LEAGUE OF NATIONS.

Communicated to the

Members of the League.

C.389.M.142.1924.IV.
C.T.P.M. 294.

Geneva, August 14th 1924.

TRAFFIC IN WOMEN AND CHILDREN.

Note by the Secretary-General.

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The Secretary-General of the League of Nations has the honour to submit for the information of the Members of the League and of the Members of the Advisory Committee on Traffic in Women and Children the attached reports on traffic in women and children for the year 1922, received from the Governments of Belgium, Siam and Spain.
REPORT BY THE GOVERNMENT OF BELGIUM.

April 8th, 1923.

In Belgium the central authority appointed under Article 1 of the International Agreement of 1904 is the "Administration Générale de la Sûreté Publique", 45, Boulevard du Roi, Brussels.

In 1922 all foreign women reported by the police to be engaged in clandestine prostitution were repatriated or expelled. No action was taken in the case of prostitutes of foreign origin only registered in the records of the Police d'Enquête, except in cases in which they were reported to be suffering from venereal disease, or to have suffered one or more previous convictions. The majority of the foreign prostitutes are French, in view of the fact that the French language is spoken in Belgium.

In the discharge of the duties imposed upon it by virtue of Article 1 of the International Agreement of 1904, the Administration of the "Sûreté Publique", in order to prevent the engagement of women and girls for immoral purposes abroad, has directed the attention of the communal police to the employment bureaux and agencies carrying on business in Belgium. No case of a woman or girl having been sent abroad through these agencies for the purpose of entering a brothel has been reported to the aforesaid Administration.

The Administration of the "Sûreté Publique" has also given instructions to the railway police and to the captains of sea-going vessels and paddle-boats with a view to the more effective supervision of suspected female passengers.
The railway and marine administrations have not had to deal in the year 1923 with any case connected with the traffic in women and children.

The railway administration has had notices posted in all the stations on its system and in the principal post and telegraph offices throughout the kingdom, giving for the benefit of young women travelling, the addresses of the chief societies for the protection of girls. The assistance of the following associations has been particularly valuable to the administration: the International Catholic Association of Societies for the Protection of Girls, the "Fédération des Foyers Belges", founded by the Y.W.C.A., the "Foyer de la Femme", the "Œuvre de la Protection de la Future Mère", the Christian Women's Social Societies, the "Récunions Amicales", and the Belgian National Protestant Union for the Protection of Girls. The notices published by the Railway Ministry give the names of all these associations and the addresses of their principal homes.

The Belgian Government has taken all necessary steps to make the protection of women and children "entering or leaving the country as emigrants" as effective as possible.

The official Emigration Department receives valuable assistance at the port of Antwerp from "I.M.R." a Jewish Association for the protection of emigrants, and from the "Foyer des Alliés" which is a branch of the Y.W.C.A.
REPORT BY THE GOVERNMENT OF SIAM.

(1) The Central Authority mentioned in Article 1 of the International Agreement of 1910 has not yet been appointed. (See Clause 2).

(2) A "Migration Law", including a clause dealing with traffic in women and children, and providing for the appointment of a "Central Authority" as mentioned in Clause (1) has been drafted, but the Royal Government is awaiting the results of the International Congress, to be held in Rome in the beginning of 1923, before promulgation.

(3) During the year under report 9 cases of offences as specified in Articles 1 and 2 of the Convention of 1910 were detected in Bangkok. In all these cases it was found that minor girls had been seduced and brought from China for immoral purposes.

The offenders in these 9 cases were all Chinese women, 7 of whom originally came from Canton and 2 from Swatow.

(4) All the women as mentioned in Clause (3) were deported to Swatow. The reason for not deporting the 7 Cantonese women direct to Canton was, that, so far, there is no direct communication between Bangkok and Canton. The shortest and most convenient route is that via Hongkong, but as the Government of this colony refuse to issue permits of entry for this class of women, they had to be sent to Swatow as mentioned.
During 1922 no alien prostitutes were repatriated or deported from this country but there were 4 cases in which Chinese prostitutes requested the Bangkok Police to assist them in getting out of their immoral life, and help them to return to their home in Canton.

