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Book No.

042

OUR ARMY IN INDIA — AND REGULATION OF VICE.

CORRESPONDENCE between
the INDIA OFFICE and the
BRITISH COMMITTEE of the
INTERNATIONAL ABOLI-
TIONIST FEDERATION on the
Rules, Regulations and Practice
in INDIAN CANTONMENTS
with regard to Prostitution and
Disease (Oct., 1909—Oct., 1912).

LONDON :

THE BRITISH COMMITTEE OF THE INTERNATIONAL
ABOLITIONIST FEDERATION,

19, TOTHILL STREET, WESTMINSTER, S.W.

1912

Price 6d. net, post free 8d.

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The headlines and such footnotes as are in brackets [] have been added to facilitate reference, and are not part of the correspondence.

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INTRODUCTION.

[The marginal references are to pages in this pamphlet.]

This pamphlet is published in response to many requests for an answer to the question whether, and to what extent, and in what manner, State Regulation of Vice is still in force in the Indian Cantonments.

I. On June 5th, 1888, the House of Commons, after full ^{p. 72} debate, passed, without a division, a Resolution calling for the repeal of any legislation which “enjoins, authorizes or permits” any measures “for the compulsory examination of women or for licensing and regulating prostitution in India.” As a result of this, a new Cantonment Act was passed and revised Rules were issued in 1890.

A Departmental Committee, appointed in 1893, reported ^{p. 78.} that these Rules left the door open to a system of periodical ^{par. 5.} examination of prostitutes which was practically compulsory. Thereupon the Secretary of State for India (the late Lord ^{p. 74.} Wolverhampton, then Mr. H. H. Fowler) sent instructions, in accordance with which the Government of India enacted Act V of 1895, declaring such examinations illegal; and the Rules of ^{p. 75.} 1890 were amended accordingly.

Two years later, in 1897, Lord George Hamilton (who had ^{p. 77.} succeeded Mr. Fowler as Secretary of State) ordered new Rules to be promulgated, which were practically identical as regards these matters with the Rules of 1890; at the same time the Act of 1895 was repealed. Protests against this change of policy ^{pp. 76, 77.} were immediately made by the British Committee and others, but for a long time it was difficult to discover in what manner the Rules of 1897 were being worked.

The present correspondence, spread over three years, has now at last elicited from the Indian authorities an admission that in many Cantonments the periodical examination of women has been regularly permitted. It is also not denied that brothels known to be for the use of soldiers are not only permitted in the Cantonments, but are placed under some sort of medical supervision or control.

p. 28.
pp. 80-82.
esp. pars. 33-35.

pp. 80-81.
esp. par. 37.

II. The objections to these practices are pointed out in the letter of November 23rd, 1911, from the British Committee to the Secretary of State for India, and may be summarized as follows :—

p. 88, par. 8

To the system of State Regulation of Vice, as it formerly existed both in England and in India, and still exists elsewhere, there are two main grounds of objection—one constitutional, and the other moral. The constitutional objection is the injustice involved in putting a class of women outside the ordinary law, constituting them suspects, differentiating them from men who are necessarily their accomplices in the conduct concerned, and then subjecting them to arbitrary treatment and especially to compulsory examination. The moral objection is that the system in its operation affords a positive encouragement of vice by giving it Government recognition and protection.

It is argued that such examinations as take place in the Cantonments are purely voluntary. But the alternative to examination is expulsion from the Cantonment. Moreover, the Special Commission who made inquiry in India and reported to the Departmental Committee in 1893, pointed out that " in the case of subject races, as in India, the action of an official showing that he wished a certain practice to be followed, though such action might be, in his view, purely persuasive, would from the point of view of the women, be in effect compulsory."

p. 53, §§ 208-4.
p. 80, 81, par. 32.
p. 81, par. 34.
p. 88, par. 9

p. 6.

But even if such examinations could be regarded as purely voluntary, the moral effect on the soldier is the same as if they were compulsory. Twice over in the course of the correspondence it has been pointed out to the Secretary of State that there is good reason to believe, from the personal testimony of men of the Indian Army, that this practice of periodical examinations is generally regarded by the soldiers as being intended to make

p. 71, par. 12.
p. 89, par. 11.

vice more safe, and that it thus becomes a direct encouragement to vice, especially as it is coupled with the fact, patent to all the men, that brothels in certain parts of the Cantonment are not only tolerated, but are placed under official supervision. pp. 81, 82.
pars. 37-39.

While Lord Crewe agrees that "any attempt to guarantee or to appear to guarantee the safety of sexual indulgence is entirely to be condemned," he has not denied that the present practices, whatever be their real object, must appear to the men as an attempt to guarantee such safety. He ought, therefore, to recognise that it is *the imperative duty of the Indian Government* to devise and carry out some other plan for securing the objects which we have at heart, and which we believe his Lordship desires to promote, viz., *to disabuse the soldier of any idea that the authorities countenance immorality and provide facilities and guarantees for it.* p. 85, par. 5.
p. 89, par. 12.

No mere rejection of suggestions put forward by the British Committee or by others can absolve the Indian Government from that duty.

III.—The existing conditions in India are defended on the ground of "practical results." But before attributing the marked and continuous decrease in venereal disease among the European troops in India to the effect of the 1897 rules, it should be borne in mind that in the Home Army a similar marked and continuous diminution of disease began immediately after the repeal of the Contagious Diseases Acts, and has continued without the aid of any of the practices to which we object. If the improvement in India is due to "sanitary control" of brothels, to what is it due in England? p. 85, par. 7.
p. 92, par. V.

A reply to this question may be found in the official Report on the Health of the Army in India for the year 1909, where the decrease is not attributed to the operation of the Rules but to a different set of factors, most of which operate equally in the two armies: "As noted in former reports the steady annual decrease in these diseases may be ascribed to a variety of causes, chief among which are the personal influence of the Commanding Officers, the spread of temperance, the variety of games and see also pp. 91, 92

amusements which fill up spare time, the more thorough treatment of disease, by which relapses are checked, and finally, the deterrent influence of the loss of service pay which those who contract these complaints have to suffer.”*

p. 82
para 38, 39.

It is from such influences as these that further improvement is to be expected, and to such influences the official toleration of brothels must be a hindrance, rather than a help.

p 90, par. 16.

IV.—This matter has another aspect. The White Slave Traffic which has provoked the indignation of the Western World, exists also in the East. It is notorious that in India there is a considerable importation of women from Japan and from Eastern Europe for immoral purposes, and also an internal traffic in native women, especially girls of tender years. As to the latter class, official enquiries were set on foot last year at the instance of the Secretary of State for India; and on September 18th, 1912, Sir R. Craddock, speaking in the Viceroy's Legislative Council, stated that “the replies that have been received . . . indicate to us clearly that the traffic in minor girls is on the increase, and also that there is a sensible development of public opinion among the educated classes in favour of fresh legislation.”† On the same date two Bills were introduced by unofficial members, designed to suppress this traffic and that in foreign women. The Government has expressed complete sympathy with both these objects; it has promised to strengthen the existing law for the protection of minors, and to consider how the importation of foreign women may best be checked.

The question which was asked at the International Congress in 1910 for the Suppression of the White Slave Traffic must be echoed in regard to India: “Is it possible to combat the traffickers and their accomplices the brothel-keepers by the help of officials who are encouraged to compromise with organized prostitution and to regard it as something tolerated by the Government, natural and lawful?”

November, 1912.

* Cd. 5477, page 83.

† “Gazette of India,” 28th Sept., 1912, page 719.

CORRESPONDENCE

BETWEEN THE

India Office and the British Committee of the
International Abolitionist Federation.

I.—British Committee to India Office.

HOUSE OF COMMONS.

2nd October, 1909.

DEAR LORD MORLEY,

With reference to the Parliamentary Return 38 of 1909*, as to the measures carried out in India, under secs. 177, 203, and 204† of the Cantonment Code, for the prevention of the spread of venereal diseases, we desire to submit for your consideration the following observations :—

Although much information is given in the answers to the questions included in the Return, there remains room for considerable uncertainty as to the actual state of things implied in the answers to the third question : “ Whether at any time during recent years women have been periodically examined by the Army medical officers, or by native hospital assistants, or by any other persons acting under official sanction ; if not, in what way is it ascertained that they are suffering from venereal disease ? ” Many of the answers explicitly deny the practice of periodical examinations ; but in almost forty cases, including most of the stations occupied by any considerable number of British troops, the answers are ambiguous, and may point to frequent, if not periodical, examinations. In these cases, at any rate, facilities seem to be afforded for periodical examinations, even if they do not, in all the cantonments concerned, regularly take place.

The answers generally indicate three modes of ascertaining the presence of such disease, namely :—

- (1) Voluntary attendance of women.
- (2) Notification under sec. 177 of the Code or by persons contaminated.
- (3) Presumption of disease under sec. 203 of the Code.

As regards (1) voluntary attendance of women, it is not clear how far this refers to women, respectable or otherwise, actually diseased and attending for treatment, and how far to prostitutes, presumably healthy, attending for the purpose of having their state of health ascertained from time to time.

As to the first alternative, we would only remark that we fully concur in the desirability of such treatment. As to the second

* [See pages 78 and 79, pars. 21 and 24.] † [For these Sections see pages 51—54.]

I.—British Committee to India Office.

alternative, the question arises (*a*) how far the attendance is really voluntary, and (*b*) if purely voluntary, what is its motive?

As regards (*a*), we would observe in the first place that the general unwillingness of women to undergo these periodical examinations is proved by the persistent efforts to evade them which have attended the working of this system in India and everywhere else; and, secondly, that the two American ladies, Dr. Kate Bushnell and Mrs. Andrew, who visited the recognized "Chaklas" in a number of cantonments in 1902, at a time when the attendance was understood to be entirely voluntary, and who got into personal and friendly contact with the women, found that, although the word "voluntary" was put up in large letters over the hospitals, and was freely used by the women themselves, they so little understood its meaning that they supposed the examinations—which they regarded with abhorrence—to be still insisted on, and they attended them accordingly. The good faith of these ladies, and the validity of their evidence in the main, was fully established by the Departmental Committee of 1893.

This view of the imperfectly "voluntary" character of the attendance is borne out by the explanatory observations in the Report of the Special Commissioners appointed to conduct an investigation in India for the above-mentioned Departmental Committee, where they explain that in the case of subject races, as in India, the action of an official showing that he wished a certain practice to be followed, though such action might be, in his view, purely persuasive, would, from the point of view of the women, be in effect compulsory.†

But supposing that some women do actually, of their own accord, desire periodical examination, there arises (*b*) the question of motive. Are those who desire it bona-fide sick persons requiring it as a means to recovery, or are they simply prostitutes seeking to have their state of health ascertained, with a view to the more successful practice of their calling? In the latter case it does not appear to us that it is or should be the duty of a British officer, or of anyone under his orders, to undertake the task. The answers, however, seem to indicate that in some stations this had recently been the practice, though it no longer is so. See the returns for Rawal Pindi (p. 2), Ambala (p. 4), Subathu (p. 6), Lucknow (p. 16), and Meiktila (p. 21), where it is stated that at the present time, or since a certain date (*e.g.*, August or September, 1907), women who attend voluntarily are no longer examined. This, we imagine, can hardly apply to actual sufferers requiring treatment.

With regard to (2), the notification of disease by persons supposed to have been contaminated, we need only remark that this method is notoriously unreliable, and, further, that a false or malicious accusation may at any time subject an innocent person

† Report of Departmental Committee (C.—7, 148, 1893, p. 259).

I.—*British Committee to India Office.*

to the alternative of a humiliating surgical ordeal, or a humiliating expulsion from the cantonment, with no redress as to imputation on character.

As regards (3), by sec. 203* of the Cantonment Code the medical officer, if he has "*prima facie* grounds for believing that any person living in the cantonment is suffering from an infectious or contagious disorder," may send for such person and subject him or her to examination. Apparently it is open to the surgeon to interpret this provision as justifying him in acting on the assumption that every prostitute is constantly liable to contract disease in the pursuit of her calling, and therefore requiring her attendance, at intervals of a fortnight or less, as a person probably diseased. But obviously this would be tantamount to the re-establishment of that practice of compulsory periodical examination which was the essential feature of the Contagious Diseases Acts.

That we have some ground for believing that the Cantonment Regulations may be and are used in the way indicated above is shown by an article in the Journal of the Royal Army Medical Corps for August, 1908, by Capt. J. Dorgan, R.A.M.C., recording the action taken by him at Poona in the three years 1904-6. In this article (p. 124) the following passage occurs: "The measures adopted were mostly in accordance with the Indian Cantonment Code: they included weekly or fortnightly examinations and detention of all suspicious cases in hospital. . . . The remaining healthy women were permitted to remain in certain specified houses, under the control of a matron responsible for their freedom from infection, and who assisted in the detection of suspects. . . . Wayside prostitution was prevented rigidly, and the recognized women were zealous to report all such interference with their monopoly by outsiders, though this was a means of infection which it was long difficult to control."

Here we find a medical officer applying all his energies to the battle with disease on traditional lines; treating the women as if they were as completely under his control as the men, without the slightest pretence of any regard to their personal volition; and publishing his methods in an Army Medical Journal without fear of blame, though they amount in fact to a complete re-establishment of the old compulsory periodical examination, accompanied by the toleration of recognized houses of ill-fame. The passage refers especially to the year 1905, which certainly comes within the definition "in recent years."†

Turning now to the Parliamentary Return, under the head

* [See page 53.]

† In drawing attention to the above quotation it is not intended to make any personal attack on an apparently able and earnest officer. It is clear that he regarded these proceedings as indisputably correct, and we suggest that he could hardly have done so had they been altogether exceptional. [Cf. page 69, par. 6, and page 78, pars. 22 and 23.]

1.—British Committee to India Office.

Poona (1908), we find in answer to the question "whether at any time during recent years women have been periodically examined," etc., the following statement: "there are examinations by the medical officers, but only of women who voluntarily attend for purposes of examination and treatment." (See Parliamentary Return, p. 12, Poona.) This is a somewhat ambiguous reply but it is not inconsistent with Captain's Dorgan's definite statement that the regular periodical examinations of prostitutes did actually take place during his time in Poona; and this suggests that similar practices may have been carried on in other cantonments where the answers are equally ambiguous.

These practices constitute a re-introduction of the old system of Regulation, a method which, during its years of fullest operation in India, entirely failed to reduce the advancing rate of disease, and which led, in the course of a singularly mistaken effort to compel success, to abuses amounting to nothing less than the official procurement of women for British troops in India.

This system, till lately almost universal in Europe, has recently been abandoned in some Scandinavian countries, and modified in Italy on grounds of public health; it has been condemned by a Government Commission in France; it was long ago abandoned in the United Kingdom with indisputable advantage to the public health; and we would urge that it should not be permitted, under any disguise, to be continued in India.

Two considerations lend especial force to this view at the present time. The first is the marked improvement in respect of venereal disease which has taken place of late years in the Army, both at home and in India—an improvement attributed by the Army authorities partly to improved methods of treatment and other causes, but also largely to the improved moral tone among the men themselves, brought about by the exertions of officers and others.* Of all prophylactic measures, that which leads the soldier himself to avoid indulgence in vice must be by far the most complete and satisfactory. But if the Government is to take its share in promoting this most desirable improvement, we submit that it must be by discouraging immorality, and not by affording it the recognition and apparent sanction of medical supervision. The Army is one Army in England and in India; and methods which would be considered offensive to good morals here are surely out of place among British soldiers anywhere.

The second point is, that there exists already in India, as we learn from competent observers, a flourishing and increasing traffic in women of various nationalities for immoral purposes. The British Government, in common with the Governments of other Powers, has pledged itself to use its energies for the suppression

* See Extracts from the Report of the Army Medical Advisory Board. [Pages 10 and 11 of this pamphlet.]

I.—*British Committee to India Office.*

of this traffic in Europe, and we would suggest that the Government of India should be invited to use similar efforts for its suppression there.

Private reports have reached us from time to time that in many cantonments methods similar to those of Capt. Dorgan are pursued, and that the soldiers are led to rely upon them. It was owing to these reports that the Return under consideration was originally asked for, and they are not refuted by anything in this Return, nor by any other official information within our knowledge. For convenience of reference we enclose a copy of a statement on the subject, which we communicated to you in March, 1908.*

In view of these considerations, we would strongly urge that the Government should take steps to secure that, while ample provision is made in cantonments for the treatment and cure of venereal disease, the powers of the Code shall not be used for the purpose of attempting to guarantee the safety of prostitution by any system of periodical examination.

We remain, dear Lord Morley, yours faithfully,

(Signed) JAMES STUART.

„ H. J. WILSON.

2.—Army Advisory Board's Opinion.

[Enclosed with No. 1.*]

Extract from the Final Report of the Advisory Board for Army Medical Services on the Treatment of Venereal Disease and Scabies in the Army, 1906, pages 1 and 2.

"It may be premised that the subject of prevention of venereal disease, although not entering definitely into the terms of reference, is of so great importance that it has repeatedly claimed attention during the deliberations of the Committee.

"Venereal diseases are so clearly contagious that the argument in favour of prevention by isolation of infected individuals, even by the operation of statutes having a penal character, such as the Contagious Diseases Acts, previously in force in this country, seems at once to carry overwhelming weight.

"The remarkable diminution of venereal disease among British troops in the stations where the Contagious Diseases Acts were in force, as shown on Charts I and VIII (First Report), is an example of evidence which at first sight appears to bear the most cogent character. Closer consideration, however, of the figures and charts relating to periods subsequent to the abolition of the Contagious Diseases Acts, demonstrates that other factors are concerned with variations in the prevalence of venereal disease in the army. In any case, the isolation of a particular section of infected persons, namely, of diseased prostitutes, cannot be considered to be an ideal method of arresting the disease while large numbers of infected persons of both sexes remain free to spread the contagion.

"It is noteworthy that in certain foreign countries where the police supervision of prostitutes has been carried out much more strictly than was ever attempted in the United Kingdom, serious doubts are now expressed as to the efficacy of legal restraint in arresting these contagious diseases.

"One of the most remarkable examples of diminution in prevalence of a contagious disease is afforded by the history of syphilis in Sweden during the past century. The main factor in bringing about this diminution is considered by Professor Welanders, of Stockholm, to have been the effective and, if necessary, gratuitous treatment afforded in hospitals by the State to patients of both sexes without the stigma produced by police compulsion. The opinion of many competent Continental authorities is to the effect that the voluntary submission to treatment by infected persons of both sexes is more likely to diminish the prevalence of venereal disease than the compulsory treatment by the police regulation of a special class only.

"Taking into consideration the present state of expert opinion

* [See page 8]

2.—Army Advisory Board's Opinion.

abroad, and the opposition certain to be raised in this country should the re-enactment of a statute on the lines of the Contagious Diseases Acts be proposed, the Committee has come to the conclusion that, in the United Kingdom at any rate, an attempt to grapple with the problem of venereal disease by methods of compulsory isolation and treatment is neither practicable nor expedient.

“ Better results are likely to be obtained by the diffusion of the knowledge of the serious consequences of these diseases, and the provision of effective treatment for both sexes under conditions to which no penal stigma is attached. If this conclusion is sound, the more necessary is it that trustworthy methods of treatment should be thoroughly understood by members of the medical profession, and rendered readily available both in military and civilian practice.”

3.—Investigator's Statement.

[Enclosed with No. I.*]

Extracts from Report of visits to certain Military Stations in India in the latter part of 1907, at the request of Mr. Henry J. Wilson, M.P., by a visitor well known to him for many years, thoroughly reliable and trustworthy.

The statements are, speaking generally, in this visitor's own words, but abbreviated by Mr. Wilson and slightly altered so as to conceal the identity of persons and places in view of the extraordinary secrecy enjoined, as will be seen on perusal.

March 30th, 1908.

I had a conversation with Mr. —, minister. He was very cordial, but I think was somewhat amused when I gave him some idea of my errand. He said several people had called on him lately on the same business. Mrs. — had called on him twice lately, and had given him to understand that the Association would be shortly sending out a Commission† to enquire into the condition of things throughout India. Now, only last week, an officer newly arrived from England had told him that Government had been privately informed that the Association was arranging to send out a secret commission next year. Each Cantonment, however, had now received the "tip" from headquarters and "you may rely on it," he said, "that they will find out nothing." The authorities are on the look-out.

