
LEAGUE OF NATIONS

ADVISORY COMMITTEE ON SOCIAL QUESTIONS

REPORT ON THE WORK
OF THE COMMITTEE IN 1939
(THIRD SESSION)
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The third session of the Advisory Committee on Social Questions took place at Geneva from June 19th to July 1st, 1939.

1. Composition of the Committee

The Council of the League of Nations, when adopting the report on the reorganisation of the Advisory Committee in 1936, recommended that the number of Governments represented on the reconstructed Committee should be twenty-five. Previously fifteen Governments had been represented on the Committee.

The appointments up to the present date have been as follows:

On January 25th, 1937 (ninety-sixth session), the Council renewed the mandates of the countries represented on the former Advisory Commission for the Protection and Welfare of Children and Young People—namely: United States of America, Belgium, United Kingdom, Canada, Chile, Denmark, France, India, Italy, Japan, Poland, Roumania, Spain, Turkey, Uruguay. It invited the following six countries to send representatives to the new Advisory Committee on Social Questions: the Argentine Republic, China, Hungary, Mexico, the Netherlands, Switzerland.

On January 26th, 1938 (hundredth session of the Council), two of the four seats vacant were filled by Ireland and Yugoslavia.

On January 18th, 1939 (hundred-and-fourth session), the Council invited the Governments of Greece and Lithuania to be represented on this committee. Altogether, twenty-five countries have been invited to participate in the work of the Committee since its reorganisation. As, however, Japan has informed the Secretary-General of her withdrawal from the Committee, there is still one vacancy.

Government Delegates.

M. H. De Bie (Chairman). Netherlands.
Miss E. Castendyk (Vice-Chairman). United States of America.
M. C. A. Pardo. France.
His Excellency Count H. Carton de Wiart. Argentine.
Mlle. M. Baers, technical expert and substitute delegate. Belgium.
Mr. J. F. Henderson. United Kingdom.
Miss Z. L. Puxley, substitute delegate. Canada.
Mr. A. Rive. China.
His Excellency M. Hoo Chi-tsai. Peoples Republic of China.
M. Hsu Fu Yun.
His Excellency Count B. Clauzel. France.
His Excellency M. G. Bourgeois, substitute delegate. Belgium.
Mme. E. Brault, technical expert.
Dr. J. A. Cavaillon, technical expert.
Mlle. M. Vernières, substitute expert.
Mr. B. Johan. Hungary.
Mrs. K. Bose. India.
Mr. H. A. MacCarthy. Ireland.
Mme. J. Tubelis. Lithuania.
M. M. Garza Ramos, substitute delegate. Mexico.
His Excellency Dr. W. Chodzko. Poland.
Mme. W. Woytowicz-Grabinska, substitute delegate. Poland.
His Excellency M. V. V. Pella. Roumania.
Princess A. Cantacuzene. Switzerland.
M. C. Gorgé. Switzerland.
M. W. Hickenbach, technical expert. Switzerland.

Liaison Officers.

Professor J. Parisot. Health Organisation.

Secretariat.

M. E. E. Ekstrand. Director of the Opium Traffic and Social Questions Sections.

The following Governments were not represented: Chile, Italy, Spain and Turkey.
Chairman, Vice-Chairman and Rapporteur.

Under the Rules of Procedure governing the Committee (Article 2), the Chairman and the Vice-Chairman remain in office for a period of two years. Dr. Estrid Hein, delegate of Denmark, having acted as Chairman for two consecutive years, was replaced by the Vice-Chairman, M. H. de Brie, delegate of the Netherlands, who had been elected in 1938. The Committee elected Miss Elsa Castendyck, delegate of the United States of America, as Vice-Chairman. Mrs. Riron Bose (India) was elected Rapporteur for the Committee as a whole.

Experts.

For the 1939 session the following experts were present:

1. Judge Inge Debes, Chairman of the Norwegian Council on Social Legislation, Oslo, invited for the discussion on the social aspects of illegitimacy;
2. Mr. S. Cohen, former assessor, representing the Jewish Association for the Protection of Girls, Women and Children on the Traffic in Women and Children Committee, invited for the discussion on the two questions of the rehabilitation of adult prostitutes and of the prevention of prostitution, on which he is acting as rapporteur;
3. Dr. T. Kemp, Director of the University Institute for Human Genetics, Copenhagen, who had already assisted the Traffic in Women and Children Committee in 1936 on the question of the rehabilitation of prostitutes and the Advisory Committee on Social Questions in 1938 on the question of the prevention of prostitution, invited for the discussion of the latter question.

2. Co-ordination between the Advisory Committee on Social Questions and the Health Committee

In pursuance of a decision taken by the Assembly at its 1938 session, the Council requested the Chairman of the Committee on Social Questions and the President of the Health Committee each to invite one or two of his colleagues on those committees to proceed, with the Secretary-General, to an examination of the methods to be employed in a system of permanent co-ordination between the Advisory Committee on Social Questions and the Health Organisation. The Committee was made up as follows:

For the Health Committee: Professor J. Parisot (France), President; Dr. N. M. Goodman (United Kingdom); Dr. B. Johan (Hungary).

For the Advisory Committee on Social Questions: Dr. E. Hein (Denmark), Chairman; Miss E. Castendyck (United States of America); Dr. W. Chodzko (Poland).

The International Labour Office was represented by M. Stein, Chief of the Social Insurance Section.

The Co-ordination Committee met in Geneva on June 16th and 17th, 1939. The Secretary-General made a statement to the Committee on Social Questions informing it of the main features of the report which is to be submitted by the Co-ordination Committee to the Council at its next session.

At a private meeting of the Committee, an exchange of views took place regarding the report of the Committee for Co-ordination between the Advisory Committee on Social Questions and the Health Committee, which had been communicated ad referendum to the Committee.

In accepting the conclusions of that report, several members expressed the opinion that the functions of the Advisory Committee on Social Questions are quite distinct from those of the Health Organisation, since the Committee is chiefly concerned with the social, moral and legal aspects. The decision now taken to constitute a single department under one head — a matter within the competence of the Secretary-General of the League of Nations — must not preclude the pursuit of the specialised activities of the two organisations. It is essential that the single department should pay close attention to the features which differentiate health problems from social problems — a difficult but not impossible task. Co-ordination will prove advantageous in so far as the Advisory Committee's work is not under-estimated and its vital activities are not impaired. It was also emphasised that the necessity for co-ordinating the work of the two Committees had never been so evident as this year. Some members feared that the fact that the Co-ordination Committee would have to examine the programme of work of the Advisory Committee on Social Questions and of the Health Committee — in order to determine in which cases studies should be undertaken jointly and how co-ordination should be achieved — might result in delay and inconvenience, but it is thought that this can be obviated if the date of meeting of the Co-ordination Committee is suitably chosen. The opinion was expressed that the Co-ordination Committee should, as far as possible, be representative of the different continents and of the main currents of civilisation. It was pointed out, however, that the Co-ordination Committee must not be too large, as it was intended to represent not States, but only the two organisations. Stress was laid on the importance of a certain degree of stability in membership, but it was also urged that the members of the Committee should not be eligible for reappointment, so that periodical changes might enable all opinions to be represented.

