 156, 157
Hong-Kong 172
Dutch East Indies... 42, 244, 249, 253, 254
Federated Malay States 291
India... 332, 337, 340, 343, 345-6, 353, 359, 380, 381, 384, 487
Indo-China 219
Iraq 409
Japan 74, 106, 107-8
Macao 184, 186
Palestine 452, 455-6
Philippines 194
Siam 315, 316
Straits Settlements 42
Syria 426
Tribute of Commission of Enquiry and suggestions *re* future work 97, 98
CO-OPERATION
with Advisory Commission for Protection and Welfare of Children, etc., *re* Eastern questions : suggested 4
with Authorities
Effected 245
Suggestions of Commission of Enquiry *re* further... 4, 96-7, 98
with Travelling Commission during enquiry 17
LIST of organisations visited by Travelling Commission 512-20
MORAL influences exercised on women and girls : activities of assistants. 89
SALVATION army, rôle of... 97, 107, 172, 245, 337, 345, 359, 380

Orphanages
See Organisations, Official, Activities, in Palestine *and* Philippines

P

Passports, etc., Regulations and Visa
FALSE 350, 398 411, 471
for PILGRIMS
Indian 351, 352
Iraqi 419
Persian 395
for VARIOUS NATIONALITIES
for Chinese going abroad.... 110, 152, 153, 197, 224, 318
for Filipino dancers 78, 200
Foreigners coming
to Ceylon 381, 382
to Malay States 279, 293, 300
Foreigners going
to Persia and for Persians. 393, 395, 397
French and foreigners going
to Indo-China 223, 228, 230
to Syria 448, 469
for Japanese going to China... 70, 76, 112, 151
for Occidental women 93, 223, 225
for Persians going to Iraq 84
for Russians in the East... 36, 146, 223, 319, 320
See also Emigration and Immigration, Condition of admission of foreigners

Penalties
in CHINA... 46, 139, 150, 157, 474, 477, 489
Hong-Kong 179-80, 476
in DUTCH EAST INDIES... 54, 81, 241, 243, 255-6, 257
in FEDERATED and Unfederated Malay States... 291, 295, 297, 299, 301, 487
in INDIA... 336, 337, 339, 345, 346, 357-8, 361, 376, 379-80, 385, 492
in INDO-CHINA.. 218, 227, 228, 232, 233, 477
in IRAQ. 404-5, 405, 406, 408-9, 414-15, 416
in JAPAN. 75, 103, 106, 111, 113-14, 117, 483
in MACAO 183, 184, 186, 187, 479-80
in PALESTINE 466
in PERSIA 389, 396, 398, 399, 403
in PHILIPPINES 189, 192-3, 197, 199, 206-7, 485

Penalties *(continued)*
in Siam. 310-11, 315, 319, 320, 322, 482, 489
in Straits Settlements..... 79, 266, 267, 269, 271, 272, 280, 282, 284, 287, 483, 484, 491
in Syria..... 425, 447

Pilgrimages
Influence on traffic... 22, 81-2, 84, 84-5, 252-3, 351, 351-2, 394, 395, 396, 408, 410, 411, 413, 414, 419, 430, 459-60

Pimps
See Souteneurs and Procurers

Police
Measures taken by
Co-operation of police in various territories..... 88
Further measures proposed..... 90
in Various countries
China 138, 473, 475
Hong-Kong 172, 484, 485
Dutch East Indies. 248, 253, 254, 478
India... 26, 69, 336, 337, 340, 350, 359, 360, 382, 383
Indo-China 223-4, 226
Japan 106, 111, 114
Macao..... 186
Persia 390, 394
Philippines..... 196, 202
Siam 481-2, 485
Syria..... 24
Unfederated Malay States 303
Offences, penalties for in Japan..... 103
Women, *see* Women, etc., Assistants, trained, etc.

Polygamy
in India..... 348
in Siam..... 322
in Syria..... 424
in Unfederated Malay States 303
See also Concubinage

Population
in China 71, 113, 127-9, 147
Civil registration in... 61, 111, 142, 158 159, 172, 225
Hong-Kong 59, 168, 174
in Dutch East Indies 239-40, 246, 264
in Federated and Unfederated Malay States. 288, 294, 298, 299, 302, 303, 304

Population *(continued)*
in India... 58, 329-30, 333, 338, 341, 346, 348, 353, 360, 376, 381, 382
in Indo-China... 55, 59, 174, 212-13, 224
in Iraq..... 404, 411
in Japan 101-2, 110, 113
in Macao 183
in Malaya..... 51, 82
in Palestine 451, 453, 458, 460
in Persia..... 83, 388, 393
in Philippines 57, 113, 188, 201, 211
in Siam..... 55, 308-9, 319, 326-8
in Straits Settlements 51, 82, 265, 274, 281
in Syria, etc. 421, 429, 430

Procuring and Procurers
Keepers of brothels involved, *see under* Brothels, etc., in Various countries, Keepers : purchase of girls, etc.
See also Souteneurs and Procurers Traffickers

Prosecution
See Penalties and prosecution

Prostitutes
Abandoned and divorced women, potential prostitutes .. 79, 80, 81, 85, 191, 195, 219, 244, 276, 290, 297, 301, 334, 340, 344, 346, 378, 390, 392, 394, 396, 406, 457
Admission into countries, condition of *See* Emigration and Immigration, Condition, etc.
Admission into occidental brothels, condition of..... 26
Clandestine, *see* Prostitution, Clandestine
Clandestine immigration, *see* Emigration and Immigration, Condition of admission *and* Emigration and Immigration, Routes
Clients of occidental and oriental prostitutes... 22, 24, 31, 32, 50, 51, 55, 68, 69, 70, 71, 76, 77, 78, 80, 86, 109, 112, 144, 145-6, 152, 156, 216, 220, 221, 231, 243, 251, 268, 270, 273, 274, 275, 300, 302, 303, 313, 316, 348, 357, 360, 381, 393, 412, 423, 473, 481

