

In case of any further communication on this subject, please quote the following reference



No. 53.  
Inkom i Öfverståth. Ambetet  
för Polisärenden  
den 23 AUG. 1913  
Polismästaren.

CRIMINAL INVESTIGATION DEPARTMENT,  
NEW SCOTLAND YARD,  
LONDON, S.W.

28th July 1913.

From F. S. BULLOCK, Esq., C.I.E.,

*Assistant Commissioner of Police, and*

*Central Authority in England for the Repression of White Slave Traffic.*

To.....The Chief of Police,.....  
Central Authority in Sweden for the  
.....Repression of White Slave Traffic,  
  
S T O C K H O L M .

Sir,

I have pleasure in forwarding, for your information,  
a copy of my report, as Central Authority for Great Britain,  
which has just been issued.

I am,

Sir,

E. S.

Your obedient Servant,

*F. S. Bullock*

## WHITE SLAVE TRAFFIC.

New Scotland Yard,  
London, S.W.

12th June, 1913.

The official conference held in Paris on April 18th to May 4th, 1910, was the second International Conference on the White Slave Traffic.

It presented the terms of the existing convention which has been signed by the principal States and Governments of the civilised world, whereby the signatories are bound to co-operate with the object of repressing White Slave Traffic.

The following definition of the term "White Slave Traffic" is embodied in Articles 1 and 2 of the convention.

### ARTICLE I.

"Whoever, in order to gratify the passions of another person, has procured, enticed, or led away, even with her consent a woman or girl under age, for immoral purposes shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries."

### ARTICLE II.

"Whoever, to gratify the passions of another person, has by fraud or by means of violence, threats, abuse of authority or any other method of compulsion, procured, enticed, or led away a woman or girl over age, for immoral purposes shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries."

It is evident that these definitions do not quite satisfactorily indicate the precise meaning that is implied in the term "traffic," which signifies pecuniary advantage to the trafficker, and in America the term "commercialised vice" is more commonly used, but this is scarcely a happy expression except in so far as it includes prostitution of all kinds when practised for purposes of gain. It is perhaps difficult to find any concise term which represents exactly the double signification of procuration, and pecuniary advantage to the procurer which mark the essential features of the trade in women for immoral purposes, and it is, therefore, better to retain the well-understood term of White Slave Traffic.

It is well, however, to insist on these two features of the traffic, because there is a tendency, natural enough in this connection, to mix up the more prevalent and perhaps equally lamentable subject of prostitution, with White Slave Traffic. The special distinguishing mark is the procuration of girls for the gratification of the passions of others for the profit of the procurer, rather than the seduction of girls with the motive of gratifying personal lust and passion.

### *The Central Authority.*

The international arrangement signed at Paris on May 18, 1904, was given effect to on 9th November, 1904, by the appointment of a Central Authority for dealing specially with the suppression of the White Slave Traffic in Great Britain, and his duties were defined as follows:—

1. To collect information generally about the White Slave Traffic, and to correspond direct with the authorities appointed in other States.
2. To have a watch kept at railway stations and ports on persons engaged in this traffic.
3. To communicate with the victims of the traffic, to arrange for the repatriation of those who desire to return to their own country, and to place them in suitable homes pending repatriation.
4. To keep under observation agencies which offer women and girls situations abroad.

A sum of £100 was provided in the Home Office vote to assist the Central Authority to provide for the expenses of repatriation of girls.

Since the date of this appointment, Congresses of the International Committees have been held in Paris in 1906, in Madrid in 1910 and in Brussels in 1912; and an official International Conference was held in Paris in May, 1910, at all of which the Central Authority for Great Britain has been present.

Before proceeding to report on the special points which have been proposed for consideration at the International Conference to be held in London in June and July, it seems desirable to place on record some of the special features of the question as they have presented themselves in Great Britain.

*Duties of the Central Authority.*

Though nominally the Central Authority is for Great Britain, it is obvious that in the absence of the co-ordination of the police forces of the country there can be but little real control or means of centralization of information in respect of the numerous ports, and cities, and railways, on such a subject as the procurement of women for purposes of traffic, but this view of the matter is modified to some extent by the fact that London is itself a sort of magnetic centre, which by its powerful attraction draws to it irresistibly the various agencies at work in this nefarious business, and therefore, localises it to a considerable extent.

No Central Authority, however, who is engaged in the work of the Metropolitan Police in London, could, with the means at his disposal in Great Britain, venture to exercise his functions with any hope of success except by securing the cordial co-operation, not only of the local Police Forces, but of the various philanthropic societies of the country, who are engaged in the work of protection and rescue of girls all over the country. The first and most important step was, therefore, to establish a good understanding with all such institutions with a view to obtaining information, and giving them every possible assistance.

Without such intimate and unreserved association of the police with the work of the National Vigilance Association, the Jewish Association for the Protection of Girls, the Travellers' Aid Association, and other societies whose object is to assist girls and young women, it would have been a hopeless task to attempt to discharge the duties prescribed, and it has, therefore, been the object of the Central Authority to establish this alliance, and give every confidence that it would be his desire to assist them in their endeavours. But this makes it the more difficult to give official statistical information of the work done. A reference must, therefore, be made to the reports of those societies.

It was realised at the outset that such steps as the watching of railway stations and ports of embarkation could not be effectively taken by the means at the disposal of the Central Authority, and it is doubtful whether such vigilance by police would have had the desired result, but the workers of the societies above-mentioned have cheerfully undertaken that duty, and have carried it out with considerable success, though it is impossible to claim complete supervision by this means of the numerous places in the country which require it.

*Special Features in England.*

Here it is necessary to call attention to the peculiarly difficult circumstances which attend the work of suppression of international traffic in Great Britain. We are not situated as countries on the European Continent are with definite territorial boundaries, with fixed lines of railway, and well-known ports of embarkation, but are surrounded by a seaboard with numerous important seaports all round it, communicating with Europe, America, India, and Africa; we have such important seaports as London, Liverpool, Glasgow, Bristol, Hull, with a large population, such direct routes as those of Dover, Folkestone, Newhaven, Harwich, Grimsby, Weymouth, Southampton, Plymouth, communicating by railway with centres of trade such as Manchester, Birmingham, Sheffield, etc., and a population engaged in all sorts of industry and commerce, where concealment and evasion are very simple operations.

It is necessary to emphasize this situation because the subjects for consideration include such questions as the protection of girls on emigrant ships, in the colonies and abroad, at post offices and theatrical performances, at public houses and refreshment bars, from the insidious invitations of newspaper advertisements, and employment agencies, in fact every walk of life, and by every device that the scientific developments of electricity and steam have placed at the disposal of the evildoer as well as that of the good citizen.

The protective agencies at the disposal of the Central Authority are practically non-existent in comparison with the forces against which he has to contend, and but for the voluntary work of numerous societies, it would be impossible to carry out the vigilance required at the various railway stations, ports, and places as is contemplated by the scheme of protection suggested by the international agreement.

The immediate purpose of the London Congress is to consider the international aspects of this question rather than the local or national features of it, but each signatory of the agreement has necessarily to present the special aspect of the case from an international point of view; that is, to show the extent and character of the traffic, not only

as it affects the women of the country itself, but as it affects the women of other countries.

For this purpose it is of the utmost importance to study the attitude of the people of each country towards the subject, and the opportunity thereby given to those who are concerned in the traffic of profiting by the treatment of women as an article of commercial activity.

#### *State Regulation.*

The reports called for from every International Committee and submitted to the Congress held in Madrid in 1910, established the fact that there was a consensus of opinion that the principal if not the only source of White Slave Traffic is to be found in the "State Regulation of Vice," as it is termed in England, or as it may perhaps be more fully described, the recognition by the State of prostitution as a necessity—an evil which perhaps cannot be suppressed but calls for control by registration and sanitary supervision. This system of registration appears to exist in some form or another in most countries except those under the British Government. It is not proposed to enter in this report into the merits or demerits of the question of State regulation. It suffices to say that since April 16th, 1886, in England no form of State regulation of prostitution has been sanctioned.