The Committee expressed its confidence that the single department under one head — as at present contemplated — would consist of a fully qualified staff, as is now the case.
The Committee decided to include in its report to the Council a summary of the opinions expressed during the meeting held to discuss the report of the Co-ordination Committee. The Committee expressed the wish that its autonomy should be preserved intact and that any idea of subordination should be ruled out, the Committee retaining its right to submit observations should the experiment prove unsatisfactory. In other words, the Committee on Social Questions reserves the right to judge, in the light of coming experience, of the results of the collaboration now being established.

3. Tributes to the late Mme. Avril de Sainte-Croix and Miss Grace Abbott

Tributes were paid by the Committee to the memory of Mme. Avril de Sainte-Croix, who had been associated for fifteen years with the work of the Committee, and of Miss Grace Abbott, who had played an important part in shaping the work of the Committee.

4. Mandates of Correspondent Members

The mandate of the correspondent members appointed in 1937 and of the six additional international organisations which were invited to become correspondent members in 1938 will have expired at the time of the January Council in 1940. According to the wish expressed in this matter by the Advisory Committee in 1938, the task of the Committee in 1939 was twofold: first, to review the question of correspondent members in general in the light of the experience gained during the first three years of the working of the new system, and, secondly, to propose to the Council the examination of the requests both of the organisations which desired their term of membership to be renewed and of those which have asked to be appointed correspondent members from 1940.

Twenty-eight organisations were correspondent members at the beginning of 1939: all these organisations have applied for the renewal of their mandates. Two more organisations have also applied for membership.

The Committee held the view that no organisation had a right to be reappointed automatically, but it was felt by the members of the Committee that the mandates of all associations who had been correspondent members should be renewed. Generally speaking, this appeared to the Committee to fall within the guiding principles embodied in the Committee's report of 1937, which reads as follows:

"No international body will be appointed a correspondent member unless it has some definite interest . . . in the work of the Committee or some part of it and unless it is in fact international — that is to say, unless it has affiliated associations in a substantial number of countries, employs a full-time secretariat and is carrying out an active programme of work."

In considering the question of the appointment of two additional correspondent members, it was pointed out that the National Council of Women in India, which had requested to be added to the list, was, in fact, a national and not an international association. In proposing, nevertheless, to the Council that this organisation should be appointed a correspondent member, the Committee was guided by the consideration that when the appointment of correspondent members was visualised it was clearly with the object of keeping the Committee in touch with the movements of voluntary organisations in different countries and in order to facilitate the interest in and dissemination of a knowledge of the Committee's activities. When the rules quoted above were laid down, it was done with the knowledge that a national association — the All-India Women's Conference — had been already appointed a correspondent member by the Council in January 1937.

The Committee therefore assumed that this appointment had been made in view of the fact that this particular national society came from a vast country and occupied a unique position compared with national organisations in other countries. The Committee was not deviating from the principle of the rule laid down in 1937, in inviting a second national society to become a correspondent member, since India constituted a country of hundreds of millions of inhabitants and since opportunities for spreading information over such a vast area are rare; conditions in India are, in the Committee's opinion, entirely exceptional, and not to be compared with those in European or American countries. Such an appointment would be of material assistance to the work of the Committee by enabling it to receive reports covering vast areas, and also in disseminating a knowledge of its work over the same areas, which would not be sufficiently covered by one association.

The Committee therefore decided to recommend to the Council that the National Council of Women in India and the International Abolitionist Federation (the second organisation which had applied for membership) should be appointed correspondent members for a period of three years from 1940.

The Committee further dealt at great length with the general question of collaboration with the correspondent members, and expressed the view that that collaboration was not wholly satisfactory; it was in practice restricted to the despatch of documents from the League to the correspondent members and of reports by those members to the League, which were submitted to the Advisory Committee. The latter reports dealt with that aspect or those aspects of the agenda which particularly interested the correspondent members.

In order to make this collaboration closer and more productive, it was suggested that, whenever a question was being studied by the Secretariat on the basis of the work laid down by the Advisory Committee and approved by the Council, a note might be sent to those correspondent members which, in the opinion of the Secretariat, were particularly interested
in the question, requesting them to send in observations concerning the problem. Such observations should then be utilised either by the Secretariat when drawing up reports, or by a sub-committee, or in any other way which might seem productive of results.

In regard to the question as to whether an association ought not to be appointed correspondent member in respect of one subject only, it was felt that this was not desirable — no such appointment had so far been made. As the selection of documents to be sent to each correspondent member was, according to the wish expressed by the Committee in 1938, at the discretion of the Secretariat, this matter was one that could also be safely left in the hands of the Secretariat.

As to the future collaboration between correspondent members and the Advisory Committee on Social Questions, various suggestions were made to the effect that the collaboration should not be restricted to a written exchange of views, as has been the case since the reorganisation of the Committee, and as will continue to be the case even if this method of collaboration should be improved.

It was therefore suggested that consideration should be given to the desirability of setting up machinery by which representatives of the voluntary organisations, acting as correspondent members, should be able at given intervals to get into touch with the Advisory Committee on Social Questions at special meetings.

The Committee invited the Secretariat to examine these means of collaboration and to submit the results of such a study during the year to the members of the Committee for discussion at its fourth session. The delegate of France was appointed Rapporteur for this question.

5. Reports of Correspondent Members

Annual reports have been submitted by the following nine organisations: Catholic International Union for Social Service, International Catholic Association for the Protection of Young Girls, International Federation of Friends of Young Women, Jewish Association for the Protection of Girls, Women and Children, “Save the Children” International Union, World Young Women’s Christian Association; and a joint report emanating from the International Alliance of Women for Suffrage and Equal Citizenship, the International Council of Women, and St. Joan’s Social and Political Alliance.

The reports dealt principally with three questions of interest to the Committee — the training of persons engaged in social work, the study of the rehabilitation of prostitutes, and the prevention of prostitution. As these questions were on the agenda of the Committee, the information contained in the reports formed part of the documentation available to members when these items were discussed.

6. Agenda for the 1939 Session and Director’s Progress Report

The draft agenda submitted by the Agenda Sub-Committee was approved; it appears as an annex to this document. In his progress report, the Director surveyed the work of the League as far as the Social Questions Section was concerned during the year, and referred to the subjects on the Committee’s agenda. The chief points in this report are dealt with in the appropriate sections of this document.

In order to enable the Committee to follow the execution of its recommendations by other League bodies and by the Secretariat, the Director, in his progress report, dealt with a number of questions which had figured previously on the agenda of the Committee, but which were of permanent interest to its members.

Amongst these subjects, the Committee was specially interested in the action taken regarding the Review on Social Questions. The Committee was gratified to hear that the Assembly, in 1938, had unanimously expressed the wish that this publication should be issued as soon as possible and had voted the necessary budgetary proposals. It took note of the reasons for which the publication had hitherto been delayed.

The Committee reiterated its previous opinion that the publication of such a review would meet a genuine need on the part of the growing number of persons professionally or personally interested in the development of social service.

The Committee also expressed its satisfaction that the 1938 Assembly had pronounced itself in favour of the convocation by the Council, in 1940, of a conference for the suppression of the exploitation of the prostitution of others. It was glad to note that its preparatory work on this question had received the Assembly’s approval.

7. Departure of M. E. E. Ekstrand

In view of the impending departure of M. Ekstrand, who had been the Director of the Opium Traffic and Social Questions Sections for more than eight years, the Committee paid a tribute to the outstanding qualities he had shown in the fulfilment of his task.