Prostitutes *(continued)*
DEBTS of, *see below* Financial conditions
DEMAND for, *see above* Clients, etc. *and* Emigration and Immigration, Movement of prostitutes
DEPORTATION of, *see under* Exclusion, etc.
DRUG-addiction among ... 84, 216, 231, 449
EMIGRATION and immigration
See Emigration and immigration, Condition of admission of foreigners, etc. Emigration and Immigration Movement, etc.
EXPLOITATION of *see below* Financial conditions.
See also Financial conditions, etc.
FINANCIAL conditions of..... 26, 27, 27-8, 30-1, 34, 36, 43-6, 53, 57, 60, 62, 64, 72-3, 75, 103-4, 105, 107, 136, 136-7, 137, 139-40, 141, 147, 170, 193, 203, 215, 217, 223, 232, 313, 334, 336, 338-9, 339, 341, 369, 379, 389, 406, 422, 424, 436, 444-5, 469-70, 473, 479, 480, 481, 482
HARBOURING of, *see* Hôtels, etc.
HEALTH questions *re*, *see* Health Questions.
LICENSED, *see below* Registration
MALE, *see* Male Prostitutes
MARRIAGE of, *see under* Marriages, etc.
MEMBERS of gangsters guild... 47-9 *passim*
MIGRANT prostitutes
in Search of clients among countrymen abroad... 21, 22, 50, 51, 55, 68, 69, 70, 71, 76, 81, 156, 243, 252, 274, 313
See also Emigration and Immigration, Movement of prostitutes, etc.
OCCIDENTAL
in Brothels... 23, 24, 25, 26, 31, 32, 96, 121, 146, 148-9, 173, 215, 216, 316, 330, 335-6, 339, 344, 473
Clandestine, *see* Prostitution, Clandestine
Immigration and migration, *see* Emigration, etc., Movement of prostitutes
not Listed 23

Prostitutes *(continued)*
OCCIDENTAL *(continued)*
Nationality... 21, 23, 24, 28, 29, 30, 31, 145, 146, 148, 149, 173, 190, 191, 199, 215, 216, 220, 251, 270, 272, 275, 276, 316, 335, 336, 339, 343, 344, 390, 392, 396, 407, 409, 411, 412, 423, 428, 429, 460, 471
Relations with souteneurs... 26-7, 27-8, 223, 336, 343, 470, 471
Traffic to Asia, *see* Emigration and immigration, Movement, etc.
See also below of Various nationalities *and* Traffic, etc., Victims, etc.
ORIENTAL
Emigration to West..... 21
Migration of, *see* Emigration and immigration, Condition of admission, etc., *and* Movement of, etc.
Nationality, *see below* of Various nationalities
Victims of traffic, *see* Traffic, etc. Victims, etc.
POTENTIAL, *see* Entertainers, Professional *and* Women, Abandoned, etc.
PREVIOUS occupations and classes from which they are recruited
Chinese... 72, 74, 77, 104, 105, 106, 151, 156, 303
Filipino 191, 193, 195
in India... 334, 344, 356, 357, 378, 379
Japanese... 72, 74, 77, 104, 105, 106, 151
Malay 290, 300
Occidental women..... 220, 276
Palestinian..... 453, 461
Seychelles 492
Siamese 276
Syrian 424, 458
RECRUITMENT, sources of, *see above* Previous occupations, etc.
REGISTRATION
in China 133, 134
Hong-Kong... 59, 169-70, 171, 173
in Federated and Unfederated Malay States 290, 295, 296, 297
in India 330, 336, 343
refused to Japanese 69

Prostitutes *(continued)*
REGISTRATION *(continued)*
in Indo-China... 57, 213, 214-15, 215, 216, 221, 222, 229-30, 231
in Iraq 404, 406-7, 420
in Japan... 59, 70, 103, 104, 106, 109
Legislation *re*..... 116-17, 118
in Palestine : absence of..... 453, 457
in Persia..... 388, 389, 390, 392
non-Registered occidental prostitutes in Bombay and Shanghai. 23
in Siam..... 310, 311, 312, 313, 317
in Syria, etc.... 421, 423, 424, 445, 447
See also below Released licensed prostitutes, etc.
RELEASED (or removed from brothels) licensed prostitutes and subsequent careers
in China..... 138, 140
in Federated and Unfederated Malay States 290, 301
in India... 337, 345, 359, 368, 378, 380
in Indo-China 214, 230
in Iraq 406, 407
in Japan... 73, 103, 104, 105, 106, 107, 116 *(law)*
in Siam..... 313-14, 316, 317, 485
in South Seas countries 64
in Syria, etc.... 422, 423-4, 436, 438
RESCUE of, *see* Organisations, Private, Activities
SENT back to ports of embarkation or persuaded to return to own country or district. 61, 69, 71, 190, 197, 277, 336, 360, 382, 478, 488, 491
See also Exclusion, Deportation, etc.
SOLICITING
in China 143
in Dutch East Indies. 240, 241, 242, 256-7
in India... 339, 354 *(law)*, 357, 358-9, 377, 378
in Indo-China... 213-14, 214, 217, 230, 233
in Iraq 404-5, 405
in Persia..... 390
in Siam..... 314
in Straits Settlements 53, 79, 272
Legislation *re*..... 272
in Unfederated Malay States.... 302
SUBSEQUENT careers
of Aged prostitutes 95, 105, 136, 166, 216, 334