(I, of course, do not know whether or not there is any truth in the "information" received by Government referred to above, but I had reason later to believe that the latter part was true, namely, that the authorities were aware and had instructed subordinates accordingly).

At — I got my old friend, Mr. —, a native, to accompany me to Stations — and —. There were several considerations that led me to believe I could do better with him there. If it was true that Government had received warning, all the ordinary sources of information would be closed to me, and my presence about the Cantonment seeking casual interviews with soldiers and others would be noticed, and my object thwarted. But this native could go freely unnoticed and get information from all sorts of people, native shopkeepers and servants and others.

Mr. — is a convert to Christianity, a man of superior education and of fine Christian character, remarkably successful in Mission work. I have known him for seventeen years, and was very glad indeed to get his help.

At — we got into conversation with several natives who had

* [These extracts were communicated to Lord Morley in March, 1908.
See page 9.]

† [The British Committee has no knowledge of any such Commission having been proposed.]

3.—Investigator's Statement.

lived at Station —, Hindus and Mohammedans. They all gave independent testimony affirming the existence of Government regulation, examination, etc., speaking of it in the most matter-of-fact way, and giving us the impression that there was absolutely no secrecy about the matter. We agreed that Mr. — should first go round the whole of the bazaar and make enquiries all round from all kinds of people, and that I should go round afterwards and confirm the information he brought. He found the bazaars crowded, and on nearing the chaklas found numbers of soldiers coming and going, the women plying their calling in the most open and public manner. He went quietly in their midst engaging in conversation with one and another, soldiers, women and natives. The existence of the chaklas and the licensing of the women for the special use of soldiers is so well known here that everyone with whom he conversed spoke of it as a matter of course. Standing near one of the women, he heard her say to a soldier in English, "Come, come, see my pass."

The natives with whom he spoke made a special point of the fact that Government licensing and supervision was at one time abolished, and had only lately been re-established. He noticed buildings with accommodation for about 60 women. He found that most of the rooms were occupied. They were all within the Cantonment limits. The women are only allowed to come in with the permission of the Cantonment authorities. There is no difficulty, we were assured, about getting recruits in this Cantonment. The women, mostly low caste, are attracted by the pay they can get from the soldiers, and come freely. If any woman desires to enter Cantonment life she is told to go to the hospital, where she is examined by the Assistant, who is a native, and who is supposed to be in special charge of this branch of work. As illustrating the pernicious influence of regulation on the minds of the men, I may say that my friend entered into conversation with a soldier who was negotiating with a woman. "Are you not afraid?" said he. "No," said the soldier, "we are assured of protection; why should I be afraid?" The women are examined weekly, and if fit, a pass is issued to them. If diseased, they simply go into the Cantonment hospital (formerly called the lock hospital, and still specially reserved for this class of women) until cured and resume their occupation on receiving permission to do so.

We were the guests for the night of a Mr. —. We did not tell our object, but led gradually up to the subject in conversation, and were astonished at the bitterness with which he and his friends whom he called in to meet us, spoke of the whole system. They confirmed all that my friend had found out.

In the morning we went for a walk in the Cantonment. On arriving near the chaklas, which are in a side street, just off the main bazaar, but still quite near the centre, he pointed them out to me, and showed me several of the women. As it was morning,

3.—Investigator's Statement.

no soldiers were there, and the women were cleaning their teeth, tidying up, etc. I could see no military guard, but was told that the Cantonment police just keep a general eye on the chaklas. No native is allowed to consort with the women who are reserved for the soldiers.

I was shown an empty ward with room for about -- beds. Near one of the windows stood a rather high, four-legged table. A moveable screen was so placed as to prevent the table being seen by the patients who might at any time be occupying the beds in the ward. On one side of the table was a wooden stand on which was a small wash-basin. I was told "This is the table on which the women lie to be examined," and the process was described to me. I understood the Medical Officer was ashamed of the whole business, but recognized it as part of his duty and so went through with it. A person thoroughly acquainted with everything going on, told me "the women are compelled to come." He spoke in English, using the word "compelled." He told me no native man was allowed near the chaklas, and said that surprise visits were paid to the chaklas at night, to see that no undesirable visitors were there.

In order to induce the women to remain happily in the hospital, when diseased, they gave them *double rations* as compared with the men in the neighbouring Cantonment hospital.

NOTE.—After we had got this information, my various informants seemed to fear they had compromised themselves, and we were asked, if we used this information for any purpose, to be careful not to mention the source of our information, and if possible to avoid mentioning the name of the town.

AT ANOTHER STATION.

The poor women live in very small houses, but the quarter is not set apart to their sole use. There are numerous shoemakers, tailors, tobacco dealers, etc. There are also bigger houses. All are mixed up. I cannot see how under these conditions any of the women can be reserved for the use of soldiers only.

Mr. —, a native, found out the *men* were examined every week, and as in Station —, any one found diseased was closely questioned and urged to point out the place, so that the woman might be sent out of Cantonment. I am sure I was suspected. The police paid the hotel a visit the next morning, and I am pretty sure I was *shadowed* until I left.

I met Mr. —, as per previous arrangement, and he took me to a man of life-long experience in Cantonment life, keenly interested in the question, and whose word can be relied on. He asked, however, for his own sake, that his name *should not be mentioned*. Amongst other things he told me there is a fixed scale of payment

3.—*Investigator's Statement.*

for privates, non-coms., etc. It is not possible in an open place like this to restrict to the soldiers only. The prostitutes themselves are very jealous of the "privilege" of being on the list, and would themselves quickly give information to the authorities if any unauthorized strange woman was practising. So that there is a three-fold check :—

- (1) The detectives and soldiers ;
- (2) The women and men working under the direction of the medical officer ; and
- (3) The prostitutes themselves keeping an eye on unauthorized women.

Besides this, there is a periodical parade of the soldiers, penalties being imposed on all who attempted to conceal disease or had themselves treated privately. There are Europeans, Jewesses, Eurasians and natives on this prostitutes' roll. Any soldier found suffering from disease would be closely questioned and urged to point out the woman, who would be forthwith expelled from the Cantonment.

AT ANOTHER STATION.

My native friend went out into the Cantonment and found practically the same condition of things. Both Mohammedan and Hindu men resident in the place testified to the fact of the existence of these houses within the limits of the Cantonment under the supervision of the Cantonment police. They knew that women were subject to examination by the subordinate native medical officer. No native men were allowed to consort with the women. Each woman was supplied, they said, with a pass, which she showed to the men visiting her.

In the morning we went out with another companion, and visited the Cantonment. We drove through the bazaar, passing by the side of the chaklas. We saw no soldiers there, but we saw many of the women sitting at the doors or strolling about. I alighted from the tonga, but my companions refused to do so. They were afraid, because they were "natives," that they would be driven out by the guard if they were to accompany me through the chaklas.

The chaklas were in what is called the sadr bazaar, and were quite open, that is, there was no enclosing wall. I told my companions to go back by a roundabout way and wait for me. I went into the bazaar and made a little purchase to account for my presence there, and started to walk through the chaklas. The women were sitting about and I intended to engage one or more of them in conversation, but immediately I entered the lines of huts, a soldier, who I think was on guard, came up as if to ask my business, and I was compelled to give up the idea. I asked him the way and he directed me, sticking close to my side as I moved, slowly away in the direction indicated, and not leaving me until

3.—Investigator's Statement.

I had left the neighbourhood of the chaklas. In answer to some casual and some leading questions from me, he told me that it was their business to keep the women exclusively for the soldiers, but that it was not an easy business. Generally no native man was allowed there, but the women sometimes got native men in on the pretence that they were their husbands. "The Government protects us very well," he said. "How?" I enquired, "by forcing the women to be examined?" He answered, "Oh, yes, they have to go regularly before the doctor."

I am finding soldiers very unwilling to give the least information. On the way to — I changed from second to third class, in order to get a prolonged conversation with a soldier I met on one of the platforms, and who came from a village in England which I know. He talked freely about his village and Good Templar matters, but the moment I tried to lead the conversation my way, it was like running up against a stone wall. He either lied, or else asked me very disconcerting questions in return.

In the evening I had a long conversation with a man who keeps a shop in the bazaar overlooking the chaklas. Before he would answer a single question he made the condition that his name should not transpire, and asked that the information, if used, should be used in such a way that the town could not be identified. It may seem strange to English friends that these men are so nervous, but the fact is that so much power is in the hands of the officials that they can make the life of any man living or trading in the Cantonment a *burden to him*. This man feared for his business. He says each woman is registered and has a ticket or pass given to her. This is not renewed at the examinations, but he understands it has to be produced. They sometimes gave them to the younger women or even lent them for a time.

In one station I was informed that a native had charge of keeping order in the chaklas or brothels, and he kept simple medicines and disinfectants, washing arrangements, etc., and any soldier was at liberty to go to his hut and have the advantage of this after intercourse, etc.

A reliable man told me that he considered that statistics are altogether unreliable. Some medical officers are strict, and have frequent examinations of the men. Some are lax, not having one per twelvemonth. One medical officer gives no notice of the parade, and so does not give time for any to conceal the fact that they are diseased. Each man passes into the doctor's presence and is examined separately. The thing is done very quickly. The men are callous.

Again in reference to unreliability of statistics, many of the men doctor themselves, and their cases are not reported.

The Commandant has power to order any woman in the Cantonment to appear for examination. If she refuses to come she is expelled from the Cantonment.

3.—Investigator's Statement.

If any soldier in the Cantonment goes into hospital with venereal, he is questioned by the doctor, and asked to identify the woman. If he does so, the Commandant communicates with the police, who order the woman to quit the Cantonment within 24 hours. But I asked, "Does not this place any woman against whom a soldier may have a grudge, practically at the mercy of the authorities?" He said, "No." Because the police would not move unless the woman were of known bad character or known to have soldiers visiting at her house. The houses were held by private owners, but they received such tenants at their own risk, and had no redress in case of their expulsion.

We went out to see an official in the Civil Service. He was very unwilling to talk about the subject. He agreed, however, that statistics were altogether misleading, because so many of the men had themselves treated privately, and concealed the fact of their being diseased from the medical officer. They were very clever in doing this. This gentleman, like my companion, deplored the fact that very many officers were addicted to this evil habit. In their cases the women were brought to their bungalows, and when they contracted disease they were treated privately. Their influence on the men was very bad indeed.

I was shown near the barracks, right opposite an officer's bungalow, two or three little outhouses almost under the eye of the sentry, which I was told were frequently used at night for an immoral purpose.

Walking out in the morning towards the barracks, I met a couple of young soldiers of the — regiment to whom I had been introduced the night before at the Mission bungalow. I, of course, told them nothing, and they knew me as a missionary friend of Mr. —. They were frankly on the side of regulation, and deplored the fact that there was none here or at a neighbouring station, where they said it was very badly needed. They referred to two other stations where they said there were regimental enclosures called by the soldiers — (an offensive name). These were for the exclusive use of the regiment which owned them. The money is not paid to the women, but to the woman in charge, who has a certain percentage from it. She is responsible to the regimental authorities for the cleanliness and health, etc., of the women, and also for getting new women. Besides the commission on the earnings of the women, the soldiers believed the woman in charge received a fixed amount monthly from the regimental authorities. The — (offensive name) was guarded night and day by military sentinels, and no one except of that particular regiment was allowed to enter. When one regiment left, the establishment was taken over by the regiment coming in. The doctor visited the place. If a woman were found to be diseased, she would first be sent to hospital, and when cured committed to prison for having concealed disease. On coming out of prison she would be brought

3.—Investigator's Statement.

back to the immoral enclosure by the police and the whole thing would start again.

But, I said, I understood all this was abolished long ago. Yes, said they, it was, but ——— had again started it, and the system was in full swing. They were glad it was so, as they thought the men ought to be protected in this way. They abused ———, however, because he had made an order that the time spent in hospital by a soldier suffering from venereal should be lost time and his pay and privileges should be stopped. As to the prevalence of disease in some regiments and comparative immunity in others, another informant thought a great deal depended on the officers. He said two regiments were stationed in the same Cantonment. In one it was the constant effort of the officers, who were high-minded men, to put the men upon their honour in reference to this sin. There were only three cases of venereal in one year. The other regiment was practically saturated with venereal. Its officers were a very different class of men.

4.—*India Office to British Committee.*

India Office, Whitehall.

October 22nd, 1909.

MY DEAR STUART,

I am in receipt of your letter of the 3rd inst. enclosing a letter from Mr. Henry J. Wilson, and a printed letter,* which you have both signed, relating to Parliamentary Return No. 38 of the 23rd February, 1909.

In the second paragraph of the printed letter you say, "Many of the answers" (to the third question) "explicitly deny the practice of periodical examinations, but in almost forty cases, including most of the stations occupied by any considerable number of European troops, the answers are ambiguous, and may point to frequent, if not periodical, examinations."

If you desire it, I am quite willing to ask the Government of India for a definite and categorical reply in all cases in which you regard the replies already furnished as ambiguous. In order that I may do so I must ask you kindly to furnish me with a complete list† of references to replies in the Return that you do not regard as conclusive. We can make no real way without chapter and verse.

Ever yours,

(Signed) MORLEY OF BLACKBURN.

The Right Hon. James Stuart, M.P.

* See page 5.]

† [On November 2nd, Mr. Stuart wrote to Lord Morley, enclosing the list required, which is printed on page 22]

5.—*India Office to British Committee.*

India Office,

June 6th, 1910.

MY DEAR STUART,

In continuation of my letter of the 22nd October, 1909, I now send you a copy of my Military Despatch, No. 136, of the 26th November, 1909, addressed to the Government of India, with reference to the replies* in question 3 in Parliamentary Return, No. 38, of 1909, which you regarded as ambiguous, together with a copy of the Government of India's reply.† You will see that in 21 of the 39 cases which you specified, neither permission nor encouragement was given to prostitutes to present themselves periodically for medical examination irrespective of there being any special reasons for suspecting them of being diseased. In 8 cases, permission was given, but no encouragement, and these I must class with the 21 previous cases as being within rule. In 5 cases attendance was encouraged, and these, though within the letter of the law, seem to me outside its spirit. In 5 other cases a system of examination of all prostitutes existed which, though nominally voluntary, I fear I must regard as, in practice, compulsory.

I am, therefore, much obliged to you for having brought the matter to my notice. I desire, at the same time, to draw your attention to enclosures 2 and 3 ‡ to the Government of India Despatch showing the action that the Commander-in-Chief in India has taken in the matter. It will, I hope, prevent any further irregularities in this respect.

Ever yours sincerely,

(Signed) MORLEY OF BLACKBURN.

The Right Hon. James Stuart, M.P.

* [For list of stations in question see page 22.]

† [See page 23.]

‡ [See pages 33 and 34.]

6.—India Office to Government of India.

[*Enclosed with No. 5.*]

India Office, London.

26th November, 1909.

Military, No. 136.

*To His Excellency the Right Honourable the Governor General of
India in Council.*

CONTAGIOUS DISEASES IN MILITARY STATIONS IN INDIA. M. 13,608.

MY LORD,

Certain members of the House of Commons have brought to my notice that they regard some of the replies to Question 3 in Parliamentary Return 38 of 1909—a copy of which is attached for ease of reference—as ambiguous. The replies referred to are those which concern the 39 stations detailed in the attached list.*

2. It appears to me desirable that any doubts which may exist should be removed, and I shall be obliged by your furnishing me with definite and categorical answers in all these 39 cases. In making this request I wish to make it clear to Your Excellency that the point at issue is not whether medical officers attend frequently or periodically at cantonment hospitals in order to examine and treat persons who may present themselves voluntarily for treatment for infectious or contagious disorders, or who, being reasonably suspected of suffering from such diseases, may be summoned to attend under paragraph 203 † of the Cantonment Code. To that no exception is taken.‡ The question was intended to elicit information as to whether individual prostitutes were permitted or encouraged to present themselves periodically for examination irrespective of there being any special reasons for suspecting them of being diseased. It is this point in especial which I request may be dealt with in the replies called for in this Despatch.

I have the honour to be, My Lord,

Your Lordship's most obedient humble Servant,

(Signed) MORLEY OF BLACKBURN.

* [See list on page 22.] † See page 53.]

‡ See page 63, par. 5.

7.—List of Stations.

[Enclosed with No. 6.]

EAST INDIA CONTAGIOUS DISEASES.

STATIONS IN WHICH REPLIES TO QUESTION 3 ARE AMBIGUOUS.*

Return No. 38 of 1909.

These two Columns are added by
Stuart and Wilson.

Name of Station.	Page of Return.	Consecutive Numbers.	Average Strength in 1907. See Medical Report [Cd. 4057], pp. 248-49.
Dalhousie	4	26	803
Dagshai	5	28	743
Lahore	5	33	890
			112
Solon	6	36	255
Quetta	7	37	2,663
Karachi	7	38	1,267
Hyderabad	7	39	492
Jhansi	9	49	958
Kamptee	10	51	932
Mhow	10	52	1,752
Saugor	11	58	304
Poona	12	66	1,901
Kirkee	12	67	877
Sitapur	16	91	499
Benares	17	100	147
Fyzabad	17	101	889

(The following stations preface their replies with "No," but what follows seems to indicate the possibility of frequent, if not periodical, examinations of some at least of the women.)

Nowshera	1	2	592
Campbellpore	2	10	263
Sialkot	3	17	1,294
Amritsar	4	24	162
Jutogh	5	31	214
Multan	6	34	869
Jubbulpore	9	50	976
Nasirabad	10	53	781
Neemuch	10	54	395
Pachmari	11	56	142
Bareilly	14	78	1,050
Chakrata	14	79	1,230
Meerut	15	85	1,842
Muttra	15	86	494
Ranikhet	15	87	1,095
Roorkee	15	88	373
Shahjahanpur	15	89	374
Lebang	17	95	585
Dinapore	17	97	691
Allahabad	17	98	978
Cawnpore	17	99	986
Bellary	19	109	502
Maymyo	24	124	779

8.—*Government of India to India Office.*

[Enclosed with No. 5.]

No. 32 of 1910. Army Department.

*To the Right Honourable Viscount Morley of Blackburn, O.M.,
His Majesty's Secretary of State for India.
Simla, the 14th April, 1910.*

MY LORD,

In reply to your Lordship's despatch No. 136-Military,* dated 26th November, 1909, we have the honour to forward a statement† giving *verbatim* the replies received from General Officers Commanding, Divisions, to the enquiry as to whether individual prostitutes have been permitted, or encouraged, at certain stations, to present themselves periodically for medical examination, irrespective of there being any special reasons for suspecting them of being diseased.

2. The replies may be classified as follows :—

In 21 cantonments neither permission nor encouragement is admitted.

8 acknowledge to permission but not to encouragement.

5 state that attendance is encouraged.

5 acknowledge to a system of voluntary examination of practically all the prostitutes in the station, in some cases at stated intervals.

In none of the 39 cantonments mentioned has there been any compulsory examination.

3. Instructions ‡ have been issued, under the orders of His Excellency the Commander-in-Chief, to General Officers Commanding, that the attendance at Cantonment hospitals of women whom there is no special reason to suspect of being diseased, should not be encouraged. In permitting such attendance they are, however, within the rule, for in Military Department letter No. 5465-D,§ dated the 20th November, 1907 (a copy of which was forwarded to His Majesty's Government with our Military Despatch No. 84, paragraph 14, dated the 2nd June, 1898), it is laid down that "Although there is to be no compulsory examination of women, medical officers may make arrangements to carry out from time to time the examination of women who voluntarily present themselves."

We have the honour to be, My Lord,

Your Lordship's most obedient, humble servants,

(Signed) H. ADAMSON.

„ J. O. MILLER.

„ S. P. SINHA.

„ B. ROBERTSON.

* See page 21. † See pages 25 to 32. ‡ See page 34.
§ See page 16. For "1907" read "1897"; see page 37.]

9.—List of Enclosures in 8.

List of enclosures of despatch No. 32 (Army), dated the 14th April, 1910, from the Government of India, in the Army Department, to His Majesty's Secretary of State for India.

Serial No.	Number and date of paper.	From whom or to whom.	Subject.
1*	Statement giving <i>verbatim</i> the replies received from General Officers Commanding, Divisions, to the enquiry as to whether individual prostitutes have been permitted or encouraged at certain stations to present themselves periodically for medical examination.
2†	Dated 8th October, 1909	From Inspecting Officer of Cantonments	Instructions to Cantonment Magistrates in regard to the action they should take when any case occurs in any Cantonment where orders regarding examination of prostitutes in Cantonments are exceeded.
3‡	No. ^{340C} _{Camp} dated 21st March, 1910	To General Officers Commanding, 3rd, 4th, 5th, 6th, & 8th Divisions	Military authorities have been asked that the orders regarding examination of prostitutes in Cantonments should be strictly adhered to in future

(Sd.) J. M. STEWART, Colonel,
Offg. Depy. Secy. to the Govt. of India.