The Bangkok Police accordingly arranged for the conveyance of these 4 women to "Poh Liang Koi", a charitable institution in Hongkong, which receives poor and destitute women with the object of returning them to their home or to the custody of their relations.

The 4 women as mentioned in this Clause originally came to Bangkok with mail-boats from Hongkong and from Swatow.

When steamers or trains arrive in Bangkok from abroad, they are met by officers of the Bangkok Police, and all minors, whether boys or girls, are questioned by the Police as to the purpose of their journey, etc. etc.

No cases, in which women or girls have been enticed to leave Siam for immoral purposes in other countries, have been reported, but there have been several cases in which it was suspected that minor girls, arriving with steamers from Hongkong or Swatow, had been purchased by Employment-agencies for immoral purposes. It has however been found very difficult to get evidence in such cases. The reason is, that when at sea the agents force their victims to swear that they will not confess the real purpose of their coming to Siam. As a rule these girls are afraid to break their oath and hence the impossibility of rendering
assistance to them. In all cases when minor girls under such circumstances either confess or ask for protection, the Police give all aid in their power to save the girls from the immoral life to which they have been committed.

(8). In all cases where women or children are repatriated to China, they are given over to the care of the Captain of the steamers and information is sent to the Police at the place of destination with the request that they be given over to the "Poh Liang Kok" Institute.

CHILDREN.

Whenever cases of pawning, of bartering, or adopting children for immoral purposes, are brought to the notice of the Police, such children are invariably taken under the protection of the Police. The cases are disposed of according to the wishes of the victims, some being repatriated, some being given over to the custody of trustworthy people according to their desire. In cases where girls have attained the age of majority and desire to be married to men who have expressed their willingness to take them as wives, the Police has arranged to have the marriage ceremony conducted according to the law of the country,
on the Traffic in Women and Children. (1922) submitted by
Don Pedro Barare y Ros de Olano.

1. Questions connected with the "procuring of women and girls
   for immoral purposes abroad". (Article 1 of the 1904 Convention)
   are being dealt with by the Royal Society for the Suppression of
   the White Slave Traffic, which was created by Royal Decree of
   July 9th, 1902, and re-organised by the Decree of April 15th, 1909.

2. (a) Offices or agencies which include among their activities
   the finding of employment for women and girls abroad are subject
   to police inspection or are entered in the police registers.

   Only in very cases of white slave traffic can thes agencies
   be prosecuted either on information or on the initiative of the
   authorities, the agencies being obliged, in all matters connected
   with the provision of employment abroad, to comply with the
   provisions of the Emigration Law which will be referred to below.

   According to information supplied by the Madrid police,
   there are a number of employment agencies for chamber-maids,
   "tanguistas" (professional partners in the numerous dancing
   establishments), and so-called artistes in variety shows.

   The managers of some of these agencies have been proceeded
   against for cruelty, and one of them for procuring prostitutes.

   The Spanish Government has consistently supported the
   recommendations of the Royal Society for the Suppression of the
   Traffic in Women and Children with a view to the exercise of the
   greatest vigilance over employment agencies, in conformity with
   Article 6 of the Convention in question. Special regulations
   on this subject are now under consideration.
The social aspects of the problem have also received the closest attention of the Spanish Government. Among other legislative measures, mention should be made of the Royal Decree of September 29th, 1920, establishing under the direction and supervision of the Ministry of Labour, a general employment department with the following objects:

"1. To study, regulate and direct supply and demand in the labour market in the different parts of Spain.
"2. To investigate cases of enforced unemployment.
"3. To co-ordinate the activities of the various employment agencies with a view to serving the general interest as far as is possible, without encroaching upon the independence of each organisation."

Owing to the complexity of the problem of unemployment, and to the Government's anxiety to comply as far as possible with the recommendations of the Washington International Labour Conference, the Royal Decree of September 29th, 1920, has not in practice been fully applied.