1 Document C.Q.S./42 and Addendum.
His competence, his diplomatic skill, and the part he had played as trustee and inspirer of the Committee's work were emphasised by all the members of the Advisory Committee. It was pointed out that if to-day the work of the League in the field of social questions had assumed such outstanding importance, it was due in no small measure to the tireless energy which M. Ekstrand had devoted to the work. M. Ekstrand had carried out an invaluable constructive policy in respect of international work on social questions.

8. Budget

The draft budget\(^1\) for 1940, submitted by the Director of the Social Questions Section, was noted.

9. Date of the Next Session

It was decided that the next session should open on March 28th, 1940.

II. Reports of the Liaison Officers

1. Health Organisation (Professor J. Parisot)\(^2\)

The liaison officer with the Health Organisation of the League, reviewing the work of the Health Committee during the past year, drew the Advisory Committee's attention to its deeper meaning, illustrated by many achievements in a variety of spheres.

One of the most important activities of the Health Organisation in the past two years has been the preparations for a European conference on rural life, which will be held at Geneva in October next. This conference, which aims at the amelioration of conditions of rural life, is being prepared for in collaboration with other technical bodies of the League, the International Labour Office and the International Institute of Intellectual Co-operation, and with the International Institute of Agriculture. The Health Organisation has prepared surveys on medical-social policy, sanitation, housing and nutrition for the coming conference.

The Belgian, French and Indian delegates raised the question of the participation of the Advisory Committee in the conference on rural life. The close relation existing between the health and social aspects of certain questions, especially nutrition and housing, was stressed by the Polish delegate.

Attention was also called by the Hungarian delegate to the fact that rural health centres are realising that, in order to be successful from the point of view of health, they must stress the social service aspect of their work. The need for a method of measuring results is also keenly felt. The public health work of the health centres is measured by health indices established with the collaboration of the Health Organisation and used in several countries. It might be worth enquiring more closely what part such centres might usefully play in promoting social welfare, and how indices similar to the health indices could be established for measuring social service work.

Professor Parisot reminded the Committee that the programme of the European conference on rural life had been prepared by a special committee appointed by the Secretary-General, and it was for that committee to decide on the participation of any other League body in the conference. The Health Organisation would certainly welcome such collaboration.

2. International Labour Office (Mme. Thibert)\(^3\)

In accordance with the practice followed in previous years, the liaison officer with the International Labour Office presented a report on those aspects of the work of the International Labour Organisation which might be of interest to the Committee. After stating the position with regard to the ratifications of the various conventions concerning admission to employment in industry and agriculture, and maritime employment and non-industrial employment, she reminded the Committee that there was a revival in several countries of those apprehensions concerning unemployment, especially in unskilled occupations, which had died down during the economic recovery of the preceding years. In consequence, and in order to prevent young people from engaging in blind-alley employments, Governments had undertaken more intensive efforts in the field of vocational education and retraining of young unemployed persons, thus bringing the general problem of vocational training into the foreground. The liaison officer added that the question of vocational training was being discussed by the International Labour Conference, then in session. She also mentioned a meeting of the Committee on Recreation which was held in London in October 1938, and the proposal of a large number of delegates from the Latin-American States to convene at Havana, in November 1939, a second regional conference of American States which are Members of the International Labour Organisation. The work of women and children and social insurance will be among the questions figuring on the agenda of this conference.

\(^1\) Document C.Q.S./43.
\(^2\) Document C.Q.S./41.
\(^3\) Document C.Q.S./39.
III. CHILD WELFARE

1. ANNUAL REPORT ON CHILD WELFARE

The Committee considered the annual report on child welfare framed by the Information Centre with the help of the data supplied by Governments. The material obtained seems to be lacking in uniformity: some Governments draw up their own reports; others send a note accompanied by printed documents in amplification of it; others again merely transmit material on which the section dealing with them can be based. The Committee expressed the hope that, in future, there would be greater uniformity in the Governments' methods of conveying information to the Centre, on the lines indicated in the circular letter sent to the Governments every year.

The examination of the annual report gave rise to discussions on various points. The Committee was uncertain whether there had been an actual growth of juvenile delinquency, or whether the increase in the number of cases heard by juvenile courts was due to an improvement in the methods of detection and greater diligence on the part of the responsible authorities with a view to preventing delinquency by taking care of minors in moral danger. It seems more probable that the latter is the true explanation, but it must be borne in mind that there is a certain incentive to indiscipline and crime at the present time, owing to the prevailing difficulties which many families have to meet because their adults have fallen into unemployment while the younger members are unable to find any employment at all.

Several delegates suggested that it would be desirable to encourage adoption, since that provides a home for orphaned or abandoned children, provided always that such adoption can be annulled if it proves to be against the interests of the child. Mention was also made of the danger of allowing minors to be sent abroad for adoption. The United Kingdom delegate suggested that official protection for children of this class ought to be provided by an international instrument. In France, it is generally held that the names of parents who have been deprived of paternal authority should not be mentioned on the birth-certificate of an adopted child. The new Polish law for the encouragement of adoption (Law of June 16th, 1939) empowers the public assistance authorities to give their consent to the adoption of a child of unknown parentage who has been in their custody for two years. The consequences of this measure are extensive, inasmuch as it deprives the parents of children who have been abandoned or have no civil status of all right to a claim for maintenance by or inheritance from those children if the latter subsequently obtain a good situation. This is thus a kind of civil penalty for unworthy parents.

In Roumania, a youth organisation has recently been formed to deal with children from the nursery-school stage until admission to the university, in order to train them by collective discipline to the service of a common ideal. Furthermore, university students have to perform compulsory social service; in other words, no student of either sex can take a degree without having first spent a period of several months in the villages in which he or she may later have to exercise a social influence or practise a profession.

The Committee also heard statements on the progress made in various countries (United States of America, China, France, India) in the different fields involving child welfare, as well as on the work of the Relief Committee for Chinese Refugees and Wounded, more especially as it affects children.

2. PRINCIPLES ADOPTED IN THE ORGANISATION AND ADMINISTRATION OF WELFARE WORK AMONG THE YOUNG, INCLUDING SOCIAL ASSISTANCE

This study is one of the new subjects which, on the recommendation of the Sub-Committee for Future Work, were placed on the agenda for 1939. The enquiry was entrusted to Mme. Brault (France) as Rapporteur, who submitted a preliminary note giving a detailed plan of work.

The Advisory Committee at first decided to limit this study to the following countries: United States of America, Argentine Republic, Belgium, United Kingdom, Canada, China, Denmark, France, Japan, Mexico, Poland, Uruguay and Yugoslavia.

Owing to lack of time and to the complexity of this enquiry, the delegates of the United Kingdom, Canada and the United States of America made further proposals during the past year regarding the plan of work, suggesting that the time-limit for providing the material should be extended, and recommending that a sub-committee should be set up to reconsider the general lines of the study during the present session. Thus the Rapporteur, when informing the Committee of the progress of the work, had only the draft studies of three countries: France, Poland and Yugoslavia.

In connection with the Polish report, the Rapporteur stressed the sound general structure of social assistance in that country and the well-organised co-ordination of the various branches of the work. The rapid progress made during the past fifteen years and the emphasis laid on safeguarding the family unit were other striking features of the Polish report.

The Yugoslav report outlined the Government's efforts for the protection of the agricultural population, especially in the public health field and in the fight against mortality among children.

When presenting the report of France, the Rapporteur emphasised the co-ordination existing between public health services and social assistance, the great increase in the number.
of institutions, and the valuable work done. Finally, Mme. Brault commented on the satisfactory results obtained.