* [See pages 25 to 32.] † [See page 33.]

‡ [See page 34.]

10.—*Replies from Stations.*

[Enclosed with No. 8.]

Statement giving verbatim the replies received from General Officers Commanding, Divisions, to the enquiry whether individual prostitutes have been permitted or encouraged at certain stations to present themselves periodically for medical examination.

Whether at any time during recent years women have been periodically examined by Army Medical Officers, or by Native Hospital Assistants, or by any other persons acting under official sanction ; if not, in what way it is ascertained that they are suffering from venereal disease.

N.B.—The question is intended to elicit information as to whether individual prostitutes were permitted or encouraged to present themselves periodically for examination irrespective of there being any special reasons for suspecting them of being diseased.

Division	Cantonment.	Reply.
1st (Peshawar) ...	Nowshera	Individual prostitutes are permitted to present themselves for examination irrespective of there being any special reasons for suspecting them of being diseased. They are examined at their own request periodically by Medical Officers only.
2nd (Rawal Pindi)	Campbellpore .	No periodical examination made of prostitutes who are presumably healthy. Those women who suspect themselves of having contracted any contagious disease are allowed to present themselves for examination, and no effort has ever been made to induce them or others to do so.
	Sialkot	Individual prostitutes are permitted to present themselves periodically for examination at the Cantonment General Hospital, irrespective of there being any special reasons for suspecting them of suffering from a contagious disease. No efforts whatever are made to induce such attendance, which is absolutely voluntary.

10.—*Replies from Stations.*

Division.	Cantonment.	Reply.
3rd (Lahore) ...	Lahore	All prostitutes, being reasonably suspected of being diseased, have been encouraged to present themselves for examination, irrespective of there being any definite proof of disease.
	Dalhousie	Women have not been encouraged to present themselves for examination, but large numbers attend voluntarily at the Cantonment Hospital.
	Dagshai	Prostitutes are permitted, but not encouraged, to present themselves for examination at the Cantonment Hospital, whenever they are, or think they are, diseased, but not otherwise.
	Amritsar	No action has been taken to encourage individual prostitutes to present themselves for periodical examination other than such action indicated on page 3 of Quartermaster-General's circular memorandum No. 14, dated 9th August, 1907 * These advantages are realized, as women frequently present themselves for examination.
	Jutogh	Individual prostitutes were not permitted or encouraged to present themselves periodically for examination, irrespective of there being any reasons to suspect them of being diseased. It is ascertained that they are suffering from venereal disease, by the occurrence of it in individuals who have cohabited with them.
	Multan	Prostitutes are permitted and encouraged to present themselves for examination weekly, irrespective of there being any reason to suspect them of being diseased.

10.—*Replies from Stations.*

Division.	Cantonment.	Reply.
1		3
3rd (Lahore)— <i>contd.</i>	Solon ...	From time to time, but not periodically, women come up to be examined voluntarily. They receive no special encouragement to do so.
4th (Quetta) ...	Quetta and Hyderabad.	No woman presents herself or is encouraged to present herself for examination except when suffering from venereal disease or suspected of suffering therefrom. Few women voluntarily present themselves for treatment when diseased, a woman is inspected only when from the report of a man who states that he has contracted venereal disease from her, there are good grounds for suspecting that she is suffering from an infectious disease. In the latter case the woman receives through the Police an order to attend Hospital in accordance with Section 203,* Cantonment Code: if on examination she is found to be suffering from infectious disease, she is retained in hospital for treatment.
	Karachi ..	At the Cantonment Hospital, in recent years individual prostitutes have been permitted and encouraged to present themselves periodically for examination irrespective of there being any special reasons for suspecting them of being diseased, other than the fact that they were known to be prostitutes. At the Cantonment Hospital, Karachi, in recent years prostitutes have been periodically examined by the Medical Officer of the hospital, and occasionally, in his absence, by the Hospital Assistant at the hospital, but not, as far as known, by any other person acting under official sanction.

* [See page 53.]

10.—*Replies from Stations.*

Division.	Cantonment.	Reply.
1	2	3
5th (Mhow) ...	Jubbulpore ...	Women are not permitted or encouraged to present themselves periodically for examination.
	Jhansi ...	All women residing in the prostitutes' quarter are examined every week by the Medical Officer in charge, Cantonment Hospital, in accordance with their own written request (dated 7th July, 1907) that this should be done irrespective of whether there is any suspicion of their being diseased or not. Any found diseased are kept in hospital until well, also according to their request in the above letter, if admitted, they in common with other deserving cases, receive a dieting allowance of 2½ annas a day and are treated with every kindness and consideration.
	Kamptee ...	Women have been permitted and encouraged to present themselves for periodical examination.
	Mhow ...	Individual prostitutes are permitted to attend hospital weekly for examination. All the women attend voluntarily as a matter of routine, and each woman is examined and a microscopical diagnosis made, irrespective of any suspicion of disease. The Medical Officer attends twice a week for these inspections on stated days fixed to suit his work.
	Nasirabad ...	There is no compulsory examination of prostitutes by any Army Medical Officer, Native Hospital Assistant, or other person acting under authority in this Cantonment, nor is any pressure or inducement brought to bear on them to present themselves periodically for examination, nor is there such a thing in existence as a register of pros-

10.—*Replies from Stations.*

Division.	Cantonment.	Reply.
1	2	3
5th (Mhow) <i>contd.</i>	Nasirabad-- <i>contd.</i>	titutes. The presence of contagious disease in such women is ascertained from information given by persons infected and by subsequent examination of the infected woman under the terms of Section 203* of the Cantonment Code, 1899.
	...	Individual prostitutes are not encouraged to present themselves periodically for examination, but some, of their own accord, do present themselves, and are, of course, permitted to do so. At the same time, nothing in the shape of a penalty is inflicted on a prostitute who never presents herself for examination.
	Neemuch ...	During recent years Army Medical Officers have examined prostitutes who voluntarily presented themselves for examination, and such women are encouraged to present themselves. No one particular individual is encouraged more than any other. The examination is made at the request of the individual, irrespective of their being any special reasons for suspecting disease.
	Pachmari ...	As for Jubbulpore.
	Saugor ...	In no case has any individual prostitute been permitted or encouraged to present herself for examination.
6th (Poona) ...	Poona and Kirkee	During recent years individual prostitutes were permitted and encouraged to present themselves periodically for examination, but not irrespective of there being any special reasons for suspecting them of being diseased. The trade of prostitution is in itself a special reason for suspecting them of being diseased. These inspections are entirely voluntary--the women attending solely for the benefit of their health.

* [See page 53.]

10.—*Replies from Stations.*

Division.	Cantonment.	Reply.
1	2	3
7th (Meerut)	Bareilly	Prostitutes are always permitted to present themselves periodically for examination at the Cantonment General Hospital. The Hospital is open to them at any time and for any reason they may wish voluntarily to attend.
	Chakrata	Prostitutes are in the habit of presenting themselves for examination at the Cantonment Hospital as often as they think necessary. This they do as a precaution, and not when they suspect themselves of disease. They are extremely nervous about disease and its consequences. They are treated in the same way as ordinary patients.
	Meerut	Prostitutes attend the Cantonment Hospital whenever they wish to be examined as free from disease. These attendances are entirely voluntary.
	Muttra	No women live in Cantonments in Muttra and there is no Cantonment Hospital here. When a soldier contracts disease from anyone, she is asked if she would care to come to a small room in the Bazaar, and if she does not care to do this, the Civil authorities are asked to have her removed from the vicinity of the Cantonments. A few women come to the room for examination voluntarily.
	Ranikhet	Prostitutes have never been encouraged to attend periodically for examination irrespective of whether

10.—*Replies from Stations.*

Division.	Cantonment.	Reply.
7th (Meerut)— <i>contd.</i>	Ranikhet— <i>contd.</i>	they were suspected of being diseased or not, but they are permitted to do so whenever they wish during the Medical Officer's daily visits to the Hospital.
	Roorkee	Prostitutes in the Bazaar know that, if suffering from venereal disease, they can come for treatment at the Infectious Hospital. In consequence, women present themselves voluntarily for examination. The only encouragement they get is that they can be examined and treated, whether they are ill or not.
	Shahjehanpur	Any prostitute can so attend if she so wishes on any day of the week to be examined.
8th (Lucknow)	Sitapur	The late Medical Officer in charge is now absent out of India, and as the station is not now occupied by troops, a reply may not be considered necessary.
	Lebong	An Assistant Surgeon attends weekly at an appointed place so that any woman who wishes to do so may present herself to be examined and treated. There is no compulsory attendance.
	Dinapore	Individual prostitutes are not encouraged to present themselves periodically for examination irrespective of there being any special reasons for suspecting them of being diseased. Permission, however, is not refused to any who, of their own free will, present themselves for examination.
	Allahabad	The women are permitted to be examined when they, of their own accord, express such a desire, but no official encouragement is given.

10.—*Replies from Stations.*

Division.	Cantonment.		Reply.
1	2		3
8th (Lucknow)— <i>contd.</i>	Cawnpore	...	The women are permitted and encouraged to present themselves for examination. There is no periodical examination.
	Benares	...	The women present themselves voluntarily once a week for examination at the Cantonment Hospital.
	Fyzabad	...	Individual prostitutes have been permitted and encouraged to present themselves periodically for examination, irrespective of there being any special reasons for suspecting them of being diseased.
9th (Secunderabad)	Bellary	...	No encouragement was given to prostitutes to present themselves periodically for examination, irrespective of there being any special reasons for suspecting them of being diseased, but they were permitted to attend for examination voluntarily.
Burma	...	Maymyo ...	No individual prostitutes are, or have been, permitted to present themselves for periodical examination, irrespective of their state of health.

II.—Commander-in-Chief to Cantonment Magistrates.

[Enclosed with No. 8.]

Dated Simla, the 8th October, 1909.

From—H. B. Thornhill, Esq., Inspecting Officer of Cantonments.

To—All Cantonment Magistrates.

The Commander-in-Chief is most anxious that the efforts so successfully made to reduce preventible disease in Cantonments should in no way be relaxed, and at the same time he is equally desirous that these efforts should be strictly confined within the four corners of the law, and of the orders upon the subject, and that, while no stone is left unturned in the endeavour to combat disease, nothing is done which is contrary to orders.

Sir O'Moore Creagh believes that in almost every case the instructions have been carried out both in the letter and in the spirit, and that no difficulty is encountered in obtaining the best results without exceeding instructions.

The Cantonment Magistrate's responsibility is clear :—namely to at once bring to the notice of the Officer Commanding the Station (and to inform me as well, Demi-officially,) when any case occurs in his Cantonment where orders appear to have been exceeded.

12.—*Quartermaster-General, India, to General Officers.*

[Enclosed with No. 8.]

*No. 340-C.—Camp, dated Calcutta, the 21st March, 1910.**From—The Quartermaster-General in India,**To—The General Officer Commanding, Lahore Division.*

"	"	"	"	"	<i>Quetta</i>	"
"	"	"	"	"	<i>Mhow</i>	"
"	"	"	"	"	<i>Poona</i>	"
"	"	"	"	"	<i>Lucknow</i>	"

MEMORANDUM.

Reference.—Lahore Division, No. 263-A, dated 7th February, 1910, regarding Lahore and Multan Cantonments.*

Reference.—Quetta Division, No. 19-C, dated 25th January, 1910, regarding Karachi Cantonment.†

Reference.—Mhow Division, No. 269-D, dated 1st February, 1910, regarding Jhansi, Kamptee, Mhow and Neemuch Cantonments.‡

Reference.—Poona Division, No. 434-Medical, dated 17th January, 1910, regarding Poona and Kirkee Cantonments.§

Reference.—Lucknow Division, No. 158-B, dated 29th January, 1910, regarding Cawnpore and Fyzabad Cantonments.||

I am directed by His Excellency the Commander-in-Chief to say that in "encouraging" attendance at Cantonment Hospitals of women whom there is no special reason to suspect of being diseased, the local military authorities have exceeded the orders on the subject—and I am to add that this is not to be done in the future.

* See page 26. † See page 27. ‡ [See pages 28 and 29.]
§ See page 29. || See page 32.

13.—*India Office to British Committee.*

[On June 20th, 1910, Mr. Wilson wrote to Lord Morley asking for a copy of the Circular Memorandum mentioned on page 26.]

India Office, Whitehall, S.W.

June 22nd, 1910.

MY DEAR HENRY WILSON,—

In reply to your letter of the 20th inst., I find that there is no copy of the Quartermaster-General's Circular Memorandum to which you refer, available in this Office, but I have taken steps to procure the document from India without delay.

Yours very sincerely,

(Signed) MORLEY OF BLACKBURN.

Henry J. Wilson, Esq., M.P.

14.—*India Office to British Committee.*

India Office, Whitehall, S.W.

September 27th, 1910.

DEAR MR. WILSON,--

I forward herewith a copy of a paragraph of a Despatch from the Government of India, with enclosures about Cantonment regulations in India. The papers include the circular for which you asked.

Yours faithfully,

(Signed) H. PEEL.

H. J. Wilson, Esq., M.P.

15.--*Government of India to India Office.*[*Enclosed with No. 14.*]

Extract Para. 9 of an (Army) despatch from the Government of India, No. 100, dated 8th September, 1910.

* * * * *

9. We attach a copy of Quartermaster-General's Circular Memorandum No. 14, dated the 9th August, 1907,* together with the correspondence connected therewith. The orders and instructions contained therein are still in force. The date "20th November, 1907" was a misquotation for "20th November, 1897."† [*With reference to paragraph 1 of military despatch No. 55, dated India Office, the 15th July, 1910 (M-5,224).*]

* * * * *

We have the honour to be,

My Lord,

Your Lordship's most obedient, humble servants,

(Signed) MINTO.

„ O'M. CREAGH.

„ G. FLEETWOOD WILSON.

„ S. P. SINHA.

„ J. L. JENKINS.

„ R. W. CARLYLE.

* [See pages 26 and 39.]

† [See page 23.]

16.—List of Enclosures in 15.

Extract from the List of enclosures of Miscellaneous Despatch to His Majesty's Secretary of State for India, No. 100, dated 8th Sept., 1910.

Enclosures to para. 9.

Serial No.	Number and date of paper	From whom or to whom.	Subject.
1*	Circular No. 14, dated 9th August, 1907.	From the Quarter-master - General in India to General Officers commanding Divisions and Independent Brigades.	Enunciation of the rules and policy governing the control to be exercised over brothels and prostitutes in cantonments.
2†	Circular No. 10, dated 2nd October, 1900, and enclosures.	From the Quarter-master - General in India to the Lieutenant - Generals Commanding the Forces Punjab, Bengal, Madras, & Bombay.	Attention invited to the orders contained in certain sections of the Cantonment Code, 1899, relating to infectious and contagious diseases and the enforcement of public decency in cantonments.
3‡	Dated 23rd October, 1905.	Memorandum by His Excellency General Viscount Kitchener of Khartoum, G.C.B., O.M., G.C.M.G., Commander-in-Chief in India, on the ravages made by venereal disease among British troops serving in India.
4§	No. 1422-C, dated 2nd June 1904 and enclosure.	From the Adjutant-General in India to the Lieutenant-Generals Commanding the Forces, Punjab, Bengal, Madras, Bombay, and Burma District.	Memorandum by His Excellency the Commander-in-Chief indicating the steps which His Excellency desires to be taken for the suppression of venereal disease.
5	No. 1335-A, dated 2nd June 1905	From the Adjutant-General in India to the Lieutenant-Generals Commanding the Northern, Western, & Eastern Commands, and Secunderabad & Burma Divisions.	Recognition of the good work done, and the necessity for sustained effort.

* [See page 39.]

† [See page 44.]

‡ [See page 57.]

§ [See pages 61 and 62.]

|| [See page 65.]

17.—Quartermaster-General's Circular of August 9th, 1907.

[Enclosed with No. 15.]

*Circular Memorandum No. 14, "Cantonments—Regulations," dated Simla, the 9th August, 1907.**

From—Major-General H. C. Sclater, Quartermaster-General in India.

To—The General Officers Commanding Divisions and Independent Brigades

His Excellency the Commander-in-Chief has no cause to suppose that the control exercised by authority in India over brothels and prostitutes in cantonments has been otherwise than properly exercised, and he feels sure that all those who have been working with him so successfully in recent years in the cause of efficiency in the army, as well as in that of common humanity, have loyally desired to carry out his objects and views in dealing with this difficult and noxious subject; but as complaints have been made, though not founded on any proof, that the efforts of those who have undertaken this very unpleasant task have resulted in some cases in steps being taken which could not be approved of, Lord Kitchener considers it is desirable to clearly enunciate the rules under which policy in this difficult matter is defined.

In the first place the Commander-in-Chief wishes to reiterate his views on this subject, published in his circular of the 2nd June, 1905,† to the effect that "he considers public opinion was quite justified in condemning the system under which prostitutes were maintained by Government for the use of the soldiers," and that "the object of all recent regulations on the subject, warnings to the soldiers, as well as punishments, etc., are framed with a view to the diminution of vice, and in order to induce soldiers to adopt a higher moral tone, and that the idea that vice can be prevented by allowing disease to exist in cantonments and by regarding the liability of infection as an effective deterrent is not, and never has been, the view held by persons of sound judgment."

In pursuance of this policy it has been ordered by the Government of India that—

- (a) The residence of prostitutes within regimental lines, or the recognition of their accompanying troops on the march, is forbidden.
- (b) Venereal disease will be treated on precisely the same footing as other contagious or infectious diseases.

* [See page 26.]

† [See page 65.]

17.—Circular of August 9th, 1907.

- (c) Compulsory examinations, and registrations of women, as well as the granting of licences to practise prostitution, are forbidden.
- (d) Hospitals, where prostitutes may be treated, are purely voluntary institutions.

The attention of all concerned is also directed to the following extracts from the existing law, contained in sections of the Cantonment Code :—

Section 174.—The Cantonment authority may, by notice in writing, prohibit :—

- (a) the keeping of a brothel, or
- (b) the residence of a public prostitute in the cantonment or any specified part thereof. . . .

In connection with this rule, see paragraphs 3 and 4, circular memorandum No. 10,* "^{Sanitary} Cantonment Hospitals," dated 2nd October, 1900, from the Quartermaster-General in India to the address of Lieutenant-Generals Commanding the Forces.

Section 175.—No public prostitute shall be permitted to reside within the limits of any regimental bazaar situate in the cantonment.

Section 177.—Whoever

- (a) being a medical practitioner and in the course of practice becoming cognisant of the existence of any . . . contagious disorder in any dwelling, other than a public hospital or dispensary, in the cantonment or its neighbourhood ; or . . .

fails to give information or gives false information to the cantonment authority of the existence of such disorder shall be punishable with fine which may extend to fifty rupees. . . .

Provided also that this section shall not apply to venereal disease where the person suffering therefrom is under specific and adequate medical treatment, or by reason of habits, condition of life, and residence, is unlikely to spread the disorder.

HOSPITALS AND DISPENSARIES.

Section 196.—(1) . . .

(2) Every hospital or dispensary maintained or aided under sub-section (1) shall have attached to it a ward or wards for the treatment of persons suffering from infectious or contagious disorders.

Explanation.—In this section, the expression "infectious or contagious disorder" includes venereal disease.

17.—Circular of August 9th, 1907.

Section 201.—At every hospital or dispensary maintained or aided under Section 196 the sick poor . . . persons in the cantonment suffering from infectious or contagious* disorders . . . may receive medical treatment free of cost . . .

Section 203.—If the medical officer in charge of a hospital or dispensary maintained or aided under Section 196 has *prima facie* grounds for believing that any person living in the cantonment is suffering from an infectious or contagious disorder, he may by notice in writing . . . call upon such person to attend at the hospital . . . and not quit it without the permission of the Medical Officer in charge, unless and until such Medical Officer is satisfied, by examination (if necessary), that such person is not in fact suffering, or is no longer suffering from such disorder.