#### *Regulation in England.*

For a period of 20 years from 1866 to 1886, during which time the Contagious Diseases Acts of 1864 to 1869 were in force, a limited form of State regulation of prostitution in specified areas, in which naval and military forces were stationed, was in force, but the evils and abuses connected therewith led to a demand for the abolition of all State control, which culminated in the Royal Commission of 1870, and the Select Parliamentary Committee of 1871, and the final repeal of all the Acts in 1886. Since that year, no restrictions or supervision have been exercised over prostitutes from the point of view of health and sanitary precaution—they can only be proceeded against for offences against the laws of decency and order, for such offences as solicitation in the streets, or disorderly conduct; and similarly brothels can be dealt with for being disorderly houses on the complaint of local authorities.

#### *The Position in England.*

The position, therefore, in England is briefly that prostitutes are free to live and exercise their calling, subject only to the necessity of behaving themselves as orderly persons, giving no offence by their conduct to their neighbours; but the keeping of disorderly houses and brothels is expressly forbidden by the old Act of 1751, and the Criminal Law Amendment Act of 1885, and, therefore, under rulings that have become law, although no precise definition of the word "brothel" has been given, the residence of more than one prostitute in the same flat or tenement used for the purposes of prostitution is considered a brothel, whereas the residence of a single woman living by herself, and exercising her calling as a prostitute is not a brothel. It is therefore, very simple to state the position in England, the calling of a prostitute is only restricted by the laws of decency and order so long as it is exercised alone, but the association of more than one prostitute in the same tenement or building to which access is obtained by one door, may become liable to prosecution if it leads to disorderly conduct and is complained of by the neighbours.

Under these circumstances, the keeping of houses by a proprietor for his own profit for the residence of prostitutes to exercise their calling becomes an offence of a serious character.

#### *The Atmosphere in England.*

The absence of recognised brothels, regulated and supervised by Police, is a fact which must be kept in view in dealing with the White Slave Traffic problem in England. It is not sufficient to say merely that the laws which recognize them have been repealed, it must be added that the repeal of the laws was due to a very strong expression of public opinion on the subject, in fact, a revolt of society against a system which appeared to be based on the theory that prostitution was for men a necessity of life. This repeal, moreover, was the outcome of a widespread feeling of indignation that women should be subjected to the indignity and disgrace of being treated as chattels, as mere articles of commerce, and enquiries into the case of women, not only in England, but still more in certain Continental cities, where it was found that English girls were bought and sold, brought about such a revulsion of feeling that meetings were held all over the country and societies were formed for the protection of women, and eventually the attitude of the English people towards this subject led to the movement which finds its expression in the White Slave

Traffic campaign of to-day. England was in fact the first country to take steps towards the repression of the traffic, and the attitude and action of the English people is responsible in great measure for the legislation that has since been passed in other countries to deal with the evil. The repeal of the Contagious Diseases Acts was accompanied by the passing of the Criminal Law Amendment Act of 1885, which made the procurement of women for immoral purposes a punishable offence, and the expression of feeling then evinced and given effect to, is as strong now as it was then, as was proved by the strong support given to the measure recently passed to strengthen and amend the Act of 1885. We, therefore, live in an atmosphere charged with hostility towards the existence of the traffic in any shape or form, our laws are framed to combat it, our sentiments and ideas are inimical to any growth of a system which favours it, and if anything is wanting to prove this, it would be the reception of the Act recently passed in England which makes it an offence, punishable with flogging, to procure or attempt to procure a woman for immoral purposes. Corporal punishment has been almost eliminated from the list of punishments in force in England, and its re-imposition in the recent Act is a very strong indication of the attitude of the people towards the degrading offence for which it has now been sanctioned with general approval; it was deliberately proposed with the object of acting as a deterrent, and signs are not wanting that it has not failed in its effect. This is an indication of the sentiment of this country, and in the atmosphere, religious and moral, which pervades society, there is perhaps the strongest evidence that the traffic in women is not likely to flourish here. But in saying this, it would be rash to assume that it indicates that the people of this country are really more moral than those of any other neighbouring countries, because it may well be that in refusing to countenance immorality publicly, we are only conniving at clandestine and secret relations of the same character. Any comparisons of standards of morality between different countries are misleading and worthless without some test which applies equally to all, but the fact remains, that in England the work of combating the traffic is probably simpler than in those in which immorality is, under regulation, recognised as a social necessity. Owing to the prevailing hostility such regulation provokes, we have nothing to correspond to the "Police des mœurs," no department which takes cognizance of private conduct with a view to its control. In its place there is only public opinion, and the fear of the press, which brings the fierce light of condemnation upon those who fail to conform to the standard of public morality. The discussions consequent upon the introduction of recent legislation on the subject of White Slave Traffic had a curious result in England, for no sooner was the subject mentioned in the public prints than a remarkable manifestation of anxiety was exhibited in regard to the dangers run by women and girls in the streets of London, for which there was in fact no justification or foundation. All sorts of stories, sensational and wholly improbable were repeated from mouth to mouth, of sudden disappearances, abductions and attempts to entice and allure innocent girls, which on investigation proved to be absolutely without foundation, and are only mentioned now to show how sensitive the people of this country are to questions of this kind. With the passing of the Act, these stories and rumours have died a natural death.

But if the absence of regulation and tolerated houses in England may be assumed to make it an unfavourable market for the traffic, it must still be admitted that the freedom accorded to prostitution does permit a certain number of houses which are suspected to be brothels, owing to the residence therein, or use thereof, by women who are known to be prostitutes. These houses are, however, very rarely found to be under the control of a manager who derives profits from the earnings of his tenants, except to the extent of levying a high rent for the rooms occupied, and the conditions which are so objectionable in the tolerated houses which practically make slaves of the inmates, do not exist here. Every inmate is her own mistress, and can go in and out as she pleases. Even these suspected houses are diminishing in number, and statistics for the Metropolitan Police District, which are reliable, show that in ten years there has been a remarkable decrease in the number of suspected brothels, and this decrease has been a steady and progressive one. Curiously enough, the figures which give the number of persons convicted of living on the prostitution of women during the same period show an equally steady increase. It may be that the suppression of suspected brothels has led to an increase in the number of men who live on the prostitution of women, and that this is the direction in which White Slave Traffic is being carried on in this country.

#### *Is England a Dépôt?*

It has often been asserted that even if White Slave Traffic is not common in England in the form in which it is known in other countries where regulation of prostitution is in

force, still England is a sort of clearing house or depôt for the traffic. The reason assigned for this view is that the facilities offered by the various shipping companies and the ports of England make it a good starting point, and that traffickers have only to arrange to get their victims to England, and no obstacle is placed in their way if they wish to take girls out to South America or elsewhere. This is, of course, possible, but we have no reason to believe that it prevails to any great extent, and the strict watch kept at the ports of departure would lead to the contrary view. The real question which it is important in the interest of all countries concerned in the matter to answer is not, however, the one placed before the Madrid Conference, "What is the principal source of White Slave Traffic?" To this the unanimous answer given was that the State regulation of vice and tolerated houses was the principal source. That is no doubt a very important aspect of the case, and it is true that where State regulation exists and tolerated houses are found, there the White Slave Trafficker will find the best market for his merchandise. A far more important question is, "Why women and girls allow themselves, or are allowed to become an article of commerce?"—if we are to arrive at any satisfactory result. The answer to it is perhaps self-evident. It is because they think or hope to make money or to earn an easier livelihood by selling themselves than by working for low wages. It is the economic condition of many women which drives them to this sad condition, coupled with defective education, moral and religious. This appears to be the practical outcome of the searching enquiries made in the United States of America. Moral degradation such as is implied by the existence of White Slave Traffic in any country, is due to defective economic conditions, low wages, want of education, absence of religious teaching, loss of self-respect and self-restraint. This, if true, would lead to the conclusion that the victims of White Slave Traffic are most numerous from amongst the population of those countries in which the economic conditions are the lowest, where poverty is most noticeable and the struggle for life hardest. This is the aspect of the case which requires more investigation, and it would help to a correct conclusion if there were a State census of the inmates of tolerated houses showing the number of each nationality residing therein in countries where regulation prevails.