By a law dated July 13th, 1922, the Government was authorised to ratify the Washington Convention on enforced unemployment, while the law on the 1922-1923 Budget appropriated a large sum for unemployment insurance: this sum has been distributed in the form of grants to friendly societies whose object is, or includes, insurance against enforced unemployment.

The policy of the Spanish Government is to encourage unemployment insurance to the utmost, and gradually to establish control over the employment agencies.

Meanwhile, evidence of the unremitting vigilance which is exercised to prevent employment agencies from carrying on with impunity an immoral traffic in women and children may be found in proceedings which have been taken against a number of agents for ill-treating their clients and for trafficking in children under age.
The administrative measures which are under consideration require careful study if they are to be effective, to provide, for every detail, and at the same time to leave no loophole of escape for the persons whom the agencies employ in order to evade all direct responsibility for any illegal practices which may be discovered. Moreover, even if those go-betweens are caught, it is of the greatest importance that the organisations which employ them should not escape with impunity, and that all possible measures should be taken to prevent improper practices.

Although the subject will be dealt with in the chapter on emigration, it may be noted here that, in view of the endeavours of certain agents to induce persons under age to leave the country, the Governors of the provinces contiguous to Portugal received instructions under the Decrees of September 14th, 1913, (together with other regulations for the stricter examination of emigrants) calling their attention to the provisions of the Decree of November 4th, 1904, and laying down that the local authorities should make greater use of publicity to make known in their districts to what sufferings and ignominies emigrants under age are exposed, warning them against the propaganda carried on by employment and emigration agents, and encouraging families to report any proposals made or transactions effected by such agents in each locality.

In all the cases that have arisen, we have strictly carried out the provisions of Article 3 of the 1904
Agreement. It is, however, becoming more and more difficult to discover whether women live by prostitution or not, on account of the new methods they adopt, their independent mode of life and their practice of living in private houses or expensive hotels, combined with the fact that they are often under the protection of men in order to conceal their profession, thus escaping, with the help of forged papers, from the supervision of the authorities. A number of girls, however, were handed over to the French Consul at Barcelona, having been found in the hands of a gang of traffickers of different nationalities, who, in association with others in France, were engaged in procuring girls for licensed brothels in Cuba and the Argentine.

On being notified of this by the Consul, the Barcelona authorities acted with great promptitude and succeeded in arresting six individuals, who were handed over to the Courts; it turned out that some of those men were already wanted by the French consular authorities. Moreover, at various dates the Barcelona police deported and handed over to the French authorities ten professional prostitutes, one of whom was prosecuted in our Courts for alleged illegal practices connected with the White Slave Traffic.

From these cases it became clear that the gang in question had agents on the French frontier (this was not notified to the French authorities, as presumably they were aware of the matter when the French Consul reported it to our authorities), and that these unfortunate girls were sold by one trafficker to another until they
reached their destination, false papers being used for crossing the frontier.

Our Penal Code provides for the punishment of the offences alluded to in Articles 1 and 2 of the Convention of 1910, and 205 persons of both sexes, accused of offences against its provisions, have been prosecuted, their victims numbering 457. 34 persons have been sentenced by the Courts, and 165 cases are still awaiting judgment.

The administrative authorities have handed over to the judicial authorities 56 persons of both sexes, also accused of offences of this kind. As a result of these prosecutions assistance was given to more than 75 of the victims by the Royal Society for the Suppression of the White Slave Traffic, and to more than 745 persons under age by its branches elsewhere in Spain.

Although the victims are very reluctant to reveal the causes of their misfortunes, and have a particularly strong objection to divulging the names of their seducers, the experiences gained in the process of investigating cases has shown that they gradually gain confidence to relate the story of their fall. The principal causes appear to be lack of education, the desire for luxury and wealth, the love of pleasure, the pernicious influence of the cinema, parental avarice, and, in a large number of cases, seduction by lovers, who very soon begin to exploit the girls, especially if they happen to be men of low moral character who would rather
...be maintained and have their needs and vices satisfied by a woman than by honest work, contemptible though their position is, all these motives help the traffickers to attain their ends. The French girls referred to above also confirmed this impression in explaining why they had left their country.