Section 204.—If the Medical Officer in charge of a hospital . . . reports in writing to the Commanding Officer of the cantonment that any person, having received a notice as provided by Section 203, has refused or omitted to attend at the hospital or dispensary, or . . . has quitted it without permission of such Medical Officer, the Commanding Officer of the cantonment may, if he thinks fit, by order in writing, direct such person to remove from the cantonment within twenty-four hours, and prohibit him from remaining longer in, or re-entering, it without his permission in writing. . . .

Section 209.—Whoever in any street or public place in the cantonment, loiters for the purpose of prostitution or importunes any person to the commission of sexual immorality, shall be punishable with imprisonment for a term which may extend to eight days, or with a fine which may extend to fifty rupees.

Section 210.—(1) The Cantonment Magistrate may, on receiving information that any person, whether resident in or frequenting the cantonment,

- (a) is a disorderly person keeping or frequenting a common gaming house, a disorderly drinking shop or a disorderly house of any other description . . . may make an order in writing, setting forth the substance of the information received, and issue a summons requiring the person to show cause why he should not be required to remove from the cantonment, and be prohibited from re-entering it.

See also Section 210 (2) and (3) as to confirmation of such order, and the further action to be taken, and also Section 211 as to the power of the Officer Commanding the cantonment to exclude disorderly persons.

Lord Kitchener desires that all officers concerned should fully understand the scope of these orders, and directs that they be

* Includes venereal disease.

17.— *Circular of August 9th, 1907.*

obeyed in the spirit and in the letter. He recognizes that prostitution exists, though it is to be deplored, being the result of the conditions of life and the state of society which obtains, and that the fact that it exists calls for the exercise of such powers as may be authorized in the cause of humanity. The Commander-in-Chief, therefore, desires that where prostitution exists, every endeavour should be made to lessen disease, and if possible remove it altogether.

With regard to the complaints which have been made, Lord Kitchener desires it to be understood that while no registration of women whatever should be permitted nor any conditions under which prostitutes should be treated other than as ordinary members of the community, it should be possible for the cantonment authority to know of their residence, and of their general behaviour. It should be recognized that no encouragement or assistance of the vice, by permitting appliances for use in immorality to be sold in regimental institutes, can be allowed.

The use of funds of institutes or cantonments in such a way as can be construed into encouragement of such vice is forbidden, as well as any other form of encouragement whatever.

Lord Kitchener desires a rigid adherence to the rules regarding the hospitals and their use, and that it shall be clearly recognized that the lock hospital system (which was virtually the imprisonment and compulsory examination and treatment of prostitutes) is a thing of the past, and is under no circumstances to be re-introduced or imitated. Everything should, however, be done by kindness to induce diseased women, if ascertained to be present in cantonments, to enter the hospital and to submit to the treatment prescribed, examination being in all cases voluntary, whilst the expulsion from the cantonments of such as will not be treated should be enforced, every care being taken to prevent their removing to other cantonments without due notice being given to the authority of that cantonment.

Lord Kitchener further considers that it should be possible for the medical officers of the cantonment to have full knowledge of the sanitary conditions of any houses occupied by prostitutes, so that the provisions of Section 177* of the Code may be properly utilized, and he desires that such officers will do their best as heretofore to keep the utmost check on this matter.

Finally, the Commander-in-Chief appeals to all officers and men to discourage to their utmost, by every means in their power, immorality amongst British and Native soldiers.

This can best be done by constantly laying before them the necessity and advantages of self-control, by impressing upon them

* [See page 51.]

17.— *Circular of August 9th, 1907.*

higher ideals of moral life, and the "bad form" that such conduct is considered to be by their superiors and those they respect, by pointing out their duty to the older soldiers to look after their young comrades, and prevent them from being tempted and led astray by women, as well as by using the arguments given in Lord Kitchener's memorandum to the men on this subject, dated the 23rd of October, 1905.*

A copy of this circular is to be issued to all Officers Commanding Stations and Units, Medical Officers in charge of hospitals, and to Cantonment Magistrates.

(Sd.) H. C. SCLATER, Major-General,
Quartermaster-General in India.

* [See page 57.]

18.—Circular of October 2nd, 1900.

[Enclosed with No. 15.]

Circular Memorandum No. 10, dated Simla, the 2nd October, 1900,

From—The Quartermaster-General in India.

To—The Lieutenant-General Commanding the Forces.

Punjab
Bengal
Madras
Bombay

The Quartermaster-General is directed by the Commander-in-Chief to invite the attention of all concerned to the orders contained in the annexed Sections of the Cantonment Code, 1899,* relating to infectious and contagious diseases and the enforcement of public decency in cantonments. Copies are attached of Act XV of 1897,† which besides repealing the Cantonments Act Amendment Act (V of 1895), also amends Section 31 of the Cantonments Act (XIII of 1889) in such a way as to extend to officers generally the protection hitherto afforded by that section to Cantonment Authorities, Cantonment Magistrates and Commanding Officers. A copy of Military Department letter No. 5465-D, dated 20th November, 1897,‡ which explains the policy of Government in dealing with these matters is also annexed.

2. The Commander-in-Chief directs that the above sections of the Cantonment Code, 1899, be strictly complied with by all concerned, both in the spirit and in the letter. Further that copies thereof, both in English and in the vernacular of the district, be posted up in such public place or places as the Cantonment Magistrate may think best for giving publicity thereto. Local Governments and Administrations have been requested to furnish Cantonment Magistrates with vernacular copies of these several sections for this purpose.

3. The Commander-in-Chief further directs that the special attention of all concerned be drawn to the definition, in Section 2 (1) (d) § of the Cantonment Code, 1899, of the expression "regimental bazaar;" also to Section 175 § prohibiting the residence of any public prostitute within the limits of any regimental bazaar. Officers allowing this section to be infringed will be held personally responsible.

4. Under Section 174 § of the Cantonment Code, 1899, the Cantonment Authority should in all cases prohibit the residence of any public prostitute within the limits of any bazaar which, by reason

* [See pages 51-56.]

† [See page 50.]
§ [See page 51.]

‡ [See page 46.]

18.—Circular of October 2nd, 1900.

of its having out-grown the requirements of a regimental bazaar, has been removed from regimental management and placed under the management of the Cantonment Authority, *e.g.*, the *Lal Kurti Bazaar* at Rawal Pindi. Any such bazaars, which are as a rule in close proximity to the barracks, are not regimental bazaars within the meaning of Section 175, and require, therefore, to be dealt with under Section 174 of the Code.

5. Special care should be exercised by Commanding Officers of British corps in the selection of the non-commissioned officers and men they recommend to be specially authorized by the Commanding Officer of the Cantonment for the purposes of Section 209. A form of authorization* is subjoined and should be used in all cases.

6. Copies of this Circular and its annexures, are to be furnished to every corps, both British and Native, as well as to every Cantonment Authority in the ^{Punjab} ^{Bengal} ^{Madras} ^{Bombay} Command. Copies are also to be

furnished to all such corps and detachments on their first arrival from the United Kingdom or the Colonies, or from the limits of other Commands.

7. This Office Circulars Nos. 1 and 2, dated 3rd January, 1898, and 10th May, 1899, respectively, are hereby cancelled, and His Excellency requests that General Officers Commanding, Districts, may be instructed to withdraw from circulation all copies thereof, together with their enclosures. The same course should be followed as regards the vernacular copies furnished by Local Governments and Administrations of the Rules of 1897 and 1899, referred to in those circulars. Reports to the effect that the above instructions have been carried out should be submitted by General Officers Commanding, Districts, for transmission *collectively* to the Lieutenant-General of the Command.

8. General Officers Commanding, Districts, will furnish to this office through Lieutenant-Generals Commanding annual reports on the 1st January (for submission to Government) to the effect (1) that the provisions of the several sections of the Cantonments Code, 1899, hereto attached, have been carried out by all concerned, both in the spirit and the letter; (2) that the instructions contained in paragraph 4 of this Circular have been observed; and (3) that copies of this circular and its annexures have been furnished to all corps and detachments on arrival from beyond the limits of their respective commands, as directed in paragraph 6, *ante*. They are also requested to at once check and bring to notice any failure to give the fullest effect to these orders.

* [See page 49.]

19.—*Military Department to Quartermaster-General.*[*Enclosed with No. 18.*]No. 5,465-D, “^{Sanitary}~~Cantonment Hospitals~~,” dated 20th November, 1897.*From—Major General P. J. Mailland, C.B., Secretary to the Government of India, Military Department.**To—The Quartermaster-General in India.*

In despatch No. 25, dated 26th March, 1897, from the Secretary of State, regarding the prevalence of venereal disease in the British Army in India, it is stated that Her Majesty's Government cannot acquiesce in the continuance of the present state of things which has led to a disastrous increase in venereal disease among the British troops in India, and requires the immediate adoption of remedial measures.

2. In pursuance of the recommendations of the Secretary of State, a new set of rules has been issued under the Cantonment Act, 1889, superseding the rules issued in G. G. O. No. 460, dated 3rd May, 1895, and making further provision for dealing with contagious and infectious diseases, and for the enforcement of public order and decency in cantonments.

3. To give full effect to these rules, Act V of 1895 has been repealed by Act XV of 1897,* and it therefore becomes desirable to state explicitly the policy of the Government of India with respect to the future treatment of venereal disease in cantonments.

4. The Governor-General in Council is of opinion that venereal disease should, as far as possible, be dealt with on the same lines as other infectious and contagious diseases. It must be expressly understood that the new rules do not in any way revive the system which was in force up to 1888. They do not authorize the provision of prostitutes for the troops, or the compulsory examination of prostitutes, or any scheme of registration and licensing for the purpose of prostitution. If a prostitute is suspected of being diseased and of being of a source of danger to other persons, she may be required to be examined, and if she refuses to be examined, she may be required to quit the Cantonment. Her refusal to be examined will entail no other penalty, and no prostitute, therefore, will be examined against her will. If she is found to be diseased, and submits to treatment, any further examination that may be necessary will be determined by the medical requirements of the case, and will depend on considerations similar to those which would apply in the case of any other infectious or contagious disease.

* [See page 50]

19.—*Military Department to Quartermaster-General.*

Although there is to be no compulsory examination of women, medical officers may make arrangements to carry out from time to time the examination of women who voluntarily present themselves.

5. The Governor-General in Council desires to impress on those concerned that the success of the measures now adopted will depend very much on the manner in which the new rules are put in force.

Rule 9* empowers the medical officer in charge of a Cantonment Hospital, if he has *prima facie* grounds for believing that any person living in the cantonment is suffering from an infectious or contagious disorder, to require, by notice in writing, that such person shall attend at the hospital or dispensary at a time to be specified in the notice and not to quit it without his permission; unless and until he is satisfied, by examination if necessary, that such person is not in fact suffering, or is no longer suffering, from such disorder.

Rule 10† empowers the Commanding Officer of a Cantonment, if the medical officer in charge of a hospital or dispensary reports in writing that any person having received a notice as provided for in rule 9* has refused or omitted to attend at the hospital or dispensary, or that such person having attended at the hospital or dispensary, has quitted it without his permission, to direct by order in writing, if he thinks it expedient, such person to remove from the cantonment within 24 hours and prohibit such person from remaining longer in, or re-entering, it without his written permission.

6. It should be carefully borne in mind by those concerned that the powers conferred by these rules are *permissive*, and that if a medical officer should have *prima facie* grounds for believing that any person living in the Cantonment is suffering from an infectious or contagious disorder, he should, in order to prevent, as far as possible, the infliction of hardships on the more respectable inhabitants of the Cantonment, personally satisfy himself regarding the condition and general environment, and circumstances of the sick person, in order to ascertain whether the case does not admit of the exercise of the discretion conferred on him by rule 9* to give such other directions in the matter, apart from attendance at, or detention in, the hospital or dispensary, as may seem to him most expedient for the purpose of preventing the spread of the disorder. The powers conferred must be exercised with discretion. It is not the intention of the Government that they should be exercised in the cases of respectable persons, who can arrange for private medical attendance, and who are willing to

* Now Section 203 of the Cantonment Code, 1899. [See page 53.]

† Now Section 204 of the Cantonment Code, 1899. [See page 54.]

19.—*Military Department to Quartermaster-General.*

take any necessary precautions to prevent the spread of the disease. It is the danger of the spread of the disease to others that justifies the interference of the medical officer.

7. His Excellency in Council trusts that the measures which will now come into force may alike tend to remove temptation from young soldiers, and to diminish the prevalence of this terrible disease. These measures will also alleviate the sufferings of the women who have contracted venereal disorders, by providing them with medical care and treatment which would not be denied to them in the case of any other infectious or contagious disease.

8. In conclusion I am to ask that, under the orders of His Excellency the Commander-in-Chief, the necessary steps may be taken for making known the views of the Government of India on this question to all military officers concerned.

20.—*Authorization of Special Police.*

[Enclosed with No. 18.]

*Form of authorization for British Military Police referred to in
Section 209* of the Cantonment Code, 1899.*

No. _____ (Rank) || _____ of the
(corps) ** _____ _being
a member of the British Military police force in the _____
_____ Cantonment is hereby authorized by me under Section
209 of the Cantonment Code, 1899.

|| Here insert rank and name of person authorized.

** Here insert the title of corps in full.

The Section in question has been carefully explained to him, and I have ascertained by all means available to me that he is a person whose character and intelligence warrant the belief that he will carry out the duty entrusted to him with all due care, honesty, and forbearance. He has been warned to avoid interference in all doubtful cases.

Commanding the

Cantonment

Station...

Dated..... 19 ..

* [For this Section see page 55; see also page 45, par. 5.]

21.—*Act No. XV of 1897.*[*Enclosed with No. 18.*]

ACT NO. XV OF 1897.

PASSED BY THE GOVERNOR-GENERAL OF INDIA IN COUNCIL.

*(Received the Assent of the Governor-General on the 22nd July, 1897)*V. of 1895.
XIII. of 1889.

An Act to repeal the Cantonments Act Amendment Act, 1895, and to amend the Cantonments Act, 1889.

Whereas it is expedient to repeal the Cantonments Act Amendment Act, 1895, and to amend the Cantonments Act, 1899^a: It is hereby enacted as follows :—

Title and Com-
mencement.

1. (1) This Act may be called the Cantonments Act, 1897, and

Repeal of Act V.
of 1895.

(2) It shall come into force at once.

2. The Cantonments Act Amendment Act, 1895, is hereby repealed.

Amendment of
Section 31 of
Act XIII of
1889.

3. In Section 31 of the Cantonments Act, 1889, for the words "or commanding officer" the words "or commanding medical or other officer" shall be substituted.

22.—Sections of Cantonment Code.

*Sections of the Cantonment Code, 1899, referred to in the Quarter-master-General's Circular No. 10, dated 2nd October, 1900.**

2. (1) In these rules,—

- (b) "bazaar" means any land in a cantonment which has been set apart for the purpose of trade or the residence of natives or any other purpose, and the boundaries of which have been demarcated by pillars or posts and specified by, or under the authority of, the General Officer of the Command, in Command Orders. Definitions.
- (h) "infectious or contagious disorder" includes cholera, leprosy, enteric fever and every infectious or contagious disorder other than a venereal disease.
- (t) "regimental bazaar" means a bazaar under the management of regimental authorities.
- (y) "street" includes any way, road, lane, square, court, alley, passage or open space in a cantonment, whether a thoroughfare or not, and whether built upon or not, over which the public have a right of way, and also the roadway and footway over any bridge or causeway.

* * * * *

174. (1) The Cantonment authority may by notice in writing, prohibit :— Power to remove brothels and prostitutes.

(a) the keeping of a brothel, or

(b) the residence of a public prostitute, in the Cantonment or in a specified part thereof.

(2) Whoever fails to comply with a notice issued under subsection (1), shall be punishable with imprisonment for a term which may extend to eight days, or with fine which may extend to fifty rupees, and, in the case of a continuing failure, with an additional fine not exceeding five rupees for every day after the first in regard to which he is convicted of having persisted in the failure.

175. No public prostitute shall be permitted to reside within the limits of any regimental bazaar situate in the Cantonment. Exclusion of public prostitutes from regimental bazaars.

* * * * *

177. Whoever,—

- (a) being a medical practitioner and in the course of practice becoming cognizant of the existence of any infectious or contagious disorder in any dwelling, other than a public hospital or dispensary, in the Cantonment or its neighbourhood ; or,
- (b) in default of such medical practitioner, being the owner or occupier of such dwelling and being cognizant of the existence of any infectious or contagious disorder therein ; or,

Information to be given of infectious or contagious disorder.

22.—Sections of Cantonment Code.

- (c) in default of such owner, or occupier, being the person in charge of, or in attendance on, any person suffering from any infectious or contagious disorder in such dwelling, and being cognizant of the existence of the disorder therein ;

fails to give information or gives false information to the Cantonment authority respecting the existence of such disorder, shall be punishable with fine which may extend to fifty rupees :

Provided that a person not required by this section to give information in the first instance, but only in default of some other person, shall not be punishable if it is shown that he had reasonable cause to suppose that the information had been, or would be, duly given :

Provided, also, that this rule shall not apply to venereal disease where the person suffering therefrom is under specific and adequate medical treatment, and by reason of habits, conditions of life and residence, is unlikely to spread the disease.

Explanation.—In this section, the expression “ infectious or contagious disorder ” includes venereal disease.

Maintenance or
aiding of hospitals
and dispensaries.

196. (1) So far as the funds at its disposal permit, the Cantonment authority may—

- (a) provide and maintain, either within or without the Cantonment, as many hospitals or dispensaries as may be necessary ; or
- (b) make, upon such terms as it thinks fit to impose, a grant-in-aid to any hospital or dispensary, whether within or without the Cantonment not maintained by it.

(2) Every hospital or dispensary maintained or aided under sub-section (1) shall have attached to it a ward or wards for the treatment of persons suffering from infectious or contagious disorders.

Explanation.—In this section, the expression “ infectious or contagious disorder ” includes venereal disease.

Medical Officer
to be in charge
of hospital or
dispensary.

197. A medical officer, to be appointed in such manner as the Local Government may direct, shall be in charge of every hospital or dispensary maintained or aided under Section 196.

Subordinate establishments
for hospital or dispensaries.

198. Subject to the control over the Cantonment Fund which is vested in the Local Government by Section 23 of the Cantonments Act, 1889, three shall be appointed, for every hospital or dispensary maintained or aided under Section 196, such subordinate establishment as may be necessary.

22.—Sections of Cantonment Code.

199. So far as the funds at its disposal permit, the Cantonment authority shall cause every hospital or dispensary maintained or aided under Section 196 to be provided with— Medical supplies, appliances, etc.

- (a) all requisite drugs, instruments, apparatus, furniture and appliances ;
- (b) sufficient cots, bedding and clothing for in-patients ; and
- (c) such further requisites as may be necessary.

200. Every hospital or dispensary maintained or aided under Section 196 shall be maintained in accordance with the rules made generally or specially by the Governor-General in Council or the Local Government for the conduct of hospitals and dispensaries, or in accordance with the said rules modified in such manner as the Governor-General in Council or the Local Government may think fit. Application of civil hospital rules.

201. At every hospital or dispensary maintained or aided under Section 196 the sick poor of the cantonment, persons in the cantonment suffering from infectious or contagious disorders, and, with the sanction of the cantonment authority, any other sick persons, may receive medical treatment free of cost and, if treated as in-patients, shall be either dieted gratuitously or, should the medical officer in charge so direct, granted subsistence allowance on a scale to be determined by the cantonment authority. Free patients.

Provided that the subsistence allowance granted as aforesaid shall not be less than the lowest allowance for the time being fixed for the subsistence of judgment-debtors by the Local Government under Section 338 of the Code of Civil Procedure.

Explanation.—In this section, the expression “infectious or contagious disorders” includes venereal disease.

202. Any sick person who is ineligible under Section 201 to receive medical treatment free of cost in any hospital or dispensary maintained or aided under section 196, may, upon such terms as the cantonment authority thinks fit to impose, be admitted to treatment in such hospital or dispensary. Paying patients.

203. If the medical officer in charge of a hospital or dispensary maintained or aided under Section 196 has *prima facie* grounds for believing that any person living in the cantonment is suffering from any infectious or contagious disorder, he may, by notice in writing in the form set forth in Schedule II* or in any similar form, call upon such person to attend at the hospital or dispensary at a time to be specified in the notice, and not to quit it without the permission of the Medical Officer in charge unless and until such Medical Officer is satisfied, by examination (if necessary), that such person is not in fact suffering, or is no longer suffering, from such disorder. Power to call upon persons suffering from infectious or contagious disorders to attend at, and remain in hospital or dispensary.