In this country there is practically no market afforded by brothels, and it is a very hazardous undertaking for a trafficker to deal in girls except for the foreign markets, and if such a transaction takes place in England, the man and his victims leave at once, taking the evidence of it with them, and making it almost impossible to punish the offender. If he returns with a view to a fresh transaction, it is very difficult to prove the previous one, and the chances of detection are very slight. But so far as experience has shown the number of cases of this kind is very few.

But it would not appear impossible to obtain a correct return from each country in which State regulation is in force, of the number and nationality of the inmates of tolerated or registered houses, and then to find out which country suffers most from the operations of the White Slave Trafficker.

#### *Absence of Statistics.*

The system in vogue in England prohibits any form of statistics. The practice of prostitution being unrestricted, we have no statistics which give us the number of prostitutes—their place of residence is not registered or known—and so long as they behave themselves in a decent and inoffensive manner, their manner of life is not self-evident. I have appended to this report a return of cases dealing with offences in the Metropolitan District committed by prostitutes, which throws, however, very little light on their number or condition.

If the figures which show the number of prostitutes convicted of offences against the laws of decency and order, such as solicitation in the streets, are examined, they are so insignificant as to give a very low percentage on the population of seven millions who reside in the Metropolitan Police District. It would be impossible to make any reliable computation of the total number of prostitutes from these figures, especially as they refer only to the poorest and lowest class of prostitutes. All that may be safely inferred is that the freedom and latitude accorded to this class under the system that prevails does not tend to any great amount of indecency or annoyance in the streets. If we look at the average number of convictions for procuration for the same period, it seems impossible to believe that the offence is so rare as it would appear from the figures; but the truth is probably to be found in the conclusion that legal evidence to establish guilt is very difficult to obtain, and that the victims are reluctant to come forward and incur the exposure of a public enquiry into their conduct. This, no doubt, is a difficulty which is being felt

in all countries which are interested in the suppression of the traffic, and may point to the conclusion that it is not so much a work for Police and Criminal Courts to deal with as is commonly supposed.

The foregoing observations lead up to the principal question addressed to the Central Authorities of the various countries which are adherents of the international agreement :

What is the actual extent of international White Slave Traffic ?

#### *Extent of International Traffic.*

It is a question which has for the last ten years constantly been under consideration, and it is a difficult one to answer. No individual or dogmatic opinion on the subject is likely to be accepted without much discussion, and discussion without indisputable facts is unfruitful. But there is little doubt that the various Police Authorities engaged in dealing with crime are in the best position to judge of the real extent of the traffic, and it has been our object to ascertain the opinion of the principal officers in different important places in England. Interrogatories addressed to the following Chiefs of the Police have elicited absolute unanimity of opinion. The Chiefs of Police in Liverpool, Manchester, Preston, Birkenhead, Glasgow, Hull, Southampton, Bristol, Birmingham, Cardiff, Swansea, Grimsby, Weymouth, Plymouth, Dover, Folkestone, Lewes, Chelmsford, &c., practically all the principal ports and cities in which suspicion of the traffic existed, have been addressed with a view to ascertaining their opinions, arrived at during the period of observation. The unanimous answer, without exception, is that there is no reason to believe that there is any organised system of trafficking in women, or any procuration for the foreign market. It is generally admitted that occasionally suspicious cases have come to light, which on investigation proved not to be cases of genuine trafficking. They usually prove to be cases in which girls whose moral character has been debased, who have practically been prostitutes for some time, have been persuaded to go abroad in the expectation of making more money, and have been consenting and willing parties to the arrangement. Such cases are almost always beyond hope of rescue. Interference by police is resisted and resented, and it is found that when attempts are made to warn the women, or induce them to give up their intentions, they invariably withhold the truth, and take the part of the men with whom they are associating.

This is, of course, the experience of police officers and tends to show one side of the picture. The reverse side is presented by the experience of voluntary workers of philanthropic societies for the protection of women. The statements made to these workers are usually very different from those made by the same women to the official policeman. The appeal for help by an innocent or frightened victim of a base and immoral man of low character is, of course, quite another aspect of the case. Many such cases which at first sight appear genuine cases of enticing away with a view to immorality, on enquiry prove to have another side to them. In these days of education and independence, many a girl, anxious to make her own living, but innocent of the world and its dangers, puts herself into the power of a man who cannot be called a trafficker in women, but may be, and often is, a man of immoral character, and the result may be easily imagined. His proposals to an innocent girl strike terror into her heart, and such a case in the hands of a rescue worker naturally assumes the aspect of trafficking, though it is in reality an isolated case of sordid temptation and weakness.

Some of the dangers incurred by young women in search of employment or means of subsistence might be easily illustrated.

#### *Employment.*

Employment as dancers and singers on the stage leading to engagements abroad, in distant countries on small salaries. Such cases are perhaps most common; the atmosphere of the music hall stage is too well known to need explanation—the girls who seek such employment are only too often frivolous and weak in character, and their health suffers and they get into difficulties. Their fate is often the saddest of all, for they begin by being attracted by the glamour of the stage in all innocence, and end in the lowest depths of vice.

Women who answer advertisements in newspapers for secretaries, typists, companions, governesses, or the numerous other employments connected with trade, are often quite innocent of the ways of the world, appear to be willing to accept the offer of any man to accompany him, without a suspicion of danger, to any quarter of the globe.

Such cases may lead to immoral proposals and disgrace, but they are not necessarily cases of trafficking.

Employment at bars, restaurants, tea rooms, and the like, frequently leads to the downfall of girls, but they are cases which have no relation to the White Slave Traffic, properly speaking.

To all such instances it has become the fashion to attach the stigma of White Slave Traffic ; but is it not reasonable to suppose that with the modern desire for independence and liberty of action which has become a characteristic of women, it is not only the man who is to blame for some of the deplorable consequences which follow in the search for a free and uncontrolled life ?

It would make this report too long to illustrate this by examples from actual cases, but it is notorious that the change that has come over the habits, thoughts, and employments of women has led them into dangers they little realize. But if this is true, and it is too palpable not to be admitted, it becomes evident that the police are not likely to cope with it by the application of police methods and the criminal law.

It is a far more important matter that moral and religious education and training should be provided to form the character of the men and women of the day. The weakening of religious beliefs and convictions, and the tendency to laxity of thought is a far more important factor in the problem than is usually understood, and the total absence of any conscientious objection to immorality in the majority of cases which come to notice is a disquieting and serious feature.

The want of any evidence of organised traffic, coupled with the undoubted impression that immorality is very common among all classes, gives cause for grave consideration as to the lines to be followed.

#### *Results of work done.*

Pursuing the interrogatories as to the progress made and the methods employed to cope with the evil, and the demand for suggestions as to future action, it is not difficult to show that the activity of the police, in conjunction with private enterprise, in suppressing traffic, has resulted most beneficially in making traffickers very careful against breaking the law relating to procurement.

The cases which come to the knowledge of the police specially deputed to discover them are fewer in number, and the character of the traffic has completely changed, for it cannot be doubted that 25 years ago there was a traffic in English girls for Continental brothels, whereas we have no reason whatever to believe that this is now the case. What is now found is that women are in the habit of keeping men, who have no other visible means of subsistence, by the money they make from the proceeds of their prostitution. This depraved and base class of man represents the White Slave Trafficker of to-day. It is difficult to fathom the exact reason for this abnormal and degrading association between the man and the prostitute, but no doubt it is partly due to the necessity of finding a friend of the male sex in her outcast and *déclassé* condition of life to help her in difficulties, which drives the prostitute to support these male pests of a demoralized society.