Prostitutes *(continued)*
SUBSEQUENT careers *(continued)*
of Clandestine prostitutes..... 390
of Released, etc., prostitutes, *see above* Released
of VARIOUS NATIONALITIES and races
American in Hong-Kong, Shanghai, Philippines and Siam.... 23, 28, 145, 148, 149, 173, 190, 191, 199, 316
Annamite
in China 56, 79, 226, 488-9
in Hanoi and Saigon 215, 216
in Siam..... 313, 316
Arab
in India 85, 86, 335, 343, 344
in Iraq 407
Australian in Hong-Kong and Shanghai 23, 28, 148, 149, 173
Austrian in India 23, 335
from Balkans, in Indo-China and Debanon 215-16, 423
British
in Shanghai and Siam. 23, 28, 149, 316
in Syria 423
Cambodian 216
Canadian in Shanghai..... 23, 28, 149
Chinese
in the Following countries
America, U.S.A. 175
Canada..... 175
China... 37, 50-3, 54-6, 57, 58, 59, 60, 61, 62, 63, 67, 94, 104, 133, 136, 137, 138-41 *passim*, 143, 144, 164-5, 166, 169-70, 175
Hong-Kong... 37, 59, 60, 64-5, 65, 66, 94, 95, 172-3, 175, 476-7, 482, 484
Dutch East Indies... 37, 54, 61, 62-3, 94, 95, 152, 478
Federated and Unfederated Malay States... 289, 297, 300, 301, 302, 303, 304
India... 37, 58-9, 335, 342, 348, 357
Indo-China... 37, 55-7, 152, 175, 215, 216, 220-2, 485
Japan... 37, 59-60, 104, 109, 110, 122, 152, 483
Macao... 37, 59-60, 94, 95, 175, 184, 477
Malaya... 37, 52, 54, 60-1, 94, 152, 175, 302, 303, 480

'rostitutes *(continued)*
of VARIOUS NATIONALITIES and races
Chinese *(continued)*
in the Following countries *(continued)*
Philippines... 33, 57-8, 63-4, 152, 191, 485
Siam... 37, 55, 94, 95, 152, 175, 313, 314, 316, 317, 484
South Seas countries. 64, 94, 95, 152
Straits Settlements.. 53, 62, 64-5, 94, 176, 267, 268, 270, 271, 272, 275, 277, 278, 279, 477, 480, 483, 484
Male prostitutes 270
System of prostitution: sold, pawned and free prostitutes. 41, 41-2, 42, 43-6, 137, 137-41 *passim*, 169, 476, 477, 479-82
Egyptian in Near and Middle East 87, 348
European
in Far, Middle and Near East. 23, 28, 121, 145, 148, 149, 173, 190, 191, 199, 215, 215-16, 266, 220, 251, 270, 272, 275, 276, 316, 316-17, 335-6, 339, 343, 348, 350, 390, 392, 396, 407, 409, 411, 412, 423, 428, 429
Filipino
in China, etc. 78, 200
in Philippines 189, 190, 191, 193, 203
Formosan, *see below* Japanese
Franco-Annamite, *see below* French, in India, Indo-China, etc.
French
in India, Indo-China, Hong-Kong, Philippines, Siam and Straits Settlements .. 23, 173, 191, 199, 215, 216, 217, 220, 276, 316, 335, 339, 350, 470, 471, 472
in Persia..... 390, 392, 471
in Syria 23, 423, 428
German in Shanghai.. 23, 145, 148, 149
Greek
in India 23, 335
in Iraq 411
in Persia 392
in Syria 23, 423, 429, 469

Prostitutes *(continued)*
of VARIOUS NATIONALITIES aad races
Indian Anglo-Indian and Indian-Portuguese
in India... 333, 338, 341, 343, 343-4, 344, 346, 347, 348, 356, 357, 360, 378
in Straits Settlements, *see below* Tamil
Iraqi in India... 85, 86, 335, 342, 343, 349, 350, 412, 414
Italian
in India 23, 335, 339
in Syria and Lebanon..... 23, 423
Japanese
in China, Dutch East Indies, India, Macao, Malaya, Philippines and Siam... 67-78 *passim*, 112, 113, 145-6, 149, 150, 151-2, 173, 184, 190, 191, 202, 216, 252, 289, 290
See also below countries concerned
in India... 333, 335, 339, 342, 343, 348, 349
in Japan..... 104, 119-20, 121
in Siam 317
in Straits Settlements 270, 275
Javanese, etc., in Straits Settlements and Federated Malay States... 80-1, 241-2, 244, 270, 271, 289, 290
Jewish
from Iraq and Persia in India. 85, 86, 333, 335, 348, 349, 414
in Palestine 453
Korean, *see above* Japanese
Lithuanian 173
Malay in Straits Settlements and Malay States..... 270, 271, 297
Mauritius 173
of Mixed Asiatic and European blood... 24, 149, 265, 268, 270, 273, 275, 333-4
See also above Indian, Anglo-Indian, etc.
Palestinian
in Lebanon 423
in Palestine 453
Proportions as regards religion.. 453
Persian
in India.... 335, 336, 343, 344, 349
in Iraq... 22, 83-4, 394, 396, 407, 408, 400
in Persia 390