Provided that, if having regard to the nature of the disorder, or the condition of the person suffering therefrom, or the general

22.—Sections of Cantonment Code.

environment and circumstances of such person, the Medical Office considers the attendance of such person at the hospital or dispensary inexpedient, he may dispense with such attendance and take such measures or give such directions as to him seem fit and proper.

Explanation.—In this section, the expression “infectious or contagious disorder” includes venereal disease.

SCHEDULE II.*

To _____

Take notice that under Section 203 of the Cantonment Code, 1899, you are hereby called upon to attend at the _____

_____ on _____ day,
the _____, 19____, at _____ o'clock _____ M.,
and not to quit the said _____ without the permission
of the medical officer in charge unless and until such officer is satisfied
that you are not in fact suffering, or are no longer suffering from an infec-
tious or contagious disorder, that is to say from _____

Medical Officer in charge of the

Dated _____, the _____, 19____.

Power to exclude
from Canton-
ment persons re-
fusing to attend
at, or remain in,
hospital or dis-
pensary.

204. (1) If the Medical Officer in charge of a hospital or dispensary, maintained or aided under Section 196, reports in writing to the Commanding Officer of the cantonment that any person, having received a notice as provided by Section 203, has refused or omitted to attend at the hospital or dispensary, or that such person, having attended at the hospital or dispensary, has quitted it without the permission of such Medical Officer, the Commanding Officer of the cantonment may, if he thinks fit, by order in writing, direct such person to remove from the cantonment within twenty-four hours, and prohibit him from remaining longer in, or re-entering, it without his permission in writing.

(2) Whoever, having been prohibited under sub-section (1) from remaining in or re-entering the cantonment, fails to remove from or re-enters it without the permission in writing of the Commanding Officer of the cantonment, shall be punishable with imprisonment for a term which may extend to eight days, or with fine which may extend to fifty rupees, and, in the case of a continuing failure, with an additional fine not exceeding five rupees for every day after the first in regard to which he is convicted of having persisted in the failure.

* [See page 53, Section 203.]

22.—Sections of Cantonment Code.

209. Whoever, in any street or public place within the limits of the cantonment, loiters for the purpose of prostitution or importunes any person to the commission of sexual immorality, shall be punishable with imprisonment for a term which may extend to eight days, or with fine which may extend to fifty rupees : Loitering or importuning for sexual immorality.

Provided that no person shall be charged with a breach of the provisions of this section, except on the complaint of the person importuned, or of an officer as defined in the Cantonments Act, 1889, in whose presence the breach was committed, or of a member of the British military police force employed in the cantonment and specially authorized* in this behalf by the Commanding Officer of the cantonment, in whose presence the breach was committed. XIII of 1889.

237. Any member of the police force employed in the cantonment may, without a warrant, arrest any person committing in his view a breach of any provisions of this Code specified in the first column of Schedule III† : Arrest by police without warrant

Provided first, that in the case of the breach of any such provision as is specified in Part B of the said schedule, no person shall be so arrested whose name and address are known to either the complainant or the arresting officer ;

Provided, secondly, that no person shall be so arrested who consents to give his name and address, unless there is reasonable ground for doubting the accuracy of the name or address so given, the burden of proof of which shall lie on the arresting officer ;

Provided, thirdly, that no person so arrested shall be detained after his name and address have been ascertained ;

Provided, fourthly, that no person so arrested shall, except under the order of a Magistrate, be detained longer than may be necessary for bringing him before a Magistrate ; and

Provided, fifthly, that no person shall be so arrested for a breach of the provisions of Section 209, except—

- (a) at the request of the person importuned or of an officer, as defined in the Cantonments Act, 1889, in whose presence the breach was committed ; or XIII of 1889.
- (b) by, or at the request of, a member of the British military police force employed in the cantonment and specially authorized* in this behalf by the Commanding Officer of the cantonment, in whose presence the breach was committed.

* [For Form of Authorization see page 49]

† [See page 56.]

22.—*Sections of Cantonment Code.*

SCHEDULE III.*

CASES IN WHICH POLICE MAY ARREST WITHOUT A WARRANT.

Section.	Subject.
204 (2)	Remaining in, or, re entering, cantonment after notice of expulsion for failure to attend hospital or dispensary.
209	

* [See page 55, Section 237.]

23.—*Lord Kitchener's Memorandum for Soldiers.*

[Enclosed with No. 15.]

To be inserted in the Soldier's Small Book.

MEMORANDUM.*

*By His Excellency General Viscount Kitchener of Khartoum, G.C.B.,
O.M., G.C.M.G., Commander-in-Chief in India.*

On his arrival in India Lord Kitchener learnt with regret the very serious extent of the ravages made by venereal disease among British troops serving in this country and at once set to work to combat its growth and spread in the Army. The result of these efforts, so far, have been encouraging; but there is a limit to what can be done in this direction by the authorities to whom the welfare of the soldier during his tour of service is entrusted, unless they receive the hearty co-operation and assistance of men themselves, and it is in order to obtain their help that Lord Kitchener now addresses to them these remarks which he desires them to read and to keep in mind during their service in India.

Lord Kitchener feels sure that new arrivals in this country, and even those of more experience, frequently suffer from want of knowledge of how to protect themselves from the dangers to which they are exposed in a strange country, and of the means by which they can best preserve their health and render themselves a credit to their corps.

The climate and conditions of life in India are, unfortunately, such as to create temptations greater than those which exist in countries outside the tropics. The absence of home associations throws men more on their own resources and deprives them of many of those helps towards resisting temptations which surround them in England. During the cold weather there may perhaps be enough work, healthy exercise and amusement to keep men occupied, mentally and physically; but throughout the long months of great heat in the plains, time often hangs heavily on their hands and, with want of occupation, comes the temptation to excessive indulgence.

It is therefore all the more necessary that those who are serving their country in India should exert to the utmost those powers of self-restraint with which every man is provided in order that he may exercise a proper control over his appetites. They should avoid any excess in liquor; on no account touch country spirits;

* [See page 43.]

23.—*Lord Kitchener's Memorandum for Soldiers.*

take an active interest in their profession and do their utmost towards making themselves really smart and efficient soldiers in every respect. They should take part in all healthy outdoor sports and games and always keep themselves in good training and physically fit. Both mind and body should be fully occupied and a lively interest cultivated in all their surroundings. In this way, work will be found much easier and life generally more pleasant.

Above all things, men must remember that they should do credit to their regiments, for the good name of a regiment lies in the keeping of every man belonging to it and necessarily suffers if the men become inefficient through venereal. It is discreditable, and even dishonest, that by contracting through self-indulgence a disease which he can avoid, a man should render himself incapable of doing that work for his country which he enlisted to do.

Unless pride in their corps and the desire to do it credit, keeps men from this danger, they must be prepared to see other regiments chosen for active service when the chance comes and their own left behind.

It is therefore the duty of a soldier not only to keep himself clear of disease but also by his good example to help his comrades to avoid temptation. The older men particularly should realize their responsibilities in this respect. Very much depends on the tone and example which they set, and even if they themselves have suffered there is all the more need that they should do their utmost to keep their younger comrades straight, and prevent them from lowering the good name of the regiment as a whole. No soldier who is unable to exercise due restraint in these matters can expect to be entrusted with command over his comrades.

Every man can by self-control restrain the indulgence of those imprudent and reckless impulses that so often lead men astray, and he who thus resists is a better soldier and a better man than the man of weaker will who allows his bodily appetites to rule him and who lacks the strength of character to resist temptation, and to refuse to follow any bad example he may see before him.

Remember the better influences of life. What would your mothers, your sisters and your friends at home think of you if they saw you in hospital, degraded by this cause? And later on in life, when you may rightly hope to marry and settle down, it will make a difference to your own happiness and that of your family—which no words can express—if you can do so with a body clear of those loathsome diseases which, if once contracted, may be passed on to your children.

The common women as well as the regular prostitutes in India are almost all more or less infected with disease. It is rife in the country and in the villages as well as in the towns, and it is only by avoiding altogether the many facilities for indulgence which India affords that men can be sure of remaining safe from infection. The danger is not merely limited to the venereal diseases, syphilis,

23.—*Lord Kitchener's Memorandum for Soldiers.*

gonorrhœa and chancre. Numbers of cases have occurred in which soldiers have died of plague and small-pox contracted from native women. Such diseases when contracted by Europeans from natives of Asia or Africa are almost invariably fatal, for diseases passed on from one race of men to another always increase in severity. Similarly, syphilis contracted by Europeans from Asiatic women is much more severe than that contracted in England. It assumes a horrible, loathsome and often fatal form, through which in time, as years pass on, the sufferer finds his hair falling off, his skin and the flesh of his body rot, and are eaten away by slow, cankerous and stinking ulcerations; his nose first falls in at the bridge and then rots and falls off; his sight gradually fails, and he eventually becomes blind; his voice first becomes husky and then fades to a hoarse whisper as his throat is eaten away by foetid ulcerations which cause his breath to stink. In the Hospitals, and among the suicides, many such examples are to be found. Gonorrhœa, again, although it begins as merely a scalding local inflammation, slowly spreads and infects other parts of the body and the blood, giving rise to other diseases, such as stricture (which causes excruciating pain) bladder troubles, and rheumatism of the joints. Though these diseases do not appear at once, they all follow in time and increase as the sufferer grows older.

The only hope for those who have the misfortune to contract such diseases is to submit to the *earliest possible treatment by a qualified medical officer*, for delay is most dangerous. Nor can any permanent good result from resorting for aid to bazaar quacks or patent medicines, for the disease will not be eradicated, but will break out again and again in the years to come, so that the sufferer will infect his wife, and their children (if any) will be diseased and weakly cripples.

Lord Kitchener would further point out that, although the military penalties incurred by those who contract venereal diseases can only be considered as of minor importance when compared to the more dreadful and far-reaching consequences above referred to, yet men should remember that they exist and should know what they are. Promotion may be affected, first class service pay is forfeited, for it is given for efficiency, and men who have suffered from these diseases remain inefficient for long periods; guards and duties missed while in hospital have to be made good, so that the self-indulgence of those who contract disease may not throw extra work on their comrades; on their return to duty they may find all indulgences, passes, etc., withheld and the canteen may be closed against them. Should men be invalidated for venereal diseases, gratuities and pensions are liable to be affected.

Further, it must be remembered that it is impossible for long to conceal the existence of disease, and that the attempt to do so is an offence which is very severely punished.

23.—*Lord Kitchener's Memorandum for Soldiers.*

Lord Kitchener asks all the men who compose the British Army in India, which he is proud to command, to read this memorandum very carefully and think over these matters ; let each then consider for himself whether indulgence is worth the price which has to be paid for it in disease, in punishment, in injury to the man himself, his wife and his children, in destruction of the efficiency of his corps and in degradation of his own body and mind.

Simla, the 23rd October, 1905.

24.—*Adjutant-General to Generals.*

[*Enclosed with No. 15.*]

No. 1422-C, dated Simla, the 2nd June, 1904.

From—*The Adjutant-General in India,*

Lieutenant-General Commanding the Forces, Punjab.

To—The {	"	"	"	"	Bengal.
	"	"	"	"	Madras.
	"	"	"	"	Bombay.
	"	"	"	"	Burma District.

I am directed to request that the accompanying Memorandum* by His Excellency the Commander-in-Chief, indicating the steps which His Excellency desires to be taken for the suppression of venereal disease, may be forwarded to all General Officers Commanding and Commanding Officers, British Regiments and Corps, and to Administrative Medical Officers, Officers in Charge of Station Hospitals, and Cantonment Magistrates in your Command.

2. Lord Kitchener feels that he can confidently look to you for your cordial co-operation and personal interest in this matter by satisfying yourself during your tours of inspection that the officers on whose assistance he relies are fully sensible of the obligation which rests upon them. He expects from one and all a higher sense of duty and responsibility and a higher standard of moral courage, in order that they both, by individual and united efforts, may pursue the measures he advocates to mitigate the scourge which is sapping the efficiency of the Army.

3. His Excellency further desires that you will call for reports from General Officers Commanding Districts every quarter showing the progress made, and that you will yourself furnish His Excellency with a special report on the subject at the close of the present year and thereafter half-yearly.

4. I am to explain that the Memorandum has been marked "Strictly Confidential"—not because there is any objectionable matter contained in it—but solely in consequence of the subject dealt with being an unpleasant one, the public discussion of which His Excellency deprecates as tending to lower the British soldier in the eyes of the civil community. For this reason His Excellency prefers that the discussion should be confined within the Army, and requests that you will take steps to ensure this.

* See page 62.]

25.—*Lord Kitchener on Venereal Disease.*

[Enclosed with No. 24.]

Memorandum by His Excellency the Commander-in-Chief regarding the steps to be taken for the suppression of venereal disease.

I am convinced that a great deal can be done to improve the existing state of things in India. Wherever I go on tour I invariably discuss the question with regimental officers, medical officers, and with Cantonment Magistrates. The prevalence of venereal in a station, or the reverse, depends to a large extent, in my opinion, on the attitude of these officials, and as their efforts can be combined only under the General Officer Commanding, it is to him principally that we must look to see that each of the above duly plays his allotted part.

My experience leads me to think that the great importance of this subject has not been fully appreciated by those directly responsible for the well-being of our troops.

While all officers should do all they possibly can to prevent impurity by advice and influence, and still more by setting an example of self-restraint, we must not stop there; we must not forget that the young soldier is a thoughtless youth suddenly placed in new surroundings in a very different climate to that in which he has been brought up, with manifold temptations from the natives of the country for the smallest fraction of the rupees in his possession, and with very few healthy amusements and interests outside his barrack life, and that in these circumstances he requires the utmost protection against himself that we can afford him. For there is little doubt that in some natures if feelings are completely suppressed they may become perverted in the direction of more serious vice, that men who contract disease pass it on both directly and indirectly to others, and the evil spreads, that through this cause men become inefficient temporarily or permanently as soldiers, undermining their constitutions and ruining their careers, becoming callous and losing all moral sense and control, until at last they reap the inevitable reward of their own folly and unbridled indulgence.

In former days the existence of this vice and the desirability for regularizing it were recognized, but public opinion has put an end to this system which had the great drawback that it might be said to, and in some cases possibly did, place temptation to be impure in the way of the young soldier. But this is to my mind no reason why we should step aside and cease in our endeavours to combat an evil the dangers of which we all so clearly recognize. We should not be content to let things take their course, or to seek salvation in the mere publication of Cantonment Laws, which, though good enough perhaps in themselves, lose all their force in the absence of sensible and regular application.

25.—*Lord Kitchener on Venereal Disease.*

In these circumstances, I should like to consider shortly what steps can be taken to prevent disease, or at least to keep it within bounds.

In the first place the regimental Commanding Officer should realize that the primary causes leading to impurity and disease are drink and idleness, and these he should energetically combat by every means in his power; he should encourage in his men the belief in leading a good healthy life both mentally and physically, and should provide the means of living it; he should see that his men have plenty to do and are fully exercised and interested in their daily work while it lasts, and when that is done he should foster a love for games and outdoor exercises of all sorts. He should check excessive drinking and must be particularly watchful in this respect after pay day. He should work in close touch with the Cantonment Magistrate and with the medical officer not only to keep the cantonment clean, but to exclude from it all causes of disease; he should see that any even doubtful cases or new arrivals amongst his men are sent to the medical officer for inspection; he should talk to the men, make them understand how bad it is for them and for their regiments that they should contract disease, and he should impress upon the older soldiers their obligation to look more carefully after the young and newly joined men. In some regiments disease is treated as a disgrace, but in others it is looked upon as a natural thing, inconvenient perhaps, but unavoidable. A different spirit to this latter must be inculcated, and both officers and men must be made to feel that the prevalence of disease in their regiments is a shame and disgrace, they must remember that however efficient a regiment may make itself in shooting and field training, those who are responsible for choosing regiments for active service must consider whether the men are constitutionally fit to undergo the hardships of a campaign, and if the medical history sheets of the men show that the physical standard of the regiment has been appreciably lowered by disease the authorities responsible would certainly pass over such a regiment for active service. The company officers should be encouraged to look after their men particularly when they go to a distance, and help in all efforts the men make to protect themselves. They should see that men are encouraged to use the special ablution rooms provided for them, and that they are always kept clean and in good order.

I have already laid down that men who become diseased shall lose the service pay allowed for efficient soldiers; and I consider that when such men come out of hospital, they should make up all the duties they have avoided while under treatment.

Cantonment Magistrates should heartily co-operate with Commanding Officers; they should do all in their power to preserve the cleanliness of cantonments, and should take care that no uncleanly houses exist, and that men are not solicited or tempted

Paragraph 1387
and 1387-A,
Army Regulations,
India,
Volume VI.

25.—*Lord Kitchener on Venereal Disease.*

in cantonments. They should further do all in their power to support any steps the men themselves may take to protect themselves from disease and should encourage the men to disclose all sources of uncleanness; they should assist the medical officers in seeing that the matrons in charge of cantonment hospitals are instructed in the examination and detection of disease in women, and that they are rewarded by results, also that all undesirable characters are removed from and kept out of cantonments.

Similarly all medical officers must take an active interest in the cleanliness and the sanitary condition of the cantonments in which they do duty. They should inspect all newly arrived men and should with the Commanding Officer see that men are not allowed out of barracks until again inspected 8 or 10 days after their arrival. They have exceptional opportunities of striking at the root of the disease by talking to patients under treatment and tracing its origin. They should always communicate the opinions and impressions thus gained to Commanding Officers. They should take every opportunity, while impressing on patients in a kindly manner the very serious effects of their indiscretions, to see that no special comfort or indulgence is provided for them in hospital—such patients should be made to feel that though they are there to undergo treatment, they must not look for the indulgences and additional comforts which are provided in the case of illness which they cannot avoid. Medical officers should be always ready to advise Commanding Officers as to the means best calculated to reduce the prevalence of venereal in their regiments to a minimum, and should see that matrons in charge of hospitals are instructed in the examination and detection of disease in women.

I have tried to enumerate the independent means of checking this scourge, and the results will be greatly enhanced by a practical combination of these means under General Officers Commanding and their Staffs, who should ever keep a watchful eye on the efforts that are being made and their actual results. They should not be content with occasional diminutions in the numbers of men in hospital from this cause, but should see that all possible precautions are taken at all times to maintain every step made good against the disease. They should not merely issue orders, but should see that they are carried out, and should never fail to bring to the notice of the Army Headquarters any suggestions for proposals that are beyond their power to enforce. They should address the men when they think such action necessary on the subject, and by their advice and words enforce the action of the Commanding Officers and regimental officers.

I feel I can fully rely on the hearty co-operation of the officers mentioned and their mutual efforts in the direction I have indicated above.

(Sd.) KITCHENER, General,
Commander-in-Chief in India.

26.—*Adjutant-General to Generals.*

[Enclosed with No. 15.]

No. 1335-A, dated Simla, the 2nd June, 1905.

*From—Major-General B. Duff, C.B., C.I.E., Adjutant General in India.**Lieutenant-General Commanding, Northern Command.*

To—The {	"	"	"	Western	"
	"	"	"	Eastern	"
	"	"	"	Secunderabad Division.	
	"	"	"	Burma Division.	

With reference to his memorandum* issued with letter No. 1422-C, dated 2nd June, 1904, from the Adjutant-General in India, the Commander-in-Chief fully recognizes the good work that has been done by a very large number of Regimental Officers, Medical Officers, Cantonment Magistrates and soldiers to give effect to that communication. The success that has attended these efforts is most gratifying, but the Commander-in-Chief has noticed that the number of soldiers rendered inefficient by venereal disease, although showing a considerable improvement, is still high in some stations. His Excellency, therefore, again directs the attention of Officers Commanding Divisions, Brigades and Stations; Commanding Officers of British Corps; Administrative and other Medical Officers, as well as Cantonment Magistrates, to the necessity for the strictest attention being paid to this important subject and for sustained effort. The Commander-in-Chief also would like you once more to impress upon the above officers their individual responsibility in this matter.

2. In dealing with measures for the suppression of venereal disease, Lord Kitchener requests that the attention of all concerned be directed to the following points, *viz.* :—

- (a) It is essential that Cantonments should be kept free from disease.
- (b) Diseased women cannot, therefore, be permitted to remain in Cantonments except in the Cantonment Hospital.
- (c) Soldiers suffering from venereal disease cannot be allowed freedom in Cantonments.
- (d) If women in Cantonments become diseased through intercourse with soldiers, it is the obvious duty of the Cantonment authority to care for and maintain these women in the Cantonment Hospital until they

* [See page 62.]