However this may be, the conclusion to which we are driven is that the extent and form of the White Slave Traffic to-day in this country is to be measured by the number of these bullies or companions of the fallen prostitutes of the streets. The suppression of these parasites of the prostitute is the object of the recent legislation in England, because they, no doubt, are instrumental in promoting such transactions as take place in the nature of White Slave Traffic, and they most certainly are responsible for many cases of demoralization and downfall among young girls. They exist in some form or another in all countries, but their actions vary according to the systems in vogue in different places. If brothels existed in England similar to the tolerated houses of countries where regulation is in force, they would, no doubt, find their occupation in procuring girls for them ; but in England their object is to make money for themselves by following prostitutes and living on their earnings, and, no doubt, these men if opportunity offers increase their profits by dealings with those of their class who come here to cater for their clients abroad, where brothels are regulated. Such transactions are suspected to be most numerous in the east end of London, where there is a large population of aliens, chiefly Jews from Russia and Poland, which is constantly being augmented by immigration, and changing owing to emigration. This shifting community of aliens, many of whom do not speak English, come and go constantly, and they form a difficult community to deal with. They land in families or singly and try their fortunes in this country, arriving with very slender resources, with religious and moral convictions somewhat different from those of this country, and with practically nothing in common with the English ; and it cannot be denied that they furnish the majority of these cases of trafficking which have obtained for London the



unenviable reputation of a depôt for the traffic. They are induced to pass on from England to America in the hope of finding work and employment, and in this struggle for life they pass through a dangerous phase which frequently leads to their ruin and degradation. Their ultimate fate is best known in those countries to which they drift in large numbers—they leave England, having perhaps acquired a taste for the pleasures of a life in which luxuries are costly and alluring, and if they yield to the temptations of vice, it is not difficult to understand the reason of their fall, but they rarely have friends in England who can help them or bring their condition to the notice of the Authorities. Aliens speaking a language totally foreign to those among whom they are cast, they leave this country with scarcely a trace behind them, and how they may contribute to the story of White Slave Traffic in America we cannot judge and never know, but their fate ought not in common fairness to be attributed to this country.

At the same time, admitting these possibilities, it is only fair to say that there is no special reason for believing that there is any organised trade or traffic of this kind in England. It is a subject which is closely allied with the question of emigration, and the dangers to which women are exposed on emigrant vessels. Efforts have been made to obtain reliable information on this point, but it is difficult to ascertain the treatment of passengers who do not return to the country from which they depart. It is believed that on the principal English Steamship Companies both at ports of departure and on board ship precautions are taken to prevent women from being molested or interfered with, and on the whole they are well looked after and protected while on board, but beyond this it is difficult to give an opinion; it is a question which can be answered best by the authorities at the ports of destination. The risks run are probably greater when they land in a strange country, than in the confined conditions which prevail while they are in transit. So far as is known, the Shipping Companies are well aware of their responsibilities, and endeavour to protect all single women as far as possible from the attentions of men of an undesirable character, and officially no information is available to their detriment.

#### *Repatriation.*

Closely allied with the question of these alien wayfarers, is the important one of repatriation of foreign prostitutes. This has been raised by questions 4 and 5 on the programme of the Congress, and so far as our own procedure in this country is concerned, it may be briefly stated:—

1. Those prostitutes who are convicted of offences against the laws of decency and order are liable to be expelled from this country under the Aliens Act, 1905.
2. Foreign prostitutes who appeal for help to return home can invariably obtain it either through official or private agencies.

But in certain other cases in which victims of the traffic have to be repatriated a simplification of the procedure prior to their repatriation is desired, in order to avoid the delay entailed by the provisions of the international agreement. These provisions are such that an agreement has to be arrived at between the Government of the country of origin of the foreign prostitute and the authority dealing with the case, as to identity of birth, parentage, etc., which may lead to long and unnecessary delay, and it is suggested that once the necessity for repatriation is decided upon, the Consular authorities should be empowered to deal with the case, and be placed in a position to pay the authorised share of expenses under the agreement. This is simply a question of procedure and not of principle, intended to expedite repatriation and save unnecessary expense, and is important. All that is really required is for each country to authorise their Consuls to deal with cases of repatriation in conjunction with the authorities of the country in which foreign prostitutes or foreign victims of the traffic may be found in circumstances necessitating their repatriation, with a view to avoiding unnecessary delay and expense.

In connection with the disquieting suspicion that establishments for various processes, such as manicure, massage, electric and other baths, are often notorious for immoral acts, and are practically places where prostitution is practised, it is believed that in other countries this is a commonly known and recognised evil. It is, of course, difficult to deal with such a matter by law in such a way as to make it effective. But it is worth consideration whether such places should not be registered or brought under the provisions of the Shops Act so as to make them liable to inspection at any time by Municipal Authorities. It seems impossible to deal with them in any other way, and their immunity from supervision makes them a serious source of evil.

*Age of consent.*

In connection with these is also the much discussed question of the age of consent. If protection is to be afforded to girls on account of their age, the provisions of the law in England seem if anything to err on the side of leniency towards the offender, in that the age of 16, low as it is, does not protect a girl who happens to look older. The experience of those engaged in rescue work, strongly inclines them to the belief that up to the age of 18 girls require the protection of the law. In spite of appearances, girls up to this age are ignorant and incapable of appreciating the consequences of their acts until it is too late, and if protection is to be effectual and real their consent, if consent can ever really be proved, ought not to avail to shield the culprit who takes advantage of them to their ruin. This is no doubt a point on which opinions may differ widely, but it requires careful consideration, and the present condition of the law under which a girl of less than 16 who looks older than her age may be ruined for life by a miscreant who gets off on the defence that he was deceived by her appearance, is far from satisfactory; and still more damaging criticism has been made against the law relating to indecent assaults on young persons, which provides that a conviction cannot be sustained if the consent of a young person over the age of 13 is obtained. This appears to many to be a provision of very doubtful expediency.

The practical steps taken in England in pursuance of the International Agreement for the suppression of White Slave Traffic may be summarised as follows:—

1. The notification of all Police Forces in the United Kingdom of the appointment of a Central Authority, with a view to the communication of any information bearing on the subject, and the necessity for careful vigilance to prevent the traffic.
2. The watching of railway stations and ports, with a view to detection of offences, both by Police and private societies through their workers.
3. The provision in London of a home to which women and girls who may be found by the Police, or who seek the assistance of the Police in circumstances which necessitate their protection, may be brought for shelter prior to repatriation or return to their homes.
4. The formation of a special branch of Police Officers to enquire into cases of traffic and to collect information on the subject.

*Legislative Measures.*

1. London County Council (General Powers) Act, 1910. (Affording control over the Employment Agencies in the County of London, especially theatrical and music hall agencies.)
2. The Children Act, 1908.
3. The Criminal Law Amendment Act, 1912.

It is desirable to call attention to the fact that great danger is incurred by girls and women who answer advertisements in newspapers offering employment on the stage or elsewhere, and make appointments to meet the advertisers to discuss the terms of engagement. This method of enticing women is now very common, and is employed by men and women who thus avoid the inconvenience of conforming to the regulations in force for employment agencies, and gain opportunities of influencing innocent and often foolish girls to their ruin. It is a simple evasion of the laws relating to agencies which is very difficult to deal with, because in the present day the desire for independence among women is increasing, and they are eager to embrace any employment which gives them freedom and means of making a living.

A very dangerous form of such advertisements is employed by the establishments above alluded to, for massage, manicure, and baths. A girl who agrees to take up an engagement as a manicurist or masseuse may very easily find herself in a situation of a very compromising character. It would be very useful if such advertisements in newspapers could be legally stopped; but failing this, a supervision of the establishments by inspectors is absolutely necessary. The number of notices which are paraded in the streets openly, giving the names of women who keep these establishments, is not only a disquieting fact, but the cause of much annoyance to the medical profession, as the processes are not infrequently recommended as being under their patronage. Some of these places are well known to be conducted as a mere cloak for immorality and vice of a degrading kind; they present an evil which must be faced and put an end to, and special legislation is required for this purpose.