In only one case has Spain been obliged to apply for extradition for any of the offences referred to in Articles 1 and 2 of the Convention quoted above—a case of rape, the guilty person having taken refuge in the Argentine Republic. In view of the provisions (quoted elsewhere) of the various Conventions which have been concluded between Spain and other countries, it does not appear that there can be any difficulty in regard to the extradition of persons committing such offences.

All points connected with oversea emigration are governed by the law of December 1907, to which reference will be made later.

During the years to which this memorandum refers, proposals for the reform of this law were put forward, but these have not yet been discussed by Parliament.

Various articles of the law were amended by Royal decree dated July 6th 1913. In accordance with this decree, shipowners authorised to carry emigrants, or their Spanish representatives, and agents licensed for this purpose, may establish emigration agencies in localities in Spain other than ports already authorised for the embarkation of emigrants, provided that they have obtained the requisite authorisation from the Permanent Committee of the Central Emigration Board.

From the moment the emigrant begins his preparations for the journey until he embarks on the ship which is to convey him to his destination, he is pestered by a horde of middlemen, who do not shrink from the most discreditable methods of obtaining money. Their activities, which are
sometimes of an illegal character, may be dispensed with if the
emigrant is supplied with his boat ticket as near as possible to
his point of departure; and it is for this purpose that licences
are granted for the establishment of emigrant travel agencies
elsewhere than in the ports in which the agents have their
headquarters. An organisation of this kind must necessarily be
supervised by special inspectors, who are also responsible for
answering the enquiries of emigrants and furnishing the Board with
information as to the causes and effects of emigration in the
districts under their supervision.

3. The Government has not yet been able to collect full
information regarding the cases referred to in this item of the
questionnaire.

Most of the information is supplied by the police, and does
not permit of the establishment of statistics from which definite
conclusions can be drawn.

The following figures are therefore given merely as evidence
of the existence of the evil which it is the aim of the 1921
Convention to extirpate, and should only be regarded as advance
information.

The number of persons arrested and handed over to the
judicial authorities on the charge of procuring women and
children for immoral purposes is as follows:

<table>
<thead>
<tr>
<th>Location</th>
<th>Year</th>
<th>Arrests</th>
</tr>
</thead>
<tbody>
<tr>
<td>Madrid</td>
<td>1922</td>
<td>8</td>
</tr>
<tr>
<td>Barcelona</td>
<td>1922</td>
<td>23</td>
</tr>
<tr>
<td>Toledo</td>
<td>1922</td>
<td>3</td>
</tr>
<tr>
<td>Huelva</td>
<td>1922</td>
<td>2</td>
</tr>
<tr>
<td>Seville</td>
<td>1922</td>
<td>1</td>
</tr>
<tr>
<td>Almeria</td>
<td>1922</td>
<td>3</td>
</tr>
<tr>
<td>Oviedo</td>
<td>1922</td>
<td>8</td>
</tr>
</tbody>
</table>

When the cause of arrest is specified by the police, it is
remarkable what a large proportion of the cases are those of
relatives (parents, grandparents, etc.) accused of the
Corruption of girls under 16, and women (usually brothel-hoppers) charged with preventing girls and receiving them into their houses.

The information supplied does not state whether any of the persons detained, or their victims, were aliens.

(This reply should be read in conjunction with the reply given above to question 29).  

4 and 5. The reply to No. 29 above also deals with these two points of the questionnaire, but it may here be added that, according to information supplied by the police, about 9 French prostitutes were deported from Barcelona.

6. The protection of women and children at railway-stations is mainly a police matter.

The Spanish Government has repeatedly issued instructions to the railway authorities and companies - e.g. by Royal Decrees of September 5th and 9th and October 30th 1922 - to give all the assistance in their power to persons watching railway-stations in order to prevent the white slave traffic and to afford assistance to women if required.