During the session, a Sub-Committee\(^4\) re-examined the plan of work submitted by the Rapporteur, and on its proposal the Advisory Committee decided to adopt the following procedure:

1. To extend the study in question to all the countries represented on the Advisory Committee;
2. Taking account of the observations of the Governments, and of the discussions in the Advisory Committee, to prescribe the methods of enquiry in such a way that the reports may be of a homogeneous character, which, in spite of the geographical or administrative differences between States represented on the Committee, could facilitate comparison of the information obtained;
3. To adopt a single general plan and to limit it to certain definite points;\(^2\)
4. In order to facilitate the task of the administrations responsible for drawing up reports, to communicate a commentary indicating in a more detailed manner the exact nature of the information desired by the Advisory Committee.\(^2\)

3. Training of Persons engaged in Social Work.\(^3\)

This is a new subject which was placed on the Advisory Committee's agenda last year, on the recommendation of the Sub-Committee for Future Work, and which has also been much discussed in the Fifth Committee of the Assembly.

In the absence of Mr. S. W. Harris (United Kingdom), Rapporteur, Mr. J. F. Henderson reported on the progress of the work. He explained the plan of work prepared by the sub-committee\(^4\) appointed last year, which met in London in March last. The plan of work was submitted to a number of persons in various countries, selected by the sub-committee either by reason of their official position or on account of their personal experience in the special field in question. As the request for information was sent out to the persons consulted only towards the end of March, the information from them will not be available until the end of the present year, and will be submitted to the Advisory Committee at its fourth session in 1940. This is why, although in 1938 the Advisory Committee decided that the two experts should be invited to attend the present session, the invitation was postponed until the 1940 session, when the full documentation will be available.

After a few modifications had been made in the definition of social work, several suggestions were put forward as to how the study could best be developed.

The Belgian delegate desired to draw a clear dividing-line between the activities of social workers and public health workers, on the basis of what in her opinion constituted the final purpose of their work. The health worker proper was concerned with the question of the physical health of the individual and of society; social workers, on the other hand, were specialists, and their work in relation to the individual had the object of adapting him to his social environment and organising the framework of social life. The right to carry on their important activities unhampered was due to social workers. The Indian delegate also stressed the services rendered by social workers, as distinct from the medical aspect of their endeavours.

On the other hand, the delegates of the United States of America, the United Kingdom, France, Mexico and Poland pointed out the difficulty of insisting on such sharp distinctions owing to the close relations existing between health and social work. In France, the public health nurse was considered as a social worker. In the United States of America, the activities of the public health nurse and the social worker were closely related, although carried on by separate groups. The practice of using the same worker for both purposes, especially in the rural field, also presented the important advantage of economy. The same principle applied to the special work accomplished by "La Misiôn" in remote rural districts of Mexico, where it was engaged in public health nursing and in the raising of the social level of the population.

Professor Parisot, in his capacity of Chairman of the Health Committee, was of opinion that too definite a separation of the purposes of promoting physical health and raising the economic and social level of family life was not advisable in practice and would lead to incomplete results.

Another aspect of the question was raised by the Hungarian delegate, who stressed the importance of both public health and social workers' having the backing of the authorities. It was therefore necessary that the authorities should have a profound comprehension of the duties of these workers, and he felt it would be interesting to consider the possibility of including some instruction in social work in the professional training of officials in public

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\(^1\) The Sub-Committee consists of the following members: United States of America, Belgium, United Kingdom, Denmark, France (Rapporteur), Poland, Switzerland.


\(^3\) See Documents C.Q.S.38 and Addendum.

\(^4\) The Sub-Committee was composed of the representatives of the United States of America (as correspondent member), Belgium, United Kingdom (Rapporteur), France, Hungary, the International Labour Office and the International Health Organisation, Miss E. I. Black, Liverpool University (expert), Dr. René Sand, Ministry of Health, Brussels (expert).
administrations who had to deal with social questions. This opinion was supported by the French and Swiss delegates.

The enquiry into the training of persons engaged in social work constituted, in the opinion of the delegates of the United States of America, the United Kingdom, Canada, Denmark, France and Yugoslavia, an excellent opportunity for collaboration between the Health Organisation and the Committee on Social Questions.

Professor Parisot stated that, in his opinion, the Health Committee would welcome the prospect of studying jointly with the Advisory Committee the training of men and women in public health and social work. He informed the Committee that the Health Organisation was continuing its studies on the training of public health nurses, and that there would be no difficulty in co-ordinating the two studies.

The possibility of a joint study at a later date, by the Health Committee and the Advisory Committee on Social Questions, of the training of public health and social workers, through travelling experts who would visit a few selected countries, was raised by the delegate of the United States of America, who expressed the hope that outside funds might be obtained to finance this study.

In conclusion, the Advisory Committee decided that the enquiry should be continued on the lines proposed by the Sub-Committee. It was also in favour of the proposal of the delegate of the United States of America

The French delegation emphasised that the study of the training of persons engaged in social service, which had been undertaken and was being continued by the Advisory Committee on Social Questions concurrently with a study undertaken by the Health Committee on the training of public health visitors, constituted a typical instance in which the collaboration of the Health Committee and the Committee on Social Questions was called for and the assistance of the Co-ordination Committee required. It therefore proposed that the Co-ordination Committee should be asked to draw up a programme of joint studies on this subject. The delegate of Canada associated himself with the view of the French delegation.

4. FAMILY DESERTION

Since the year 1933, the Advisory Committee has been interested in this question, which was placed on its agenda on the recommendation of the Roumanian delegation and the International Bureau for the Unification of Penal Law.

The Rapporteur, Professor V. V. Pella (Roumania), submitted a comparative study of the legislative texts relating to family desertion in various countries. In explaining his report to the Committee, he emphasised the difficulty of solving this question on an international basis owing to the divergences existing in the various legislations. After explaining the problem of family desertion in civil law, he analysed the obligations which formed the basis of the penal conception of family desertion. The first question which, in his opinion, the Advisory Committee would have to answer in connection with family desertion, was whether an international enquiry on this subject should include material, physical and moral desertion. Further problems to consider were criminal intent, the unwillingness of the debtor, and whether family desertion should be prosecuted at the instance of the public authorities or only on the complaint of the injured party. The legal position of foreigners in various countries, conflicts of law, the international effect of penal judgments, the recognition of the extra-territorial effect of accessory penalties and international recognition of previous convictions, the question of extradition, and lastly, the universality of punishment, were the most important points to be considered.

The Rapporteur referred to the recommendation of the seventh International Conference for the Unification of Penal Law at Cairo concerning the conclusion of an international convention providing for the more effective prevention and punishment of the offence of family desertion. He recommended that this question should be referred to a sub-committee.

The delegates of France, Greece, Roumania and Yugoslavia thanked the Rapporteur for his report and stressed the interest which they took in the question.

The representative of Belgium emphasised the interest his country had shown in the question of family desertion. Belgian legislation had defined the penal conception of family desertion in successive laws passed in 1928, 1931 and 1939. He further urged the necessity of introducing the conception of complicity into legislation on this subject.

This conception from the penal point of view applied to anyone assisting a person who was legally bound to pay a maintenance allowance to evade his obligations.

He advocated the conclusion of an international convention, or at any rate of bilateral conventions between countries particularly interested in the question.