Prostitutes *(continued)*
of VARIOUS NATIONALITIES and races *(continued)*
Persian *(continued)*
in Syria 423
Polish in Shanghai..... 23, 148
Roumanian in Lebanon..... 423
Russian
in China... 31, 31-2, 33, 34, 121, 145, 146-7, 148, 173, 472
in India and Persia. 22, 23, 335, 390
in Indo-China 31, 215
in Iraq 411
in Japan..... 104, 105, 121
in Persia..... 390, 392, 396
in Philippines..... 31, 191, 199
in Siam..... 314, 316, 317, 320, 476
See also Traffic, etc., Victims, etc., Occidental
Seychelles in India. 87, 343, 350, 492-3
Siamese
in Federated and Unfederated Malay States..... 80, 290, 300
in Siam..... 313, 314
in Straits Settlements... 79-80, 270, 272, 275, 276, 279
Somali in Aden..... 87
Swiss in Shanghai..... 23, 149
Syrian
in Egypt 429, 430
in Palestine and Iraq... 86, 407, 409, 411, 429, 453, 457, 458
in Syria, etc..... 447
Tamil in Straits Settlements and Malaya... 23, 82, 83, 270, 271, 272, 277, 289, 290, 297, 300, 491
Turkish in Near East... 87, 407, 409, 411, 412, 423, 453
WARNINGS by authorities to girls desirous of becoming prostitutes. 64, 133, 170, 215, 268, 295, 422, 425-6, 446
See also Traffic, etc., Victims, etc.

Prostitution
ABOLITION of licensed : endeavour to bring about
in China 130-1, 133, 142-3
in Japan 107-8
in Nankin 129
in Philippines 58
BROTHELS, *see that title*

Prostitution *(continued)*
CHARACTERISTICS of prostitution in East 22
in CHINA
Legislation *re*. 129, 131-2, 137-9 *passim*
Prohibition of prostitution in Shanghai City and Nankin 129-30, 133
Regulation : gradual suppression. 129-30, 130-1, 133, 142-3
Settlements : situation in. 70, 75, 128, 129, 131, 142-3, 144, 148, 158-9
in Various towns.. 129-30, 135-41 *passim*, 166
See also below the subjects concerned
CLANDESTINE
in China... 31-4 *passim*, 35, 59, 70, 78, 131, 143, 146, 150
Hong-Kong 59, 171, 479
in Dutch East Indies..... 63, 251
in Federated Malay States. 290, 300, 490
in India 334, 344, 378
in Indo-China..... 215, 216, 221, 222
in Iraq 405, 406, 407-8
in Japan..... 59, 103, 105
Legislation *re* 109, 116
in Macao 59, 184
Occidental in Eastern towns... 24, 34, 105, 146
in Palestine 453, 453-4, 461
in Persia..... 390, 392
in Philippines... 58, 189, 190, 191, 192
in Seychelles 492
in Siam..... 313, 314, 316, 317
in Straits Settlements... 52, 60, 79, 80, 267, 268, 270, 270-1, 271-2, 477, 487
in Syria... 24, 424, 428, 431, 432, 438-40, 445 *(law)*, 449
in Unfederated Malay States
Legislation *re* 295, 296, 297
DETENTION for immoral purposes : legislation *re*
in China 131, 160-2
Hong-Kong 180-1
in India.. 332, 354, 365, 368, 371-3, 375
in Japan..... 102-3, 115-16
in Persia 389
in Siam..... 310, 311
in Unfederated Malay States.... 289
INDEPENDENT
in India 341, 343
in Persia 390

Prostitution *(continued)*
INDEPENDENT *(continued)*
in Straits Settlements.... 267, 268, 270
in Syria 421, 434
in Unfederated Malay States.... 80
in INDIA
Situation
in Ceylon prior to 1912.. 377-8, 378
in Rangoon prior to 1920.... 355-6, 361-2
See also above and below the subjects concerned
LEGISLATION *re*
in China ... 129, 131-2, 137-9 *passim*
Hong-Kong 168-9, 176-82
in Dutch East Indies... 54, 60, 240, 241, 242, 243, 244, 255-61
in Federated and Unfederated Malay States ... 288, 291, 295, 296, 299-300, 301, 302-3, 304, 305-7
in India... 58, 331, 331-2, 337, 341, 343, 345, 347, 354, 355, 363-4, 364-5, 366, 367-9, 370-3, 373, 374, 375-6, 377, 378, 383, 385, 386-7
in Indo-China... 57, 213, 218, 229-34
in Iraq 405, 414-16
in Japan... 72, 73, 75, 102, 103-4, 106, 108, 109, 115-18
in Macao ..... 183-5 *passim*, 186-7
in Palestine. 452, 453, 460, 461, 462-3
in Persia..... 388, 389, 403
in Philippines..189-90,191,196,197,203-7
in Siam..... 310-12, 313
in Straits Settlements. 60, 265, 266, 268, 269, 278, 280, 284, 483
in Syria,etc..422,423,432-4,434-41,444-5
MEASURES to check, *see* Authorities, of Eastern Countries, Activities, etc., *and* Emigration and Immigration, Condition of admission of foreigners etc.
OCCIDENTAL
Forms of ..... 31-4 *passim*
ORIENTAL
Organisation of prostitution amongst Chinese in China and abroad : systems..... 43-9, 51-4
in PALESTINE
Pre- and post-war conditions. 451-2, 453, 453-4, 457
See also above and below under the subjects concerned

Prostitution *(continued)*
REGULATION
in Dutch East Indies : absence of. 240
in Federated and Unfederated Malay States : absence of. 288, 295, 300, 303
in India : absence of..... 330, 354
in Indo-China 213
in Iraq : policy 404, 406
in Japan..... 102-4 *passim*, 107-8
in Macao 183
in Palestine : suppression 452, 453
in Persia : policy..... 388, 389
in Philippines 189, 190, 196
in Siam..... 310, 311
in Syria, etc. 421, 426, 432
in Straits Settlements : abolition. 265
SOLICITING, *see under* Prostitutes

Protection of Women and Children
See Minors
Organisations, Activities
Prostitution, Legislation
Traffic, etc., Measures to check
Women and Children, Protection

Protectorates, Accession to Conventions, etc.
See Conventions, etc., Accession, etc.