26.—*Adjutant-General to Generals.*

are cured if they so wish, otherwise they must quit the Cantonment.

- (e) Women must not be detained in hospital against their will, but if while any chance of their infecting others exists they desire to leave the hospital, then they must quit the Cantonment.
- (f) The Cantonment Magistrate, the Medical Officer in charge of the Cantonment Hospital, the Hospital Assistant, and the Matron are the persons mainly responsible for the usefulness of the hospitals, and their success in the cure and prevention of disease.
- (g) The Cantonment Magistrate is responsible that suitable matrons are obtained for the Cantonment Hospital, and should act in this respect on the recommendation of the Medical Officer in charge.
- (h) The salaries of the Hospital Assistant and Matron should be progressive salaries so as to allow of increased pay being given as a recognition for good work done in the hospital, on the recommendation of the Medical Officer in charge thereof.
- (i) In addition to what has been laid down as to officers earnestly and constantly warning their men against vice in general, soldiers should also be specially warned by Commanding Officers and Company Officers against promiscuous intercourse with women outside Cantonments where disease is prevalent, thus bringing infection into the Cantonment, and the older soldiers in particular should be induced to exert a restraining influence over the young and inexperienced in this respect.
- (j) Soldiers who contract disease from women outside Cantonments, should, when this fact is ascertained, be reported to their Commanding Officers, and steps should be taken when necessary for placing certain neighbourhoods out of bounds.
- (k) Soldiers arriving at any Cantonment should invariably be medically examined, and thereafter subjected to observation until all chance of the development of disease has passed.

Lord Kitchener feels convinced that a strict adherence to the above instructions, which already have given good results in some stations, will soon show an improvement.

3. The Commander-in-Chief is aware that officers sometimes hesitate to adopt measures for the prevention of disease in Cantonments, owing to their fear of public opinion and under the impression that their efforts will not be supported at Army Headquarters.

26.—*Adjutant-General to Generals.*

On this point His Excellency directs me to observe that he considers public opinion was quite justified in condemning a system under which prostitutes were maintained by Government for use of soldiers. The object of all recent regulations on the subject, warnings to soldiers, as well as punishments, etc., are framed with a view to the diminution of vice and in order to induce soldiers to adopt a higher moral tone, and the idea that the vice can be prevented by allowing disease to exist in Cantonments and by regarding the liability of infection as an effective deterrent is not, and never has been, the view held by persons of sound judgment.

4. The Commander-in-Chief directs me to add that in carrying out, in the letter and the spirit, the instructions contained in this communication with any local modifications that may be found necessary to keep Cantonments free of disease, officers will receive the fullest support from Army Headquarters.

Note.—Copies of this letter will be supplied to Medical Officers and Cantonment Magistrates from Army Headquarters.

27.—*British Committee to India Office.*

Carrow Abbey, Norwich.

3rd November, 1910.

DEAR LORD MORLEY,

We have carefully considered the despatches to and from the Government of India which you forwarded in your letter of the 6th June, 1910;* and also the Quartermaster-General's Circular Memorandum of 9th August, 1907,† with the connected correspondence, enclosed in the despatch from the Government of India, dated 8th September, 1910.‡ We beg to enclose a Memorandum§ as to the treatment of prostitution in the Indian Cantonments from 1888 to 1910, which, in our opinion, conclusively shows that the Resolution§ of the House of Commons of 5th June, 1888, on this subject, has been continuously (except for a short interval in 1895-6) disregarded by the authorities in many of the Indian Cantonments.

2. We rejoice to recognize that there has been some improvement as regards the prevalence of venereal disease in the Indian Army in recent years, and to believe that this has been largely due (as stated in official reports), to efforts made to improve the moral and physical tone of the men; but we believe, that if a different method of dealing with disease had been adopted during the last twenty years, the improvement in morals would have been greater, and that consequently the health statistics also would have been better.

3. To prevent any misconception as to the grounds of our opposition to the Contagious Diseases Acts which formerly existed in this country and in India, and to the modified practice largely based on the principles of those Acts which still prevails in India, it seems desirable to restate our position. We entirely agree with what Lord Kitchener states in the Circular referred to above—"that the idea that vice can be prevented by allowing disease to exist in Cantonments and by regarding the liability of infection as an effective deterrent is not, and never has been, the view held by persons of sound judgment."† That this view was never held by responsible opponents of the Contagious Diseases Acts may be illustrated by a reference to the first pamphlet which Mrs. Josephine Butler published on the subject in 1870, "An appeal to the people of England." In this pamphlet, after setting forth the objections to the arbitrary and compulsory character of the Acts, she proceeded to plead for a better and more humane way of dealing with the matter, and in the forefront of her proposals she placed the provision of the most ample free hospital accommodation, worked on an absolutely voluntary basis; and she argued from actual experience that this would be more likely than any compulsory

* See page 20. † See page 39. ‡ See page 37. § See page 72.

27.—*British Committee to India Office.*

system to lead to a decrease of disease, while at the same time affording more hope of moral influences prevailing, and leading to reformed lives, as well as cured bodies.

4. This represents the attitude which we have always taken, and it is important to note that the Army Sanitary Commission in 1894, and in many previous years, expressed the opinion that "the best practicable means of diminishing the prevalence of these diseases is to be found in establishing a system of voluntary lock hospitals, and in providing the men, as far as possible, with healthy occupation and recreation." But the authorities in India have never yet recognized that there is any alternative to the compulsory, or partially compulsory, hospital system, other than the closing of the hospitals, and making no provision for the treatment of diseased women. Most of these hospitals were actually closed during the short period when the periodical examination of women was prohibited under Act V of 1895. No trial has therefore ever been given in the Cantonments to the system of purely voluntary hospitals.

5. Again, it is necessary to notice the statement in your despatch of 26th November, 1909,* that "no exception is taken" to the examination of women "who being reasonably suspected of suffering from such diseases, may be summoned to attend under paragraph 203† of the Cantonment Code." This does not correctly describe our attitude, since, as pointed out in the Memorial‡ of the British Committee of the Federation for the Abolition of State Regulation of Vice of the 15th April, 1897, which was laid before Parliament, we objected from the first to the principle of that paragraph of the Cantonment Code, because, in our opinion, it was based on a fallacious and impossible attempt to treat venereal diseases in the same manner as other contagious diseases, such as cholera or small-pox, and because from past experience in India we felt sure that the renewal of such an attempt would inevitably lead to the re-introduction of the system of periodical examination of women.

6. We do not consider that any blame attaches to those officers who have understood paragraphs 203 and 204† of the Code, as explained in the various Circulars and instructions issued to them, as being intended to authorize them to use their best endeavours to secure the periodical examination of as many women as possible. If they were mistaken in that impression, it was a very natural mistake.

7. It is to the Rules themselves and not simply to the particular manner of carrying them out that we object. It is therefore necessary to examine the main argument used in support of these Rules, and then to state the grounds of our objections.

8. The Rules profess to be based on the principle of treating venereal diseases in the same manner as other infectious and contagious diseases; but we would observe in the first place that

* [See page 21.] † [See pages 53 and 54.] ‡ [C. 8495; cf. page 76, par 16.]

27.—*British Committee to India Office.*

this is not a true description of them, since the provision in paragraph 204* of the Code for expelling from the Cantonment persons suffering or suspected to be suffering from disease who refuse to attend hospital is not ordinarily applicable, and (as shown in the enclosed Memorandum) has not in practice been applied, save in one Cantonment, to any diseases except venereal diseases. It is obvious that persons suffering from cholera, or plague, would not be expelled from a Cantonment with the risk of spreading the infection to other places.

9. We would, however, further point out that there are certain practical distinctions between venereal and other contagious diseases which render it really impracticable, if not impossible, to class them together for purposes of prophylaxis or segregation or treatment. These differences were clearly set forth in the Memorial† of registered Medical Women laid before Parliament in 1898. They may be briefly expressed as follows:—

(1) In the case of venereal disease, it lies to a large extent within the power of the individual to escape infection, but with other contagious diseases there is not the same power of voluntary escape.

(2) In the case of other diseases only short, well-defined periods of isolation are necessary, while venereal disease requires a long and uncertain isolation, extending over months and sometimes over years.

(3) Other contagious diseases are as a rule easily recognized, rarely concealed, treatment is voluntarily sought, and no question of conduct or character is involved. No one of these things is true in the same degree of venereal disease.

(4) Other diseases can be certified as cured in a comparatively short time, but a venereal patient, in spite of all appearances of health, may preserve the power of infecting others for months or years.

10. On this last point the Memorialists added "Under no circumstances would we permit ourselves to give certificates of health . . . as satisfactory evidence of freedom from disease. Neither for the same reasons would we allow it to be understood that the fact of our ceasing to treat any patient, or of our discharging any patient from hospital, was equivalent on our part to a declaration that we considered such patient to be safe from the possibility of spreading disease by sexual intercourse."

11. This last sentence indicates our main objection, alike on moral and hygienic grounds, to the practice of periodical examinations of women in regard to this disease. It is a fallacious safeguard, and we believe that in all countries its adoption has led to the increase and not to the diminution of immorality, and consequently to the increase of disease. Periodical examination is the centre and keynote of the Regulation of Prostitution wherever it exists. The system, so long prevalent in most countries of Europe,

* [See page 54.]

† [See page 77, par. 17.]

27.—*British Committee to India Office.*

was severely criticized by doctors and other officials personally conversant with its administration at important Conferences held at Brussels in 1899 and 1902, and has recently been condemned by a Government Commission in France. It was long ago abandoned in this country with indisputable advantage to the health of the community; and we would strongly urge that even on medical grounds alone it should not be permitted in any shape to be continued in India.

12. We have good reason to believe, from the personal testimony of men of the Indian Army, that this practice of periodical examination, which prevails in at least some Cantonments, is generally regarded by them as being intended to make vice more safe, and that it thus becomes a direct encouragement to vice, especially as it is coupled with the fact, patent to all the men, that brothels in certain parts of the Cantonment are not only tolerated, but are placed under some sort of official supervision.

13. We seem to detect in the circulars of the late Commander-in-Chief an underlying belief that vice, however much it is to be deplored, is inevitable, and that accordingly it is the duty of the authorities to make vice as safe as possible; and this fatal idea has naturally filtered into the minds of the men. We suggest that, while provision should still be made for the treatment and cure of disease, it is the clear duty of the Government carefully to prohibit every measure which has even the appearance of an attempt to guarantee the safety of sexual immorality.

14. We therefore submit that it is necessary that an Act forbidding periodical examinations should be re-enacted on the lines of Act V* of 1895, modified if necessary, so as to make it clear that it is not intended to interfere with such examinations as may legitimately take place in the course of treatment; and that par. 203† of the Code should be amended so as strictly to confine the operation of the rule as to compulsory attendance at hospital, or compulsory examinations, to infectious and contagious diseases other than venereal diseases; but that hospitals for the purely voluntary treatment of venereal diseases should continue to be provided in all the Cantonments.

15. If these measures are adopted, and if at the same time the efforts already made to discourage immorality are steadily persisted in, we confidently believe that good results will gradually accrue not only to the morality but to the health of the Army in India.

We remain, dear Lord Morley,

Yours faithfully,

JAMES STUART.

HENRY J. WILSON.

To the Right Honourable Viscount Morley of Blackburn, O M.,
The India Office, S.W.

* [See page 74, par 10.]

† [See page 53.]

28.—British Committee's Memorandum.

[Enclosed with No. 27]

*Memorandum on the treatment of Prostitution in Indian Cantonments from 1888 to 1910, showing how the Resolution of the House of Commons, of 5th June, 1888, has been continuously disregarded, to accompany letter to Viscount Morley of Blackburn, O.M., from the Right Hon. James Stuart and Mr. Henry J. Wilson, M.P., of Nov. 3rd, 1910.**

PART I. 1888-1895. CANTONMENT RULES OF 1890.

158 of 1888.
197 of 1888.*

1. In the spring of 1888, numerous questions were asked in the House of Commons as to the treatment of prostitutes and of venereal disease in the Indian Cantonments, and a Return was presented to the House, containing a *Precis of Circulars* on the subject issued in the Quartermaster-General's Department from 1870 to 1884, and the full text of the Circular Memorandum dated March† 17th, 1886, which revealed to the British public that an elaborate system was in operation of procuring, licensing and physically examining prostitutes who were provided with free quarters in Regimental Bazaars, and accompanied soldiers on the march. The Circular of March† 17th, 1886, among other things, laid down that it was "necessary to have a sufficient number of women" in the Regimental Bazaars and "to take care that they are sufficiently attractive."

2. On the 5th June, 1888, the House of Commons, without a Division, passed the following Resolution:—

"That in the opinion of this House, any mere suspension of measures for the compulsory examination of women, and for licensing and regulating Prostitution in India, is insufficient, and the legislation which enjoins, authorizes, or permits such measures ought to be repealed."

[C.-7148.]
pp. 147-8.

241 of 1890.

3. The Indian Government reported on the 15th October, 1888, that various Indian Acts had been repealed and steps had been taken to prevent any repetition of the practices objected to. Subsequently the Cantonment Act, 1889, was passed; and Rules under it were made which came into force on the 5th July, 1890, which provided *inter alia* for the compulsory attendance at and detention in hospital until cured (on pain of being expelled from the Cantonment) of all persons suffering or supposed by the Medical Officer to be suffering from any infectious or contagious disorder. These Rules contained no definition of the infectious or contagious disorders to which they were applicable, but in practice they were interpreted as including venereal diseases.

4. While the Rules were under consideration, the late Sir James Stansfeld and Mr. James Stuart wrote on the 14th February,

* [The references to Parliamentary papers in the margin are part of the original document.]

† [For "March" read "June."]

28.—*British Committee's Memorandum.*

1890, to Lord Cross (then Secretary of State for India) pointing out certain dangers which they foresaw.

"If our interpretation of the new proposed Regulations is correct, they may be used to set up again a system of compulsory examination of prostitutes, and to regulate and license, within the Cantonment, the calling of those prostitutes who submit to periodical examination; and to certify and license those who are pronounced to be physically fit."

In reply, Sir John E. Gorst wrote, on the 6th March, 1890, that :

"The Secretary of State can see nothing in the Rules to [C-7148]
p. ix. lend any colour to such an insinuation, and he is unwilling to attribute to the Government of India an intention to evade, or to allow any of its officers to evade, the explicit instructions which he has issued."

5. Early in 1893, definite information having been laid before the Secretary of State for India (Earl Kimberley), that the Rules were being evaded, he appointed, on the 7th April, 1893, a Departmental Committee, under the Chairmanship of Mr. G. W. E. Russell (Under-Secretary for India) to investigate these charges, and the Committee reported on the 31st August, 1893 :—

"The result of our inquiries as to the working of the new Rules clearly is that those Rules have in fact been worked in the manner in which, in Messrs. Stansfeld and Stuart's letter, quoted in paragraph 15 hereof, it was suggested that they might possibly be worked, and that they have in effect been used, if not to set up, at least to assist in maintaining a system of periodical examination of prostitutes, which is practically compulsory, and of regulating and licensing within the Cantonments the calling of those prostitutes who submit to periodical examination, and with the effect practically of licensing those who are pronounced to be physically fit. [C-7148]
par. 50,
p. xxv.

"It appears to us that the only effective method of preventing these systematic practices which have thus been maintained in co-operation with those Rules is by means of express legislation."

6. In a Memorandum, dated 25th January, 1894, the Army Sanitary Commission stated :— 318 of 1895.
p. 27, par. 10

"The facts, so far as we can ascertain them, lead us to the conclusion that a compulsory lock hospital system in India had proved a failure, and that its re-institution cannot consequently be advocated on sanitary grounds. In stating this conclusion, we may add that we are merely repeating the opinion which the Army Sanitary Commission have uniformly held, that venereal diseases in the Army of India could not be repressed by such restrictive measures, and in support of this statement we may refer to the memoranda on the Indian Sanitary Reports which have issued from this office for many years. We believe that the best practicable means

28.—*British Committee's Memorandum.*

of diminishing the prevalence of these diseases is to be found in establishing a system of voluntary lock hospitals, and in providing the soldier, as far as possible, with healthy occupation and recreation."

7. In the course of the correspondence following on the Report of the Departmental Committee, Lord Kimberley* wrote to the Government of India on 1st March, 1894 :—

"Having regard, therefore, to the failure of executive action to carry out the intentions of your Government, I have no alternative but to conclude that the only effective method of preventing a recurrence of such practices is by means of legislation,"

and he suggested that this legislation should include a specific prohibition of

"any public servant subjecting any woman to compulsory examination, for any of the purposes specified,"

under a penalty of one hundred rupees.

8. The Government of India, after a good deal of opposition, introduced a Bill providing that no Rule under the Cantonment Act should permit any compulsory or periodical examination, and providing a penalty for subjecting a woman to such examination. Objections were, however, raised to the penalty clause, and in deference to the expressed legal opinion that the "offence aimed at is already penalized by Sec. 354 of Penal Code," it was dropped.

9. In the discussion on the Bill in the Council of the Governor-General of India, 24th January, 1895, it was clearly expressed by Lieut.-General Sir Henry Brackenbury, that had executive orders been scrupulously obeyed there would have been no necessity for the Bill, but there were men whose zeal outran their discretion.

"It is through their mistaken zeal that this Bill and the discussion upon it have come about; that a handle has been given to the belief that the existing Cantonment Act is insufficient, and that the Resolution of the House of Commons must be supported by further legislation."

10. Act V of 1895 was accordingly passed on the 8th February, 1895. This consisted of one clause only, adding to Sec. 26 of the Cantonment Act, 1889, (which empowers the Governor-General in Council to make Rules under the Act) the following, viz. :—

"Provided that no such Rule shall contain any regulation enjoining or permitting any compulsory or periodical examination of any woman by medical officers or others for the purpose of ascertaining whether she is or is not suffering from any venereal disease, or is or is not fit for prostitution, or any regulation for the licensing or special registration of prostitutes, or giving legal sanction to the practice of prostitution, in any Cantonment."

* [In March, 1894, Mr. H. H. Fowler, afterwards Viscount Wolverhampton, succeeded Lord Kimberley as Secretary of State for India.]

318 of 1895.
p. 31,
par. 8.

Id.
(Enclosure).

Id., p. 34.

Id., p. 37.

Id., p. 75
par. 5.

Id., p.

241 of 1890.

318 of 1895.
p. 74.

28.—*British Committee's Memorandum.*

11. The new Rules made under the Cantonment Act, as thus amended, differed from the Rules of 1890, by expressly excluding venereal diseases from the category of those infectious and contagious disorders (the diseases not being specified in the 1890 Rules), sufferers from which might be required under penalty of removal from the Cantonment, to attend at or remain in a Cantonment hospital until cured of such disorder ; and the Secretary of State, Mr. H. H. Fowler, on the 29th November, 1894, insisted on the necessity for this change, observing that "there is an obvious difference between venereal diseases and the diseases ordinarily classed as infectious or contagious," and adding : —

"The Draft Rules . . . are obviously open to the objection that without personal examination, which would in effect be compulsory, though not periodical, the existence of the disease could not be certified, and that they would therefore lead to a recurrence of practices inconsistent with the decision of the House of Commons and with the opinion of your Government that the enforcement, directly or indirectly, of the examination of the women, must be prevented."

12. These Rules, however, only remained in operation for a little over two years. Moreover, their operation was accompanied by the closing of the Lock Hospitals in most of the Cantonments [C-8379, page 30]. Thus no fair trial was given then, or indeed at any time, to the system recommended by the Army Sanitary Commission in 1894, and in many previous years, of voluntary Lock Hospitals in every Cantonment.

PART II. 1896-1908. CANTONMENT RULES OF 1897.

13. In 1896, there was a strong demand from India that owing to the increase of venereal disease some further steps should be taken to check its spread among the British troops in India, and Lord George Hamilton (Secretary of State for India) appointed a Departmental Committee on the 9th November, 1896, under the Chairmanship of the Earl of Onslow (Under-Secretary for India), to enquire into the question of disease and its prevalence. This Committee reported, 20th February, 1897, that there had been a great increase in recent years in the admission ratios, and that the disease had assumed a greater virulence, "attested by a longer average duration of treatment, and by an increase in the number of invalidings and deaths." And further, that a great amount of sickness and inefficiency from other diseases "is well known to be attributable to, or aggravated by, the specific disease. . . . Improved sanitation has had the very greatest effect upon every disease other than venereal ; this alone has not only been unchecked in recent years, but has increased to an extent which is appalling and disastrous."