The engagement of young children as dancers for the music hall stage abroad is also a matter for serious attention. We have in the Children Act a sufficient guarantee of protection for children so employed in England, but at present there is nothing to prevent a troupe of children less than 16 years of age being taken abroad and placed in circumstances of great danger to their moral well-being. A bill dealing with this subject has been prepared, and it is hoped that it will not be long before it becomes law. If, in addition, those sections of the Criminal Law Amendment Act which relate to the age of consent can be strengthened as already suggested, there will be good reason to hope that many sad cases of demoralisation may be prevented.

It is not generally realised how difficult it is for the Courts to deal adequately with such cases of children and young girls, owing to a necessarily strict adherence to the rules of evidence. A broader interpretation of these rules is much to be desired, when it is remembered that young children and innocent girls are at best but timid witnesses on subjects of such a delicate character as those that arise in these cases of debauchery and degradation. Corroboration, of course, is a most necessary condition of proof, but the corroboration of an eye-witness is practically impossible in most such cases, and, therefore, it is necessary that circumstantial evidence of all kinds should be carefully considered and given due weight to on broad and just lines.

It is a matter of satisfaction in the history of the past few years that there is a complete absence of suspicion that evil doers and offenders against the laws which deal with the offences of the nature of procuration and debauchery obtain any sympathy from the Police or the public, and the ready and sympathetic assistance of Police, which is always at hand to assist the victims of this miserable traffic, is most re-assuring.

Charges of bribery and inattention are conspicuous by their absence, and the confidence of the public in the Police is shown by constant appeal to them for help and protection.

It has been thought that a brief summary of the various laws and enactments which deal with offences relating to prostitutes, brothels and procuration, may, with advantage, be appended to this Report, for the benefit of those to whom they may not be easily accessible.

F. S. BULLOCK,  
Central Authority for Great Britain.

## APPENDIX.

## I.

Statement as to the law within England and Wales relating to:—

1. Procuration of females.
2. Defilement of females.
3. Abduction of females.
4. Prostitution.
5. Brothel-keeping.
6. Living on the earnings of Prostitution.

## 1. PROCURATION OF FEMALES;

Criminal Law Amendment Act, 1885, Section 2, as amended by the Criminal Law Amendment Act, 1912.

Any person who—

- (1.) Procures or attempts to procure any girl or woman under 21 years of age, not being a common prostitute or of known immoral character, to have unlawful carnal connection within or without the King's dominions with any other person.
- (2.) Procures or attempts to procure any woman or girl, either within or without the King's dominions, to become a prostitute.
- (3.) Procures or attempts to procure any woman or girl to leave the United Kingdom with intent that she may become an inmate of, or frequent a brothel elsewhere.
- (4.) Procures or attempts to procure any woman or girl to leave her usual place of abode in the United Kingdom (such place not being a brothel) with intent that she may for purposes of prostitution become an inmate of, or frequent, a brothel within or without the King's dominions; is guilty of a misdemeanour.

A constable may take into custody without a warrant any person whom he shall have good cause to suspect of having committed, or of attempting to commit, any of the above offences.

Any male person who is convicted of either of the above offences may be sentenced to two years' imprisonment, or at the discretion of the Court, and in addition to any term of imprisonment awarded in respect of the said offence, be sentenced to be whipped.

Sec. 3. Any person who—

- (1.) By threats or intimidation procures or attempts to procure any woman or girl to have any unlawful carnal connection, either within or without the King's dominions; or
- (2.) By false pretences or false representations procures any woman or girl, not being a common prostitute or of known immoral character, to have any unlawful carnal connection either within or without the King's dominions; or
- (3.) Applies, administers to, or causes to be taken by any woman or girl any drug, matter, or thing, with intent to stupefy or overpower so as thereby to enable any person to have unlawful carnal connection with such woman or girl, is guilty of a misdemeanour, and liable to two years' imprisonment.

No person may be convicted of offences under Sections 2 or 3 upon the evidence of one witness only, unless such witness is corroborated in some material particular by evidence implicating the accused.

## 2. DEFILEMENT OF FEMALES.

Criminal Law Amendment Act, 1885.

Sec. 4. Any person who—

Unlawfully and carnally knows any girl under the age of 13 years is guilty of felony, and liable to penal servitude for life.

Attempts to have unlawful carnal knowledge of any girl under the age of 13 years is guilty of a misdemeanour, and liable to two years' imprisonment. If the age of the offender does not exceed 16 years, whipping may be substituted for imprisonment.

Sec. 5. Any person who—

- (1.) Unlawfully and carnally knows or attempts to have unlawful carnal knowledge of any girl being of or above the age of 13 years and under the age of 16 years; or
- (2.) Unlawfully and carnally knows or attempts to have unlawful carnal knowledge of any female idiot or imbecile woman or girl, under circumstances which do not amount to rape, but which prove that the offender knew at the time of the commission of the offence that the woman or girl was an idiot or imbecile, is guilty of a misdemeanour, and liable to two years' imprisonment.

It is sufficient defence to any charge under sub-section 1 if it is made to appear to the Court or jury before whom the charge is brought that the person so charged had reasonable cause to believe the girl was of or above the age of 16 years.

No prosecution shall be commenced for an offence under sub-section 1 more than six months after the commission of the offence.

Persons indicted under section 4 for felony may be convicted for the misdemeanour of indecent assault, or for the misdemeanours under sections 3, 4, or 5.

By section 2 of the Criminal Law Amendment Act, 1880, it is no defence to a charge or indictment for an indecent assault on a young person under the age of 13 to prove that he or she consented to the act of indecency. It has been held that a conviction for an indecent assault cannot be sustained where there has been assent to the act, except upon a young person under the age of 13.

## Sec. 6.

Any person who, being the owner or occupier of any premises, or having, or acting or assisting in, the management or control thereof—

induces or knowingly suffers any girl as is in this section mentioned to resort to or be in or upon such premises for the purpose of being unlawfully and carnally known by any man, whether such carnal knowledge is intended to be with any particular man or generally,

(1) shall, if such girl is under the age of 13 years, be guilty of felony, and be liable to penal servitude for life, and

(2) if such girl is of or above the age of 13 and under the age of 16 years, shall be guilty of a misdemeanour, and be liable to two years' imprisonment.

It is a sufficient defence to any charge under this section if it is made to appear to the Court or jury before whom the charge is brought that the person so charged had reasonable cause to believe the girl was of or above the age of 16 years.

## Offences against the Person Act, 1861.

## Sec. 48.

Whosoever is convicted of the crime of rape is guilty of felony, and liable to penal servitude for life.

## 3. ABDUCTION OF FEMALES.

## Criminal Law Amendment Act, 1885.

## Sec. 7. Any person who—

With intent that any unmarried girl under the age of 18 years should be unlawfully and carnally known by any man, whether such carnal knowledge is intended to be with any particular man, or generally—

takes or causes to be taken such girl out of the possession and against the will of her father or mother, or any other person having the lawful care or charge of her, is guilty of a misdemeanour, and liable to two years' imprisonment.

It is a sufficient defence to any charge under this section if it is made to appear to the Court or jury that the person so charged had reasonable cause to believe that the girl was of or above the age of 18 years.

## Sec. 8.

Any person who detains any woman or girl against her will—

(1.) In or upon any premises with intent that she may be unlawfully and carnally known by any man, whether any particular man, or generally, or

(2.) In any brothel, is guilty of a misdemeanour, and liable to two years' imprisonment.

Where a woman or a girl is in or upon any premises for the purpose of having any unlawful carnal connection, or is in any brothel, a person is deemed to detain such woman or girl in or upon such premises or in such brothel, if, with intent to compel or induce her to remain in or upon such premises or in such brothel, such person withholds from such woman or girl any wearing apparel or other property belonging to her, or, where wearing apparel has been lent or otherwise supplied to such woman or girl by or by the direction of such person, such person threatens such woman or girl with legal proceedings if she takes away with her the apparel so lent or supplied.

No legal proceedings, whether civil or criminal, shall be taken against any such woman or girl for taking away or being found in possession of any such wearing apparel as was necessary to enable her to leave such premises or brothel.