Public Opinion
in ARAB countries..... 85
See also Tribal Customs, in Relation to prostitution, in Iraq
in CHINA 157, 487
in DUTCH EAST INDIES 81, 245
in INDIA 337, 347, 353, 379, 381
in JAPAN 73, 106, 108
in PALESTINE 452, 455
in PERSIA..... 392
in PHILIPPINES 196
in SIAM..... 316
in SYRIA..... 426

Q

Quarantine
See Health Questions, in Japan

" Queridas "..... 195-6

R

Racial Groups of Women
PROSTITUTES, *see* Prostitutes, of Various nationalities, etc.
VICTIMS of traffic, *see* Traffic, etc. Victims, etc.

Rape
in INDIA 380
in IRAQ 405-6, 414
in PHILIPPINES
Legislation *re* 205, 206-7
in SYRIA 425, 431

Refugees, Russian
EMPLOYMENT for 98
PREVENTIVE work among women of Russian communities in China, victims of economic conditions 97-8
See also Traffic, etc., Victims, etc., Occidental, Russian

Regulation of Prostitution
See under Prostitution

Religions and Religious Customs
CASTE system in India in relation to prostitution 333, 334, 338, 340, 343-4, 347, 373, 374
CUSTOMS
in China 38-9
in Dutch East Indies 81
Legislation *re*
Mohammedan clandestine prostitution, *see below* Mohammedan religion, in relation to prostitution
in Straits Settlements 282
in Unfederated Malay States .. 303
MOHAMMEDAN religion
Polygamy and early marriage in relation to prostitution 303, 424
in Relation to prostitution. 295, 296, 334, 388, 396
RELIGIONS
in India 330, 359
See also above Caste, etc.
in Iraq 404
in Palestine 451
in Persia 388
See also above Mohammedan religion

Religions and Religious Customs *(continued)*
RELIGIONS *(continued)*
in Syria 421
See also Pilgrimages

Repatriation
See Exclusion, Deportation, etc. *and* Prostitutes, Sent back to ports, etc.

Report of Commission to Council
CONSIDERATIONS and suggestions contained in Chapter II 4, 87
COVERING letters 3-5
EXAMINATION by Commission 4
INTRODUCTION to 11-18
OBSERVATIONS submitted by various Govts., allusion to 4
PLAN 18
PUBLICITY in view of propaganda 5
TEXT
Appendices 469-529
Ceylon 376-87
China 127-67
Dutch East Indies 239-64
General report 11-98
Hong-Kong 168-82
India 329-75
Iraq 402-20
Japan 101-26
Macao 183-7
Malay States, Federated and Unfederated 288-307
Palestine 451-66
Persia 388-403
Philippines 188-211
Siam 308-28
Straits Settlements 265-87
Syria and Lebanon 421-50

Representatives of Governments appointed to receive Travelling Commission. 12-13

Rescue Homes
See Organisations, Official Activities, etc., *and* Organisations, Private, Activities, etc.

Residence, Condition of
See Emigration and immigration, Legislation *re*

Restaurants and Cafés
in China : Formosan Restaurants Association 151
Dancers, occidental in, possible victims of Traffic, *see* Entertainers, Professional, Potential prostitutes, etc.
in Dutch East Indies 242
in India : entertainers in..... 335, 357
in Indo-China 215, 217, 221
in Japan
Legislation *re*..... 102-3, 113, 118
Number 103
in Persia : part-time prostitutes in 390, 392
Protection of employees in Macao.. 184
Singing-girls, *see* Singing-girls, in Various countries
Used for immoral purposes
in Straits Settlements..... 270-1
in Syria 421, 423, 447
Waitresses
Chinese..... 53, 106, 111, 122, 357
Japanese... 68, 72, 74, 75, 76, 104, 105, 106, 114, 149, 297, 342
Russian... 31, 32, 33, 314, 316-17, 320

S

Sailors
Presence of : influence on traffic and prostitution... 32, 69, 70, 77, 78, 147, 149, 190, 196, 270, 317, 378, 381

Sale and Barter of Women and Children
in Arabia : Sale of Javanese girls. 252-3, 490
in China
Custom and legislation *re*... 41, 41-2, 43, 44-5, 60, 130, 132, 137, 138-9, 249-50, 477, 480, 481, 483, 488
Hong-Kong 476, 478, 480
Legislation *re*..... 176-7
in Dutch East Indies..... 249-50, 490
in Federated Malay States..... 291
in India..... 334, 336, 357, 379
Legislation *re*..... 331-2, 363-4, 377
in Indo-China
Custom and legislation *re*..... 217-18, 222, 228, 234
Japan
Legislation *re*..... 102-3, 106
in Palestine 454-5
in Persia..... 391

Sale and Barter of Women and Children *(continued)*
in Philippines
Custom and legislation *re*..... 190, 192
in Siam..... 310, 315, 481-2, 484
Legislation *re*..... 311
in Straits Settlements..... 271, 478
Legislation *re*.... 267, 283, 284-6, 287
in Syria..... 425
in Unfederated Malay States
Legislation *re*..... 296

Sanctions
See Penalties, etc.