14. Simultaneously with this Report, a Memorandum was issued by the Army Sanitary Commission, whose personnel had recently

28—*British Committee's Memorandum.*

undergone a considerable modification. This Memorandum exhibited a very marked change of view from that expressed in their previous Memorandum of 25th January, 1894, quoted above. In the later Memorandum, dated 9th March, 1897, the Army Sanitary Commission, after referring to the former measures for dealing with the matter as having failed in producing the results anticipated, wrote :—

[C.-8382]
of 1897.
p. 4, par. 4.

" But the increase of disease since the complete abolition [of these measures] compels us to admit that, although they failed to bring about any marked reduction in the number of men infected, they nevertheless exercised a very sensible influence in checking increase."

[C.-8401],
of 1897.

15. Acting on the Report of the Departmental Committee, and fortified by the changed attitude of the Army Sanitary Commission, the Secretary of State suggested a change in the law so as specifically to include venereal disease with all other contagious and infectious diseases as regulated by the Cantonment Act—in other words a return to the practice in force under the Cantonment Rules of 1890. But in recommending this course he laid it down—

[C.-8401]
p. 5,
par. 11.

" That in any measures which may be adopted there must be nothing that can be represented as an encouragement of vice. There must be no provision of women for the use of soldiers by any authority, civil or military. There must be no registration of prostitutes other than that which is, or should be, enforced for all inhabitants of Cantonments, and no granting of licenses to practice prostitution. There must be no compulsory and periodical examination of women.

• • • "

C.-8495]

16. As soon as this contemplated action was made public, a Memorial in opposition to the proposal was submitted to the Secretary of State by the British Committee of the Federation for the Abolition of State Regulation of Vice, dated 15th April, 1897. This Memorial pointed out that the proposal merely involved a re-enactment of the 1890 Rules, which were based on the fallacious and impossible attempt to treat venereal diseases in the same way as other contagious disease, such as cholera or small-pox, and which had been shown to lead to a return to the old system of the periodical examination of women, and the regulation and practical licensing of prostitution. The memorial concluded as follows :—

Id., p. 9.

" We submit that the only statesmanlike attitude—the only one that offers a hope of permanently lessening the deplorable effects of debauchery—is that of making well-devised, continuous and resolute efforts to remove temptations to that debauchery, to apply disciplinary provisions and restraints to check disease and discourage vice, and to place the soldier in an environment tending to develop his best physical, moral, intellectual, and religious faculties. We have recently issued a Memorandum, of which we hand you

28.—*British Committee's Memorandum.*

a copy, containing practical suggestions in this direction, which we commend to your most earnest consideration. We must again repeat that we entirely traverse your statement that statistics prove that 'Regulation' has in any way been successful. And in view of the gravity of the situation, we again repeat our request that a Select Committee may be appointed to inquire as to what remedies may most wisely be adopted.

"We therefore venture to hope that you will, on further consideration, withdraw your Despatch and substitute another inculcating a policy based on these more hopeful lines."

17. A Memorial* was also presented by 73 registered Medical Women, practising in the United Kingdom and India, which *inter alia* indicated at length several "practical points which appear to render it impossible to class venereal diseases with other infectious and contagious diseases for purposes either of prophylaxis, segregation or treatment." Further Memorials in opposition to the proposals were presented by the British Committee, and by the Ladies' National Association, the latter being signed by over 60,000 women. [C.-8892] p. 4, "2."

18. The Government of India, however, proceeded to amend the Cantonment Rules on the lines proposed by the Secretary of State, and as a preliminary step repealed Act V of 1895, the one safeguard against a recurrence of the practices which in 1893 had been proved to exist. [C.-8919] of 1898. p. 3. id.

19. The Repeal of Act V of 1895 was followed on the 15th October, 1897, by the promulgation of the new Rules which expressly placed venereal disease in the category of "infectious or contagious disorders," in respect of which compulsory attendance at, and detention in hospitals, of persons suffering or suspected to be suffering from such disorders was to be enforced on pain of expulsion from the Cantonment. These Rules were subsequently incorporated, with later revisions, in the Cantonment Code of 1899.† [C.-9448] of 1899.

20. On the publication of these Rules explanatory instructions were issued by the Government of India, dated the 20th November, 1897,‡ in which it was stated :— [C.-9017] of 1898.

"The Governor-General in Council is of opinion that venereal diseases should, as far as possible, be dealt with on the same lines as other infectious and contagious diseases. It must be expressly understood that the new Rules do not in any way revive the system which was in force up to 1888. They do not authorize the provision of prostitutes for the troops, or the compulsory examination of prostitutes, or any scheme of registration and licensing for the purpose of prostitution. If a prostitute is suspected of being diseased and of being a source of danger to other persons, she may be required to be examined, and if she refuses to be examined, she may be required to quit the Cantonment. Her refusal to be examined will entail no other penalty, and no prostitute, therefore, par. 4. pp. 3, 4.

* [Cf. page 70.]

† [See pages 51-56.]

‡ [See page 46.]

28.—*British Committee's Memorandum.*

will be examined against her will. If she is found to be diseased, and submits to treatment, any further examination that may be necessary will be determined by the medical requirements of the case, and will depend on considerations similar to those which would apply in the case of any other infectious or contagious disease.

"Although there is to be no compulsory examination of women, medical officers may make arrangements to carry out from time to time the examination of women who voluntarily present themselves.

"The Governor-General in Council desires to impress on those concerned that the success of the measures now adopted will depend very much on the manner in which the new Rules are put in force."

21. For several years past information reached this country from many persons in India (who, however, dared not allow their names to be published), to the effect that the old system of Regulation in force before 1888, was (under the existing Rules), being continued in many Cantonments. In order to ascertain whether this information was correct, Mr. Stuart in April, 1908, moved in the House of Commons for a Return showing, in respect of each Cantonment, how the Rules on this subject have been worked during recent years, asking for specific answers to six questions, the principal questions being whether periodical examinations of women have taken place.

22. Before this Return was published an article appeared in the "Journal of the Royal Army Medical Corps," for August, 1908, by Captain J. Dorgan, R.A.M.C., recording the action taken by him at Poona in the years 1904-6. In this article (p. 124) the following passage occurs:—

*"The measures adopted were mostly in accordance with the Indian Cantonment Code: they included weekly or fortnightly examinations and detentions of all suspicious cases in hospital. . . . The remaining healthy women were permitted to remain in certain specified houses, under the control of a matron responsible for their freedom from infection, and who assisted in the detection of suspects. . . . Way-side prostitution was prevented rigidly, and the recognized women were zealous to report all such interference with their monopoly by outsiders, though this was a means of infection which it was long difficult to control."**

23. The publication of such an article, describing as laudable and exemplary work the maintenance of "certain specified houses" of ill-fame, under military medical control, with a "monopoly" to the "recognized women," speaks for itself. No stronger proof could have been given of the constant tendency to recur to some of the worst features of the old system, and of the total inadequacy of the Rules at present in force to prevent such recurrence

* [Cf. page 7, and page 69, par. 6.]

28.—*British Committee's Memorandum.*

PART III. 1909-1910 OFFICIAL CORRESPONDENCE.

24. The Return (dated February, 1909) was issued in May, ^{38 of 1909.} 1909, and the answers to the first and second questions show that most of the Cantonments have hospitals "to which women suffering from venereal disease are admitted," and that such hospitals have been "maintained continuously during recent years" (a satisfactory reversal of the policy of closing these hospitals adopted in 1895), but that in three cantonments where no such hospitals exist, women known to be diseased are turned out of the cantonments.

25. The answers to the third question show that in five of the Cantonments (Rawal Pindi, Amballa, Sabathu, Lucknow, and Meiktila), periodical examinations had taken place previous to 1907, when they were apparently stopped. Some of the answers explicitly deny the practice of periodical examinations, but in at least 39 cases (including Poona, referred to in Captain Dorgan's article) the answers are ambiguous, and imply frequent and, in effect, periodical examinations.

The answers to the fourth question deny that in any case have examinations of women been "in effect made compulsory by the threat of expulsion from the Cantonment."

26. The answers to the fifth question show that in several Cantonments the powers of expulsion from the Cantonment for non-attendance at hospital have been put in force in recent years in respect of venereal disease, in a varying number of cases, ranging from one to one hundred; and that these powers have only been put in force in respect of other diseases in one Cantonment (Dinapore) on six occasions. It is hardly surprising that persons suffering from ordinary contagious diseases, such as cholera or small-pox, have not been expelled from the Cantonment to infect other districts, and it seems clear that this provision for expulsion was mainly, if not wholly, designed for the purpose of dealing with venereal cases.

27. In answer to the sixth question, it is admitted in one case (Meiktila) that previous to 1907, but not since that date, "passes recording the attendance at medical examinations were given to patients who asked for them." In all other Cantonments it is denied that such passes, or passes permitting women to reside in Cantonments, have been given.

28. The ambiguity of the answers regarding periodical examinations was pointed out to Lord Morley in a letter* from Messrs. James Stuart, M.P., and Henry J. Wilson, M.P., dated 2nd October, 1909, and the Secretary of State accordingly addressed a Despatch† to the Government of India, dated 26th November, 1909, asking for precise information from these thirty-nine Cantonments, "as to whether individual prostitutes were permitted or encouraged to present themselves periodically for examination irrespective of there being any special reasons for suspecting them of being diseased."

*[See page 5.]

†[See page 21.]

28.—*British Committee's Memorandum.*

29. The replies* from these Cantonments enclosed in Despatch from the Government of India, No. 32 of 14th April, 1910, are most of them still ambiguous; but in at least eighteen cases, it is admitted that women have been permitted, or even encouraged, to submit themselves to periodical examination. In some stations it is admitted that practically all the prostitutes do so submit themselves, and in several other cases this practice is not definitely denied.

30. It is noted that the present Commander-in-Chief has, in Quartermaster-General's Circular of the 21st March, 1910,† issued the following instruction for the guidance of eleven Cantonments (Lahore, Multan, Karachi, Jhansi, Kamptee, Mhow, Neemuch, Poona, Kirkee, Cawnpore, Fyzabad), out of the thirty-nine whose answers were sent home in the Despatch of 14th April, 1910:—

Last enclosure
in Despatch,
14th April, 1910†

“I am directed by His Excellency the Commander-in-Chief to say that in ‘encouraging’ attendance at Cantonment hospitals of women whom there is no special reason to suspect of being diseased, the local military authorities have exceeded the orders on the subject—and I am to add that this is not to be done in the future.”‡

It is, however, feared that this order will have little effect so long as the periodical examination of women is not absolutely and explicitly prohibited.

31. There is a reference in one of the replies to a Circular of the Quartermaster-General's dated 9th August, 1907, and Lord Morley, at Mr. H. J. Wilson's request, called for a copy of this Circular. It was sent home with other connected documents in a Despatch dated 8th September, 1910.‡

Enclosure in
Despatch of
8th Sept., 1910.‡

32. This Despatch forwarded several Circulars,‡ explaining to Commanding Officers the manner in which the Cantonment Rules were to be carried out. These all lay stress upon the fact that they are to be obeyed in the letter and in the spirit, but they emphasize the necessity of carrying them out thoroughly, and while repudiating the idea of “compulsion,” they clearly indicate the idea of “encouraging” women in every way to submit to examination. For instance, the Circular Memorandum of the 9th August, 1907, says:—

“Lord Kitchener desires a rigid adherence to the Rules regarding the hospitals and their use, and that it shall be clearly recognized that the Lock Hospital system (which was virtually the imprisonment and compulsory examination and treatment of prostitutes) is a thing of the past, and is under no circumstances to be re-introduced or imitated. Everything should, however, be done by kindness to induce diseased women, if ascertained to be present in Cantonments, to enter the hospital and to submit to the treatment prescribed, examination being in all cases voluntary, whilst the expulsion from the Cantonments of such as will not be treated should be

* [See pages 25-32.]

† [See page 34.]

‡ [See pages 38 *et seq.*]

28.—*British Committee's Memorandum.*

enforced, every care being taken to prevent their removing to other Cantonments without due notice being given to the authority of that Cantonment."*

33. It is true that there was nothing in this Circular directly ^{ss of 1900.} authorizing the periodical examination of women, and it appears from Return 38 that in several Cantonments such periodical examinations which had previously taken place were discontinued after, and apparently in consequence of, the issue of the Circular. But it further appears from the enclosures in Despatch of 14th April, 1910, that in other Cantonments the practice was continued and was understood to be justified by that Circular. For instance, from Amritsar it is reported :—

"No action has been taken to encourage individual prostitutes to present themselves for periodical examination other than such action indicated on page 3 of Quartermaster-General's Circular Memorandum No. 14, dated 9th August, 1907. These advantages are realized as women frequently present themselves for examination."†

34. Moreover, it appears from the replies from Lahore,† Poona and Kirkee‡ in the Despatch of 14th April last, that the provision in paragraph 203§ of the Cantonment Code, that the Medical Officer may summon to the hospital for treatment and "examination (if necessary)" any person living in the Cantonment, whom he "has *primâ facie* grounds for believing" to be suffering from an infectious or contagious disorder, is regarded by some officers as intended to secure this end. The answer from Lahore implies that all prostitutes may be reasonably suspected of being diseased, irrespective of any definite proof of disease; and the answer from Poona and Kirkee states—"The trade of prostitution is in itself a special reason for suspecting them of being diseased."

35. *It is thus clearly demonstrated that in many Cantonments the periodical examination of women has regularly taken place, to a greater or less extent, and more or less continuously from 1897 to the present time.*

36. This result is hardly surprising, since the Rules in the opinion of the Indian Government, as expressed at the time, were intended to allow that "Medical Officers may make arrangements to carry out from time to time the examination of women who voluntarily present themselves," and there was nothing in Lord George Hamilton's Despatch of the 26th March, 1897, or in any of the Circulars referred to above, to forbid such periodical examinations. [C.-9017]
1898, p. 4,
par. 4.
[C.-8401]
1897.

37. These circulars also lay stress on the obligation resting on all medical officers to "take an active interest in the cleanliness and sanitary condition of the Cantonments in which they do their duty."|| It is said "that it should be possible for the medical Circ. of 2nd
June, 1904.

* [See page 42.] † [See page 26.] ‡ [See page 29.]
§ [See page 53.] || [See page 64.]

29.—*India Office to British Committee.*

India Office, Whitehall, S.W.

8th December, 1910.

SIR,—

In reply to your letter of the 3rd November, 1910,* addressed to Lord Morley of Blackburn, I am directed to inform you that the letter and its enclosures has been forwarded to the Government of India for consideration and report.

I am, Sir,

Your obedient Servant,

(Signed) R. RITCHIE.

The Right Honourable James Stuart,
Carrow Abbey, Norwich.

* [See page 68.]

30.—*India Office to British Committee.*

India Office, Whitehall, London, S.W.

25th August, 1911.

SIR,

In continuation of my letter of the 8th December, 1910,* I am directed to inform you that after communicating with the Government of India the Secretary of State for India in Council is now in a position to reply to the letter of 3rd November, 1910,† signed by the Right Honourable James Stuart and yourself and addressed to Lord Morley.

2. In that letter specific proposals are put forward for alteration of the laws and regulations in force in India in respect of venereal diseases in Cantonments. These proposals are :—

- (1) That an Act forbidding periodical examinations of prostitutes should be re-enacted on the lines of Act V. of 1895,‡ modified if necessary, so as to make it clear that it is not intended to interfere with such examinations as may legitimately take place in the course of treatment ;
- (2) That paragraph 203§ of the Cantonment Code should be amended so as to exclude venereal diseases from the category of contagious diseases “ so far as compulsory attendance at hospital or compulsory examination are concerned ” ; and
- (3) That hospitals for the purely voluntary treatment of venereal diseases should continue to be provided in all cantonments.

3. It will be convenient to deal with these recommendations in the reverse order, and I am to point out as regards (3) that the existing hospitals are purely voluntary. It is true that persons reasonably suspected of suffering from some form of contagious disease may be directed to present themselves for examination and treatment, but they are not compelled to obey. If they prefer it they may avail themselves of the alternative of leaving the cantonment. There is no intention to abolish these hospitals.

4. Passing now to your second recommendation I am to point out that there is a certain inexactitude in the terms in which it is couched, neither attendance at hospital nor examination being compulsory whether in the case of venereal or of any other form of contagious disease. As already pointed out, there remains always and to all persons the option of leaving the cantonment. Apart from this the actual effect of your proposal, if brought into force, would be to allow persons suffering from venereal disease to remain undisturbed in cantonments, and to render the responsible authori-

* [See page 83.] † [See page 68.] ‡ [See page 74, par. 10.] § [See page 53.]

30.—*India Office to British Committee.*

ties helpless to deal with such centres of infection however well authenticated the existence of disease might be, and involving, as experience has proved, the gravest risks of disablement to the innocent as well as to the guilty. The Government of India take the strongest possible exception to your recommendation, and the Secretary of State for India in Council can find no reason that would justify the toleration in a Cantonment of known contagious disease. He cannot accept the view, which he observes is emphatically repudiated in your letter, that vice can be prevented by allowing disease to exist, in the hope that the fear of infection may act as an effective deterrent.

5. It is an error to suggest, as you appear to do in paragraph 13* of your letter, that the authorities in India hold that—for the individual—vice, however much it is to be deplored, is inevitable and must therefore be made safe. But on the other hand they do recognize that, given the present state of sexual morality in England, and the ordinary working of the law of averages, some sexual incontinence is sure to take place among so large a body as 75,000 young men, almost all of whom are unmarried. The fact is no doubt deplorable, but it cannot be ignored. Any attempt to guarantee or appear to guarantee the safety of sexual indulgence is entirely to be condemned, but deliberately to acquiesce in the prosecution of their trade in cantonments by prostitutes known to be diseased would be equally indefensible.

6. Turning now to your first recommendation that Act V† of 1895 should be re-enacted, with modifications if necessary, the Secretary of State for India in Council does not consider that any sufficient justification has been shown for the re-introduction of an Act which was deliberately repealed after the fullest consideration. Nor does he consider that its re-enactment would further the cause you have so much at heart. Compulsory examinations, properly so called, are forbidden already, and are punishable by the ordinary law, and the Secretary of State in Council is unaware of any form of words which would render illegal the examination of women who present themselves voluntarily and which would not at the same time prevent the ordinary treatment of disease. These two propositions involve, in fact as well as in form, a fundamental contradiction that it is impossible to reconcile by any form of words that could be given the effect of statute.

7. In conclusion I am to say that for practical purposes we must consider practical results, and these show that since 1895 the decrease in the incidence of venereal disease among British Troops in India has been continuous and satisfactory. In that year the ratio of admissions to hospitals for such diseases was 536.8 per thousand men in cantonments; in 1910 it had fallen to 58.9 per thousand, or but little more than one-tenth of the ratio of 1895. The Government of India are of opinion that this advance is due

* [See page 71.]

† [See page 74, par. 10.]

30.—*India Office to British Committee.*

in part to the great efforts they have made to improve the moral and physical condition of the troops and in part to the provisions of the Cantonment Code. On the other hand the Secretary of State for India in Council understands from paragraph 2* of your letter under reply that you attribute the whole improvement to the advance in moral and physical tone, and believe that the improvement would have been greater but for the action of the Code. That the habits of British soldiers in India in regard to sexual vice have undergone a marked and striking improvement during the past fifteen years in response to the sustained and united efforts of the military authorities and religious bodies, the Secretary of State is glad to believe and thankfully acknowledges. But that the moral improvement is in fact commensurate, or even more than commensurate, with the astonishing fall in the rate of admissions to hospital for venereal diseases indicated in the above figures, appears to him to be not only inconsistent with all past experience of this phase of human nature, but also, unhappily, to be in conflict with facts admittedly within the knowledge of all those who have taken part in efforts to raise the moral tone of the Army in India.

8. The Secretary of State for India in Council therefore feels that the results attained by the existing system are such that any interference would not be justifiable, and he does not in consequence propose to take any further action on your suggestions.

I am, Sir,

Your Obedient Servant,

(Signed) ED. MONTAGU.

H. J. Wilson Esq., M.P.,

Osgathorpe Hills, Sheffield.