The provincial branches of the Royal Society for the Suppression of the White Slave Traffic, which is an officially recognised institution, and the Spanish Section of the International Association for the Protection of Young Women (Madrid Branch, Celle de Hortaleza 53; president: Señora Condesa Viván de Selícani, Sorrento 23), perform the most valuable social work at railway-stations, as far as their resources permit. No statistical details however, are available.
A  As regards seaports, vigilance is exercised and protection afforded by the police, the emigration boards and inspectors, the Association for the Protection of Young Women, and the "Asociación Española de San Rafael"—(Headquarters at Madrid, Calle de Zorrilla 29). The latter is a benevolent institution for the protection of emigrants, its aim being:—(a) to prevent, as far as possible, emigration without sufficient reason; (b) to prevent, remedy, or minimize the evil effects—whether religious, moral, social, or economic—of enforced emigration; (c) to protect emigrants, whatever their age or sex, at each stage of emigration.—Any person who contributes to these objects, whether by personal assistance, subscriptions or donations, can be a member of the Association.

Branches in Spain: This Association has branches in the following towns:—Barcelona, Pabellón de Emigración, Placa de Antonio López. -Bilbao, Villarías, 10.-Cadiz, Bendición de Bicos, 6.-Córdoba, San Sebastián, 7.-Coruña, Alemada, 9.-Cullera, Bellano de San Antonio.—Donia, Foro 1.-Cantábrico, Palacio del Santo Duque.—Gijón, Instituto, 40.—Huesca, Palacio Episcopal.—Jerez, Alfonso III, 11.—Huesca, Casa rectoral de Santa María.—Lima (Majada), Palacio Episcopal.—Santo, San José, 11.—Solórzano, Casa rectoral.—Tarragona, Aranzadi, 12.—Terrassa, Montejava, 40.—Valencia, Bibreros, 2.—Valladolid, Casa social católica.—Vich, Palacio Episcopal.—Vigo, Casa social católica; Oliva, 12.—Saragossa, Paseo de Sagasta, 1.
The following branches exist abroad: Cuba, Havana, calle de Luz y Compostela; Argentine, Buenos Aires; Gedani, 65.- United States, New York; 229 West 14th St., (Jurich Hall); 221 West 14th Street, Hotel de San Rafael; 241 West 14th Street, Casa Maria; - Chile, Valparaiso, Portales 35.- France, Bordeaux, 121, 125, 126, rue Dubourdieu.

The Association has also the following correspondents: Paris- Misión espanola, Rue de la Sorpe, 51 bis, XVI.- Marselles, Misión española, 20 rue de la Bibliothèque.- Lyons, Risco. D. Pedro José Carol, Rue des Trois Pierres, 19, Guillotière.- Agde (Hérault), Risco. D. Francisco Javier Clare, Rue de la Poissonnerie, 20.- Perpignan, Huisan des œuvres, 25, Rempart, Villeneuve.

The Association of San Rafael for the Protection of Exiles grants has devoted particular attention to the protection of girls and children. The central office at Madrid, which is in constant touch with the Madrid branch of the Society for the Suppression of the White-Slave Traffic, has been instrumental in preventing the departure of misguided girls who were preparing to sail under the influence of the splendid prospects held out to them by agents of the white slave traffic.

It has also been able to secure the repatriation of a number of girls under age who had left Spain without the permission of their parents. The central office has established women's committees in the ports of Barcelona and Buenos Aires. The object of these in Spain is to watch steamships in order to obtain information of all departures of girls for overseas.
to prevent those who are not in a position to undertake the journey from doing so, and to give the others letters of recommendation to the women's committee in Buenos Aires. In the latter city the ladies of the Committee have established a kind of hostel for women emigrants, kept by nuns who welcome the girls, train them for some kind of work, and find them situations in the city, keeping in touch with them after they have left the hostel.