## Sec. 10.

If it appears to any justice of the peace, on information made before him on oath by any parent, relative, or guardian of any woman or girl, or any other person who, in the opinion of the justice, is *bonâ fide* acting in the interest of any woman or girl, that there is reasonable cause to suspect that such woman or girl is unlawfully detained for immoral purposes by any person in any place within the jurisdiction of such justice, such justice may issue a warrant authorising any person named therein to search for, and, when found, to take to and detain in a place of safety such woman or girl until she can be brought before a justice of the peace; and the justice of the peace before whom such woman or girl is brought may cause her to be delivered up to her parents or guardians, or otherwise dealt with as circumstances may permit and require.

The justice of the peace issuing such warrant may, by the same or any other warrant, cause any person accused of so unlawfully detaining such woman or girl to be apprehended and brought before a justice, and proceedings to be taken for punishing such person according to law.

A woman or girl shall be deemed to be unlawfully detained for immoral purposes if she is so detained for the purpose of being unlawfully and carnally known by any man, whether any particular man or generally, and—

(a) Either is under the age of 16 years; or

(b) If of or over the age of 16 years, and under the age of 18 years, is so detained against her will, or against the will of her father or mother or of any other person having the lawful care or charge of her; or

(c) If of or above the age of 18 years is so detained against her will.

Any person authorised by warrant under this section to search for any woman or girl so detained as aforesaid may enter (if need be by force) any house, building, or other place specified in such warrant, and may remove such woman or girl therefrom.

## Offences against the Person Act, 1861.

## Sec. 53.

Whoever, from motives of lucre, takes away or detains against her will any woman having interest in property, with intent to marry or carnally know her, or to cause her to be married or carnally known by any other person, and

Whoever shall fraudulently allure, take away or detain any woman having interest in property, being under the age of 21 years, out of the possession and against the will of her father and mother, or of any other person having the lawful care or charge of her, with intent to marry or carnally know her, or to cause her to be married or carnally known by any other person, is guilty of felony, and liable to 14 years' penal servitude, the offender being incapable of taking any of her property.

## Sec. 54.

Whoever by force takes away, or detains against her will any woman of any age, with intent to marry or carnally know her, or to cause her to be married or carnally known by any other person, is guilty of felony, and liable to 14 years' penal servitude.

## Sec. 55.

Whoever takes or causes to be taken any unmarried girl, being under the age of 16 years, out of the possession and against the will of her father or mother, or of any other person having the lawful care or charge of her, is guilty of misdemeanor, and liable to two years' imprisonment.

The foregoing Acts relating to procuration, defilement and abduction, apply throughout England and Wales.

## 4. PROSTITUTION.

1. *Within the Metropolitan Police District.*

## i. Metropolitan Police Act, 1839, sec. 54 (11).—

Every common prostitute or nightwalker loitering or being in any thoroughfare or public place for the purpose of prostitution or solicitation to the annoyance of the inhabitants or passengers, may be taken into custody without warrant by a constable and is liable to a penalty of 40s.

## ii. Metropolitan Police Act, 1839, sec. 54 (13).—

Every person who uses any threatening, abusive, or insulting words or behaviour with intent to provoke a breach of the peace, or whereby a breach of the peace may be occasioned, may be taken into custody without warrant by a constable, and is liable to a penalty of 40s.

## iii. Vagrancy Act, 1824, sec. 3.—

Every common prostitute wandering in the public streets or public highways, or in any place of public resort, and behaving in a riotous or indecent manner, may be taken into custody without warrant by any person, and shall be deemed an idle and disorderly person, and on her own confession, or the evidence on oath of one or more credible witnesses, may be committed to hard labour for not exceeding one calendar month.

## iv. Vagrancy Act, 1824, sec. 4.—

Every person committing the offence under iii., after having been convicted as an idle and disorderly person, shall be deemed a rogue and vagabond and is liable to three months' imprisonment with hard labour.

## v. Vagrancy Act, 1824, sec. 5.—

Every person committing the offence under iii. which subjects her to be dealt with as a rogue and vagabond, such person having been at some former time adjudged so to be, and duly convicted thereof, shall be deemed an incorrigible rogue, and may be committed to remain in prison till the next quarter sessions when a sentence of twelve months' imprisonment may be imposed.

## vi. Parks Regulation Act, 1872, secs. 5 and 8, and Regulation 14 of the 1st Schedule thereto.—

Any police constable or any park-keeper in uniform may take into custody without warrant any offender, who, within his view, in a Royal Park commits *inter alia* any act in violation of public decency, provided that the name or residence of such offender is unknown to, and cannot be ascertained by, such constable or park-keeper. Penalty, £5.

## vii. Children Act, 1908, sec. 17, as amended by the Children Act Amendment Act, 1910.—

Any person having the custody, charge, or care of a girl under 16 years, causing or encouraging the seduction, prostitution, or unlawful carnal knowledge of that girl is guilty of a misdemeanour, and is liable to two years' imprisonment.

A person is deemed to have caused the seduction or prostitution or unlawful carnal knowledge (as the case may be) of a girl who has been seduced or become a prostitute, or been unlawfully carnally known if he has knowingly allowed the girl to consort with, or to enter or continue in the employment of, any prostitute or person of known immoral character.

Any constable may take into custody, without warrant, any person who within his view commits the above offence where the name and residence of such person are unknown to, and cannot be ascertained by him. In other cases, proceedings may only be taken by summons, unless the circumstances are such as to justify a warrant in the first instance.

## viii. Children Act, 1908, sec. 18.—

Where it is shown to the satisfaction of a Court of summary jurisdiction, on the complaint of any person, that a girl under 16 years is, with the knowledge of her parent or guardian, exposed to the risk of seduction, prostitution, or of being unlawfully carnally known, or living a life of prostitution, the Court may adjudge her parent or guardian to enter into a recognizance to exercise due care and supervision in respect of the girl.

## ix. Children Act, 1908, sec. 58 (1) :—

Any person (including police) may bring before a Petty Sessional Court any person apparently under the age of 14 years who is lodging or residing in a house or the part of a house used by any prostitute for the purposes of prostitution, or is otherwise living in circumstances calculated to cause, encourage, or favour the seduction or prostitution of the child, and the Court before which the person is brought, if satisfied on enquiry of that fact, and that it is expedient so to deal with the child, may order the child to be sent to a certified industrial school.

## x. Bye-law made by the Secretary of State for War, under the provisions of the Military Land Acts, 1892 to 1903 :—

It shall not be lawful for any nightwalker or common prostitute to locate herself in, or trespass on, or resort to the War Department land in the Woolwich District for the purpose of prostitution.

The War Department land to which the foregoing bye-laws apply is situated at Woolwich (including the R.A. Barracks); Royal Military Repository; Rotunda; Greenhill Schools; Grand Depot A.S.C., R.E., Cambridge; Red Barracks; Shrapnel Barracks; Woolwich Common; Charlton Common; Kidbrooke Common; Eltham Common.

## The Military Lands Act, 1892, sec. 17 (2), provides that :—

If any person commits an offence against any bye-law under this Act, he shall be liable to a fine of five pounds, and may be removed by any constable or officer authorised in manner provided by the bye-law from the area, whether land or water, to which the bye-law applies, and taken into custody without warrant, and brought before a Court of Summary Jurisdiction to be dealt with according to law.

## xi. Bye-laws as to Indecency :—

Bye-laws have been made by most of the County and Borough Councils within the Metropolitan Police District, making it an offence to commit an act of indecency in any public place.

## xii. Metropolitan Police Act, 1839, sec. 44 :—

Any keeper of a shop, room, or place of public resort, wherein provisions, liquors, or refreshments are sold or consumed, who shall knowingly permit or suffer prostitutes or persons of notoriously bad character to meet together and remain therein is liable to a penalty of £5.