Segregated Areas
in India..... 331, 333, 335, 338, 341, 343, 355, 377
in Indo-China 214, 231
in Iraq..... 404, 404-5, 406
in Japan 102
Legislation *re*..... 102
Number and prostitutes in..... 105, 119-20, 121
in Palestine 452
in Persia..... 389
in Straits Settlements..... 270
in Syria..... 444

Shakufu
in Japan ... 102, 104, 105, 106, 109, 118, 122
Russian women not allowed to engage in trade..... 122

Shipping Companies
Activities
in India 380
in Palestine 458, 465, 466
in Philippines 197
in Siam..... 318
in Syria 450
Co-operation with authorities in view of checking traffic in Chinese women, suggested...89, 91, 91-2, 155-6

Singing-Girls
Exploitation of, in China and abroad. 49-50, 54, 229, 310, 315
Traffic in... 37-8, 41, 59-60, 229, 310, 315
in Various countries
China 49-50, 54, 144-5, 226
Dutch East Indies..... 54

Singing-Girls *(continued)*
in VARIOUS countries *(continued)*
in India 58-9
in Indo-China..... 56-7, 216, 221-2, 222, 229
in Japan..... 59, 106, 110, 111, 122
in Philippines : non-admission of... 58
in Siam..... 310, 315
in Straits Settlements (Chinese).. 277

" Sobokan "
See Adoption of Children, in Japan

Social Conditions, Influence on Traffic
in FAR EAST... 24, 34, 34-5, 35-6, 38-9, 51, 56, 58, 71, 73, 74, 77, 79, 81, 104, 108, 141, 191, 195, 201, 202, 224, 225, 243, 244, 245, 274, 280, 292, 303, 314-15, 316, 338, 346, 348, 359
in MIDDLE and Near East.. 24, 84, 85, 378, 381, 390, 391, 394, 396, 405, 426, 452, 456
See also Marriage in relation to prostitution, etc., *and* Religions, etc.

Social Workers
See Organisations, Private, Activities

Sodomy
in IRAQ : legislation *re* 414, 415, 416
in SYRIA : legislation *re* 441

Soldiers
PRESENCE of : question of influence on traffic... 144, 191, 196, 213, 214, 229, 273, 348, 394, 452, 456

Soliciting
See under Prostitutes

Smuggling of Girls into Country
METHODS and routes used, *see* Emigration, etc., Routes, etc., *and* Traffickers, Conditions favouring, etc.

Souteneurs and Procurers
PROSECUTION of, *see* Penalties and Prosecutions
PROSTITUTES from continent of Europe : relations with souteneurs... 26-7, 27-8, 223, 336, 343, 470, 471

Souteneurs and Procurers *(continued)*
in VARIOUS countries
China 131, 134, 142, 160
Hong-Kong 176-8
Dutch East Indies, legislation *re*... 256
Federated Malay States 407
India... 334, 335, 336, 339, 341, 342, 344, 346, 356, 357, 379, 413, 470, 471, 492
Legislation *re*... 330, 331, 332, 354, 365, 373, 374, 374-5, 376, 377
Indo-China 26, 217, 223-4, 233
Legislation *re* 214
Iraq 406, 408
Legislation *re*..... 405
Japan .. 102, 102-3, 103, 106, 111, 115
Macao
Legislation *re*..... 183, 187
Palestine 454, 461
Legislation *re*..... 452, 461, 462, 463
Persia : legislation *re*..... 389, 391
Philippines..... 192, 193
Legislation *re*..... 189-90, 203
Siam..... 314
Legislation *re* 311
Straits Settlements 272
Legislation *re* 266
Syria..... 24-5, 422, 428
Legislation *re* 425, 440
Unfederated Malay States
Legislation *re* 296
See also Traffickers

Supervision of Traffic
OFFICIAL
See Authorities
Emigration and Immigration, Condition of admission of foreigners, etc.
UNOFFICIAL, *see* Shipping companies

T

Tea-houses
ANNAMITES in Chinese..... 226
LEGISLATION *re* in Japan 102, 118

Temple Dancers in India
See " Devadasi "

Territories, Mandated, etc., Accession to Conventions, etc.
See Conventions, etc., Accession, etc., *and* Position *re* adhesions, etc.

Traffic in Women and Children

CASES of, detected, *see* Penalties and prosecution
DECREASE, reasons for... 21, 24, 77, 228, 273, 303, 347, 361
DEMAND for occidental and oriental women in various parts of the East, *see* Prostitutes, Clients
GUARANTEE of shopkeeper, etc., vouching for emigrants.... 60, 61, 89, 90, 153, 154, 155, 266-7, 277, 278, 279, 285-6, 293, 304, 481
GUARDIANS for Chinese girls in Dutch East Indies 61, 90, 249
INCOMING traffic
China 132, 145-52
Hong-Kong 172-3
Dutch East Indies 246-52, 254
Federated and Unfederated Malay States 292-3, 298-9, 300-1, 302, 303
India. 335, 336, 342, 343, 344, 347-50, 352-3, 355-6, 360-1, 361, 363, 365, 376, 381, 383, 384
Indo-China 220-5, 223, 228
Iraq 408, 409-12, 413-14
Japan 108-11, 114
Legislation *re* 109
Macao..... 184, 185
Palestine 457-9, 460-1
Persia 392-4, 396
Philippines..... 196-200, 202
Siam 317, 318, 321, 323
Straits Settlements..... 274-9, 280
Syria..... 427-9, 430-1
INFORMATION, exchange of, *see* Authorities, of Eastern, etc., Co-operation, between Various
INTERNAL traffic
in India... 336, 337, 339, 345, 348, 356, 356-7, 360, 362, 376
in Iraq 408
LEGISLATION *re*
in China 38, 131
Hong-Kong 168-9, 176-82
in Dutch East Indies..... 241, 256
in Federated and Unfederated Malay States. 291,292,294,296,298,300