Similar measures are taken in regard to children, the chief aim being to prevent the exploitation to which they are too often subjected.

Among the bodies in touch with the "Asociación Española de San Rafael" are the Spanish Missions at Paris, and Marseilles, which assist emigrants living in those cities, and, with the help of the central office at Madrid, obtain papers for a large number of girls to enable them to legalise their civil status and begin their new life in normal conditions. The Spanish Foundation at Bordeaux, which is also affiliated to the "Asociación Española de San Rafael", affords assistance on the same lines to Spanish girls, and especially to children, for whom schools with Spanish teachers appointed by the Spanish Government are to be opened shortly.

7. We have too little information to claim any experience of the activities of agents, but they indubitably exist. Enough was said in the reply to question 2 (a) to give some idea of the problem they involve.

8. In the Royal Decree of March 12th, 1907, regarding the
issue of passports to Spanish subjects wishing to enter or reside in countries which require the production of such passports, it is laid down that, when a passport is required in respect of a workman, "the mayor shall attach thereto the original of the bearer's personal labour contract endorsed by the Spanish Consul in the locality in which the contract is to be carried out. This contract must contain a clause obliging the employer to repatriate the employee and provide for his travelling expenses and subsistence on the journey, and the employer must send with the contract a receipt showing that he has placed at the disposal of the Governor, in the Provincial Deposit Office, a sufficient sum to meet this obligation."

The Royal Decree of May, 1922, based on the agreements reached at the Conference held under the auspices of the League of Nations at Paris in October 1921, reproduces the text (Article 18) of the clause, copied from the Decree of March 18th, 1917.

As regards emigration proper, the following details will give some idea of what Spain is doing in the direction of supervision and the protection of emigrants.

The official body in Spain is the Central Emigration Board, while the principal private body is the above-mentioned "Asociación Española de San Rafael", for the protection and assistance of emigrants of whatever age or sex.
Government Authorities.

The Central Emigration Board has inspectors of emigration and local boards in all ports equipped for the embarkation of emigrants.

The inspectors are officials responsible for the protection of emigrants in conformity with the provisions of the Emigration Law of December 21st, 1907, and of the Regulations for its application.

The local boards which exist in all ports equipped for emigration are in the nature of executive and advisory bodies and information centres.

In addition there are travelling inspectors, whose duty is to protect emigrants on board ship, to see that shipping companies observe the regulations for the treatment of emigrants, and to receive the just complaints of the latter and transmit them to the Central Emigration Board, which will take the necessary measures to secure redress.

The following Spanish ports are properly organised and equipped for the embarkation of emigrants: Barcelona, Valencia, Almeria, Malaga, Cadiz, Vigo, Villagarcia, Coruna, Gijon, Santander and Bilbao in the Peninsula; and Las Palmas, Santa Cruz de Teneriffe and Santa Cruz de la Palma in the Canary Islands. At La Linea de la Concepcion there is a board of inspection which deals with all matters affecting emigrants leaving Spain to embark at the English port of Gibraltar.

The "Asociacion de San Rafael" has branches in all the above towns.

In Spain, emigrants are only allowed to embark in the ports equipped for the purpose, although they are free to choose which of these ports they please. The Central Emigration Board is considering the establishment of hostels in those ports to provide lodging for emigrants.
at a low charge during the time between arrival in the port and embarkation. The purpose of these hostels will be to protect the emigrants against the exploitation to which they are often subjected by proprietors of inns, hotels and lodging-houses, and to give them information and advice as to their journeys and as to conditions in the countries to which they are going.

Only Companies authorised to carry emigrants are allowed to sell their tickets.

The agents, and in some cases the Companies themselves, are held accountable for any illegal practices connected with the sale of these tickets. If the existence of any unauthorised agency for the sale of tickets comes to the knowledge of the Central Emigration Board, the latter informs the judicial authorities forthwith with a view to the immediate suppression of such agency.