## xiii. Refreshment House Act, 1860, sec. 32 :—

Every person licensed to keep a refreshment house who shall knowingly suffer prostitutes to assemble at or continue in or upon his premises is liable to a penalty of 40s. for the first offence; £5 for the second offence, and £20 for every subsequent offence, or to forfeiture of licence.

## xiv. Licensing Consolidation Act, 1910, sec. 76 :—

The holder of a Justices' licence must not knowingly permit his premises to be the habitual resort or place of meeting of reputed prostitutes, whether the object of their so resorting or meeting is or is not prostitution; but this does not prevent him allowing any such persons to remain on his premises for the purpose of obtaining reasonable refreshment for such time as is necessary for the purpose. Penalty of £10 for first offence, and £20 for any subsequent offence.

II. *Beyond the Metropolitan Police District.*

## i. The provisions of Sections 3, 4 and 5 of the Vagrancy Act, 1824; Sections 17, 18 and 58 (1) of the Children Act, 1908; Section 17 (2) of the Military Lands Act, 1892; Section 32 of the Refreshment House Act, 1860, and Section 76 of the Licensing Consolidation Act, 1910, see iii. to v., vii. to x., and xiii. and xiv. above.

## ii. Town Police Clauses Act, 1847, Section 28, clause 16 :—

Every common prostitute or nightwalker loitering and importuning passengers for the purpose of prostitution may be taken into custody without warrant by a constable, and is liable to a penalty of 40s. or 14 days' imprisonment.

This Act applies to all Boroughs and Urban Districts (Public Health Act, 1875, Section 171).

## iii. Public Health Acts Amendment Act, 1907 :—

Provides *inter alia* that any place of public resort or recreation ground belonging to, or under the control of the Local Authority, and any unfenced ground adjoining or abutting upon any street in an urban district, shall for the purpose of the Vagrancy Act, 1824, and of any Act for the time being in force altering or amending the same, be deemed to be an open and public place, and shall be deemed to be a street for the purpose of so much of Section 28 of the Town Police Clauses Act, 1847, as relates to the offence set out under ii.

The provisions are put in force in urban districts by an Order of the Secretary of State.

## iv. The Universities Act, 1825 :—

The Chancellor or Vice-Chancellor of the University of Oxford may appoint Constables (known as Proctors) with powers *inter alia* to apprehend every common prostitute and nightwalker found wandering in any public walk, street or highway, and not giving a satisfactory account of herself, such women to be deemed idle and disorderly persons within the meaning of the Vagrancy Act, 1824.

5. BROTHELS.—(*Within and beyond the Metropolitan Police District.*)

## i. The keeping of any disorderly house and place of resort of an improper kind is a nuisance at common law, and every bawdy house is necessarily a disorderly house (1 Burns, J.P., 30th edition, 1394-5).

ii. Disorderly Houses Act, 1751 :—

Section 5. Provides that to encourage prosecutions against persons keeping bawdy houses, any two inhabitants of any parish or place, paying scot and bearing lot therein, do give notice in writing to any constable of such parish or place of any person keeping a bawdy house, the constable so receiving such notice, shall forthwith go with such inhabitant to a justice, and shall, upon such inhabitant making oath before such justice that they do believe the contents of such notice to be true, and entering into a recognizance to give or produce material evidence, and to prosecute such person at the next quarter sessions. If the person is convicted the overseers of the poor must pay £10 to each such inhabitant.

A copy of the notice has to be given also to the overseers of the poor, and if they do not prosecute, the constable must do so. (Section 7, Disorderly Houses Act, 1818).

Section 6.

Provided always, that upon such Constable entering into such recognizance to prosecute, the justices shall forthwith make out his warrant to bring the person so accused of keeping a bawdy house, before him, and shall bind him or her over to appear at such quarter sessions or assizes, there to answer to such bill of indictment as shall be found against him or her for such offence.

Section 7.

Provided also, that in case such Constable neglect or refuse, upon such notice, to go before any justice, or to enter into such recognizance, or be wilfully negligent in carrying on the said prosecution, he shall for every such offence forfeit the sum of £20 to each of such inhabitants so giving notice as aforesaid.

This Act extends only to the Cities of London and Westminster, or within 20 miles thereof.

iii. Criminal Law Amendment Act, 1885, as amended by the Criminal Law Amendment Act, 1912.

Section 13. Any person who

- (1) keeps, or manages, or acts, or assists in the management of a brothel, or
- (2) being the tenant, lessee, occupier, or person in charge of any premises, knowingly permits such premises or any part thereof to be used as a brothel, or for the purposes of habitual prostitution, or
- (3) being the lessor or landlord of any premises or the agent of such lessor or landlord, lets the same or any part thereof with the knowledge that such premises or some part thereof are or is to be used as a brothel, or is wilfully a party to the continued use of such premises or any part thereof as a brothel is liable to a penalty of £20, or three months' imprisonment, on a second conviction to a penalty of £40 or four months' imprisonment, and for a third or subsequent offence is liable to a fine of £100, or to 12 months' imprisonment, and in addition may be required to enter into a recognizance with or without sureties to be of good behaviour for any period not exceeding twelve months, and, in default of entering into such recognizance may be imprisoned for a further period of three months.

The enactments for encouraging prosecutions of disorderly houses contained in Sections 5, 6, and 7 of the Disorderly Houses Act, 1751, as amended by Section 7 of the Disorderly Houses Act, 1818, apply with the necessary modifications to prosecutions under this section.

No sworn information under Section 2 of the Summary Jurisdiction Act, 1848, is required before the issue of the warrant.

iv. Criminal Law Amendment Act, 1912 :—

Section 5.

- (1.) Upon conviction of the tenant, lessee, or occupier of any premises of knowingly permitting the premises, or any part thereof, to be used as a brothel, the landlord or lessor is entitled to require the person so convicted to assign the lease or other contract under which the premises are held by him to some person approved by the landlord or lessor, which approval is not to be unreasonably withheld, and in the event of the person so convicted failing within three months to assign the lease or contract, the landlord or lessor is entitled to determine the lease or other contract, but without prejudice to the rights or remedies of any party to such lease or contract accrued before the date of such determination. If the landlord or lessor should so determine the lease or other contract of tenancy, the court which has convicted the tenant, lessee, or occupier has power to make a summary order for delivery of possession to the landlord or lessor.
- (2.) If the landlord or lessor after such conviction has been brought to his notice fails to exercise his rights, and subsequently during the subsistence of the lease or contract any such offence is again committed in respect of the premises, the landlord or lessor shall be deemed to have knowingly aided or abetted the commission of that offence, unless he proves that he had taken all reasonable steps to prevent the recurrence of the offence.
- (3.) Where a landlord or lessor determines a lease or other contract and subsequently grants another lease or enters into another contract of tenancy to, with, or for the benefit of the same person without causing to be inserted in such lease or contract all reasonable provisions for the prevention of a recurrence of any such offence as aforesaid, he shall be deemed to have failed to exercise his rights under the foregoing provisions of this section, and any such offence as aforesaid committed during the subsistence of the subsequent lease or contract shall be deemed to have been committed during the subsistence of the previous lease or contract.



The occupier of a house received visits by day and night from men for the purpose of fornication with her. No other woman lived in the house or frequented it for any such purpose. This was held not to constitute "keeping a brothel" within sub-section (1) of Section 13 of the Criminal Law Amendment Act, 1885. *Singleton v. Ellison*, 1895, 1 Q.B. 607.

A house was divided into 18 self-contained flats. Among the tenants of these were 12 prostitutes who were in the habit of bringing in men. There was no evidence as to other tenants, nor as to whether each woman used only her own flat for prostitution. Each woman had a key for her own flat, but none for the street door. This was in charge of a porter and was shut at midnight. The porter was in the habit of admitting the men and women between 12 and 2 a.m. He let the men out during those hours, and received tips for his trouble. Held, that it was open to the magistrate to convict the porter under sub-section (3) of Section 13 of the Criminal Law Amendment Act, 1885, as he may have concluded that the flats were used indiscriminately and the premises as a whole were used as a brothel. *Durose v. Wilson*, 96 L.T. 645.

v. Children Act, 1908, sec. 16.