Traffic in Women and Children *(continued)*
LEGISLATION *re (continued)*
in India... 331, 332, 337, 340, 345, 351, 354, 361, 362, 362-4, 365, 367-9, 370-1, 374, 377, 385-6
in Indo-China... 222, 227, 228, 232, 233-4,
in Iraq 405, 405-6
in Macao ..... 183-5 *passim*, 186-7
in Palestine... 452, 457, 460, 461, 462
in Persia 393
in Philippines. 196, 197, 201, 206, 210
in Siam.. 310, 311, 318-19, 322, 325-6
in Straits Settlements 266-7, 273, 275-6, 284-6, 483
MEASURES to check
in China. 60, 71, 89, 133, 142, 152-6, 157, 489
Hong-Kong. 89, 169, 170, 171-2, 174, 175, 479
Dutch East Indies. 60, 61, 62-3, 81, 81-2, 89, 90, 241, 243, 244, 245, 246-7, 248, 248-9, 249-50, 252, 253, 254, 478, 480, 488
Efforts made in recent years.. 21, 35, 60, 89, 92
in Federated and Unfederated Malay States. 288, 289, 291, 294, 295, 298, 299, 301, 303, 304, 481
in India . 69, 330-1, 332-3, 339-40, 345, 350, 352, 353, 355, 357, 358-9, 361, 362, 376, 377, 380-1, 382, 383, 384, 413
in Indo-China. 89, 218, 220, 222, 223, 225, 228, 233, 235-6, 477
in Iraq.86,405,408-9,410,412,413,413-14
in Japan.... 76, 78, 106-8 *passim*, 109
in Macao 183, 184-5, 186
in Palestine... 452, 455-6, 457, 458, 459, 460, 464-6, 491
in Persia..... 392, 394, 396
in Philippines. 78-9, 89, 190-1, 196, 197 199, 200, 201-2
in Seychelles 87
in Siam... 87, 310, 312, 315, 317, 318-9, 320, 321, 322, 323, 481, 489
in South Seas countries 90
in Straits Settlements. 52, 53, 60, 61, 62, 89, 90, 266-7, 268-9, 270, 273, 273-4, 275-6, 277, 278, 279, 280, 286,484,486,486-7
in Syria.... 427, 428, 429-30, 431, 448

Traffic in Women and Children *(continued)*
OCCIDENTAL to the East
Decrease and reasons for. 21, 24, 220, 344
Demand for, in various parts of the East, *see* Prostitutes, Clients, etc.
Movement of, *see* Emigration and Immigration, etc., Movement, etc.
Occidental prostitutes of various nationalities found in brothels, *see under* Brothels, Inmates
See also below Victims, etc., Occidental
in ORIENTAL women
Clients, *see* Prostitutes, Clients, etc.
Decrease..... 77, 228, 273, 303
Movement of, *see* Emigration and Immigration, Movement of prostitutes
See also below Victims, etc., Oriental
OUTGOING traffic
China 144, 152-6, 477
Hong-Kong 174-82, 476
Dutch East Indies. 80, 81, 243, 252-3, 254
Federated and Unfederated Malay States 293, 299, 301, 303
India. 344, 351-2, 361, 361-2, 383-4, 384
Indo-China 225-7, 228
Iraq 412-13, 414
Japan 112-14, 114
Macao..... 185
Palestine 459-60
Persia 391, 394-6, 397
Philippines..... 200-2, 202
Siam 315, 321-3
Straits Settlements..... 279, 280
Syria..... 429-30, 431
in RELATION to pilgrimages, *see* Pilgrimages, etc., Influence, etc.
REMOVAL of markets, *see* Brothels, Rôle of Brothel, etc.
ROUTES, *see* Emigration, etc., Routes
SCOPE of enquiry as regards national and international traffic..... 14, 21
STATEMENT of salient facts concerning certain cases of international traffic 469-93

Traffic in Women and Children *(continued)*
SUGGESTIONS *re* measures to check traffic, submitted to Council by Commission of Enquiry...87-93 *passim*, 93-6, 96-7
SYSTEM of recruitment, *see* Traffickers, Conditions favouring, etc.
in TRANSIT
of Chinese girls facilitated by existence of brothels..... 95, 185, 482
of Chinese to various countries. 322, 323, 478, 480, 481, 482, 484, 485, 486, 487
in VARIOUS countries, *see above* Measures to check
VICTIMS of
Age and type of victims. 62, 113, 121, 151, 303, 339, 340, 346, 378, 379-80, 382, 408-9, 425, 457, 472, 473, 474, 475-93, *passim*
See also Age and age limit
Control of oriental traffickers over...93, 170, 185, 312
Education of rescued girls, and prospective victim, *see* Education, etc.
Free to leave brothels. 64, 73, 103, 104, 105, 106, 107, 138, 140, 170, 185, 295
Occidental
Brief statements of salient facts *re* certain cases..... 469-76
Methods used by traffickers to attract 36, 146-7
Russian
in Persia..... 390, 392
Refugees in Northern China and Manchuria... 21, 22, 23, 24, 29-37, 92-3, 146, 147, 472-6
in Siam... 314, 316, 317, 320, 323
of Various nationalities. 23-9, 93, 218, 223, 228, 276, 314, 316, 317, 320, 336, 430, 430-1, 457, 471, 472, 476
in Brothels, or known to police in China, India, Indo-China, Persia and Syria. 23, 24, 25, 31, 32, 96, 146, 148-9, 215, 216, 316, 330, 336, 471, 472-6 *passim*