Article 45 of the Spanish Emigration Law lays down that "any Company conveying an emigrant who is refused admission in virtue of the Immigration laws in force in the country of destination shall be obliged to repatriate him immediately and free of charge."

The emigration authorities alone have the right to intervene in questions connected with the embarkation of emigrants. These questions are governed by the regulations in force. Under Article 143 of the Regulations the women's quarters must be adequately separated from the men's, either by being placed in a different part of the ship or by means of solid wooden partitions.

Boys over 7 years of age are quartered with the men, and girls of all ages with the women.

In calculating the cubic space to be allotted to the emigrants, two children between 2 and 10 years of age are counted as one person. Children less than two years of age are not counted.
Under Article 141 of the Regulations, six per cent of the beds in premises and sick-rooms reserved for women must, when circumstances so require, be beds 1.83 metres in length by 0.80 metres in breadth; these beds will be reserved for pregnant women or women with children under two years of age, and must be accessible from the side, as must also beds occupied by two children.

In regard to children, Article 139 of the Regulations lays down that each emigrant over ten years of age must be allotted a bed from 1.60 to 1.83 metres long by 0.50 to 0.53 metres wide, interior measurement. Two children of the same sex between two and ten years of age will share one bed. Children under two years of age must share the beds of the persons responsible for them.

Beds must be made of iron, solidly constructed and secured, and must be marked with their numbers in a conspicuous place. Each bed must be provided with one mattress, one pillow and one blanket; the mattress must be replaced by a canvas sheet when the quarters are at a constant temperature of over 25°C.

Beds occupied by two children must be provided with two blankets.

1) On foreign ships each dormitory intended for more than 100 women must have one Spanish Female attendant or stewardess.
2) Adequate arrangements must be made to separate the women's part of the sick-room from the men's.

Ships carrying emigrants must be provided with four washing-sinks, or one large sink with four compartments, each provided with a separate inlet tap and waste-pipe.
In addition to the above, the ships must be provided with bathrooms for men and women, as laid down by Article 104 of the Health Regulations.

The ships must be provided with separate lavatories for men and women emigrants, in the following proportions:

<table>
<thead>
<tr>
<th>Emigrants</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 100</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>100-150</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>150-400</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>400-700</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>700-1000</td>
<td>8</td>
<td>4</td>
</tr>
</tbody>
</table>

d) On board ships, Spanish emigrants are served by Spanish-speaking attendants.

At present, the Spanish Consuls abroad are responsible for the protection of Spanish emigrants, but the Central Emigration Board, aware that it is becoming constantly more necessary to provide them with really effective protection outside Spain, is considering a scheme, which it hopes to put into force at an early date, for the appointment of inspectors abroad, whose duty will be to do everything possible for the welfare of the emigrants when they reach the country of destination, and to afford them effective protection.

The necessity of providing emigrants with identification papers is met by the free issue of "identity books"; these contain a number of pages, clearly and concisely set out, to be filled in on issue by the competent authorities. They also contain pages for consular visas.

The "identity book" consists of two parts: the first part contains the pages reproducing the identification papers, while the second contains information regarding the rights and obligations of the emigrant.

The Royal Decree of May 2nd, 1921, lays down that, when the countries to which the emigrants are travelling require passports, the latter will be delivered free of charge.
by the competent authorities in Spain.

As soon as any falsification of papers comes to the
knowledge of the Central Emigration Board or of any of its
employees, the latter immediately inform the judicial authorities,
who open an enquiry and impose the penalties required by law.

In cases where husbands living abroad have deserted
their wives and children in Spain, the latter being unable
to rejoin them because they cannot emigrate without the husbands’
authorisation, an endeavour is being made to fix a procedure
which, while maintaining marital rights, will enable the wives
and children in these and similar cases to emigrate without the
permission of their husbands or fathers.

Steps have also been taken to found in America, with the
help of the Spanish Associations and Societies established there,
a number of Committees to protect and shelter women and children
at their arrival.

The inspectors abroad, to whom reference was made above,
and whose appointment the Board is considering, will also be
called upon to play a large part in the work of protecting women
and children in foreign lands.