Associating himself with the tributes paid to the Rapporteur, the Swiss delegate informed the Committee that the Swiss authorities were somewhat doubtful about the necessity and urgency of an international agreement in this field. He concluded from the legislative texts annexed to Professor Pella's report that, in many countries, effective measures were taken to protect society against the danger of family desertion. In his opinion, what interested the Advisory Committee was not so much that guilty parents should be punished as that children should not become victims of family desertion. He reminded the Committee of...
considerably improve the position of the deserted family. He was, however, in favour of setting up a sub-committee; at the same time, he would be glad if the report could be supplemented by a study of certain other important aspects of family desertion.

The Polish delegate gave information about legislation on family desertion in Poland, and the Uruguayan delegate asked that the articles of the Uruguayan Children's Code concerning family desertion should be attached to the report.

The provisions of the Convention of 1931 concluded between the Scandinavian countries were explained by the Danish delegate, who added that, in the present circumstances, she did not see any need to conclude an international convention concerning extradition for family desertion. She agreed, however, that the question ought to be studied by a sub-committee.

The idea of a sub-committee was also supported by the delegate of the Netherlands.

The delegate of the United Kingdom thanked the Rapporteur for his report, and called attention to the fact, which emerged from the report, that in many countries the failure by parents to carry out one or other of their duties to their family was already dealt with, and in some cases punishable, under different national laws. He suggested that the sub-committee should consider how far anything would be gained by creating a new offence to be called "family desertion", in those countries where most or all of the particular forms of family desertion were already covered by the law. As to the international aspect, it would equally be necessary, in his opinion, to consider the extent of the evil in connection with any suggestion to create an extraditable offence or to draw up bilateral or multilateral treaties on the matter.

The liaison officer of the International Labour Office mentioned that the prevention of family desertion was the subject of measures relative to the transfer of maintenance payments in the Convention concerning the recruitment, placing and conditions of labour of migrants for employment, and in the annexed recommendations which had just been adopted by the International Labour Conference.

Concluding the discussion on this subject, the Committee agreed to set up a sub-committee composed of the delegates of Roumania (Rapporteur), Belgium, the United Kingdom, France, Poland, Switzerland and Uruguay.

The Rapporteur was invited to draw up a questionnaire on the salient points of the problem, which would be sent to all members of the Advisory Committee. The sub-committee would then examine the answers received and make further proposals to the Advisory Committee as to the lines on which the study of family desertion should be pursued.

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5. SOCIAL POSITION OF THE UNMARRIED MOTHER AND HER CHILD

The Committee discussed the second part of the study of the position of the unmarried mother and her child. The first part of this study, dealing with the legal position, was printed this year, and the second part concerns the social aspects of illegitimacy. The draft report submitted by M. de Bie (Netherlands), Rapporteur, was considered in May 1939 by a Sub-Committee appointed last year to assist the Rapporteur.

The Committee thanked the Rapporteur for his interesting report, and a full and useful discussion followed, which was opened by Judge Debes, Chairman of the Norwegian Council for Social Legislation, who had been invited as an expert to assist the Committee in the discussion of this question. After giving an account of Norwegian legislation concerning illegitimacy, Judge Debes analysed the draft report. One of the points especially emphasised concerned the occupation of the unmarried mother. In his opinion, the fact that there were large numbers of unmarried mothers among domestic servants was not due to the especially dangerous circumstances under which they worked, nor to lack of education, but rather to the fact that, as the work was generally considered simple and easy, it was chosen by many young women who were mentally dull or undeveloped.

He was of opinion that the question of illegitimacy should be regarded, at least in some respects, as part of the problem of mental deficiency. In order to diminish the number of illegitimate births, he recommended better housing and better working conditions, loans and family allowances to facilitate early marriages, and sterilisation of the feeble-minded.

The expert's views on the influence of housing on social conditions were shared by several delegates. The United Kingdom delegate informed the Committee of the great effort her country had made to improve housing conditions. The legislation on rural housing in her country was then explained by the delegate of France, who laid particular stress on the measures of propaganda carried out by special committees, which had two main purposes:

1. To give, on demand, advice on the preparation and execution of plans for rural building;

2. To furnish associations and professional agricultural organisations with means to carry on propaganda in favour of the improvement of rural housing.

1 Documents C.Q.S./B./42, 43, 43(a), 43(b) and 46.

2 The Sub-Committee was composed of the delegates of the Netherlands (Rapporteur), the United States of America, the United Kingdom, Canada (as correspondent member), France, Poland, Switzerland and a representative of the American International Institute for Child Welfare (as correspondent member).
The Roumanian delegate mentioned the model villages built by her Government.

The importance of parents' education was stressed by the Belgian delegate. Parents often considered that their duty of guiding their children had ceased when the children were self-supporting; they did not know where their children worked, still less where they spent their leisure hours. Another matter mentioned by her was the unsatisfactory moral atmosphere in which young people were employed in some places. Efforts to initiate collective action among young working people should certainly, in her opinion, have the effect of promoting moral welfare among the young. With regard to the problem of domestic servants, she believed that their educational training and the supervision of placing were the most important factors. The Greek delegate also laid stress on the importance of legislative measures for the protection of domestic servants.

The Indian delegate described the ancient caste system in India, and declared that recent opinion had been moving in the direction of trying to discard this system. She analysed the position of illegitimate children under Hindu, Mohammedan and Buddhist laws.

The difficulties in connection with the problem of illegitimacy in his country were mentioned by the Argentine delegate, the question being complicated by the fact that in the Argentine, which was a strictly Catholic country, divorce, including the divorces which Argentine couples obtained in Uruguay, was not recognised.

The liaison officer with the International Labour Office called attention to the Childbirth Convention of 1919, which affords equal protection to the married and the unmarried mother, the legitimate and the illegitimate child, and has undoubtedly influenced the development of national legislations.

In the course of the session, the Sub-Committee again examined the report in the light of the discussion. In conclusion, the Advisory Committee decided upon the following procedure:

1. Members of the Committee should re-examine the draft report and transmit their observations to the Secretariat by November 1st, 1939;
2. The Rapporteur should communicate these observations to members of the Sub-Committee, and complete the report for the 1940 session;
3. The report should then be printed before the next session of the Committee in 1940 and circulated in final form.
4. The conclusions should be submitted to the Advisory Committee before the meeting of 1940 and should be discussed at this session and the final text added to the printed report.

6. MUI TSAI

The delegate of China raised the question of the Mui Tsai, hitherto dealt with by the Advisory Committee of Experts on Slavery. In the delegate's opinion, this is really a child welfare question, as the idea underlying the Mui-Tsai system is in no way slavery, but a special form of the placing of girls in families.

The Committee therefore decided to place the question of the Mui Tsai on its next agenda in so far as the question is a child welfare matter, and without prejudice to the competence of other League bodies interested in the question, especially the Advisory Committee of Experts on Slavery for cases of abuse and the International Labour Office for conditions of employment. It proposes to establish co-operation with those bodies through the medium of the Secretariat. The Committee also requested the Secretariat to procure it preliminary documentary material on the subject for its next session, and for this purpose to apply for particulars to the Governments concerned.

IV. TRAFFIC IN WOMEN AND CHILDREN

1. RATIFICATION OF CONVENTIONS

The survey of the present state of ratifications of the international instruments dealing with traffic in women and children, contained in the Director's progress report, showed that, apart from a great number of colonies, overseas possessions, protectorates and mandated territories, forty-five States were parties to the 1921 Convention for the Suppression of Traffic in Women and Children, and twenty-five States to the 1933 Convention for the Suppression of the Traffic in Women of Full Age. 1

The Committee noted that further progress can naturally only be slow, so far as the 1921 Convention is concerned, as this Convention is now nearly universally applied, and as the countries which have not yet ratified these Conventions have refrained from doing so for reasons which in most cases are still valid.