Any person having the custody, charge, or care of a child, or young person between the ages of 14 and 16, who allows that child or young person to reside in or to frequent a brothel is liable to a fine of £25, or alternately or in default of payment of such fine, or in addition thereto, to six months' imprisonment.

This provision does not affect the liability of a householder to be indicted under sec. 6 of the Criminal Law Amendment Act, 1885, for permitting the defilement of a girl under 16 years.

Any Constable may take into custody, without warrant, any person who within his view commits the above offence, where the name and residence of such person are unknown to, and cannot be ascertained by, him. In other cases proceedings may only be taken by summons, unless the circumstances are such as to justify a warrant in the first instance.

vi. Prevention of Crimes Act, 1871, sec. 11 :—

Every person who occupies or keeps a brothel, and knowingly lodges, or knowingly harbours thieves or reputed thieves, or knowingly permits or knowingly suffers them to meet or assemble therein, or knowingly allows the deposit of goods therein, having reasonable cause for believing them to be stolen, can be proceeded against by police. Penalty £10, and recognizances with or without sureties.

vii. Licensing Consolidation Act, 1910, section 77 :—

The holder of a Justices' licence must not permit his premises to be a brothel.

If the holder of a Justices' licence acts in contravention of this section he is liable to a fine of £20.

A holder of a Justices' licence convicted, whether under this section or otherwise of the offence of permitting his premises to be a brothel will forfeit his licence.

## 6. LIVING ON THE EARNINGS OF PROSTITUTION.

Vagrancy Act, 1898, as amended by the Criminal Law Amendment Act, 1912.

By these Acts—

(1.) Every male person who knowingly lives wholly, or in part, on the earnings of prostitution : or who in any public place persistently solicits or importunes for immoral purposes ; and

(2.) Every female person who is proved to have, for the purposes of gain, exercised control, direction, or influence over the movements of a prostitute in such a manner as to show that she is aiding, abetting or compelling her prostitution with any person, or generally,—

May either :—

(a) be dealt with as a rogue and vagabond and sentenced, on summary conviction, to not more than six months' imprisonment ; or

(b) be proceeded against on indictment and, if convicted, sentenced to not more than two years' imprisonment, and on a second conviction on indictment, may, if a male, be ordered to be whipped in addition to imprisonment.

If it is made to appear to a Court of Summary Jurisdiction, by information on oath, that there is reason to suspect that any house or any part of the house is used by a female for the purpose of prostitution, and that any male person residing in or frequenting the house, is living wholly or in part, on the earnings of the prostitute, the Court may issue a warrant authorising any constable to enter and search the house and to arrest that male person.

Where a male person is proved to live with, or to be habitually in the company of a prostitute, or is proved to have exercised control, direction, or influence over the movements of a prostitute in such a manner as to show that he is aiding, abetting, or compelling her prostitution with any other person, or generally, he shall, unless he can satisfy the Court to the contrary, be deemed to be knowingly living on the earnings of prostitution.

The wife or husband of a person charged with an offence under the Vagrancy Act, 1898, as amended, may be called as a witness either for the prosecution or defence and without the consent of the person charged.

This Act applies throughout England and Wales.

## II.

## RETURNS FOR THE METROPOLITAN POLICE DISTRICT.

RETURN showing the number of persons apprehended, with results, for Procuration and Attempted Procuration, during the years 1904 to 1912.

Year.	Apprehended.	Discharged by Magistrate.	Dealt with at Sessions.	
			Convicted.	Acquitted.
1904 ... ..	9	4	4	1
1905 ... ..	2	1	1	—
1906 ... ..	7	—	7	—
1907 ... ..	7	2	4	1
1908 ... ..	5	1	3	1
1909 ... ..	5	3	2	—
1910 ... ..	13	2	8	3
1911 ... ..	8	2	5	1
1912 ... ..	12	—	7	5
Total ... ..	68	15	41	12

RETURN showing the number of Prostitutes apprehended for *all offences* during the years 1904 to 1912.

Year.	Apprehended.	Year.	Apprehended.
1904 ... ..	4,742	1910 ... ..	4,818
1905 ... ..	4,970	1911 ... ..	3,946
1906 ... ..	4,577	1912 ... ..	4,575
1907 ... ..	2,509		
1908 ... ..	3,168	Total ... ..	38,273
1909 ... ..	4,968		

RETURN showing the number of Prostitutes apprehended, with results, for (1) Soliciting, behaving riotously, &c., (2) Sexual intercourse, (3) Disorderly conduct (apart from their calling), during the years 1904 to 1912.

Year.	Offence..	Apprehended.	Convicted.	Discharged.
1904 ...	Soliciting, &c. ... ..	2,871	2,681	190
	Sexual intercourse in streets ... ..	416	384	32
	Disorderly Conduct... ..	334	284	50
	Total... ..	3,621	3,349	272
1905 ...	Soliciting, &c. ... ..	3,399	3,214	185
	Sexual intercourse in streets ... ..	312	296	16
	Disorderly Conduct... ..	313	262	51
	Total... ..	4,024	3,772	252
1906 ...	Soliciting, &c. ... ..	3,310	3,108	202
	Sexual intercourse in streets ... ..	390	380	10
	Disorderly Conduct... ..	203	180	23
	Total... ..	3,903	3,668	235
1907 ...	Soliciting, &c. ... ..	1,682	1,588	94
	Sexual intercourse in streets ... ..	270	261	9
	Disorderly Conduct... ..	94	63	31
	Total... ..	2,046	1,912	134
1908 ...	Soliciting, &c. ... ..	2,202	1,926	276
	Sexual intercourse in streets ... ..	244	231	13
	Disorderly Conduct... ..	229	178	51
	Total... ..	2,675	2,335	340
1909 ...	Soliciting, &c. ... ..	3,822	3,321	501
	Sexual intercourse in streets ... ..	329	312	17
	Disorderly Conduct... ..	116	85	31
	Total... ..	4,267	3,718	549
1910 ...	Soliciting, &c. ... ..	3,974	3,306	668
	Sexual intercourse in streets ... ..	324	300	24
	Disorderly Conduct... ..	51	22	29
	Total... ..	4,349	3,628	721
1911 ...	Soliciting, &c. ... ..	3,330	2,800	530
	Sexual intercourse in streets ... ..	240	226	14
	Disorderly Conduct... ..	45	20	25
	Total... ..	3,615	3,046	569
1912 ...	Soliciting, &c. ... ..	3,920	3,192	728
	Sexual intercourse in streets ... ..	248	237	11
	Disorderly Conduct... ..	38	14	24
	Total... ..	4,206	3,443	763
GRAND TOTAL ... ..		32,706	28,871	3,835

RETURN showing the number of persons apprehended, with results, for Living on Prostitutes' Earnings, during the years 1904 to 1912.

Year.	Apprehended.	Convicted.	Discharged.
1904 ... ..	114	97	17
1905 ... ..	122	95	27
1906 ... ..	150	126	24
1907 ... ..	133	117	16
1908 ... ..	132	109	23
1909 ... ..	201	167	34
1910 ... ..	185	151	34
1911 ... ..	209	170	39
1912 ... ..	238	209	29
Total ... ..	1,484	1,241	243

RETURN showing the number of persons apprehended, with results, for offences under Sections 16 17 and 18 of the Children Act, 1908, from 1st April, 1909, to 31st December, 1912.

Year.	Section 16.			Section 17.			Section 18.		
	Appre- hended.	Con- victed.	Dis- charged.	Appre- hended.	Con- victed.	Dis- charged.	Appre- hended.	Con- victed.	Dis- charged.
From 1.4.09 to 31.12.09 ...	37	22	15	2	2	—	1	1	—
1910 ... ..	31	27	4	4	4	—	—	—	—
1911 ... ..	14	13	1	—	—	—	—	—	—
1912 ... ..	16	14	2	—	—	—	—	—	—
Total ... ..	98	76	22	6	6	—	1	1	—