The emigration inspectors are empowered, in consideration
of the merits of each individual case, to prevent the em-
igration of all emigrants who do not fulfil the conditions
required by their countries of destination. This is done to
save them from being refused admission and from all the
vexatious consequences. In addition, there are medical boards
whose duty it is to examine emigrants before they embark, and
to detain those whose disabilities might lead to their
rejection by the country of destination.
In Spain there is no system corresponding either in theory or practice to the custom of bartering or pawning children. As regards adoption, we have a legal system based on the most liberal social principles.

The practice of adoption in its old form of making the adopted child a member of the family is fairly frequent in Spain, especially in the case of foundlings; but it is less frequent for the adopters to take the procedure which gives legal effect to acts of charity towards homeless children. This was shown by the information collected by the Moral and Political Science Section of the Madrid Athenæum in 1901 and 1902, for its studies of the three cardinal points in human life—birth, marriage, and death—among the lower classes in Spain.

The Civil Code provides detailed regulations in regard to the legal fiction of adoption, and pays special attention to safeguarding the rights of the person adopted, and those of the adopter's own family. To exercise the right of adoption, a man must be in full possession of his civil rights, be over 45 years of age, and be at least 15 years older than the person he adopts. Adoption is prohibited in the case of the clergy, persons having legitimate or legitimised descendants, guardians in respect of their wards until the accounts of their trusteeship have been finally audited, and husbands without the consent of their wives, or vice-versa.

A husband and wife may adopt jointly, this being the only case in which adoption by more than one person is allowed. Adoption must be confirmed by judicial authorisation, subject to the consent of
the person adopted, or his legal representatives if he is a minor or legally incapacitated. When the adoption has been approved by a magistrate, a certificate must be issued stating the conditions of adoption. The certificate must be entered in the relevant civil register. The adopter has rights of paternal authority over the person adopted, who is entitled to use his adopted father's name concurrently with his family name. They are mutually obliged to support each other, but they are not entitled to inherit each other's property, except in virtue of a will, or unless the adoption certificate contains a clause to that effect. With the exception of rights arising out of paternal authority, the person adopted retains all his rights in the family in which he was born. Lastly, the Code lays down that minors or persons legally incapacitated who have been adopted may apply for the cancellation of their adoption within the first four years following the attainment of their majority or the date on which their disqualification has been removed.

An interesting legislative measure is that contained in the Royal Decree of June 21st, 1916, which instructed the provincial and local Boards for Child Welfare and the Suppression of Mendicity to issue a circular appealing to well-to-do and charitable farmers' families and landowners to take in children left without support through orphanhood, abandonment, or parental neglect, and employ in minor agricultural tasks those who have attained the age prescribed in the Law.

For this purpose Governors and Mayors will notify the Child Welfare Board, at the Ministry of the Interior, of the number of families prepared to take in children, in order that children may be sent from other provinces if there are not enough in the provinces in which the offers are made.
The rural associations and agricultural societies will likewise have to find day-work for unoccupied or homeless children less than 16 years of age; should parents or guardians object, the consequences of the responsibility they thus recognize will be enforced.

The Boards may grant assistance to farmers of small means in the form of a monthly allowance for children below 15 years of age; children above this age will be assumed to earn their keep by their work.

Families must fulfill the following conditions for children to be committed to their charge:

The heads of the family must be legally married.
There must be no infectious disease in the family.
The family must be of good reputation.
It must have sources of income other than the allowance.
There must not be more than four children in the family.

Mayors and the members of the Boards will be responsible for exercising the necessary supervision over the families and the children they have taken in, and for enforcing the legal measures prescribed in regard to living conditions, education and labour, particularly in regard to work prohibited for children less than 16 years of age, or liable to be injurious to them in the opinion of the labour inspectors of the Institute of Social Reform.

On the advice of the Boards, bounties will be awarded to families which have shown the greatest zeal in caring for the children they have taken in without remuneration.