As to the 1933 Convention, ratifications have been deposited since the Advisory Committee's last meeting by Brazil, Ireland and Mexico. The Committee notes that this Convention is still very far from having reached the universality of the 1921 Convention, and reiterates the hope that more countries will adhere to it as soon as possible.

1 The full list of the ratifications to these Conventions will be found in Annex III of this report, pages 22-23.
In accordance with the wish expressed by the Committee in 1938, the summary of reports for 1937/38 on traffic in women and children was published as a separate document from that giving the reports on obscene publications. The summary was based on the new questionnaire elaborated by the Committee at its second session.

The Committee noted with satisfaction that about twice as much information had been submitted this year as in the years preceding the rearrangement of the questionnaire, and that not only were the reports fuller, but information was received from countries which had not sent in a report for some years. Compared with previous years, six more countries had sent in annual reports for 1937/38 on traffic in women and children, and reports had been submitted on behalf of twelve more colonies, protectorates, etc., than had been the case last year.

Especially detailed information was received in answer to the new questions asking for information about licensed or recognised brothels, observations and suggestions, and measures relating to venereal disease. The last question in particular had brought in full reports on measures taken during the past few years. The answers complete in some measure the information contained in the League publication on Social Services and Venereal Disease and give a good idea of the new social measures taken by the majority of countries in the struggle against venereal disease.

The Committee took note of certain difficulties which have arisen in connection with the new questionnaire in consequence of the different periods covered by the various questions in the document.

The Committee therefore decided that, in order to achieve uniformity in the answers, all the questions asking for statistical information should be based on the calendar year, and not only the most important question 3 dealing with persons convicted of offences in connection with traffic in women and children. The Committee therefore suggested that the Council should invite countries to base their future answers to Question 2 (licensed or recognised brothels), Question 3 (convictions), Question 4 (cases of international traffic), Question 5 (communication between central authorities), and Question 6 (repatriation and deportation) on the calendar year preceding the date of the report.

As the Committee wished, however, to have the most recent information on non-statistical matters, and as the calendar year preceding the date of the report ends about fifteen or sixteen months before the Committee's usual time of meeting, information on non-statistical matters such as Question 1 (new measures), Question 7 (observations and suggestions) and Question 8 (measures relating to venereal disease) should continue to relate, as in the new questionnaire established last year, to the twelve months ending June 30th.

The Committee also requested that the discrepancy in the text of Question 3 in English and French should be eliminated.

The Committee was specially interested in the answers received to the new question No. 8, dealing with administrative measures relating to venereal disease. It took note of the efforts which were being made in the United States of America, Denmark and the French colonies to reduce the incidence of venereal disease and to improve treatment.

The necessity for a fuller study of the annual reports on traffic in women and children was again stressed, as in previous years. Governments had made special efforts to supply the League with detailed information on these questions, and it would, in the Committee's opinion, discourage countries from continuing to collect the material for the League if they had the impression that the information was not fully utilised.

It was therefore decided that the Standing Sub-Committee on Traffic in Women and Children, which had not met during the present year owing to other pressing work of the Advisory Committee, should meet during the next session.

3. Obscene Publications

In accordance with the wish expressed by the Committee in 1938 and approved by the Council, the summary of annual reports on obscene publications had been issued in a separate document. The Committee noted with satisfaction that the 1933 International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications had been ratified by forty-six States. The observations made above regarding the 1921 Convention on Traffic in Women and Children also applied to that Convention.

The French delegate informed the Committee that the Senate had voted a Bill aiming at adapting French legislation to the provisions of the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications, and that that text was at present before the Chamber of Deputies.

The Committee decided that the statistical information requested in Question 1 (offences discovered) and Question 2 (communications between central authorities) of the questionnaire
on obscene publications should in future be based on the calendar year immediately preceding the date of the report.

As for Question 3 (general observations), since the most recent information is desired, no change should be made in the period covered.

4. Prevention of Prostitution

The Committee in 1938 had instructed the Rapporteur to submit for discussion at its third session a draft report on the prevention of prostitution, for which it had drawn up a plan of work in 1937. This plan provided for the collaboration of the International Labour Office and of two experts — Dr. Cavaillon, Technical Inspector-General of the Ministry of Health, France, and Dr. T. Kemp, Director of the University Institute for Human Genetics, Copenhagen.

The Committee had before it this report\(^1\) with the exception of the final chapter embodying conclusions and recommendations. The ideas underlying this report can be summarised as follows:

- The law and the police, backed by public opinion, can hamper the exploiters of prostitutes; they can prevent them from recruiting women by force or fraud or from artificially expanding demand by advertisement and suggestion. Education, the moral protection of young workers of both sexes in industry, commerce and domestic service, and the development of health and social services, can weaken some of the primary causes of both demand and supply.

The general lines of the report were approved, and a number of points particularly stressed for inclusion in the final text:

The Committee agreed that the guiding principle for the treatment of this question was of a moral character. It felt, however, that its duty was not to restrict itself to the enunciation of principles, but to implement those principles by practical and concrete suggestions.

A great deal of attention was given to the problem of the mental state of prostitutes, a subject which had been dealt with in great detail in the chapter which Dr. Kemp had prepared for the report. This expert informed the Committee of certain new developments, especially in the Scandinavian countries, which were based on scientific studies undertaken by himself and other experts in recent times.

The preliminary results were said to have been promising. Progress had chiefly been attained by the following methods and measures:

1. The use of psychiatric examination of prostitutes who have come into touch with the police;
2. Special treatment of feeble-minded prostitutes;
3. Placing of prostitutes on probation;
4. Preparation of more humanitarian and more practical legislation as regards prostitution.

As to point 4, Dr. Kemp informed the Committee of the contents of a draft law prepared by an unofficial body of experts which, in the opinion of the Committee, showed certain remarkable new departures from previous methods of dealing with that question. The Committee was specially interested in the second paragraph of Article 1 of that draft, which concerned women who enter into immoral relations with chance acquaintances for payment, when it may also be assumed from information obtained that there is danger that the person concerned may be ruined socially as a result of leading a life of debauchery.

This stipulation was considered to be not only the principal innovation in the legislative measures laid down by the Danish expert, but also a remarkable departure from the lines previously followed by legislation in this matter.

There was one aspect of the psychiatric approach to these questions which greatly interested the Committee: the parallelism observed between the mental condition of prostitutes and that of the social elements contained in the group usually called souteneurs. It was pointed out that these men showed to an astonishing degree similar mental peculiarities to those of prostitutes, and that the group contained a large percentage of individuals who could be classified as dull, feeble-minded, or even clearly psychopathic. This point of view seemed, in the opinion of the Committee, to open up new prospects in regard to the possibilities of dealing effectively in certain cases with those elements which in the past had either escaped police action or been treated exclusively from the criminal viewpoint.

Considering, therefore, that the question of souteneurs continues to constitute in many countries an important problem threatening public order, the Committee expressed the wish that, apart from the legal side of the question, which is being dealt with in a draft convention on souteneurs, a study should be made of the social conditions under which this phenomenon appears, chiefly concentrating on the physical and mental attributes of the souteneur.