Traffic in Women and Children *(continued)*
VICTIMS of *(continued)*
Occidental *(continued)*
See also under Prostitute, of Various nationalities
Oriental
Annamite. 21, 79, 226, 227, 228, 488-9
Arab in India 85, 333, 343, 344
Brief statement of salient facts *re* certain cases 476-93
Chinese. 21, 37-66, 89-91, 94, 95, 109, 111, 114, 136, 170, 172-3, 184, 185, 199, 222, 228-9, 246, 248, 277-9, 289, 292, 298, 298-9, 303, 304, 316, 317, 320-1, 322, 323, 361, 476-86
For details re *geographical distribution and system of prostitution see under* Prostitutes, of Various nationalities, etc., Chinese, in China, etc., *and* System of prostitution
Egyptian 87, 457, 460
Filipino 21, 78-9, 202
Indian, Anglo-Indian and Indian-Portuguese. 21, 82-3, 276, 337, 340, 341, 345, 350, 360, 362
Iraqi. 21, 83, 86, 336, 342, 412, 492
Japanese (Korean and Formosan included). 21, 67-78, 96, 112, 113, 114, 145-6, 149-52, 488
Javanese. 80, 81, 243, 244, 252, 252-3, 490
Jewish 85, 342, 459
Malay ... 21, 22, 80-2, 276, 279, 303, 490-1
Persian. 21, 83-5, 336, 342, 344, 397
Seychelles 87, 343, 350, 492-3
Siamese... 21, 79-80, 270, 272, 275, 276, 293, 312, 489-90
Somalis 87
Syrian..... 21, 85, 86, 457, 460
Tamil, *see under* Prostitutes, of Various nationalities, etc., Tamil
Turkish 87, 457, 460
Possible victims and factors favouring recruitment.. 28, 29, 31, 35, 36, 37-8, 41, 59, 60, 63, 67-8, 70-1, 72, 74, 75-6, 77, 84, 92, 244, 246, 276, 334, 344

Traffic in Women and Children *(continued)*
VICTIMS of *(continued)*
Transport of 77
See also Prostitutes

Traffickers

AGE, sex, nationality, number and condition of... 59, 61-2, 95, 113, 146, 147, 148, 171, 173, 226, 244, 269, 271, 276, 280, 312, 336, 339, 340, 345, 346, 350, 380, 391, 393, 406, 411, 413, 428, 469, 470, 471, 471-2, 472, 472-6 *passim*, 477-93 *passim*
BUSINESS correspondence seized at Hong-Kong 64-6
CONDITIONS favouring and methods used by
Absence of co-ordination in control of Chinese migration and measures advocated 89, 90, 90-1, 92
in China... 36, 38, 41-2, 59-62, 147, 148, 156-7, 321, 472, 473, 474, 474-5, 475-6, 477, 478, 478-9, 481, 483, 484, 485, 487
Hong-Kong. 170, 171, 320, 321, 476-7, 479, 482, 484, 485, 486
See also Prostitutes, of Various, etc., Chinese, System, etc.
in Dutch East Indies. 61, 62-3, 81, 243, 244, 246, 477-8, 480, 490
in Federated and Unfederated Malay States.. 292, 298, 481, 487
in India. 87, 334, 341, 345, 347, 350, 471, 472, 487, 491
in Indo-China 488, 489
in Iraq 406, 411-12, 414, 492
in Japan... 70-1, 75-6, 77, 78, 111, 113, 483
in Palestine 458-9, 491
in Persia..... 391, 394
in Philippines 63, 201
Rhio Archipelago, question of. 91, 278, 299
in Siam... 80, 314, 315, 317, 318, 321, 481, 489
in Straits Settlements. 53, 54, 61-2, 62, 274, 277-8, 280, 483, 484, 489-90
in Syria 428-9

Traffickers *(continued)*
DEVICES used by traffickers to smuggle women into Dutch East Indies
See above Conditions favouring, etc. Dutch, etc.
EXPULSION, etc., *see* Exclusions, etc.
FICTITIOUS professions, *see above* Age, sex, etc.
HOLD on victims .. 93, 170, 185, 312, 339
PROFITS made in business. 318, 472, 473, 476, 478, 479, 480, 481, 483, 484, 488
See also Prostitutes, Financial Conditions
PROSECUTION of, *see* Penalties and Prosecutions
See also Brothels, in Various countries, Keepers

Travelling Commission
ITINERARY 4, 14-16
LETTER to Council 3
MEMBERS 3, 6, 11, 12
REPRESENTATIVES of Governments appointed to receive Commission. 12-13
TRIBUTE of Commission of Enquiry to. 5
WORK : procedure 3, 16-17

Travelling Women
See Emigration and Immigration, Conditions, etc.
Passports
Women, Travelling abroad

Tribal Customs
in RELATION to prostitution and traffic
in Iraq 85, 405, 406-7
in Persia..... 391, 396

Turkish Baths
PROSTITUTION in baths in India..... 348

V

Vagrancy
in India 378, 381
Legislation *re* 366, 369
in Indo-China : legislation *re*..... 214, 234
in Macao : legislation *re*..... 186
in Philippines : legislation *re*. 189, 189-90, 208

Venereal Disease
See Health questions

Victims of Traffic
See Traffic, Victims of

W

Waitresses
See Restaurants

Women and Children
ABANDONED and divorced, potential prostitutes... 79, 80, 81, 85, 191, 195-6, 219, 244, 276, 290, 297, 301, 334, 340, 344, 346, 378, 390, 392, 394, 396, 406, 457
ASSISTANTS, trained : collaboration with authorities in questions of traffic, etc.. 89, 359, 426, 452, 455, 491
ASSOCIATIONS of women, connected with social welfare work, *see* Organisations, Private, in China
PROTECTION of women and children 89, 90, 91-2, 107, 153, 168, 172, 190, 193, 202, 208, 213, 229, 233, 244, 248-50, 265, 266, 267, 268, 273, 284, 285-6, 287, 287-8, 289, 293, 298, 312, 337, 366, 369-70, 380, 387, 409
See also Prostitution, Legislation
TRAVELLING abroad
Protection... 89, 90, 91-2, 153-4, 227, 293, 380-1, 383, 384
Rules to which they are subjected in China 60, 153-8
VICTIMS of traffic
See Abduction, etc.
Prostitutes, of Various nationalities, etc., Chinese, System, etc.
Traffic, etc., Victims, etc.
See also Actresses
Children
Employment
Minors