*[See page 68.]

31.—*British Committee to India Office.*

19, Tothill Street, Westminster, S.W.

November 23rd, 1911.

SIR,

I have submitted your letter of the 25th August* to the Committee of which the Right Hon. James Stuart and I are members.

2. We deeply regret to learn that the Marquis of Crewe is not prepared to amend the Cantonment Act in the manner suggested in the letter from Mr. Stuart and myself of 3rd Nov., 1910.† But one sentence in your letter (quoted below), encourages the belief that Lord Crewe is in agreement with us on one at least of the main principles underlying our discussion, and that the disagreement is rather as to the particular mode in which the principle should be expressed in law and action.

3. In paragraph 7 of your letter, you refer to the "practical results," and you say that the Government of India attributes these in part "to the great efforts they have made to improve the moral and physical condition of the troops," and in part to the provisions of the Cantonment Code. While we question whether any share in the improvement is due to the latter cause we are prepared to accept in its entirety the explanation given in the latest official publication, "The Report of the Health of the Army for the year 1909."‡ Referring to the decrease in admission and invaliding ratios for Venereal Diseases, the Report says: "As noted in former reports the steady annual decrease in these diseases may be ascribed to a variety of causes, chief among which are the personal influence of the Commanding Officers, the spread of temperance, the variety of games and amusements which fill up spare time, the more thorough treatment of disease, by which relapses are checked, and finally, the deterrent influence of the loss of service pay which those who contract these complaints have to suffer." Similar statements are made in previous reports, and in none of the recent ones is any credit whatever given to the Cantonment Rules.

4. We believe that this explanation is the true one, and that there is no ground for attributing beneficial results to any attempted sanitary control of prostitutes. We are confident that in India as elsewhere such attempts are condemned even by their "practical results." This point is further dealt with in the note appended to this letter.

5. But to us this is a side issue: it does not touch the position we have taken ever since our movement began: viz., that this question is one which can never be decided by statistics alone,

* [See page 84]

† [See page 68.]

‡ [Cd. 5477, page 83.]

31.—*British Committee to India Office.*

since our opposition is based on considerations of a different and, as we maintain, of a higher order.

6. In the letters of October, 1909,* and Nov. 1910,† Mr. Stuart and I felt it necessary to explain in detail the grounds of our belief that the Cantonment Rules and the practices founded upon them are not in accordance with the Resolution‡ of the House of Commons of June 5th, 1888.

7. I realize that in the mass of detail, and in the attention we were obliged to direct to the question of periodical examinations, we may have failed to indicate with sufficient clearness the principles which underlay that Resolution and which have led us and our colleagues of this Committee steadily to oppose not only the former Contagious Diseases Act, but also the somewhat different arrangements which now prevail in India. It will be well therefore in this letter to state these principles explicitly.

8. To the system of State Regulation of Vice, as it formerly existed both in England and in India, and still exists elsewhere, there are two main grounds of objection,—one constitutional, and the other moral. The constitutional objection is the injustice involved in putting a class of women outside the ordinary law, constituting them suspects, differentiating them from men who are necessarily their accomplices in the conduct concerned, and then subjecting them to arbitrary treatment and especially to compulsory examination. The moral objection is that the system in its operation affords a positive encouragement of vice by giving it Government recognition and protection.

9. If a system of regulation could be devised, which involved no infringement of liberty, and was therefore not open to the constitutional objection, it should still in our opinion be condemned if it could be shown that it involved an encouragement of vice. The Cantonment Rules of 1890, and the practically identical Rules of 1897,§ were evidently devised in order to meet this constitutional objection, since in a strictly legal sense they may be held to involve neither compulsory examinations nor compulsory detention in hospital, as the alternative is offered of being expelled from the Cantonment. But we are still of opinion that the Rules involve a moral, if not a legal compulsion, for the reasons set forth in our letter of 2nd October, 1909,* and because we doubt whether for most of the women it is practicable to accept the alternative offered, viz., expulsion from the Cantonment.

10. We purposely, however, refrained from pressing this point in our letter of 3rd November, 1910,† but in that letter we adduced evidence to show that examinations have been conducted periodically. It obviously makes no difference as regards the moral effect of the system on the soldier, whether the submission of the women to examination and treatment is purely voluntary, or due to some form of compulsion.

* [See page 5.]

† [See page 68.]

‡ [See page 72.]

§ [See pages 51-56.]

31.—*British Committee to India Office.*

11. The argument of our letter of 3rd November, 1910, was thus summed up in paragraph 12*: "We have good reason to believe from the personal testimony of men of the Indian Army that the practice of periodical examination which prevails in at least some Cantonments, is generally regarded by them as being intended to make vice more safe, and that it thus becomes a direct encouragement to vice, especially as it is coupled with the fact, patent to all the men, that brothels in certain parts of the Cantonment are not only tolerated but are placed under some sort of official supervision." This point was expanded in paragraphs 37-39† of the Memorandum accompanying that letter.

12. Lord Crewe agrees with us, as appears from paragraph five of your letter, that "any attempt to guarantee or to appear to guarantee the safety of sexual indulgence is entirely to be condemned."‡ While, however, he does not answer our contention that the present practices, whatever be their real object, must appear to the men as an attempt to guarantee such safety, he rejects as impracticable our suggestions for prohibiting these practices. In these circumstances we hope that he will recognize it to be the imperative duty of the Indian Government to devise and carry out some other plan for securing the objects which we have at heart, and which we believe his Lordship desires to promote, viz., to disabuse the soldier of any idea that the authorities countenance immorality and provide facilities and guarantees for it.

13. One such plan seems to be suggested by another sentence in paragraph five of your letter. You say that "deliberately to acquiesce in the prosecution of their trade by prostitutes, known to be diseased, would be equally indefensible."‡ The obvious reply to this statement seems to be: Is it defensible for the Government deliberately to acquiesce in the trade of prostitution being carried on at all in the Cantonments?

14. Under para. 174 § of the Cantonment Code, the Cantonment authority has full power to "prohibit the keeping of a brothel, or the residence of a public prostitute in the Cantonment, or in any specified part of it." This power appears to be exercised in at least three Cantonments (see last page of House of Commons Return 38 of 1909||) but it is not exercised in most of them. The fact that brothels are allowed in certain parts of the Cantonments while the inmates of such brothels are subjected to medical supervision and control (through the operation of para. 203** of the Code) practically amounts to making them "licensed" brothels—although in para. 12* of our letter above quoted we preferred to use the milder word "tolerated."

15. We submit for the serious consideration of the Secretary of State that this power for the suppression of brothels within the Cantonments should be put in force; and as regards brothels in

* [See page 71.] † [See pages 81 and 82.] ‡ [See page 85.]
§ [See page 51.] || [See pages 78 and 79; pars. 21 and 24] ** [See page 53.]

31.—*British Committee to India Office.*

the neighbourhood of, but outside, Cantonments, that the general law of India should, if necessary, be strengthened to provide for their suppression.

16. In connection with this we would remind Lord Crewe of what we said in our letter of 3rd* October, 1909, in regard to the traffic in women. We pointed out† that the British Government, in common with the Governments of other countries, has pledged itself to use its best energies for the suppression of this traffic, and we urged that the Indian Government should actively ally itself with that movement. It is common knowledge that there is a considerable importation of European and Japanese women into India for immoral purposes, and that many of these women are to be found in military stations. Experience in other parts of the world has shown that where officially tolerated brothels exist they afford special facilities for this traffic and are a serious hindrance in the way of efforts to suppress it. The same considerations apply to the internal traffic in native women.

17. We feel confident that when the whole situation is understood in this country, public opinion will demand that further measures should be taken clearly to dissociate the Indian Government from any appearance of encouraging vice in the Cantonments

I remain,

Yours faithfully,

(Signed) HENRY J. WILSON,

*Chairman of the British Committee of the
International Abolitionist Federation.*

To the Honorable Edward Montagu, M.P.,
Under-Secretary of State, India Office.

*[See page 5; for "3rd" read "2nd."] †[See page 8.]

32.—*Reduction of Disease in India.*

[Enclosed with No. 31.]

*Note on the Causes of the Reduction of Disease among British troops in India.**To accompany the letter to the Under-Secretary of State of November 23rd, 1911.*

I. The statistics of British troops in India show that the ratio of admission to hospital for venereal disease has fallen from 536.8 per 1,000 in 1895, to 58.9 in 1910, and that the diminution has been steady and continuous. For this striking and gratifying fact, no single explanation is sufficient, as testified repeatedly by the Sanitary Commissioner with the Government of India, and by the Army Reports.

II. A study of these reports shows :

(1) That the statistics of recent years are not strictly comparable with those of 1895.—“ Report on Sanitary Measures in India,” 1905-6, page 53 (Cd. 3559), because—

(a) In the earlier statistics re-admissions were counted as new admissions, but not in the later ones. See “ Report on Sanitary Measures,” 1904-5, p. 53 (Cd. 3,162) ; “ Report on Sanitary Measures,” 1906-7, p. 41 (Cd. 4,314).

(b) The system of treating venereally affected men as out-patients reduces the number of admissions to hospital. “ Report on Sanitary Measures,” 1898-9, p. 86 (Cd. 397) ; “ Report on Sanitary Measures,” 1904-5, p. 53 (Cd. 3,152).

(2) That there has been nevertheless a remarkable and continuous reduction in disease, as shown by the invaliding statistics which are not affected by the above changes.

(3) That the reduction is not attributable to any one cause but to many causes working concurrently.

III. The explanations given in these Reports for the continuous reduction fall under three main heads :—

(1) The more thorough and continuous medical treatment now practised in the army, which diminishes the sources of infection.

(2) Influences tending to the moral and physical amelioration of the soldier's lot, including efforts by Officers, temperance workers, etc., together with instructions as to the dangers of disease.

(3) Stoppage of proficiency pay during the time the men are inefficient by reason of venereal disease.

(4) The application of the Cantonment Rules.

32.—*Reduction of Disease in India.*

IV. A comparison of the successive reports shows that the first factor is emphasized throughout; that the second comes into prominence as the years pass; and the third is only mentioned in recent years. On the other hand the last named, namely the Cantonment Rules, which loomed large in the earlier reports, gradually recedes into the background. In each of the last three Reports of the Army Medical Department (for 1907-8-9), the causes of the decrease are enumerated, but in none of the enumerations is there any mention of the Cantonment Rules or of the sanitary control of women. The same noteworthy omission is found in the latest Report of the Sanitary Commissioner with the Government of India, that for 1907-8, where it is stated: "The fall in the rates relating to these diseases, which is one of the most remarkable features of the health statistics of European troops in India during recent years, is common to all kinds of venereal disease. It is attributed to a number of causes, among which may be mentioned, as being the more important, the efforts of regimental and other Officers to occupy the spare time of the men in healthy pastimes, to make the regimental Institutes attractive and comfortable, and to influence the men to avoid contracting these diseases; the better education and higher moral tone now existing among soldiers generally; increased knowledge of the dangers of these diseases, leading to greater care as regards personal prophylaxis; less indulgence in alcohol; the more thorough treatment now carried out in all cases" (Cd. 4,762, p. 49).

V. It is clear from the above that the highest Army Medical Authorities, to say the least of it, do not now attribute any great importance to the so-called "control." The following considerations further support our view that the Cantonment Rules have had no appreciable share in the improvement as regards health.

(1) Under the Indian Acts of 1864 and 1880, when the Cantonment Rules were even more stringent than those to which we now object, the statistics of disease were high and increasing.

(2) In the Home Army, where this factor is altogether absent, there has been a decrease of disease as steady and almost as remarkable as that in India; this decrease began in the very year of the Repeal of the Contagious Diseases Acts.

VI. The abnormally high figures for the British Army in India for the period 1886-1895 are in some measure explained by the following extract from the "Report of the Sanitary Commissioner with the Government of India for 1903":—"Up to 1895, one effect of the short service enlistment was to introduce a large number of young men into Indian Cantonments every year with all the consequences resulting from freedom from a sense of personal responsibility and ample opportunities for indulging their imperious impulses; then for about ten years before the date mentioned

32.—*Reduction of Disease in India.*

the lock-hospital system had been abolished, and in view of the state of medical opinion at the time, this doubtless resulted in a sense of helplessness on the part of the authorities, medical and other, in face of the situation thus created. There was perhaps some lack of adaptation of resources to meet it, and possibly treatment of infected men, as of course, of the women, was not adequately carried out, and thus it is not difficult to trace the results in the steady increase of the disease to the maximum during the decade in question." "Report on Sanitary Measures in India in 1903-1904," p. 57 (Cd. 2,766 of 1905).

This reference to the abolition of the lock-hospital system in 1885 seems not quite accurate, since only some of the lock-hospitals were experimentally closed in that year and were re-opened two years later; but the Statement appended to the Report of Lord Onslow's Committee (C. 8,379 of 1897, pp. 28-30) shows that so many changes were made in the hospital arrangements during the period in question as to make the figures for this decade quite exceptional

33.—*British Committee to India Office.*

19, Tothill Street, Westminster, S.W.

27th June, 1912.

SIR,

As Acting Chairman of this Committee during the illness of Mr. H. J. Wilson, I have the honour to request you to inform the Marquess of Crewe with reference to your letter of 27th November last,* that we desire to publish the undermentioned correspondence between the India Office on the one side and the Right Hon. J. Stuart and Mr. H. J. Wilson on the other side, in regard to the treatment of venereal disease in the Indian Cantonments, viz. :—

Messrs. Stuart and Wilson to Lord Morley, 2nd October, 1909.

Lord Morley to Mr. Stuart, 22nd October, 1909.

Mr. Stuart to Lord Morley, 2nd November, 1909.

Lord Morley to Mr. Stuart (with enclosures), 6th June, 1910.

Mr. Wilson to Lord Morley, 20th June, 1910.

Lord Morley to Mr. H. J. Wilson, June 22nd, 1910.

Lord Morley to Mr. Wilson (with enclosures), 27th September, 1910.

Mr. Stuart and Mr. Wilson to Lord Morley, 3rd November, 1910.

Mr. Montagu to Mr. Wilson, 25th August, 1911.

Mr. Wilson to Mr. Montagu, 23rd November, 1911.

As some of the documents received from the India Office were marked confidential, I have to enquire whether there is any objection to their publication, either in whole or in part.

In a letter to Dr. H. Wilson, dated 11th December, 1911, Lord Crewe asked her to inform Mr. H. J. Wilson that it was his intention to discuss the matter raised in this correspondence with Lord Hardinge while in India. In view of this intimation (and of a similar one previously made to Dr. Scott Lidgett) I have also to enquire whether his Lordship desires to add anything to the correspondence before it is published.

I am, Sir,

Your Obedient Servant,

(Signed) CHAS. J. TARRING.

To the Under-Secretary of State, India Office.

* [An acknowledgment of No. 31.]

34.—*India Office to British Committee.*

India Office, Whitehall, London.

11th July, 1912.

SIR,—

In reply to your letter of the 27th June, 1912, I am directed to inform you that the Secretary of State for India has no objection to the publication of the whole of the correspondence detailed in your letter under reply.

With reference to the last paragraph of your letter, the Secretary of State desires me to forward to you a copy of a further despatch* from the Government of India, dated 13th June, 1912, which has his entire concurrence, and which he wishes to add to the correspondence to be published.

I am, Sir,

Your obedient Servant,

(Signed) LIONEL ABRAHAMS.

The Acting Chairman of the British Committee of the International Federation for the Abolition of State Regulation of Vice.

19, Tothill Street, Westminster, S.W.

* [See page 96.]

35.—*Government of India to India Office.*

[Enclosed with No. 34.]

No. 97 of 1912. Army Department.

*To The Most Honourable the Marquis of Crewe, K.G.,
His Majesty's Secretary of State for India.*

Simla, the 13th June, 1912.

MY LORD MARQUIS,—

We have the honour to acknowledge the receipt of your Lordship's military despatch No. 140-Military, dated the 15th December, 1911, in which our remarks are desired in regard to certain suggestions* made by Mr. H. J. Wilson, M.P., Chairman of the British Committee of the International Federation for the Abolition of State Regulation of Vice. His proposals are :—

1. That the powers given by sec. 174† of the Cantonment Code, 1899, should be so enforced in all cantonments as to prohibit absolutely the existence of any brothel or the residence of any prostitute within Cantonment limits ; and

(2) That the general law of India should be at the same time so strengthened as to enable a like prohibition to be enforced " in the neighbourhood " of Cantonments.

In other words, his suggestions are that action should be taken to close all houses of ill-fame and to expel all prostitutes from the limits of all Cantonments in India ; and also from an area which extends to a distance of from five to ten miles in all directions from the Cantonment boundary.

2. It seems hardly possible that when this proposal was made, Mr. Wilson could have known of the conditions that exist in Indian Cantonments, or the extent of the task which the Civil and Military authorities would have to undertake to carry this very sweeping proposition into effect. All the large and more important Cantonments in this country contain within their limits " Bazars," which in many cases form large towns, *e.g.*, Secunderabad Cantonment—total population 114,000, Ambala 54,000, Meerut 42,000, Rawal Pindi 40,000, and nearly all Cantonments are set in close proximity to large cities, or are amongst villages containing in the aggregate a very large population.

Even if it were not entirely out of the question to allow the active interference of military and civil police in the private concerns of people resident in the cities and villages in the vicinity of Cantonments, it is self-evident that no such measure of prohibition as that proposed could possibly succeed under the circumstances mentioned.

* [See page 87.]

† [See page 51.]

35.—*Government of India to India Office.*

3. As regards the first suggestion, the Committee which Mr. Wilson represents apparently perceive that it would be useless to close all the brothels and expel all the prostitutes from Cantonments only, without taking steps for their removal still further away, as the result would simply be that the women would take up their residence outside and as near as possible to the boundary. It may be further pointed out that even if all the brothels were closed in Cantonments, and the towns and villages in the circumjacent areas placed out of bounds for the troops, it would not stop the trade of prostitution nor prevent soldiers from consorting with women. The professional prostitutes, who belong practically to a caste in this country, and have no other means of livelihood, would be turned loose to lurk around barracks, rifle ranges, and the roads frequented by soldiers in their walks abroad. The result, in our opinion, would be not beneficial, but positively dangerous to the physical and moral welfare of the soldier. Under present conditions if he desires to indulge his sexual propensities a soldier has deliberately to seek these women, and take the risk which he knows that he is incurring of being infected with a dangerous disease. Under the conditions which Mr. Wilson seeks to bring about, the decent, clean-minded soldier would have temptation thrust upon him. So far, therefore, from the measures advocated being a discouragement, their tendency would be to promote the spread of immorality.

We have the honour to be,

My Lord Marquis,

Your Lordship's most obedient, humble Servants,

(Signed) HARDINGE OF PENSHURST.

O'M. CREAGH.

R. W. CARLYLE.

HARCOURT BUTLER.

SYED ALI IMAM.

W. H. CLARK.

R. H. CRADDOCK.

R. W. GILLAN.

36.—*British Committee to India Office.*

28th October, 1912.

SIR,—

I have to thank you for your letter of the 11th July* last stating that the Secretary of State for India has no objection to the publication of the correspondence relating to the treatment of venereal disease in Indian Cantonments; and forwarding a further despatch from the Government of India on the subject.

I desire to point out that it appears from that despatch that the proposals made in Mr. H. J. Wilson's letter of the 23rd of November, 1911,† have been misunderstood. Mr. Wilson suggested in paragraph 15 of that letter that the Secretary of State should seriously consider the question of putting in force the existing powers for the suppression of *brothels* within the Cantonments, and of strengthening, if necessary, the general law of India, so as to provide for the suppression of *brothels* in the neighbourhood of, but outside Cantonments; but he did not suggest that "the residence of any prostitute within cantonment limits" should be prohibited, or that "a like prohibition" should "be enforced in the neighbourhood of cantonments."

Such a proposal, apart from the question whether it would be at all practicable, would have been entirely contrary to the principles of the Federation for the Abolition of the State Regulation of Vice.

In our view the State ought to prohibit every collective organization of prostitution by punishing the offence of keeping an immoral house open to the public, but it ought not to subject the persons of prostitutes to an exceptional regime whatever.

The correspondence, including the despatch referred to, and the present letter, is now being published.

I am, Sir,

Your obedient Servant,

(Signed) CHAS. J. TARRING,
Acting Chairman.

The Under-Secretary of State for India,
India Office.

* [See page 95.]

† [See page 87.]

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