The criticism made by the Danish expert of the punitive methods formerly used with prostitutes was not fully endorsed by all the members. Apparently in some countries punitive

\(^1\) Documents C.Q.S./A./19(a), 19(b) and 19(c).
measures had had satisfactory effects. The majority of the Committee, however, was of opinion that punitive measures were not likely to achieve lasting and substantial results.

The second group of questions which occupied the attention of the Committee was concerned with the protection of young women against the immediate causes of prostitution.

The Committee discussed such direct preventive measures as means of propaganda and enlightenment, the rôle of railway station missions and the extension of such services, and the importance of extending the organisation of leisure time. Special attention was drawn to the importance of providing social centres for soldiers, sailors and similar groups of men separated from their families. In this connection, certain members specially emphasised the importance of facilitating marriage by family allowances and marriage endowments, and stressed the desirability of measures to compel employers to notify the parents or guardians of minor girls in their service, when such girls leave their employment.

The discussion of the contribution which the International Labour Office had made to the study of prevention, dealing with the moral protection of young women workers, centred mainly on the protection of those young women workers who are shown by experience to be the most exposed to moral risks. Several members expressed their particular interest in the protection of young domestic servants and their hope that the International Labour Organisation would succeed in giving domestic workers a status that, besides improving their conditions of life in general, would also include effective provisions for the moral protection of employees under age.

The liaison officer of the International Labour Office stated that, pending the placing of the question on the agenda of the Conference, the Office would continue, as required by its Constitution, to collect and to distribute information in this field, and would make the regulations and other measures already in force in certain countries as widely known as possible, in order to promote action in other countries.

Attention had been drawn in Chapter V of the report on the prevention of prostitution to recent discoveries in the medical field which have revolutionised the treatment of gonorrhoea and are likely to lead in the future to a marked diminution of this disease, the incidence of which, unlike that of syphilis, has remained almost stationary for the past twenty years. It was pointed out that the facilities for curing syphilis and the accompanying diminution of this disease, and the prospect of similar developments regarding gonorrhoea, might remove one of the elements preventing possible clients from approaching prostitutes. In consequence, the frequenting of prostitutes might increase, and this had as a matter of fact already been observed, with a corresponding increase in fresh cases of the disease, as for instance in a great French port.

In view of these new developments and of the fact that the question of venereal disease had been treated chiefly from the medical point of view by the League up to the present time (only one social aspect having been studied), it was felt that the moment had come for a thorough study of the social aspects of venereal disease.

The Committee therefore unanimously expressed the wish that a new study of the social and medical aspects of venereal disease should be undertaken in common by the Advisory Committee on Social Questions and the Health Committee, and that a report on the matter should be presented as early as possible in the future.

It was felt that the means of collaboration actually prepared, arising from the closer connection between the work of the two Committees, might provide the necessary machinery through which such a study might be undertaken.

It was agreed that the following procedure should be pursued with regard to the publication of the report on the prevention of prostitution. The draft submitted by the Rapporteur would be amended and amplified in the light of the discussion which had taken place in the Committee; more especially, the contents of the paper read by Dr. Kemp should be incorporated in the text. After approval by the Chairman, the final text would be circulated to the members in proof form, as was the case with Part III of the Enquiry into Measures of Rehabilitation (Methods of Rehabilitation of Adult Prostitutes), in order to allow members to study the conclusions and recommendations with a full knowledge of the complete text. The conclusions and recommendations would be circulated simultaneously as a draft in roneo. They would then be discussed by the Committee at its fourth session, and would be added in the form adopted by the Committee as Chapter VI to the volume which will be made available to the public.

5. REHABILITATION OF PROSTITUTES

The Committee concluded its discussion on the enquiry into the rehabilitation of prostitutes, which has been carried out during the last five years, by adopting conclusions and recommendations.

This enquiry has led to four general conclusions. It shows that the difficulties of rehabilitation have not been exaggerated; that no one method of rehabilitation can be upheld as

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1 Social Services and Venereal Disease, document C.5.M.5.1938.IV.
2 Document C.Q.S./A./18 submitted by the Rapporteur.
the best in all circumstances; that special rehabilitation services can only be built up success-
fully on a foundation of wider social measures; and that the difficulties of rehabilitation will
remain great as long as the demand for prostitutes enables women to earn far more in prostitu-
tion than in other work.

Apart from the four general conclusions of which the broad outline has been given above,
the Committee adopted a number of specific recommendations on rehabilitation:

1. That prostitutes can be rehabilitated most easily when they have not been in
the profession long; it is therefore important that means of assistance should be made
known and offered early;

2. That the success of attempts at rehabilitation depends partly on the personality
and insight of the social worker who directs them, but depends also on knowledge:
institutions and organisations should be under the control of trained social workers;

3. That attempts to combine social assistance with medical treatment for venereal
disease have led to particularly interesting results, and it should be the regular practice
for trained social workers to be attached to venereal disease hospitals and clinics;

4. That methods of treatment should be elastic, and should not be decided upon
until the case has been investigated. Women who have been professional prostitutes
for a long time can only regain health and the habit of work by spending two or three
years in an institution. Rehabilitation services should include, besides institutions
which take prostitutes for long periods, social service bureaux to give information and
help to find employment, and hostels where girls and women can lodge and go out to
work.

Help is likely to be successful if certain principles are followed. Prostitutes should be
examined by a mental specialist in order that special treatment may be given to those who
need it; when the women make a new start it should be in fresh surroundings, where they
will not be reminded of their life or exposed to the influence of former friends and exploiters.
Rehabilitation homes should not impose too rigid a discipline or a way of life too different
from the ordinary. Such homes must try to provide the prostitute with new values, so that
she may be eager to persevere with her training and afterwards, when she leaves, to resist
the attraction of her old life. Women should be trained for work which they like and to
which they are suited; they should not be obliged to return to the occupation which they
followed before they became prostitutes. In view of the high earnings to which prostitutes are
accustomed, normal employment found for them should offer a reasonable standard of living.
Social workers should keep in touch for some time with the women who have passed through
their hands. After-care should, however, be carried out with intelligence and discretion.
Clumsy enquiries may destroy a newly gained reputation and confidence and, indeed, the
work of rehabilitation.

Measures of rehabilitation can never by themselves solve the problem of prostitution.
They need to be supplemented by preventive action, which is at once easier, more lasting in
its effects, and of wider application.

The text of the recommendations and conclusions,1 of which the above constitutes a short
summary, was adopted with a few minor amendments. It was generally acknowledged that
these conclusions and recommendations would fulfil a real need for guidance in this matter.

The whole report, consisting of the three volumes: Prostitutes: their Early Life,2 Social
Service and Venereal Disease3 and Methods of Rehabilitation,4 which will be available to the
public during the present year, should, in the opinion of the Committee, serve as an important
source of information and book of reference for all persons employed in this type of social
work, and should stimulate the work of authorities and of public and private institutions in
this field, as well as of all persons interested in these questions. The Committee took note
with satisfaction of the fact that the first two volumes, which had appeared within the last
eighteen months, had already achieved a wide circulation, as indicated by the fact that the
first edition of the volume on social service and venereal disease was almost exhausted a year
after publication.

6. Conference of Central Authorities in Eastern Countries

The 1938 Assembly had expressed regret at the unavoidable delay in carrying out the
recommendation of the Bandoeng Conference that the League of Nations should establish
in the East a bureau to assist the participating countries in their fight against the traffic in
women and children in that part of the world. It invited the Advisory Committee to

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2 Document C.218.M.120.1938.IV.
4 Document C.83.M.43.1939.IV.
consider the proposal in greater detail at its next session. In the opinion of the Assembly, the questions to be studied by the Advisory Committee might include the place at which the bureau should be set up, the financial provisions necessary for its establishment and maintenance, questions of staff, etc.

The Committee unanimously came to the conclusion that the present situation in that part of the world in which the activities of the bureau would be carried out was not favourable for proceeding with that question. This opinion was strengthened by the fact that the Chinese delegation, which previously had pressed for the early establishment of such a bureau, had stated that, in view of the occupation of a great number of Chinese ports by Japanese troops, such a bureau could not be expected to carry on its work on normal lines. In the circumstances, neither the despatch of an expert adviser to study the creation of such a bureau on the spot, nor the discussion of any details of the establishment of the bureau, such as location, financial provisions, staff, etc., would be of any practical use.

The Committee therefore decided with regret to adjourn the question, but to keep it on the agenda with the intention of reopening the matter as soon as the situation in the Far East permitted of a practical solution.
Annex I

AGENDA OF THE THIRD SESSION
OF THE ADVISORY COMMITTEE ON SOCIAL QUESTIONS

1. Election of the Chairman, Vice-Chairman and Rapporteur.
2. Adoption of the agenda and questions of procedure.
4. Reports of the Liaison Officers:
   (a) With the International Labour Office (document C.Q.S./39).
   (b) With the Health Organisation (document C.Q.S./41).
6. Illegitimate children:
   Rapporteur: M. H. de Bie (documents C.Q.S./B./42, 43, 43(a), 43(b); C.Q.S./B./45, C.70.M.24.1939.IV).
8. Training of persons engaged in social work:
   Rapporteur: Mr. S. Harris (document C.Q.S./38 and Addendum).
9. Principles adopted in the administration and organisation of welfare work among the young:
10. Family desertion:
    Rapporteur: M. V. V. Pella (documents C.Q.S./B./44, 44(a), 44(b), 44(c), 44(d)).
11. Rehabilitation of adult prostitutes:
12. Measures of prevention, especially with regard to minors:
    Rapporteur: Mr. S. Cohen (documents C.Q.S./A./19(a) and (b)).
13. Summary of annual reports for the year 1937/38:
    (a) On traffic in women and children (document C.68.M.30.1939.IV and Addenda).
15. Mui Tsai (documents C.Q.S./32 and 34).
18. Date of next session.

Annex II

PRINCIPLES ADOPTED IN THE ORGANISATION AND ADMINISTRATION OF WELFARE WORK AMONG THE YOUNG, INCLUDING SOCIAL ASSISTANCE

PLAN OF WORK

I. Introduction.

Brief description of the country, area, geography, climate, vital statistics, etc.

II. Organisation and Administration of Welfare Work among the Young, including Social Assistance.

1. Government.¹
   (i) Legislation. — List and brief description of the principal laws and decrees governing welfare work among the young and social assistance.
   Federate States might give a general description of the legislation of the States or Provinces without going into details concerning the particular legislation of the individual States or Provinces.

¹ In the case of federate States, the Federal Government and State Governments.
(ii) **Organisation.** — Brief description of the scheme of the organisation of the ministries, departments, or federal offices, etc., responsible for the application and carrying out of the laws on which the services mentioned in paragraph 4 of the commentary are based. Particulars of their respective powers; co-ordination of work, methods employed and services for the protection of different groups of children — namely, infants, children of pre-school age, children of school age, adolescents and special groups of minors (abnormal, defective, or who have committed an offence).

(iii) **Financial Resources.** — Source of the principal funds employed in the services mentioned under (ii): direct or indirect taxes. Is any assistance granted by the Government to the local authorities or private organisations? If so, in what form (subsidising of the services, wages, accommodation, bursaries, etc.)?

2. **Local Authorities.**

(i) **Legislation.** — Brief summary of the statutory powers and functions of the local authorities with regard to the services mentioned in paragraph 4 of the commentary.

(ii) **Organisation.** — Brief description of the scheme of the organisation of the regional, municipal, or communal departments responsible for the application and carrying out of the laws and statutes on which the services mentioned in paragraph 4 of the commentary are based.

(iii) **Financial Resources.** — Source of the funds employed in the services mentioned under (ii): taxes and local rates, special taxes, Government subsidies, etc. Financial participation of the regional or departmental authorities in municipal, communal, or private organisations. Form of such assistance (subsidies, wages, accommodation, bursaries, etc.).

3. **Private Organisations.**

(i) **Organisation.** — Brief description of such organisations in so far as they are actively engaged in one of the services mentioned in paragraph 4 of the commentary.

(ii) **Financial Resources.** — Origin of the principal resources and form of the subsidies granted by the Government and local authorities.

III. **General Trend of Services for Welfare Work among the Young, including Social Assistance (General tendencies).**

**Commentary.**

1. The purpose of this study is to provide information with regard to the organisation of welfare work and social assistance for the young in the various countries. It will enable the Governments and the organisations which are interested in this question to estimate the progress that has been made; to follow the most satisfactory methods; to profit by the experience that has been gained; and to avoid possible mistakes.

2. The investigation will deal essentially with the general principles of the organisation and working. It is not intended to deal with the details of welfare work among the young, but rather to show in broad outline what functions are performed by federal authorities, by State or provincial authorities, by central departments and by local authorities respectively, and also what functions are performed by non-official bodies. (In the case of private organisations, details will only be asked for in respect of national organisations or organisations whose work is of special importance.)

3. The investigation will also show how the various duties are carried out, how the various functions are co-ordinated, and how the various social services are financed.

4. These services should include: (1) public assistance; (2) public health, in so far as it is connected with welfare work among the young, excluding the purely medical aspect; (3) child welfare services in the homes of the children; (4) child welfare work in various groups — infants, children of pre-school and school age, adolescents — and treatment of special groups of children (abnormal children, mental defectives, and minors who have broken the law).

5. When the study of these subjects is carried out, the special provisions concerning infants and expectant mothers and the social assistance services for children in rural districts should not be neglected.

6. As regards the trend of development of the youth welfare and social assistance services, it is desirable to obtain information on certain questions of a general character: for example, are the public authorities taking a bigger part in social work; do the smaller organisations tend to become merged in the bigger organisations; are social measures confined to the destitute or are they being extended, particularly in the matter of prevention and prophylaxis, to a larger proportion of the population; what are the methods adopted (indices, standards, etc.) to estimate the progress that has been made?

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1 Regional, provincial, departmental, municipal, communal administration, etc.
2 Semi-official, grant-aided, voluntary.
3 In the study of the training of persons employed in social service, the Committee has laid down the same limits, deciding to take account of the training of public health nurses only in so far as they do actual social work.
### Annex III

**TABLE SHOWING THE POSITION WITH REGARD TO RATIFICATION AND SIGNATURES OF THE INTERNATIONAL CONVENTIONS ON TRAFFIC IN WOMEN AND CHILDREN AND ON OBSCENE PUBLICATIONS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS**

*(Drawn up on July 1st, 1939.)*

r. indicates ratification or definite accession.

s. indicates signature or accession not yet perfected by ratification.

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1 Reservations made with regard to the application of the Conventions are not given.
2 Including Papua and Norfolk Island and the mandated territories of New Guinea and Nauru.
3 Including the Belgian Congo and the mandated territory of Ruanda-Urundi.
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